



City of Greenfield

Comprehensive Plan

November 2015



2015 COMPREHENSIVE PLAN

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MAYOR'S STATEMENT



The comprehensive planning process and recent outreach programs have highlighted a sense of anticipation and a renewed spirit of community in Greenfield. It is the energy of our people, the heart and soul of the City, that gives us our drive and allows us to excel. In recent years the City has seen a heightened alliance of many organizations, bringing businesses and residents together to foster positive change. The Greenfield Comprehensive Plan seeks to support those efforts by crafting policies that will bring our goals to the forefront of decisions made within the City.

The Comprehensive Plan captures the vision of our citizens so that we may use this input to help guide future growth, development, and the vitality of our City. One of the greatest challenges for local government is discerning the interest and desires of its citizens. During the update of the Plan, we have sought the input of every member of the community through surveys and workshops, and a common story is emerging. Our objective has been to capture the emotional and personal connections residents feel for our City, to identify unifying characteristics, to understand what groups are working to accomplish, and to translate those collective messages into a guide that serves as the foundation for future community decisions.

As stewards of the community, we cannot take a neutral position on future development. We must continually ask ourselves what we are doing to move our mission forward. We must collectively answer that question in order to remain authentic and compelling. Achieving the goals in the Plan will require the combined effort and support of every person, every business, and every organization; because when we work together, we can propel our City to an even better place.

Mayor Chuck Fewell



"Greenfield
is my home and your home and your parent's
home
and the best home outside of
heaven."

- James Whitcomb Riley



1 INTRODUCTION



INTRODUCTION

The City of Greenfield is poised to take advantage of opportunities for growth and redevelopment. The 2015 Comprehensive Plan Update is the long-range guide to land use and development within the City. Included are policies, goals and objectives, graphics, and strategies for implementation that are reflective of the desires of the community. Described in this plan are paths for physical, cultural, and economic growth. The Plan assesses the impact of future growth on transportation, utilities, fire and police services, parks and recreation, as well as the community's established character.

From the 19th Century to the mid-20th Century, the city was the focus of a region's economic and social life. Greenfield prides itself on being an authentic American city with an intact downtown and prominent, historically-significant features. Traditional development patterns of cities have evolved structurally into commercial corridors and post-war subdivisions. This update brings attention and focus to revitalization, infill development, and promoting connectivity between the two eras of development.

As the City moves forward, the overarching goal of this plan and others is to maintain what has worked well for Greenfield all these years. This plan focuses on preserving the historic structures, identity, and history of Greenfield while welcoming new residents and businesses with open arms. This is best expressed in the City's motto "Experience our Past, Share our Future". Continuing to develop in a methodical, logical way that capitalizes on existing assets and infrastructure will provide the strongest future for the City.

Experience our Past, Share our Future.

VISION STATEMENT

The Vision Statement for the City focuses on the big picture of creating a City that is vibrant and compelling. The aim is to preserve the history and heritage of the City while enhancing employment opportunities, cultural opportunities, range of uses, aesthetic quality, and shopping appeal. The following captures four major themes of the vision for the community: Heritage/Legacy, Economic Development, Livable Community, and Collaboration/Education.

GREENFIELD VISION STATEMENT

GREENFIELD WILL CONTINUE TO BE AN AUTHENTIC AMERICAN CITY BY

1. Investing in the historic downtown, surrounding neighborhoods, and corridors to preserve our heritage and provide a cultural center that inspires future innovation **(Heritage/Legacy)**
2. Promoting a targeted economic development strategy through identification of prime sectors for job growth and investment in quality business retention/expansion programs **(Economic Development)**
3. Prioritizing all aspects of community health through housing, infrastructure, and amenities designed for people of all ages and abilities **(Livable Community)**
4. Providing exemplary learning opportunities through partnerships with educational, institutional, service, and business organizations **(Collaboration/Education)**

The Vision Statement is built upon community input and is the basis for goals and objectives presented throughout this plan. The plan synthesizes the community's recommendations into a series of strategic, actionable goals. The goals outlined in this plan are statements expressing important values and desired outcomes for the City of Greenfield.

This document provides officials of Greenfield and those that make decisions for the community a blueprint for desired locations, intensity, and design of future growth, as well as suggestions for redevelopment areas, future parks and public services, facilities, and other opportunities. The plan should assist the Plan Commission, Board of Zoning Appeals, and local officials and act as a basis for development and zoning decisions. The plan may be used by members of the community or interested developers when making decisions about future investments.

The plan may also be used when considering budgets or capital improvement projects. Updates to the plan should be considered roughly every ten years, or whenever major changes have occurred demographically or otherwise that have a large impact on the community.

1 INTRODUCTION

PUBLIC INPUT PROCESS

The process for updating the Comprehensive Plan spanned from June 2015 to December 2015, with various opportunities for public input.

The Steering Committee for the plan met monthly to track progress and updates, provide feedback, and edit chapters and goals. Public input was gathered during July and August for the revision of goals and projects, and comments were solicited on document drafts at public meetings.

A variety of methods for gathering public input were used for the plan update, including workshops, surveys, and feedback cards. Two public workshop sessions and a survey were launched to gather feedback on the plan. Six hundred individual responses were submitted for the survey, and 55 people attended the public workshop to participate in multiple sessions.

Surveys were sent out using Survey Monkey, with the link pushed out by the City of Greenfield and the Daily Reporter. Paper copies were left at multiple businesses in town for those that may not have access to computers. In total, 560 online responses were collected, and 40 paper surveys were collected.

Workshops held to gather public input included introductory presentations to the comprehensive plan update process and several small group exercises to encourage collaboration and discussion. Guests were

asked to map where they would like to see various future development, take a visual preference survey to provide feedback on different concepts and styles, and provide feedback on current projects happening in the City, like designs for the I-70 Gateway. The Visual Preference Survey boards were relocated to the Creative Arts and Event Center in Downtown Greenfield to allow people to provide feedback that were unable to attend the meeting. This method was also used for informational boards regarding City projects and updates to the plan.

Survey responses and notes from the Visual Preference Survey are included throughout this document to show how the goals reflect the feedback received, and included in *Appendix C*. The future land use map is a culmination of the mapping exercises, steering committee meetings, and conversations with City departments pertaining to future growth.

The overwhelming interest and support that residents have shown in this and previous efforts has been the driving force of this update. A successful plan hinges on community input and values, and our residents did an outstanding job of providing that.

PUBLIC WORKSHOP PHOTOS



MAPPING CONDITIONS IN GREENFIELD

Citizens in Greenfield map where they would like to see future development and current conditions in the City.



WHAT'S GOING ON IN GREENFIELD?

Mayor Chuck Fewell was on hand to talk about current initiatives and future visions for the City.



VISUAL PREFERENCE SURVEY

Citizens provided feedback on types of developments, parks, art, streets, and other designs they liked best.

RELEVANT PLANS AND DOCUMENTS

This document will serve as update to the 2006 Comprehensive Plan. Several other plans have been created focusing on parks, the downtown, and other areas of the City. Important plans that should be referenced for recommendations on specific areas include:

- 2006 Greenfield Comprehensive Plan
- 2014 Parks Master Plan
- 2014-2023 Recreation Zone Improvement Plan
- 2013 Downtown Revitalization Plan
- 2004 Downtown Master Plan
- 2013 Downtown TIF Plan
- 2008 North Economic Area TIF Plan

The previous comprehensive plan focused on managing growth in three areas: quantity of growth, quality of growth, and location of growth. Increasingly stringent annexation laws in Indiana are making the process of adding land to City limits more involved and potentially difficult. Now, more than ever, mindful growth and infill development are critical to the success of cities. Quantity, quality, and location of growth are just as important, if not more so, to this plan as they were previous ones.

PLANNING MANDATE

Indiana State Code 36-7-4-501 requires the creation and updating of comprehensive plans to promote public health, safety, and general welfare, as well as for the efficiency of development. A comprehensive plan is not a regulatory document, and therefore may evolve organically over time. It is subject to change and open to reinterpretation from council and commissions, and should be periodically updated in the future. Plans are a required prerequisite to establishing and implementing zoning and subdivision control ordinances and must include a statement of:

- Objectives for future development
- Policy for the land use development
- Policy for the development of public ways, public places, public lands, public structures, and public utilities

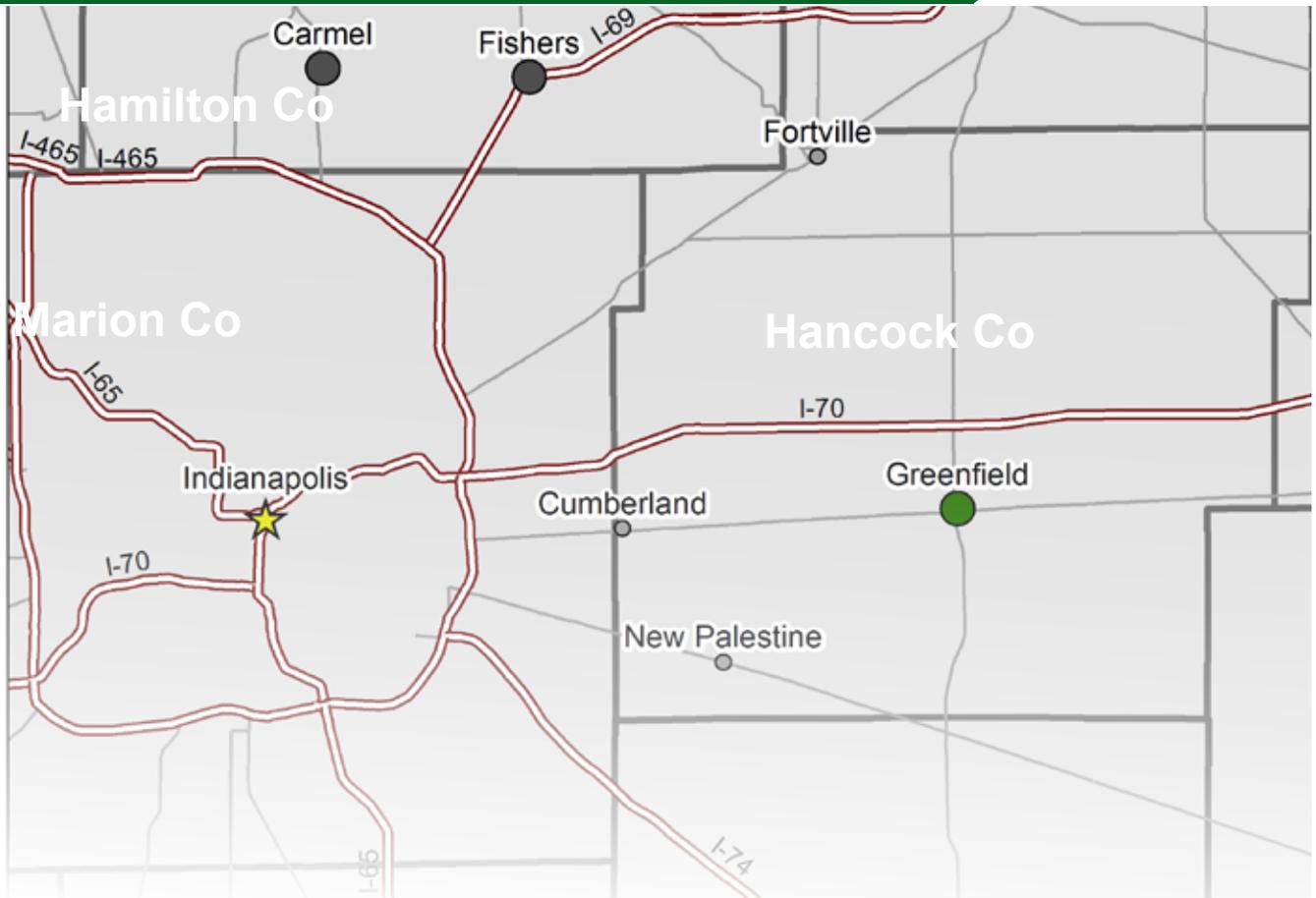
HOW TO USE THIS PLAN

Goals relevant to each topic are presented with objectives in tables at the end of each chapter. An example of the goals and objectives format are presented below. Goals are numbered so that they are reflective of the chapter (e.g. the first goal in chapter two would be goal 2.1).

Objectives are presented with a timeframe for short (0-3 years), medium (3-5 years), and long term (5+ years) goals, as well as ongoing initiatives. This will help prioritize action and implementation steps in the future to accomplish the goals of this plan.

GOAL 2.1 (ChapterReference.GoalNumber format)	
A goal that directly supports the collective vision and efforts of the community.	
Objectives	Timeline
Tangible recommendations that can be taken by City officials, business leaders, community organizations, and residents to implement the goal.	Expected time to complete the objective

2 CHARACTER AND IDENTITY



INTRODUCTION

Greenfield is the heart of Hancock County and enjoys rich architectural history with a landmark courthouse and beautiful houses surrounding the historic downtown. Greenfield has been home to many notable artists including Will Vawter and Dick Black, composer Earl K. Smith who penned “Down by the Old Mill Stream”, and Reverend Charles O’Donnell, who later became president of The University of Notre Dame. Most notable is the residency of James Whitcomb Riley, known as the “Hoosier Poet”. Born in Greenfield on October 7, 1849, a statue of the poet stands at the county courthouse that was purchased by donations from school children all over the nation. The City hosts the Riley Festival each year to coincide with the birthday of the poet, and it is the second largest craft festival in the state. Other festivals and cultural events include the Pennsy Trail Art and Music Festival, the Will Vawter Art Show, KidsPlay (a children’s theater), and Entertainment on the Plaza, to name a few.

At a regional level the City is just over 30 minutes east of Indianapolis, Indiana. Greenfield enjoys a unique position with direct access to I-70, U.S. 40, and State Road 9. State Road 9 is the only direct connection between interstates 69 and 74, making Greenfield a convenient place to live and do business and a major pass-through for traffic. This has been one factor of economic success through the years, but also creates issues for future capacity and additional future analysis.

Indianapolis is an active region with hotspots for business and residential relocation. A state campaign to market the business friendly climate of the state has increased the interest in business relocation at the local and national level. The majority of residential growth has occurred in Hamilton County to the north and is internal migration of residents from other parts of the state. Greenfield has experienced steady, consistent growth averaging from 1-3% each year over the last few decades, giving the City the time to evolve with the growth and retain its historic character and charm.

COMMUNITY STRENGTHS

The proximity to Indianapolis is consistently cited by residents and officials as a strength of the community. Residents enjoy having affordable homeownership in an area with quality healthcare and education and an easy drive to the capital city. Residents enjoy this close proximity but want the City to retain its unique character and heritage.

Agriculture is a substantial part of the identity of Hancock County, and local food production is at the forefront of many initiatives and businesses throughout the area. Farm-to-table restaurants, farmer’s markets, and produce delivery services with a regional distribution area are just a few of the ways that residents can experience and embrace a strength of the area.

A grain elevator (shown below, top picture) remains standing in the City as a reminder of the historic agrarian focus in the region. The iconic site is one that some hope can be retained and reused in a way that truly captures the City motto.

The homegrown nature and history of Greenfield has given rise to a culture of residents and leaders willing to band together to move their City forward and get things accomplished. Members of the Steering

Committee mentioned the philanthropic nature and willingness to volunteer time and money to causes as a strength of the City.

Other noted strengths included the Greenfield Coalition, partnerships, and the positive relationship with local media.

OPPORTUNITIES

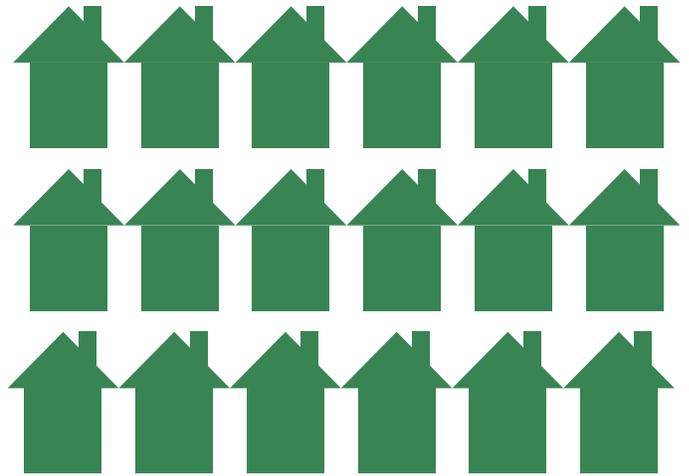
While the survey showed a strong consensus that Greenfield had become a better place to live in the last ten years, it also noted multiple opportunities for improvement.

Increasing walkability, continuing to revitalize Downtown, and better promoting the assets and programs that currently exist in the City were major themes throughout the survey responses. When asked what the top three priorities should be for the City, over 40% of respondents mentioned increasing the amount and diversity of retail options. Trails were often mentioned in those responses as well.

Many expressed a desire for partnerships at the local and regional level to help bring higher education, licensed preschool, and entrepreneur programs to Greenfield.



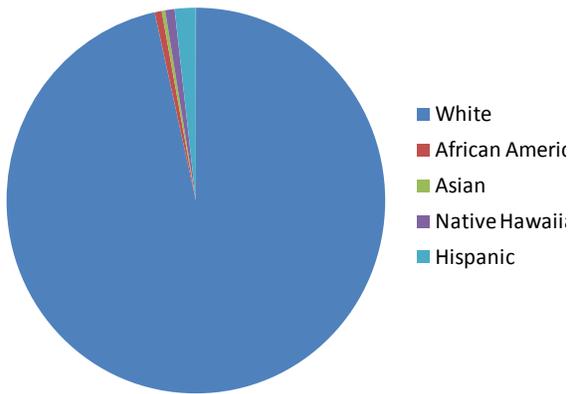
2 CHARACTER AND IDENTITY



8,618
Housing units

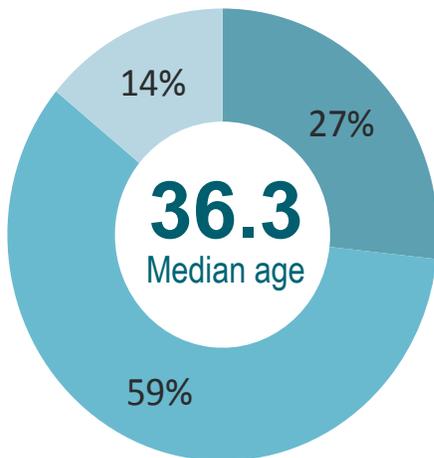
Home-ownership Rate **65%**

Ethnicity



AGE

Under 18 18-65 65+



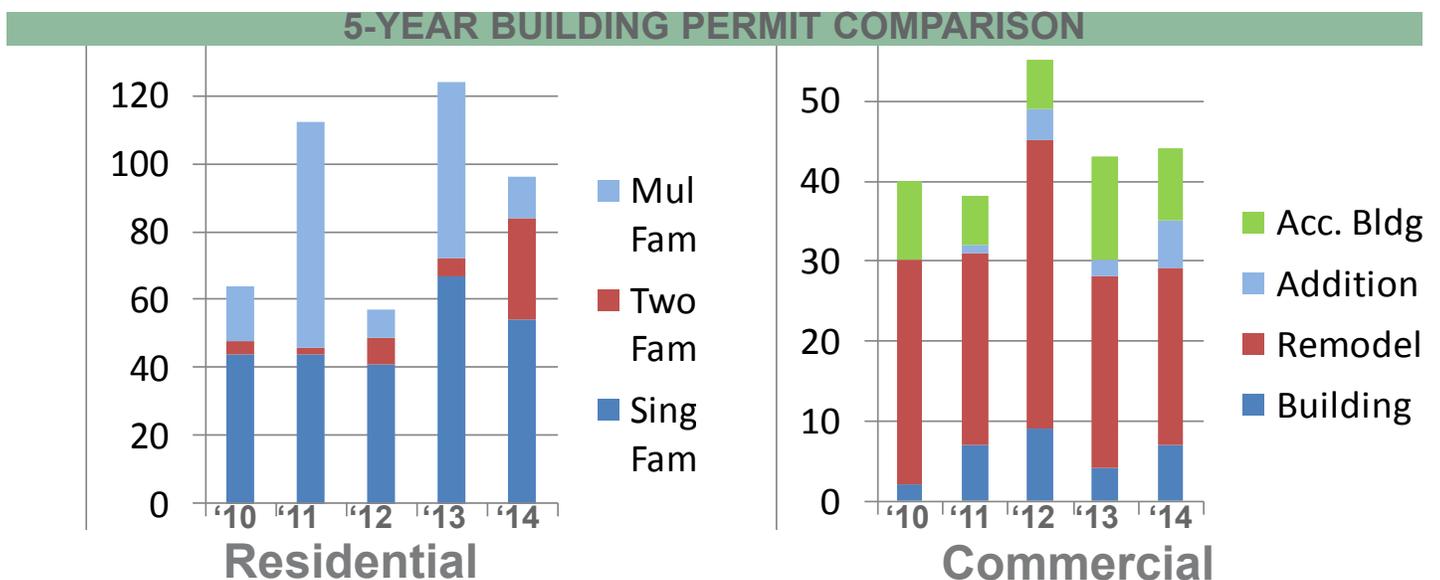
COMMUNITY PROFILE

The City of Greenfield has over 21,000 residents and over 8,000 housing units. The homeownership rate for the City is sixty-five percent, which is lower than the County and State levels. However, survey respondents agreed that Greenfield is an affordable place to live and buy a home. Some respondents noted that home rental is priced rather high in the area, but the average gross rent for the community is \$814. This average rent could be somewhat of an advantage for attracting future young renters due to higher rents in neighboring Hamilton County.

Median home values in Greenfield are lower than the State and County levels, and include a variety of houses from post-war subdivisions to new construction subdivisions. Many of the new construction homes within the City start in the mid-\$100,000's, but there are options at nearly every price range for buyers. The home prices in the community are also a potential advantage, as some surrounding communities have many new construction homes that are out of the achievable price range of many new homeowners. Many neighborhoods surrounding Indianapolis have experienced renewed interest from buyers for renovating older homes. This trend could benefit the City, especially if assistance programs are continued and expanded on for repairing existing structures. In the Visual Preference Survey, many respondents were receptive to infill development in existing neighborhoods that matched the character and style of surrounding houses.

The average age of a person in Greenfield is 36.3 according to the 2013 ACS Data, with approximately 60% of the population between the ages of 18-65. This age group was the best represented in the survey responses, accounting for over 90% of the surveys returned. Residents over the age of 65 accounted for 8.5% of the survey responses, while those under 18 accounted for less than 2%. Population growth has been relatively steady over the past decades at a lower rate of 1% per year for the last three years and a high average rate of 3.7% per year for the last ten years. Normalizing spikes and stagnant periods by estimating a 50-year growth rate provides an average of 2.5% increase per year.

Population and building trends are important to establishing a plan for the future and appropriating enough land in the right places to build on what the City already has. The charts below show the changes in building permits for residential and commercial structures over the last five years. Commercial permits have remained relatively stable over the last five years while residential permits have fluctuated more significantly. Remodel permits have been the majority of commercial permits issued as a variety of businesses have updated their buildings and facades to newer corporate designs. The remodel category also includes new tenants moving in to spaces and adapting it to fit their needs. Additions to buildings have increased within the last year, with multiple major employers adding on to their buildings such as Hancock Regional Hospital and Elanco.



COMMUNITY HEALTH

There is a growing interest throughout the City of Greenfield to see increased options for healthy food, lifestyle, and fitness opportunities. Fifty-seven percent of people disagreed that they had access to healthy food options in the City. Many survey comments indicated a desire to see healthier retailers like Whole Foods, Fresh Market, and Trader Joe's as well as restaurants that are perceived as having higher quality food such as Chipotle, Panera Bread, and Chik-fil-a. Having a major north-south trail for cyclists and pedestrians edged out having a north-south alternative to S.R. 9 for motorists in the public survey, and multiple comments focused on the desire to be able to ride a bike or walk to retrieve daily goods and services within the commercial areas.

The term "community health" in this plan is an umbrella term for the economic, physical, environmental, spiritual, and mental health of a community. It is a critical component to being and remaining a livable City because these aspects affect every person at every age. Mental and physical health of employees affects employers, and the environmental impacts of a development affect employees and citizens. Spiritual and mental wellness are key components in living longer and combating isolation as we age. Spiritual health is achieved in many different forms and typically provides values and beliefs that lend an overall life purpose, a social support network, and the ability to cope with life's challenges and obstacles. Sound community health requires a comprehensive approach not only to the built environment and land uses, but the citizens as well.

Future projects should reflect on the goal of improving community health through economic, physical, environmental, and mental health aspects. Investing in the health of citizens and the workforce is a direct investment in current and future businesses. It is one step in establishing a competitive regional and national draw for business relocation.

Cities are finding that investing in healthy infrastructure such as trails and local food businesses is not only an economic driver, but those investments also have the potential to reduce health care expenditures. This is mutually beneficial to workers and employers, and can put less strain on services as population grows by reducing the number of emergency calls. The New York Academy of Medicine and Urban Institute determined that for everyone \$1 invested in community health interventions that create active lifestyle options, health care expenditures were reduced by \$7, making health an important investment for everyone.

The built environment is no exception to having an effect

on community health. The design of neighborhoods can influence walking, active play for children, and even community safety. Providing sidewalks and streetlights not only improve the aesthetics of a community but also increases the livability and safety of houses within the neighborhood. Additionally, housing can be used as a way to reduce medical expenditures and emergency calls. Advances in the Permanent Supportive Housing model have not only provided housing for the homeless and those that are facing psychiatric disabilities, addiction, or other chronic health issues, but have also been linked to sharp reductions in the amount of emergency room visits and negative health outcomes of these populations. The type of development, infrastructure, and projects that occur in a City can strongly affect community health, and this topic needs to be at the forefront of discussion with future developments and initiatives so that issues facing the community can be addressed.

In Indiana, Hancock County is currently ranked 26th out of 92 counties for Health Outcomes, as determined by "County Health Rankings and Roadmaps" through the Robert Wood Johnson Foundation. Hancock County does well for longevity, having fewer premature deaths than the State as a whole. However, multiple factors that the report ranks under the category of "Quality of Life" are areas where Hancock County is lagging behind the State and nation.

There are four subcategories in "Quality of Life" that include "poor or fair health" as self-identified through surveys, "poor physical health days", "poor mental health days" which include emotions, stress, and depression, and a final subcategory of "low birthweight". Of these four subcategories, only low



COMMUNITY HEALTH (Cont.)

birthweight in Hancock County ranks better than the state average. Survey respondents in the health study cited an average of four days per month that they experienced poor mental health days. This is compared to 3.7 days on average in the state as a whole, and just 2.3 days on average for the nation. For comparison, neighboring Hamilton County, currently ranked as the healthiest county in Indiana, had an average of just 2.4 poor mental or physical health days from respondents.

In general, eighteen percent of respondents for the County Health Rankings study rated their health as poor or fair. With obesity and chronic illness on the rise, it is imperative to acknowledge how zoning and planning can play a role in community health.

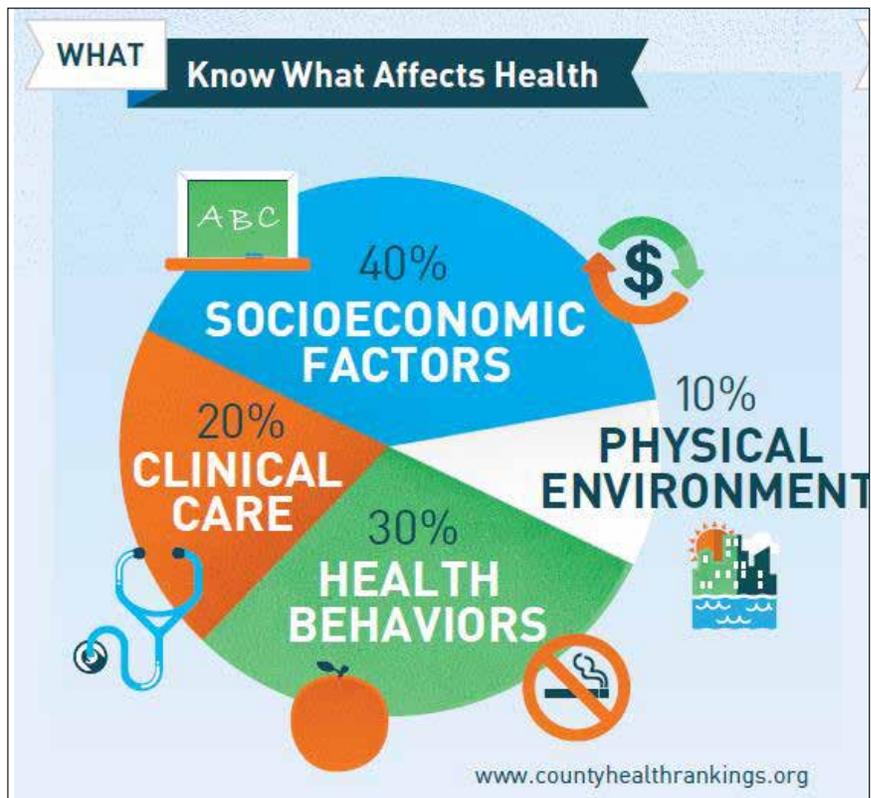
Improving health takes more than just access to great healthcare and parks, as shown in the image below. It is important to recognize that education, training opportunities, social activities, and public awareness campaigns are all crucial components to improving the health of the community. Education should be focused on at all age groups to provide lifelong learning opportunities for healthy lifestyles. Education and programs should raise awareness of the personal and social costs associated with poor health.

It will be important to continue efforts and programming

like the Fitness Festival, increase connectivity for all modes of travel, and protect the quality of air and water in the community. Though the built environment plays a smaller role in health outcomes, having access to healthy options and alternatives for travel are key components of a healthy community.

Environmental health is an important component as well. Waterways should be protected and consideration should be given to how developments may impact water and air quality. Opportunities to increase natural plantings and reduce pavement footprints should be prioritized to reduce the heat island effect within commercialized areas and the downtown. Nearly 60% of survey respondents for this planning process agreed that more landscaping was needed in commercial areas. Respondents also were supportive of trails and parks with natural areas. Potential areas to do this may be along Brandywine Creek or Little Brandywine Creek, among others.

Everything presented in this plan is affected by community health. All of the suggested programs, workforce development initiatives, and infrastructure improvements should be viewed from this lens. This plan encourages officials and developers to ask the question “how does this project improve public health” and to investigate ways to improve projects if that question cannot be answered.



GOALS

The following goals have a major theme of promoting the great things going on in Greenfield and supporting the groups that make them possible. In the survey and meetings with stakeholders, many were aware that Greenfield had some great programs and assets, but felt that they were often not promoted or advertised in a way that reaches everyone. Increasing communication is important to not only raise awareness for events in the City, but also to find resources available to facilitate programs, historic preservation, and grant opportunities.

Social connectivity is just as important in this plan as physical connectivity. Increasing opportunities for neighbors and residents to come together and enjoy the City is integral to the success of goals throughout every chapter. It is a critical component of a revitalizing downtown and strong overall City to have businesses and events that bring people into the area during the evening hours.

GOAL 2.1	
Retain, enhance, and promote the authenticity of Greenfield by preserving the historic character, heritage, and architecture of Greenfield’s core.	
Objectives	Timeline
Use historic districts, TIF district funding, facade grants, and historic district design guidelines as a means of protecting historic architecture and assets.	Ongoing
Promote the City as a safe, family-oriented community with exemplary schools, parks, and cultural venues.	Ongoing
Market Greenfield as a destination for cultural, historic, and recreational opportunities through programming and events in the downtown that draw local and regional crowds.	Ongoing
Create signage or small gateway elements to define the edges of historic neighborhoods and districts.	Short
Create and/or update design standards for corridors to ensure consistency in branding, materials, landscaping, lighting, and other elements.	Short
Provide wayfinding signage along the interstate to alert travelers of the historic downtown just 2.5 miles south of the exit.	Short
Create and maintain signage guidelines for the historic district, and review existing signage to ensure that appropriate business, directional, and informational signs are in place that efficiently deliver information while visually enhancing the community.	Ongoing

GOAL 2.2

Strengthen non-profits and service groups within the community by establishing partnerships for grants, facilitating programs, and increasing communication.

Objectives	Timeline
Assist groups seeking grants through sharing supporting data, knowledge, and technical assistance.	Ongoing
Increase communication between the City, non-profits, and service groups to combine resources on projects to make the largest impact possible.	Ongoing
Facilitate programming and events by producing how-to guides or checklists that describe the process, permits, and steps required to hold events or festivals.	Short

GOAL 2.3

Encourage programming that strengthens social connectivity and increases awareness of the community’s heritage.

Objectives	Timeline
Promote arts, culture, and historic preservation programs and activities to raise awareness of existing programs and assets.	Ongoing
Create additional public spaces that can be used for music, performance, and art.	Long
Seek funding and grants that will assist large-scale arts and cultural projects.	Ongoing
Work with Greenfield Main Street, the Greenfield Coalition, and other groups to facilitate and organize new events and activities.	Ongoing
Encourage neighborhood events such as block clean-ups or parties to bring residents together and improve neighborhoods.	Ongoing
Provide attractive sitting areas along trails, sidewalks, and public spaces that consider lighting, shade, and people of all abilities.	Medium

GOAL 2.4

Foster and strengthen local food systems to provide a robust local food economy and support the health of all people.

Objectives	Timeline
Manage growth patterns to preserve and protect agricultural land in the county.	Ongoing
Promote a network of community gardens to encourage residents to grow their own produce within City limits.	Medium
Support existing programs that bring fresh, local foods to residents.	Ongoing
Analyze the existing transportation network to measure accessibility between residents and grocery stores by various modes of travel.	Medium
Highlight groups and programs that provide education on food production, preparation, and preservation.	Short
Conduct a feasibility study for reuse of the grain elevator for housing or a mixed-use building with an enclosed market.	Medium

Profile: Walkable Communities

The following characteristics are the qualities found in urban places where the pattern of development and design character combine to make frequent walking and bicycle use efficient and preferred choices for many people.

- A mix of land use types (residential, office, retail) in proximity to one another.
- Building entries that front directly onto the street without parking between the entries and the public right-of-way (street or sidewalk).
- Building, landscaping, and roadway design that is pedestrian scale—the architectural details of and proportions between buildings/ sidewalk widths/ frequency of street trees/etc. (urban design) are comfortable for people who are traveling on foot and observing from the street level.
- Relatively compact residential and commercial developments (short distances between buildings).
- A highly-connected, multi-modal circulation network (paths, sidewalks, streets, etc.), created by relatively small blocks arranged in a grid.
- Properties located on trails and/or parks in general terms have a 10-15% increase in property value.
- Thoroughfares and other public spaces that contribute to “placemaking”—the creation of unique locations that are compact, mixed-

use and pedestrian—are transit (bus)-oriented and produce strong feelings of pride and ownership in residents which can translate to a lasting economic value.

An increasing number of communities are recognizing the value of these features and are embracing them in land use, urban design and transportation plans. Walkable designs benefit community health and are a step towards making a city a lifelong community.

Resource: “Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities; An ITE Proposed Recommended Practice,” 2006.

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3 LAND USE



INTRODUCTION

Land use refers to the process of planning the location and character of future development, as well as areas for revitalization and redevelopment. A plan must be developed to ensure that land is used efficiently and in such a way that few, if any, conflicts between land uses will arise. Land use plans can direct future zoning changes and revisions, as well as call for design strategies in certain areas. Land use planning should integrate and consider the other chapters and aspects of the comprehensive plan and thoroughfare plan.

Planning for future development helps it occur in a logical, efficient way. Growth can complement and maximize available utilities, services, and roads. Compact development patterns can best utilize existing infrastructure, preserve areas for parks and open space, and preserve agricultural homesteads outside of City limits, which are an important part of Hancock County's identity.

The Greenfield Future Land Use Map depicts recommended land uses within the current City limits and also within the 15 year growth boundary. These recommendations are based on the information gathered during this Comprehensive Plan process. The Future Land Use Map is a conceptual guide to be used when annexations, rezoning and development plans are submitted to the City. Careful consideration of growth and development patterns should continue to ensure municipal service and utility availability and to understand the fiscal impacts of new development. Development should not outpace infrastructure improvements or the City's ability to maintain them.

The Future Land Use Map is a guide and should not be confused with the Official Zone Map. Land Use describes the activity that occurs on the land such as residential or commercial use. Zoning regulates standards of development for those land uses. As stewards of the City's resources, the Plan Commission and other community leaders should revisit the Future Land Use Map at least every five years to determine if it should be amended to accommodate rapid or unexpected growth.

EXISTING LAND USE

Greenfield land use patterns are tied to historic transportation routes. Developed along the Old National Road, which provided regional and national linkage, the Greenfield Central Business District naturally expanded upon the central county crossroads of U.S. 40 and S.R. 9. Buildings that we now consider historic lined Main Street to provide daily goods and services, while the grain elevator and other early manufacturing sites were located along the Pennsylvania Railroad south of U.S. 40 and East of S.R. 9. Though the Downtown has lost buildings over the years to fires and structural issues, many of the buildings remain intact. The grain elevator is also still standing, and provides a potential redevelopment opportunity.

Subsequent interstate construction of I-70 in the 1960's diminished the use and importance of both the National Road and the rail road transportation corridors and shifted development patterns north. Once travel became predominant along the interstate, shops and businesses that had traditionally been located in downtown moved closer to the interstate. Today, Greenfield finds the same challenges for the future that many other communities do in bringing staple businesses such as grocers and smaller drugstores or pharmacies back downtown.

Commercial strip development quickly crept south from the Interstate to the more traditional neighborhood commercial areas. A large portion of major goods and services for the City are located along S.R. 9, including the hospital, all grocery retailers, the police station (in the downtown), and a large portion of the restaurants within the City.

New industrial development is focused along the Interstate to take advantage of the current regional and national transportation opportunities. The North Economic Development TIF Area is a Tax Increment Finance District created to use tax income to fund public infrastructure for new technology park and industrial uses. The funds from the TIF district are generally used for infrastructure projects between

Franklin Street on the east, State Street on the West, 300 North on the north, and New Road on the South.

Regional land uses related to automobiles and travelers' needs can be found along the historic transportation route. The west side of Greenfield along U.S. 40 has naturally developed with several automobile dealerships. East of S.R. 9, the National Road offers farm implement sales and also some manufacturing. Older developments exist that include restaurants, shops, and office uses. A revitalization plan for the National Road could reinvigorate development along this corridor. The National Road remains an important connection to neighboring communities, and a corridor overlay should be created in the future that ensures high quality development. An overlay similar to the one on State Road 9 that encourages access management and walkable commercial areas with enhanced aesthetics and landscaping will protect and enhance the unique character and appeal of the National Road.

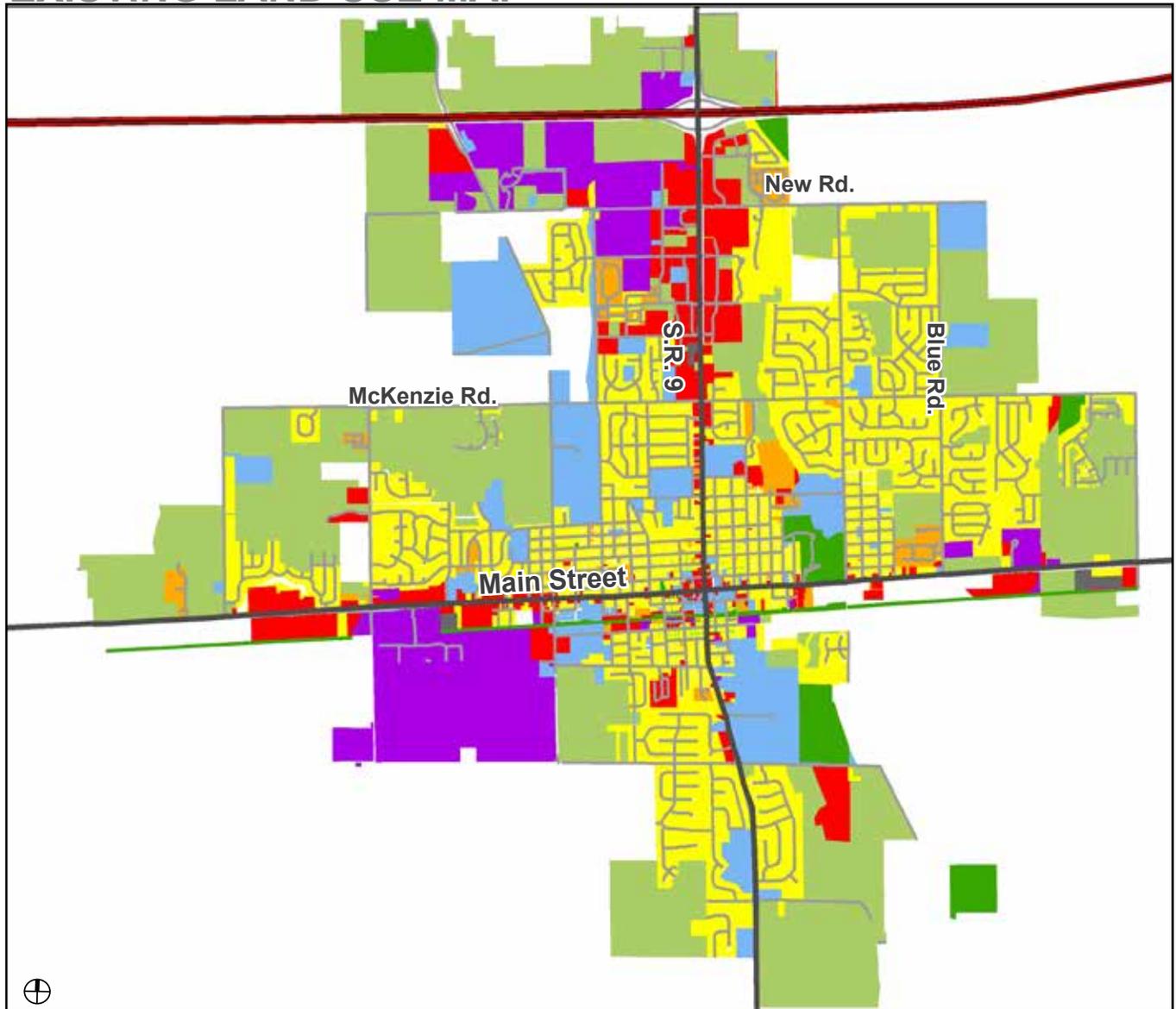
ZONING AND LAND USE

Most of the existing land uses are consistent with the zoning map and districts. Inconsistencies exist for parks, as there is not a specific zoning district set aside for parks and open space. Due to the importance of park and open space, future changes to the zoning might include a district for these uses so that the protection and provision of parks and open space can be specifically regulated and guided.

Other inconsistencies with the zoning map include a subdivision built in an area zoned I-1 (Enclosed Industrial) along the southeast corner of McKenzie and Blue Road. Finally, many of the houses in the south part of downtown are inconsistent with the General Business zoning district that blankets the area. A future designation for the downtown that includes a mixture of commercial and residential uses would be more appropriate.

A zoning map is included in Appendix B to reference. The following page shows an existing land use map.

EXISTING LAND USE MAP



Land Use Categories

- Recreation
- Undeveloped Land
- Single-Family
- Multi-Family
- Gov/Institutional
- Commercial
- Industrial

FUTURE LAND USE

Greenfield incorporates approximately 12,000 acres of land within a 13 square mile footprint. Approximately 46% of the total corporate area is developed. The City has ample available land for future homeowners. Much of the 6,560 acres of undeveloped land was annexed for residential planned developments that have not been completed to date due to the economic downturn of 2008. The zoning map shows much of this undeveloped acreage as a PUD zoning, indicating an organized and specific Planned Unit Development is active on the property. Currently, there are no plans for development in some of the older PUD's, but the designation may make it seem like the land is unavailable for development. Undeveloped residential land within expired PUD's could be rezoned by the City to appropriate zoning classifications.

Existing and proposed subdivisions can accommodate all but the highest projected growth rates. At the current rate of homeownership, an additional 527 to 1,087 homes may be required over the next ten years, based on the low and moderate growth rate scenarios. Currently there are about 350 available residential lots, with another 1,700 zoned but not yet platted within active communities.

A Silver Shovel-Ready Site currently exists within the TIF district near I-70, with a second underway. Shovel-ready sites provide an enticing location for businesses looking to construct their businesses where utilities and infrastructure is already available. Hundreds of acres of the undeveloped land in the City are available for enclosed industrial and business park development along the interstate. The industry here is a significant employment base for the City. Most industrial development is enclosed within buildings and there is little land that is zoned for heavy outdoor industrial use. Previous outdoor industrial zoning was located along the Pennsy Trail adjacent to the downtown, which may not be a suitable space for future heavy industrial uses.

The majority of commercial growth will logically move to the northeast quadrant of I-70 and S.R. 9 and north on S.R. 9 as few spots remain to the south for large developments and buildings. Some out lot development is still a potential in existing shopping centers, and other older shopping centers could be good locations for future infill and redevelopment along State Road 9. Infill and redevelopment should be strongly encouraged, especially for smaller commercial developments, to keep the core of the City strong. Some expansion north of the interstate is expected and beneficial, but maintaining the compact footprint of the City should be continued to preserve

agricultural land in the county. The development of a public frontage road should be pursued along the west side of S.R. 9 to alleviate ingress and egress onto S.R. 9. Additionally, putting an access management guideline in place to reduce the number and proximity of ingress and egress points on S.R. 9 could also improve traffic flow.

Having all commercial uses along the same corridor can put excessive strain on the road system. Small neighborhood nodes should be encouraged in the future to alleviate some of this congestion. Nodes are best if appropriate scale and character to the surrounding neighborhood, and zoning may need to be updated to ensure that proper neighborhood-friendly development is constructed. This may include restricting maximum building size, prohibiting drive-throughs to ensure that too much stress is not on local roads, or requiring additional design characteristics.

Brandywine Creek traverses the City in two branches and is also joined by Potts Ditch. These waterways generally run north and south and create significant barriers to development considering the cost to develop in a Floodways and Floodplains. The natural areas surrounding Brandywine Creek provide opportunity for regional trail development, conservation areas, animal habitat and a respite from the hubbub of daily life. There is opportunity for Brandywine Creek paralleling State Road 9 to offer a pedestrian and bicycle pathway connecting the businesses to the north with the cultural center that is growing in the downtown area. Future uses should take this in to account with dedicated right-of-way discussed at strategic locations along the creek.

The south side of Greenfield is mostly residential with large footprint churches and a small neighborhood shopping center on South S.R. 9. The area is quiet and offers breathing room to residents. Neighborhood commercial nodes may be a good addition to this part of the City as future development increases in order to decrease the amount of trips up State Road 9 that residents likely have to take for daily needs. Preserving the quiet nature that many residents like about this part of town while allowing for small medical offices, local restaurants, and specialty shops could strike a balance and help maintain existing commercial uses in the area.

FUTURE LAND USE (Cont.)

Areas within the 15 and 30 year growth boundary on the future land use map are currently under the planning and zoning jurisdiction of Hancock County. Growth boundaries encourage infill and reinvestment within the current City limits. It is important for the County and the City to coordinate on potential development plans within the growth boundaries. If development becomes more prevalent, and affects the future growth patterns of the City, Greenfield may consider the idea of requesting that the County grant the City planning jurisdiction within these areas to ensure the property is not developed inappropriately or prematurely. If planning jurisdiction were granted to the City in the growth boundary areas, property owners would still remain County residents unless annexed.

Inter-governmental coordination would help increase the likelihood that growth for the City of Greenfield remains compact. Allowing the City to have planning jurisdiction within the growth boundaries would help the City ensure that new development occurs where existing utilities and infrastructure exist or can be easily extended, while continuing to preserve farmland and open space within the county. This would ensure that intensive developments did not locate adjacent to existing boundaries without being annexed and following the land use designations and development guidelines of the proposed zones.

The descriptions and map on the following pages describes the characteristics and location of future land uses called for in this plan.

FUTURE LAND USE DESCRIPTIONS

Countryside

The countryside designation characterized by large homesteads and farms outside of the current City limits. This land should remain family- and farming-oriented and rural in nature until development is closer to these areas and the appropriate land use can be determined. Subdivisions are not recommended in the 30 year growth boundary as it is a holding area. Dwelling units density are not recommended to be not less than 1u/2a.

100-Year Floodplain (1% Annual Chance of Flood)

The 100-year floodplain is an area with a 1% probability of a flood event occurring in any given year. The map shows the current Flood Insurance Relief Map (FIRM) prepared by the Federal Emergency Management Agency (FEMA). Development within the 100-Year Floodplain is discouraged and thus not included as a use within the Future Land Use Map. Uses limited to natural areas that contribute to the ecological health of

the community, storm water storage, and recreational uses such as parks and trails are preferred.

Institutional

Institutional uses generally include schools, municipal facilities and services, libraries, hospitals, utility operations, religious facilities, and other public and semi-public facilities. These uses are typically located throughout residential areas and downtown centers to serve the local population. High quality building design, landscaping, and site arrangement are crucial in maintaining the aesthetic image of the community. Institutional uses should also strive to be compatible with surrounding uses, particularly when in proximity to residential areas. As new residential areas are developed, additional institutional uses and services will be needed. Institutional uses are often well-suited for residential zones and designations, and may be located within the residential designations on the future map as well.

Parks, Trails, and Open Space

Parks, trails, and open space preserve and enhance natural and environmentally-sensitive areas. It also includes areas that are not suitable for development, such as those in the floodway, land utilized as cemeteries, wetlands and water bodies, and areas where terrain makes development unfeasible. Parks, trails, and open space could also be created in other land use designations to encourage trail and park connectivity throughout the City, as well as to connect with regional trails and greenways. New neighborhoods might include semi-public open space and provide pedestrian and bicycle connections to the City-wide system. Expanded park space may employ best management practices and utilize high-quality, durable, sustainable materials. Certain natural corridors, such as Brandywine Creek, would be best preserved as public parks or open spaces and may be highly suitable for publicly accessible, low-impact trail systems.

Suburban Residential (Low to Moderate Density)

This includes developments that are up to 5 units per acre. Suburban Residential areas are typically found in neighborhoods that developed after World War II. Connectivity should be prioritized for all modes of travel with streets connecting to adjacent development, sidewalks, and/or multi-use paths. Minimizing cul-de-sacs improves the connectivity of the street network and can help the walkability of an area when paired with block length limitations. Large developments are more connected to other development if multiple entry/exit points are provided. Design standards may be necessary to reduce monotony and encourage social interaction through park-like open space or

FUTURE LAND USE DESCRIPTIONS (Cont.)

common areas. Suburban residential development is compatible with neighborhood scaled commercial, places of worship, and schools and other government or institutional uses.

Suburban Residential (Moderate to High Density)

Moderate to high density (more than 5 units per acre) suburban residential may include multi-family buildings and cluster subdivisions that use creative densities to preserve natural and open areas and provide a variety of housing options. These designations may also be suitable for Planned Unit Developments that provide mixed-use nodes or services. Streets should connect to adjacent developments whenever possible, and pedestrian and cyclist infrastructure should be included. Development should be compatible with the surrounding scale and character of adjoining developments and neighborhoods and provide ample landscaping. Design standards may be necessary for some areas near existing neighborhoods or institutions such as schools to maintain compatibility between land uses. Institutional uses, parks, and open space are also suitable land uses for this designation. Commercial uses that are compatible in size and intensity should also be encouraged.

Traditional Urban Residential

Traditional Urban Residential areas are typically adjacent to the downtown, have moderate to high density, and are walkable with gridded streets and sidewalks. The provision of quality sidewalks that comply with ADA guidelines and appropriate street trees are crucial to the urban residential street design. Schools, parks, small-scale churches, and multifamily residences that respect the scale and character are appropriate. Infill development appropriate to community character and scale might include single- and two-family residential structures, townhomes, or other appropriately sized housing structures. The presence of sidewalks and desired destinations located nearby, such as parks, commercial centers, and civic buildings, and opportunities for alternative transportation are important components. A functional alley system serving garages accessed from the rear of lots and on-street parking are key components to maintaining the fabric and character of Traditional Urban neighborhoods.

Downtown Mixed Use

This land use designation contains destination retail, office, and entertainment, and is also the government hub for Hancock County and the City of Greenfield. High density multifamily residential uses (second and higher floors) should be combined with ground level commercial uses to increase the vibrancy of the downtown. New and redeveloped structures

should be built to the sidewalk, have second and third stories, storefront windows, and signage oriented to the pedestrian. Parking is a crucial component of downtown infrastructure but should not dominate the streetscape. Signage should direct residents and visitors to off-street parking which should be located to the sides and rear of structures whenever possible to reduce the visual impact of parking.

Regional Commercial

Regional Commercial development land uses generally include retailers, offices, food services, lodging, entertainment, and health care providers. New development should have cohesive architectural styles, landscaping, high quality building materials, screening for adjacent residential areas, and internal vehicular circulation to reduce congestion on main thoroughfares. Regional commercial areas are more automobile oriented, but should account for pedestrian and cyclist connectivity whenever possible, especially between buildings on the same site or side of the road.

Neighborhood Mixed Use

Development should complement the character and scale of adjacent neighborhoods and have sidewalk and trail connectivity for pedestrians and cyclists. These commercial centers are typically located at significant intersections and contain small- to medium-scale commercial development. These areas may include medium to high density multifamily residential uses with small grocers or shops, cafes, dry cleaners, and other less intense shops or services. These developments set the tone for the community image, reinforcing the need for high quality development standards for site design, building materials, landscaping, and architectural features.

Industrial

The Industrial designation encompasses such uses as large manufacturing facilities, distribution, warehousing centers, processing plants, and other similar businesses. Industrial uses require significant utility services for production as well as protection (fire suppression, etc.). Industrial facilities are best located on large lots that can accommodate business and future expansion needs. Management of access to the street network will be crucial for the smooth flow of industrial traffic to such facilities. Facilities are recommended to be designed to minimize their environmental impact as well as their impact on surrounding non-industrial uses. Generally, industrial land is not compatible with residential development but the effects could be mitigated with generous buffers, perimeter fencing and vegetative screening.

FUTURE LAND USE DESCRIPTIONS (Cont.)

Business Park

This designation includes planned developments with professional and business services, light assembly plants, flex-tenant type facilities, and research and development businesses. Accessory commercial uses such as banks, coffee shops, fitness centers and daycare may also be located within this designation. Business park and light industrial development is recommended to ensure cohesive design of the architecture, building orientation, materials, landscaping, and signage that will attract future investors. Parking areas behind buildings and/or screened with appropriate landscaping material are preferred. Sidewalks, lighting, and signage that is coordinated with the area is recommended.

Parks, Open Space, Greenways

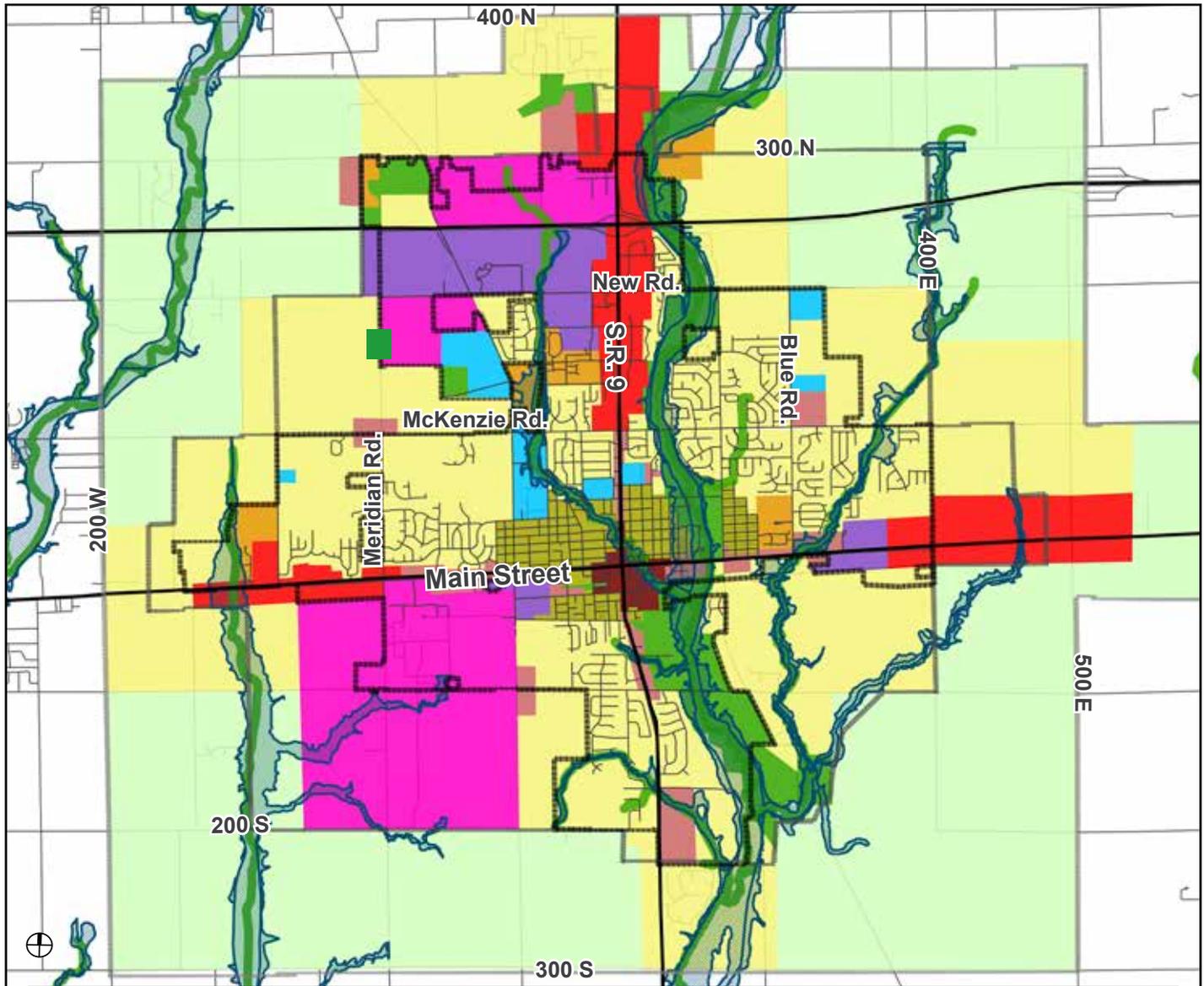
This designation may coincide with floodway areas. Uses are recommended to be limited to natural areas that contribute to the ecological health of the community, storm water storage, and recreational uses such as parks and trails. Development and activity near these areas should be sensitive to the impact on water, runoff, and health of these areas.

USING THE FUTURE LAND USE MAP

The Future Land Use Map on the following page should serve as a guide for future development and annexation. Development that is inconsistent with the Future Land Use Map should be strongly evaluated and the approval should require the map to be reviewed and updated if conditions have changed. Major changes that should trigger a review and update of the map may include new interchanges or major road alterations, sharp periods of growth, or large developments being constructed that can significantly affect the location and amount of desirable land.

The map should not be taken for exact boundaries or parcels but used as general boundaries and a basis for land and mixtures of uses in different parts throughout the City.

FUTURE LAND USE MAP



FEATURES

- | | | | | | |
|--|---|--|--|--|---|
| | Corporate Boundary | | <i>Regional Commercial:</i> Large-footprint retailers, offices, food services, lodging, entertainment, etc. | | Moderate (3-5 units per acre) to High Density (5+ units per acre) Residential |
| | 15-Year Growth Boundary | | <i>Downtown Mixed Use:</i> Local and small-footprint retailers, office, entertainment and cultural venues, vertical mixed-use with residential above ground-level commercial. | | Traditional Urban Residential |
| | 30-Year Growth Boundary | | <i>Neighborhood Mixed Use:</i> vertical or horizontal mixed-use development patterns that include multi-family or high density residential with small retail, service, personal care shops, institutional or civic hubs. | | Low (less than 3 units per acre) to Moderate Density Residential (3-5 units per acre) |
| | 100-Year Floodplain (1% Annual Chance of Flood) | | <i>Parks, Open Space, Greenways</i> | | Countryside (less than 1 unit per 2 acres, homestead farm, low intensity agriculture) |
| | <i>Business Park</i> | | | | |
| | <i>Industrial</i> | | | | |
| | <i>Government/Institutional</i> | | | | |

ANNEXATION

Annexation is the process of expanding City boundaries. Once annexed, the additional property will increase the tax base and the provision of municipal services and utilities. Annexation, coupled with strict policies for utility extensions, can be the most important growth management tool for the City. Annexation is weakened as a growth management tool when public utility service and non-agricultural zoning is provided to properties beyond the City limits. In Greenfield, annexation has historically only taken place when a specific land use other than farming is desired for an area, and it is logical to extend utilities to the site. This has helped maintain a compact corporate boundary, and should remain as the focus going forward. It is the practice of Greenfield to apply zoning to a property at the time property is annexed. Zoning of future annexations should be in accordance with the Future Land Use map.

Annexation is a financial decision for the City as well as a land use decision. Annexed land increases the tax base and the local assessed value, which is a criterion for establishing bonding limits and eligibility for the distribution of some State and Federal funds. City receipts resulting from annexation include property tax revenues, income tax funds (CAGIT, LOIT, CEDIT*), and general state distributed funds. Planning petition and building fees, as well as municipal user fees for parks programs and cemetery plot sales also increase. At the same time, annexing property causes an increase in utility and service expenditures. These expenditures include park and recreation programs and facilities, cemetery space and maintenance, code enforcement and community planning, general administration, fire protection and police facilities, and street and utility maintenance. Some impacts may need to be accounted for in impact fees when growth begins to outpace budget increases.

The type of land use allowed on annexed land affects City receipts and expenditures, as well as the overall composition of the community. Annexing property should not be evaluated on budget concerns alone, but rather on the impact to the community as a whole. Questions to be asked include: Does the annexation result in a more balanced mix of land use? Will the annexation provide needed middle income housing? Will the annexation provide needed jobs? Does the annexation of residential land fuel commercial and industrial development? The goals, objectives and strategies outlined here in the Comprehensive Plan should be referenced when Greenfield considers any annexation.

ANNEXATION POLICY

To coincide with the Land Use Map, a clear and concise Annexation Policy should be considered and adopted by the Common Council as an appendix to the Comprehensive Plan. An annexation policy should prioritize maintaining development within the appropriate growth boundaries and ensuring that future developments and annexation maximize the use and efficiency of existing infrastructure and services. Growth that is outside of the boundaries should require a review and possible update of the Future Land Use map.

Recent State legislation regarding annexations and utility territories make a written policy important for the logical consideration of future growth. Written annexation procedures can provide City officials and potential developers a guide to understanding the State of Indiana annexation statute (IC 36-4-3) and the required timelines, as well as the goals identified in the Comprehensive Plan. Compact development patterns as well as an aggressive redevelopment strategy within the City limits should be emphasized in the written policy and as a rationale for strategic annexation and expansion. The comprehensive plan and the written policy should function together to illustrate where the City wants to grow and under what conditions growth should be promoted or restrained. It has been the policy of the City of Greenfield to annex on a voluntary basis, only bringing in land when it is ready for development. This maintains a compact corporate boundary, but should be paired with collaboration at the county level to ensure that expansion into the growth boundaries does not occur prematurely.

A written policy for annexation should be completed within the next one to two years to follow this comprehensive plan update. This may be best considered in conjunction with other desired updates to the zoning regulations and project design standards that are noted throughout the goals of this chapter. The policy and application procedures should be reviewed and updated, along with internal procedures to ensure that future annexations are efficient. Updating policies and regulations will provide a more streamlined and concise process for developers and City Officials to use when making land use decisions going forward, which will be an integral part of remaining consistent with the comprehensive plan.

* County Adjusted Gross Income Tax, Local Option Income Tax, County Economic Development Income Tax

GOAL 3.1

Ensure a sustainable balance of land uses to promote a diverse tax base.

Objectives	Timeline
When members of the City Council, Plan Commission, Redevelopment Commission, or staff review proposed developments, they shall ensure that the proposed development is consistent with the Future Land Use Map and type and nature of development desired by the community.	Ongoing
Continue to support voluntary annexation as a means to encourage quality development adjacent to the City's current corporate boundaries. The City Council and Plan Commission should support the zoning of annexed properties simultaneously with the annexation ordinance. The zoning classification should be assigned after the review of the Future Land Use Map.	Short
Encourage mixed-use development in targeted areas.	Medium

GOAL 3.2

Prioritize compatible developments and infill projects in line with the Future Land Use Map.

Objectives	Timeline
Identify key redevelopment areas with desirable uses for those sites.	Ongoing
Strengthen existing neighborhood character and the compact development pattern by promoting redevelopment and infill development in the City's core.	Medium
Manage growth by encouraging development within the existing corporate limits with the exception of voluntary annexations within the City's existing utility service boundaries.	Short
Review the 15-year growth boundary every 3-5 years to determine if the City's growth objectives are consistent with the boundaries.	Medium
Manage growth by collaborating with Hancock County to maintain agricultural buffer areas between the urbanized city and rural county.	Ongoing

GOAL 3.3

Encourage development and use of land that is efficient and connected to existing development and projects.

Objectives	Timeline
Encourage designs that promote visual and physical connectivity between land uses. Discourage segregated or disjointed developments.	Ongoing
Collaborate with the Indiana Department of Transportation (INDOT), Hancock County, and other stakeholders on corridor projects to ensure compatibility with initiatives at the local and regional level.	Ongoing
Create a major gateway for the I-70 interchange project and utilize parts of the design for smaller gateways at other entrances to the City and wayfinding signage.	Short

GOAL 3.4

Avoid Development in hazardous areas.

Objectives	Timeline
Amend the floodplain ordinance to include “No Adverse Impact” and/or compensatory storage language for future development.	Medium
Create a prioritized database of at-risk flood properties and purchase when resources are available.	Short
Work with state and local agencies to conduct soil and groundwater testing on public facilities near identified brownfield sites. Ensure sites are mapped in GIS and that required remediation is tracked.	Long

GOAL 3.5

Update the zoning ordinance to reflect current conditions and recent legislature changes.

Objectives	Timeline
Adopt a mixed-use zoning district to replace the “GB” General Business District in the downtown that eliminates intense and inappropriate land uses currently allowed, and provides for a mix of residential, retail, and business uses. This will allow for a more sustainable and walkable community core.	Short
Update Chapter 158, Historic District, of the Zoning Ordinance on design standards for the preservation, maintenance, and continued use of the City’s historic buildings and open space.	Short
Update standards for major corridors (U.S. 40 and S.R. 9) and Industrial areas (I-70, S.R. 9, and U.S. 40) to include overlay district standards.	Short
Update the zoning ordinance to include commercial and industrial landscape standards that address plantings, buffers, design features, maintenance and upkeep.	Short
Create an annexation policy that is reflective of recent legislature changes and describes the processes and conditions for annexing land.	Ongoing
Create a corridor overlay for the National Road (U.S. 40) that enhances architecture, manages the placement of parking and access cuts, and encourages landscaping. Zoning should be updated along the corridor if needed to support a “cultural corridor” with unique venues, high quality designs, and connectivity for cars, pedestrians, and cyclists.	Short
Update the zoning ordinance to include options for incentives such as density bonuses and decreased setbacks for preferred designs, shared and reduced parking requirements, and height variations to promote infill and redevelopment in commercial areas and increase housing diversity in residential areas. Designs should promote complete streets and connectivity between uses, include landscaping, and improve traffic patterns and circumstances where possible.	Medium
Incorporate Best Management Practices (BMP’s) and green infrastructure such as vegetative swales, shared detention facilities, and pervious pavement into the Greenfield Zoning and Subdivision Control Ordinances and engineering standards.	Ongoing
Create connectivity standards for subdivisions that guide intersection spacing and alignment, stub streets for future connectivity between developments, maximum block length, sidewalk and trail provision, and require multiple access points for subdivisions over 50 lots.	Short
Establish a sidewalk ordinance to require sidewalks in all new development to increase connectivity between uses.	Short

PROFILE: NO ADVERSE IMPACT/COMPENSATORY STORAGE

No Adverse Impact Floodplain Management

As defined by the American Society of Floodplain Managers. "NAI or No Adverse Impact is defined as an approach that ensures the action of any property owner, public or private, does not adversely impact the property and rights of others." This principle makes a community look at what really needs to be done to prevent damage to people, property, and the environment.

Compensatory Storage

As defined by the Federal Emergency Management Agency (FEMA)'s standards for the National Flood Insurance Program (NFIP), "The NFIP floodway standard in 44CFR 60.3 (d) restricts new development from obstructing the flow of water and increasing flood heights. However, this provision does not address the need to maintain flood storage. Especially in flat areas, the floodplain provides a valuable function by storing floodwaters. When fill or buildings are placed in the flood fringe, the flood storage areas are lost and flood heights will go up because there is less room for the floodwaters. This is particularly important in smaller watersheds which respond sooner to changes in the topography. One approach that may be used to address this issue is to require compensatory storage to offset any loss of flood storage capacity. Some communities adopt more restrictive standards that regulate the amount of fill or buildings that can displace floodwater in the flood fringe."



Source: ASFPM - How the Floodplain Boundary Changes with Filling

PROFILE: COMMUNITY RESILIENCE

Community resilience is the capacity to withstand shocks from hurricanes, floods, earthquakes, or other natural hazards without permanent harm. Built on safe growth principles, resilient communities are able to anticipate, weather, and recover from the impacts of natural hazards. Designed to be strong and flexible, they may bend, but they do not break. Their new development is guided away from high-hazard areas, and their vulnerable existing development is relocated to safe areas. Their buildings are constructed or retrofitted to meet hazard code standards. Their natural environment protective systems are maintained and conserved so as to be able to mitigate hazard damage. And their citizens, governments, and businesses are prepared with information about hazard vulnerability and disaster resources.

Natural hazard resilience is encouraged through principles incorporated into three types of local growth guidance instruments:

- Comprehensive Plans, especially their land use, transportation, environmental management, and public safety elements;
- Zoning and Subdivision Ordinances and other development regulations, including building and housing codes; and
- Capital Improvement Programs and infrastructure policies for extending water and sewer lines and building public facilities, such as roads and bridges.

Resilience may also be encouraged through economic development strategies, sector or neighborhood plans, and other initiatives with hazard-related land-use implications. Finally, resilience is a goal of the Local Hazard Mitigation Plans required of state and federal governments by the Federal Emergency Management Agency (FEMA) under the Disaster Mitigation Act of 2000 as a condition of eligibility for federal hazard mitigation grants.

Source: Godschalk, David R. "Safe Growth Audits." Zoning Practice Issue 10 (2009): Print.

4 HOUSING AND NEIGHBORHOODS



INTRODUCTION

When examining Greenfield's past development trends, there is a distinct, traditional model that can be identified. Development trend strengths in the City of Greenfield include:

- Regional employment base
- A viable historic downtown core
- Traditional, walkable neighborhoods accessible to schools, downtown, etc.
- Greenspace and community facilities

The majority of the City's core streets were developed in a traditional grid pattern. Grid street patterns create a well-defined spatial structure, meaning that the blocks are walkable and that the block lengths promote pedestrian circulation and access. There are considerable sidewalk and pedestrian connections allowing adults and children to travel between their homes and the various community amenities such as area schools, parks, library, and the downtown by walking and/or riding their bikes.

Several of these main corridors and sidewalks have tree-lined streets which provide neighborhood character and a friendly pedestrian environment. The sidewalks and the grid street system provide connections between individual neighborhoods. This promotes continuity in traveling and safe passage for children and adults to get through out the community whether walking, jogging, biking, or rollerblading.

Newer subdivisions have some level of sidewalk connectivity, but lack the overall grid pattern in many cases that traditional neighborhoods have had. Many of the newer subdivisions, while not necessarily compatible with older historic developments, provide a range of housing that many families can afford. Housing prices within the City are very competitive within the surrounding region.

RESIDENTIAL HISTORIC DISTRICT

In 2011, a residential historic district (shown below) was adopted and added to the State and National Historic Register. The area includes over 500 properties, with the majority being north of Main Street and on either side of State Street.

Home to some of the most architecturally-unique and significant homes in the City, the Residential Historic District provides a look into the heritage and vibrancy of Greenfield. The majority of the homes in this district were constructed between the mid-1840's and prior to 1960. The homes span a rich range of development and growth in the City. Some have been called home by prominent members of Greenfield; others represent beloved architectural styles.

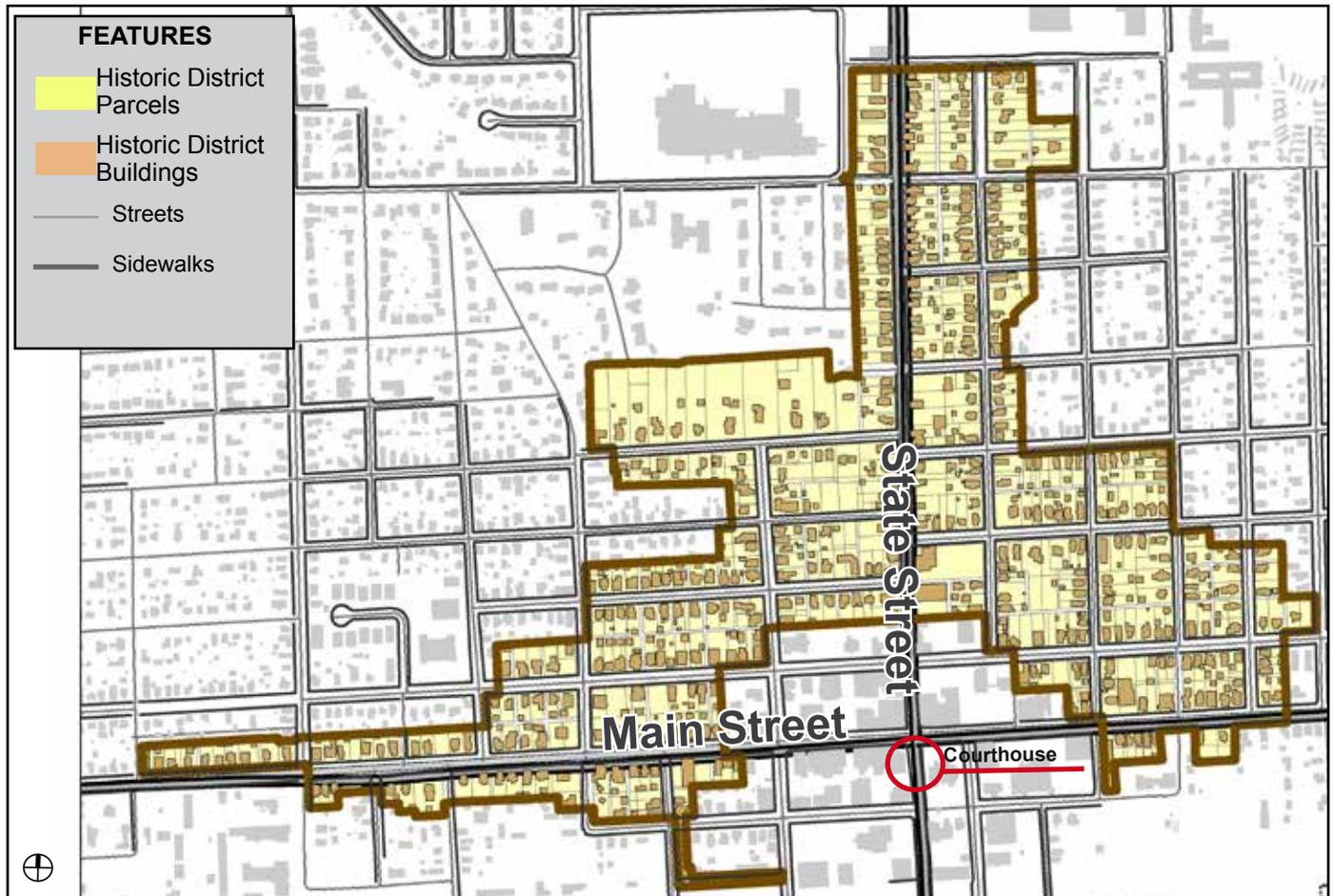
The district was created through a grant from Indiana Landmarks. The history of settlement, biographies, and interviews with local historians helped establish which structures were significant to the City's past. The district is comprised of 417 homes, 368 of which contribute significantly to the historic identity of the City. Other structures within the district include

apartment buildings, commercial structures, a post office, churches, and a variety of accessory buildings. Also included is Depot Street, an original brick street that has a brick building still standing that was once used as a chair factory.

The most common architectural styles within the Residential Historic District are Queen Anne, Gothic Revival, Italianate, Free Classic, Craftsman, English cottage, and Ranch-style homes. One of the oldest homes in the district is a Gothic-Revival home from the mid-1800's.

Not only are many properties in the district architecturally significant, but each structure may also be eligible for tax credits to rehabilitate and repair the structures, due to the designation under the historic district. Driven by Indiana Landmarks and local preservationists, the district presents a unique opportunity for homeowners. Owner-occupied repair programs could benefit this district.

RESIDENTIAL HISTORIC DISTRICT



RENTAL HOUSING OPTIONS

The 2013 ACS data estimates that the renter percentage for the City of Greenfield is slightly higher than the State levels (30%). Roughly 35% of housing units in the city are renter-occupied. While average monthly rent is somewhat lower than some surrounding communities at \$814, nearly half of occupied units have a gross rent that exceeds 35% of the tenants' household income. While some survey respondents noted that rental housing seems expensive, 88% of respondents agreed that Greenfield is an affordable place to live.

Within Greenfield there are a variety of rental options that include apartments representing adaptive reuse and new construction projects, duplexes for families and for senior community living, homes renovated into rental and multi-unit structures, and mobile home parks. There are also upper-story apartments in some of the downtown buildings.

With the projected growth of the city, additional units at all income levels will likely be needed over the next five to ten years. Rental vacancy rate is estimated at 7%, which is lower than the state. However, this vacancy rate likely indicates that there is still some room in the available stock to absorb rental demand growth for the next few years overall.

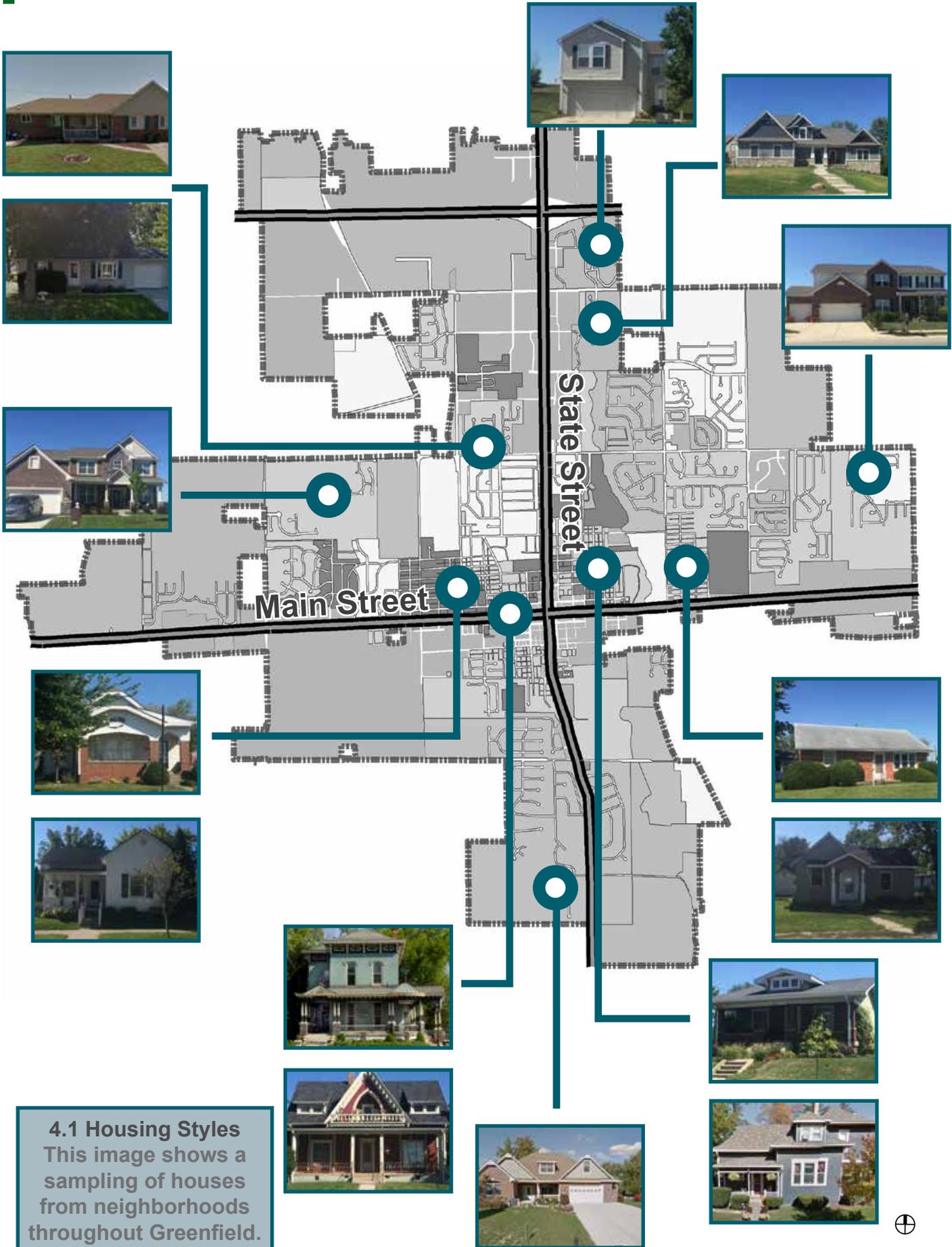
Many residents at the public meeting noted that they would like to see additional rental and residential options within mixed-use structures in the downtown that captured the style and character of the area. Ensuring that infill and redevelopment projects, both commercial and residential, fit in with the visual fabric of the surrounding neighborhood was a top priority for many in the Visual Preference Survey. Bungalow-style homes scored very well for infill in existing, older residential neighborhoods, and many respondents were receptive to apartments above garages or "granny flats" in some areas. Apartments of more modern-design also scored well in the Visual Preference Survey.

A diverse mix of housing types is critically important to attracting and retaining people of all ages. Having attractive, amenity-rich rental options and neighborhoods that are in reach of all incomes will help the City of Greenfield continue to be an attractive place to live and start a family. Mixed-use projects and infill are one way to help promote a range of housing options, while mixed-use projects also expand the footprint and availability of downtown retail options.



Various apartment styles in Greenfield including new construction and adaptive reuse of a school building.

4 HOUSING AND NEIGHBORHOODS



4.1 Housing Styles
This image shows a sampling of houses from neighborhoods throughout Greenfield.

HOUSING STOCK

A variety of housing styles exist in the community. In the image on the previous page, pictures from neighborhoods around the City provide an idea of the range of development styles in the City.

The Residential Historic District, as mentioned previously, has possibly the widest array of unique houses within the City. However, many of the surrounding neighborhoods also have unique and interesting houses from their respective times in history.

Moving out from the Residential Historic District, there are a variety of ranch style homes, split-level, and some more modern styles are present in the neighborhoods between the district and modern-day subdivisions. Many similar homes in the Indianapolis region have found new life in updated trimmings and appliances and are becoming a hot trend for younger homeowners.

Though not often thought of as classically historic, homes built in the 1940's and 50's have passed the 50-year mark and are a very real part of the City's history and identity. Many of these neighborhoods need varying levels of reinvestment to bring sidewalks and pedestrian infrastructure up to today's standards, but offer a competitive advantage in their overall walkability. With the proximity to the downtown, parks, and schools, many of these neighborhoods can be a very attractive place to live. While some of the older housing stock in the community needs work and renovation, it can offer a very affordable homeownership opportunity if partnered with repair and rehabilitation programs.

Over time, the housing stock has evolved to the larger developments and subdivisions present in the City today. Housing in newer developments is characterized by a handful of designs throughout individual subdivisions, with some variety in finishings and colors used. Neighborhoods may have a variety of amenities such as clubhouses, trails, stocked ponds, and playgrounds.

Although street connectivity within newer subdivisions is not as high as historic gridded areas, sidewalks have been required in all new developments. This lays a good groundwork for increasing connectivity throughout the City to connect residents in newer subdivisions to goods and services within the City by travel modes other than cars. Multi-use paths could serve as good connectors.

GOALS

The following pages note the goals for housing and neighborhood development for the City of Greenfield. One major theme that has been present in this update and the previous plan is that residents hope to see high-quality housing that uses a mix of materials in the future, as well as infill projects that fit the character of surrounding neighborhoods. While many are receptive to mixed-use structures, it is imperative that the City evaluate current zoning and design standards to make sure that the appropriate development can be built.

Some of the current housing stock is in need of reinvestment, and owner-occupied repair programs should be explored. Other options for home repair should also be sought, especially to secure homes throughout the Residential Historic District. With the close proximity to the TIF District and range of architectural styles, it is important to facilitate programs that preserve homes in the area.

Another major theme in the following goals and throughout this plan is promoting an environment where people feel comfortable and able to stay in their homes as they age. This may require some policy and infrastructure changes, but is an opportunity to create a lasting advantage within the City. Promoting neighborhoods that are walkable, as well as adjusting land use and zoning to ensure that there is a desirable place within walking distance, is an important component in the overall goal to increase the quality of life and place within Greenfield.



GOAL 4.1

Foster neighborhood safety and identity through design standards and removal of unsafe and blighted structures.

Objectives	Timeline
Promote the safety and upkeep of houses, commercial businesses, and properties within the City. Seek available funding for the removal of blight and unsafe buildings, as well as programs to assist in the maintenance and improvement of houses. Evaluate and update the existing code of ordinances and enforcement procedures to help avoid future blighted areas, including adding staff complementary to future population growth to maintain enforcement efforts.	Ongoing
Prioritize sidewalk installation/repair and creation of trail linkages in existing residential areas to increase connectivity to commercial areas. Require sidewalk, trails or multi-use paths in all new developments. Existing sidewalk networks should be inventoried to identify gaps and maintenance needs for aging infrastructure.	Short
Create a neighborhood identification map that defines individual neighborhoods within the City's Graphical Information System (GIS). Such a map would allow the City to analyze and monitor the conditions of neighborhoods and target specific neighborhoods needing improvements.	Short
Establish design guidelines, standards, and educational programs that promote neighborhood safety, lower crime rates, and social connectivity. Utilize CPTED (Crime Prevention Through Environmental Design) principles and strategies to create safer environments and enhance neighborhood quality of life.	Medium

GOAL 4.2

Encourage housing that is attractive to people of all ages, incomes, and abilities.

Objectives	Timeline
Encourage a mixture of houses and design styles through density variations that provide an affordable and accessible environment for people of all ages. Promote mixed use projects and mixed residential densities that reduce the separation of different land uses.	Ongoing
Prioritize housing options that embrace “aging in place” and universal accessibility and corresponding infrastructure within neighborhoods.	Medium
Create multi-family housing design standards and policies to ensure consistency with the City’s desire to create attractive, connected neighborhoods. Multi-family developments that are mixed-use in nature should be encouraged in underutilized areas of the downtown and in strategic locations along the Pennsy Trail to increase the footprint of the downtown area.	Short
Support the rehabilitation and redevelopment of homes in existing neighborhoods that are appropriate in design and scale.	Short
Determine zones or areas that may be appropriate for accessory dwelling units and establish conditional use or procedures for allowing those units.	Short
Work with area agencies to promote programs and services (transportation, food services, health programs, etc.) that facilitate aging in place and continued educational opportunities.	Ongoing

PROFILE: AGING IN PLACE

Five Key Components for Aging in Place

“Aging in Place” is simply a matter of preserving the ability for people to remain in their home or neighborhood as long as possible as they age.

Choice:

Providing both healthcare and housing options that meet the diverse needs of individuals as they move through the later third of their lives. Options should be affordable along the income spectrum so all citizens and/or caregivers are able to choose from a range of alternatives.

Flexibility:

Offering a range of services that can be applied in a variety of contexts. Flexibility requires that levels of health and housing supports be adjustable whether an individual lives in a single family home, rents a privately or publicly managed apartment or resides in an assisted living facility. Because each individual will have his or her own concerns and needs, flexible services will allow individuals to tailor different health and housing services to their own situations.

Entrepreneurship:

Capitalizing on the collective purchasing power of an organized community of older adults. The growing older adult population presents not only challenges but opportunities. New economies of scale exist as the percentage of older adults in a community grows, presenting new opportunities for affordable service delivery.

Mixing Generations:

Maintaining mixed-generation communities in order to maximize older adults’ capacity for self-help and community contribution. There are valuable links to be made between the needs and skills of different age groups. Young mothers often need child care while older adults need transportation to the doctor or store. Teenagers need after-school employment while older adults need help with small chores around the house.

Smart Growth:

Designing communities that are more accessible and livable. While smart growth benefits all residents, for many older adults good community design is a fundamental necessity, not just an amenity. Aging in Place supports older adults in their homes and makes it possible for them to get out and into the community.

Resource: Aging in Place: A Toolkit for Local Governments, AARP Publication, 2014.

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5 PARKS AND RECREATION



INTRODUCTION

Greenfield Parks and Recreation Department is committed to offering the highest quality parks, trails, facilities, programs and activities to the community. A strong parks system not only can protect and preserve environmentally sensitive areas, but it can aid in economic development by providing a strong selling point for those looking to relocate to areas with excellent recreational opportunities.

The City's commitment to recreational opportunities is evident in the array of available facilities and programs. With almost 400 acres of parkland, more than 125 programs, and 30 unique activity experiences there is something for everyone. Greenfield is home to seven different unique park experiences, upwards of 10 miles of paved trails, and activities that range from swimming to sledding. The following descriptions summarize individual parks and their unique assets.

Riley Park: The feature park of Greenfield, named for the Hoosier Poet with his profile silhouette on the arch at the park. At 40 acres, this park includes plenty of open space for play and fishing along the Brandywine Creek that runs through the middle of the park. This traditional community park has served Greenfield since 1925. A skate park, basketball & tennis courts, five baseball fields, playground equipment, sledding hill, several open air pavilions and a Shelter House round out this parks offerings. A 360,000 gallon community pool is also located in Riley Park. With 3 meter and 5 meter diving boards, two aqua climbing walls, and a kiddie area, this pool keeps Greenfield's kids and families cool during the hot summer months.

Brandywine Park: This is Greenfield's premier sports complex, which includes 20 soccer fields, three softball diamonds, playground equipment and a wooded trail all on 60 acres of parkland. Partnerships

INTRODUCTION (Cont.)

with local youth organizations ensures the thousands of kids that participate in their programs have quality fields, diamonds and facilities to make their experience memorable.

Beckenholdt Park: One of Greenfield’s newest additions to the park offerings, Beckenholdt Park provides a variety of experiences. The fishing pond, complete with two piers and a sandy fishing bank, is stocked with four types of fish and provides a peaceful backdrop for gatherings. Beckenholdt Park also has over one mile of paved trails, wetland observation decks, a two acre dog park, and the newly installed Native Tree walk.

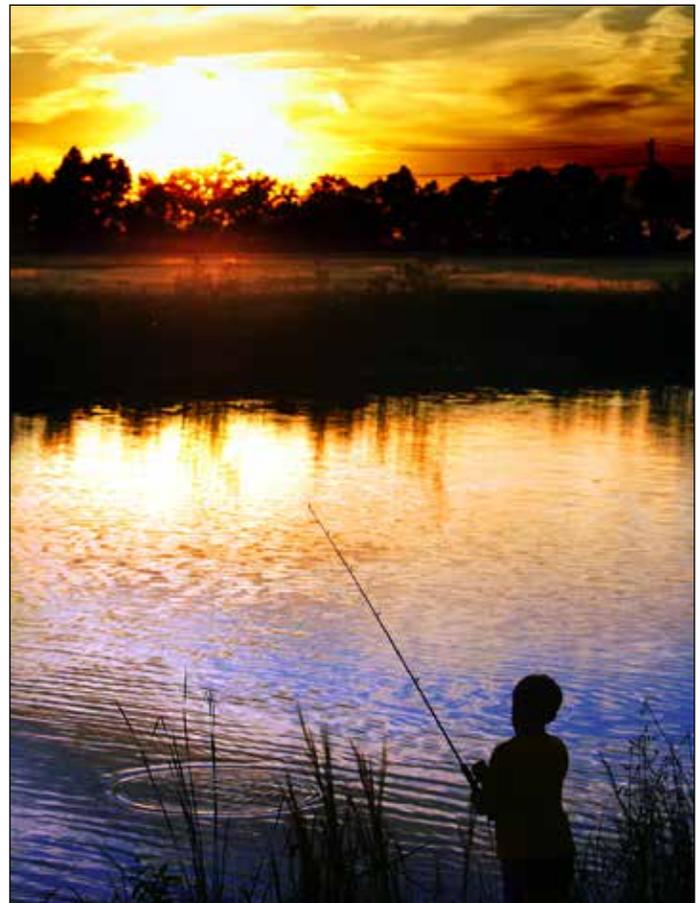
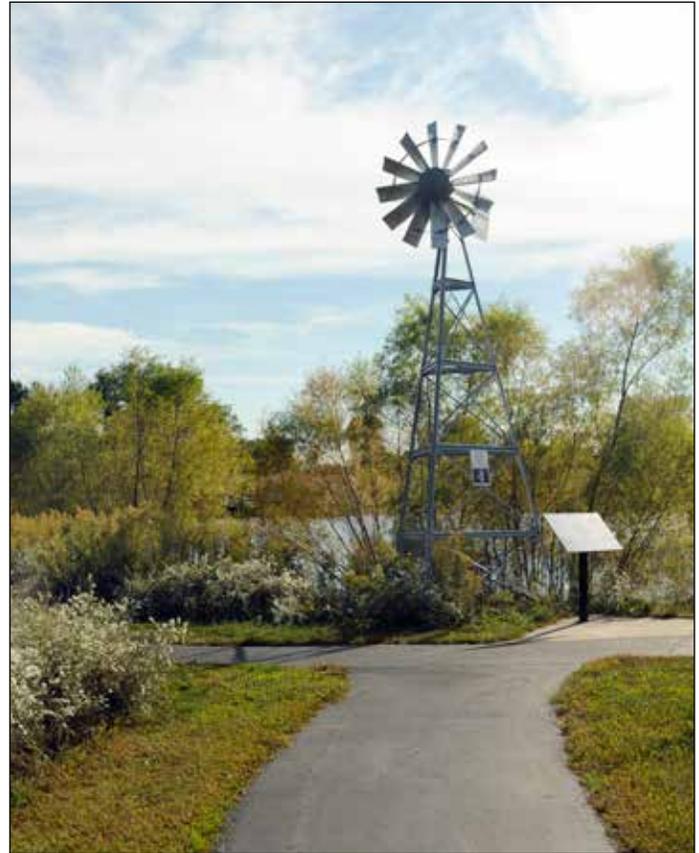
Thornwood Preserve: Still in development, but anticipated to open in early 2016, this 20 acre park boasts scenic woodlands with natural trails, blue post educational moments, and an opportunity to truly connect with nature and wildlife. The driving vision behind the creation of Thornwood Preserve is to protect and keep its natural state, and ensure a unique experience unlike any park in Greenfield.

Commons Park: This friendly neighborhood park is located in the heart of a well established neighborhood. Commons Park is less than one acre and is Greenfield’s smallest park, but it offers fun playground equipment with picnic opportunities in a quiet and peaceful setting.

Wilson Park: This 14 acre park offers mulched walking trails in a wooded setting along Brandywine Creek. This park is an oasis for bird watching, connecting to nature or quiet walks along the Brandywine Creek within the commercial district.

Macy Park: At just under 14 acres, the open space approach to this park invites lots of activity, kite flying, playing frisbee, and kickball.

Pennsy Trail: The 5.4 mile linear park is paved and intended for walking, biking, jogging, and rollerblading. Historical markers are located along the trail at points of interest. It offers three rest stops with water and restroom facilities at two. The trail is essential to the overall health and wellness for Greenfield, and attracts people of all ages to walk and bike along it. As of 2015, additional activity areas are being created along the trail near the Shoppes at Center Street to include outdoor fitness equipment and exercise stations, as well as “Born Learning” activities that encourage youth to “Stop, Look, and Listen” and interact with their surroundings.



Recreation opportunities at Beckenholdt Park.

James Whitcomb Riley Boyhood Home and Museum: Greenfield Parks and Recreation Department is also responsible for managing the James Whitcomb Riley Boyhood Home. Open from April to October, this experience takes visitors back in time to life in the 1850's and 60's. The museum provides an opportunity to view many original works of Mr. Riley.

Greenfield Senior Center: The Patricia Elmore Center is home to not only the Parks offices, many programs and activities, but also the Senior Center for Greenfield. The Senior Center is run by the Parks Department and offers a variety of activities, workshops, travel opportunities, and a fitness room for senior citizens.

PUBLIC INPUT

The Visual Preference Survey and mapping exercises from the public workshop showed community interest in development occurring along parts of the Pennsy Trail, similar to the Monon Trail, with other areas geared toward recreation and scenic travel. Mixed-use development along the Pennsy in the downtown area could provide a logical area to expand the downtown retail and residential footprint, with sections set aside as linear active parks and open areas.

Another potential future park offering that rated very highly on the Visual Preference Survey was an outdoor event space like an amphitheater. This could be a use that could be located along the Pennsy Trail depending upon the size of the venue.

Large maintained open space also rated high on the Visual Preference Survey, which could merit future spaces like Macy Park in residential neighborhoods. Versatile spaces allow residents to make the park experience their own through picnicking, reading, sports, or however they choose to use the space. It also provides great areas for kids to play when smaller open areas are provided within subdivisions.

Other results from the Visual Preference Survey showed that many respondents viewed community gardens, green infill, and alleys with landscaping and art as favorable additions to the City. Many noted that while they favored these, low-maintenance plantings and maintenance were important factors in retaining the appeal of the areas. Green infill can be a way to reduce the heat created by large paved areas and soften harsh streetscapes.



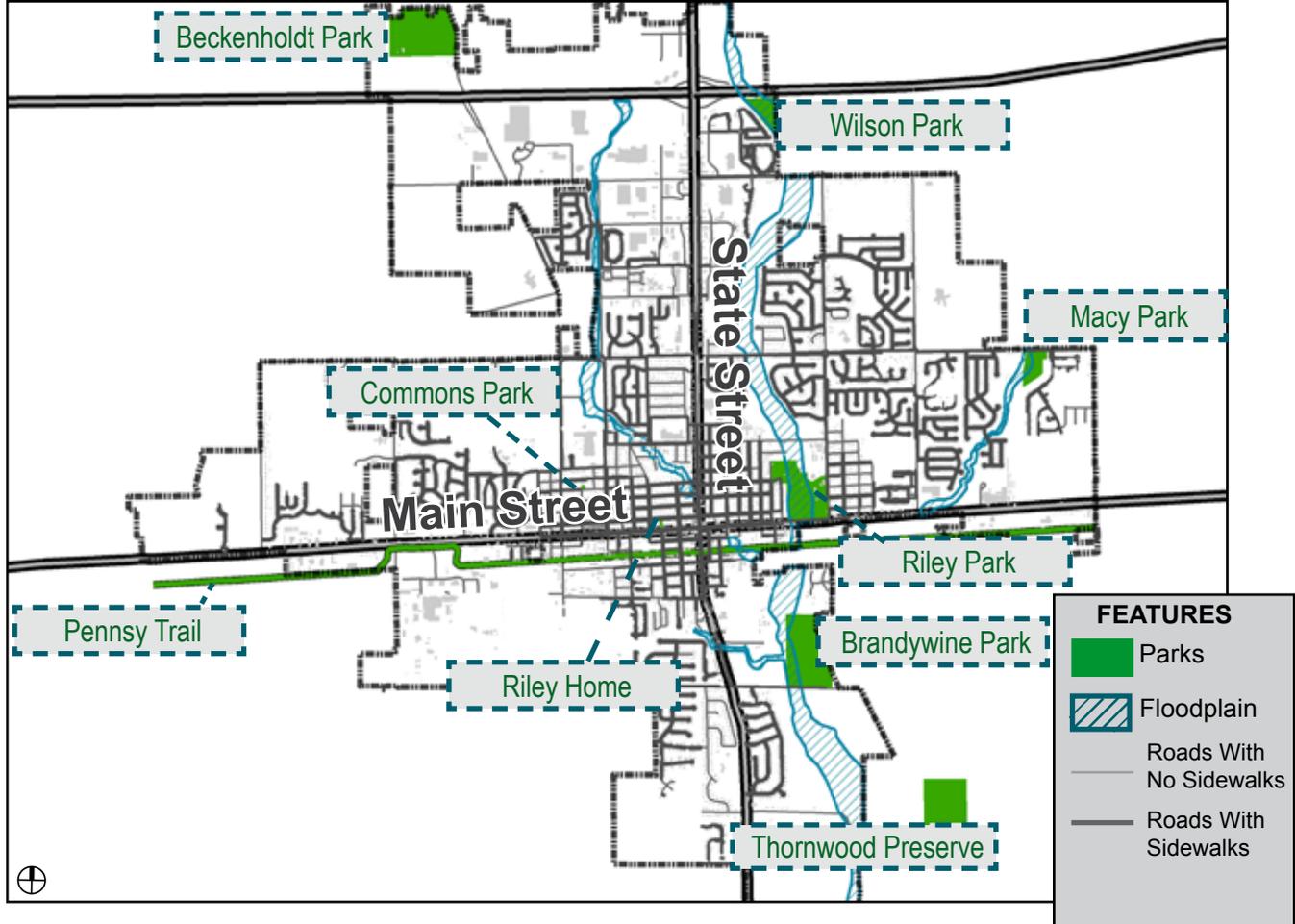
FUTURE GROWTH

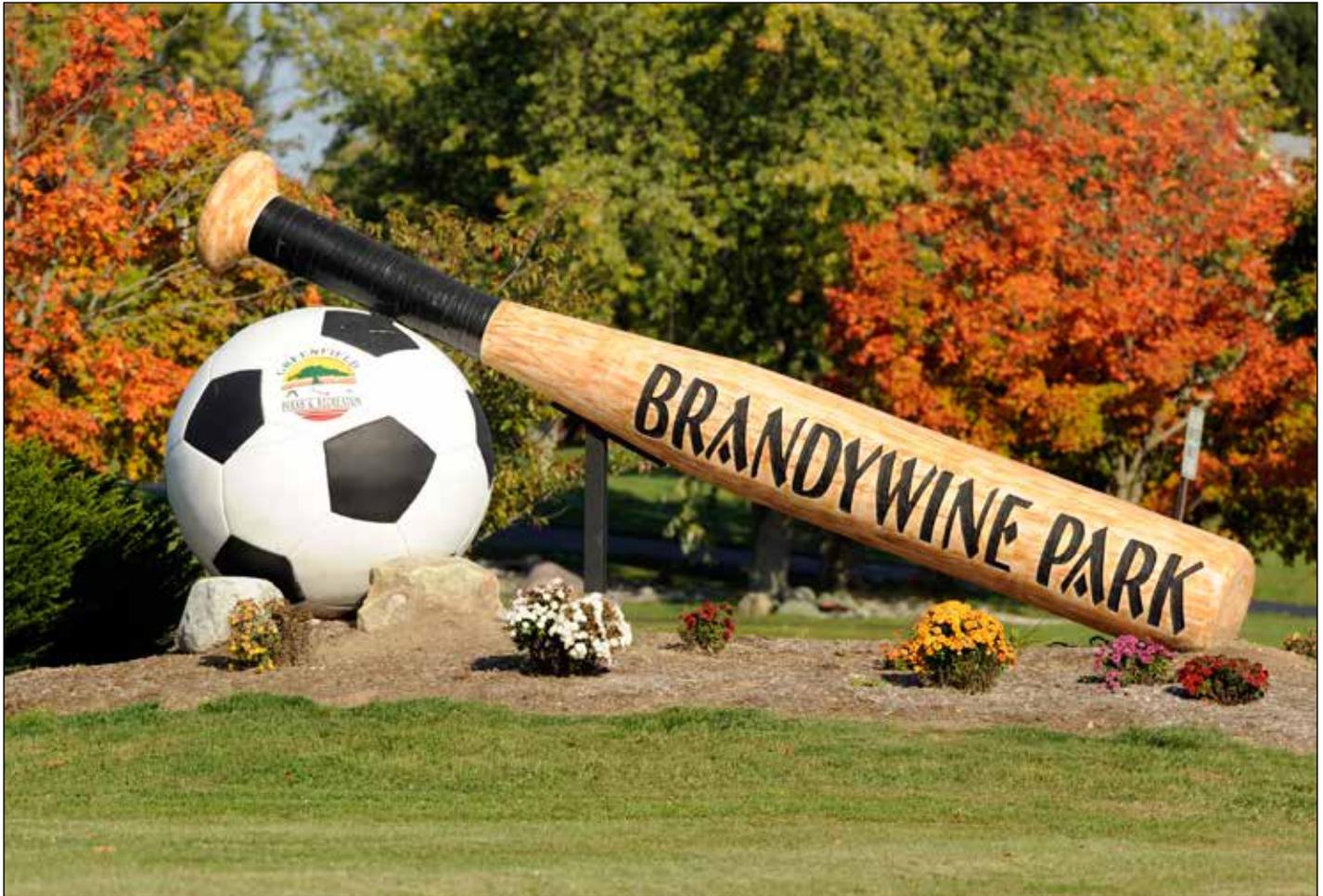
In order to keep up with new demands on parks due to significant residential growth, the City and Parks Department have been proactive in implementing a Recreation Impact Fee Ordinance. The current revenues are devoted almost entirely to maintaining and operating existing park facilities and programs, meaning new sources of capital improvement revenue are needed to expand the parks system with future growth. The demands placed on the park system by rapid growth have, and will, outpace the City's financial ability to provide new and expanded facilities identified in the recently updated Parks and Recreation Master Plan (2014).

The update of the Recreation Impact Fee (RIF) Ordinance will continue to benefit the City and community in the future by keeping pace with the population growth while maintaining the level of adopted recreation standards. Having quality parks and trails adds to the economic value and quality of life for the community, and impact fees will help fund projects that address new demands brought on by residential growth.

The Recreational Impact Fee will be used toward future facilities to purchase land and create new park areas, facilities, and trails. According to the growth calculated in the Park Impact Fee Plan 2014, another 137 acres of park and open space facilities will be needed by 2023. Also needed will be additional structures such as shelters and gazebos, as well as active facilities such as baseball diamonds and basketball courts. Additional trails have also been identified as future needs from residential growth, and they are also important linkages in the future transportation and circulation system. Hancock County has recently explored bringing national bike routes through the region and along parts of U.S. 40. Providing connector routes that would allow visitors to tour through the City completely by bike and access parks, the downtown, and the commercial area to stay at hotels would be a great asset to Greenfield.

PARKS FACILITIES





GOALS

The Parks and Recreation Department has a Master Plan that details goals through 2018, which are generally listed in the format below. For further details on individual priorities, and goals and objectives specific to the department, please see the most current Parks Master Plan. Larger-view goals are presented in the following pages as they relate to the overall themes of the comprehensive plan, and should be considered in tandem to the Parks Master Plan.

2014 PARKS AND RECREATION MASTER PLAN GOAL SUMMARY

- **Major Initiatives** consist of capital projects and management efforts that will have the greatest long term return on the investment such as a splash pad at Riley Pool; Nature Center at Thornwood Park; trail connectivity; purchase of park property, etc.
- **Department Goals and Objectives** rank just below the major initiatives in terms of their importance to the community. This would include items such as updated policies, improved marketing initiatives, and professional signage. In addition assuring that ADA standards are met and yearly inspections with self assessment forms are completed for each facility, etc.
- **Individual Park Priorities** explain specific needs and improvements needed at specific parks and are listed as Action Plan items (something that needs to be addressed, but may not be able to be completed because the funding is not available). Throughout this study it was repeated in different forums (questionnaires, stakeholder meeting and public meeting) to take care of what already exists. This theme was carried out in the Action Plan regarding improvements to the tennis courts, remediation along the Brandywine Creek in Riley Park, connectivity to existing trail system, etc.

GOAL 5.1

Provide new park facilities proportionate to population growth.

Objectives	Timeline
Update the Recreational Impact Fee (RIF) every five years to ensure adequate funding for future projects.	Ongoing
Establish new open spaces and trail connections that preserve natural areas while letting residents and visitors enjoy those spaces.	Medium
Coordinate with Hancock County to maximize connectivity between City and county parks and trails.	Ongoing

GOAL 5.2

Encourage physical activity through the built environment by offering a variety of activities, parks, and trail areas.

Objectives	Timeline
Create safe and reliable access to parks and trails from all areas of the City. Sidewalks and trails should be inventoried periodically to determine level of access and maintenance needs.	Ongoing
Create a Pennsy Trail Redevelopment Plan to evaluate potential brownfield sites along the trail for future redevelopment. The plan should designate areas of interest for future commercial, residential, and park uses, as well as opportunities for expansion or connection with other trails at the local and regional level.	Short
Encourage equipment and activities that are inviting and accessible for people of all ages and physical abilities throughout the parks system.	Ongoing
Promote bicycle and pedestrian safety through educational programming at public events and schools.	Ongoing
Provide additional bicycle parking in the downtown, along trails, and throughout the commercial areas as connectivity increases.	Short

GOAL 5.3

Establish and continue high-impact, low-maintenance beautification projects throughout the parks, trails, and City.

Objectives	Timeline
Increase the use of native and low-maintenance plantings to reduce maintenance costs.	Ongoing
Establish trails in natural and environmentally diverse areas such as Potts Ditch, Brandywine Creek, Thornwood Nature Preserve, and Little Brandywine Creek that allow people to enjoy nature while promoting the conservation and protection of sensitive areas.	Long
Create a landscape ordinance that applies to all zones within the City to encourage new tree plantings and the preservation of existing trees. A tree replacement program to facilitate the replacement of trees lost to the Emerald Ash Borer and other pests should be established.	Short
Utilize the City GIS to facilitate tree canopy studies, replacement program effectiveness, and inventory efforts, as well as analyze the location and accessibility of park facilities.	Short

PROFILE: GREENWAY IMPLEMENTATION OPPORTUNITIES

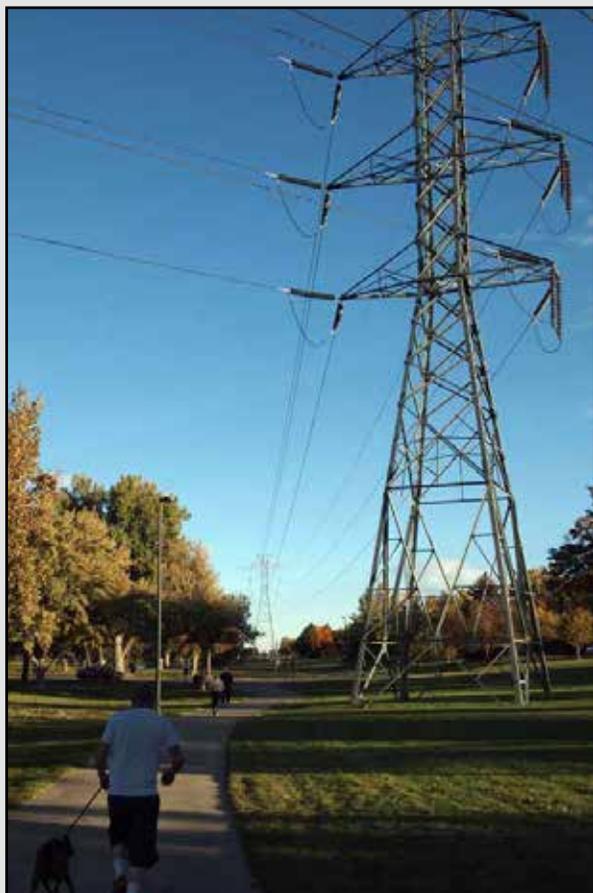
Our traditional idea of a greenway is a pedestrian or bicycle trail meandering alongside a creek in a floodplain—often the best use of land that is otherwise constrained in its development. In order to realize a sufficiently connected greenway network, however, other pathways often need to be explored. “Rails-to-trails” is a popular movement for converting disused rail corridors into trails, but “rails-with-trails” is also possible along active railroads. Greenways can also be integrated into the redesign of roadway corridors if the right-of-way is gracious enough. Utility corridors—transmission lines, pipelines, sewer corridors, and underground aqueduct routes—can also be utilized for trails, with proper coordination with utility companies.



Greenways are often created in floodplains where private development is curtailed (image source: blueroadstohikingtrails.blogspot.com)



Active rail lines can still host a trail alongside. (image source: baycolonyrailtrail.org)



Some utility corridors can be used for public access trails and greenways. (image source: www.americantrails.org)



Greenways can be incorporated into the redesign of major roadway corridors (image source: www.thirdwavecycling.com)

6 TRANSPORTATION



INTRODUCTION

Interstate 70 provides quick access to Indianapolis, while The National Road or U.S. 40 is a major east-west primary arterial and serves as Main Street for the community. State Street (S.R. 9) is a north-south primary arterial and intersects with Main Street (U.S. 40) in the heart of the downtown. State Road 9 provides a direct route between Interstates 69, 70, and 74 and is controlled by the Indiana Department of Transportation (INDOT). It is a heavily traveled route for local, regional, and heavy truck traffic. With nearly 25,000 trips per day on the wider sections of S.R. 9 near the interstate and over 16,000 vehicles per day in the downtown area, many residents are concerned about the congestion, noise, and perceived safety risks. Nearly 80% of survey respondents wanted to see a north-south alternative to S.R. 9.

Major route improvements to S.R. 9 may be warranted in the next five to ten years. Alternative routes for local traffic and infrastructure for bikes and pedestrians are the main focus of the City to mitigate the impact of future growth. New Road, McKenzie Road, and Davis Road provide additional east-west connections through the City. McKenzie and Davis Road are secondary arterials, and New Road is a parkway. North-south connections other than S.R. 9 include Broadway Street, Franklin Road, and Meridian Road to the west and Apple Street, Blue Road, and Jaycie Phelps Road to the east.

The City maintains and repairs sidewalks and roads, and 55% of survey respondents agreed that Greenfield had an adequate supply of well-maintained and connected sidewalks. Overall, survey respondents were very supportive of new trails and connectors that would allow them to walk or bike from residential areas to commercial areas, schools, and other services. Previous conversation has focused on a bypass for S.R. 9, but a previous analysis by INDOT showed that was not a viable option under current conditions. Building a bypass without funds from the State would not be viable, so this plan and future thoroughfare plans will focus on relieving congestion through other routes and methods.

THOROUGHFARE MAP

The goals of this plan are to ensure that developments are done in a “big-picture” way so that they provide the biggest impact to the community. Design and zoning standards need to be revised to ensure that future projects work cohesively with existing areas and/or increase connectivity within the City. All future streets and developments should be designed so that motorists, cyclists, and pedestrians can all safely utilize the transportation network. Sidewalks should be included along all residential streets, with multi-use paths provided along arterial and collector streets. The following list describes classifications and features in more detail from the Thoroughfare Plan.

Primary Arterial: A four lane road with shared or channelized turning lanes based on volume, and a minimum 100 foot right-of-way, or as determined by INDOT for state controlled roads. Multi-use paths alongside the roadway of at least 10’ wide are preferred. Street trees may be required where deemed appropriate by Planning and Engineering staff and applicable ordinances.

Parkway: A four-lane roadway and 120 foot right-of-way. Multi-use paths 10’ wide should be included along the roadway with a buffer between the path and road when possible. Non-paved medians would also be preferred.

Secondary Arterial: A four-lane roadway and 80 foot right-of-way. Multi-use paths should be included along the roadway with a buffer between the path and road when possible. Street trees may be required where deemed appropriate by staff and applicable landscape ordinances.

Collector: A two-lane roadway and 60 foot right-of-way. Designs may include additional lane width to allow for varying on-street parking, with roughly 15’ of space provided per lane. Multi-use paths should be included along the roadway with a buffer between the path and road when possible. Street trees may be required where deemed appropriate by staff and applicable landscape ordinances.

Local: A two-lane roadway with a 50 foot right-of-way. Extra lane width allows varying on-street parking and emergency vehicle access. Lane widths may vary but should not be smaller than 12-15 feet for vehicular travel safety. Sidewalks should be provided, with a buffer space between the road and sidewalk included where possible. Designs should be consistent with adjacent developments.

Multi-use Path: Sidewalks are not a solution for providing bicycle infrastructure throughout the City. The construction of multi-use paths is desirable for arterials and collector roads, and should be a minimum of 10 feet where space allows. Bike lanes within the street should also be explored in neighborhoods where an off-street bicycle lane may not be possible.

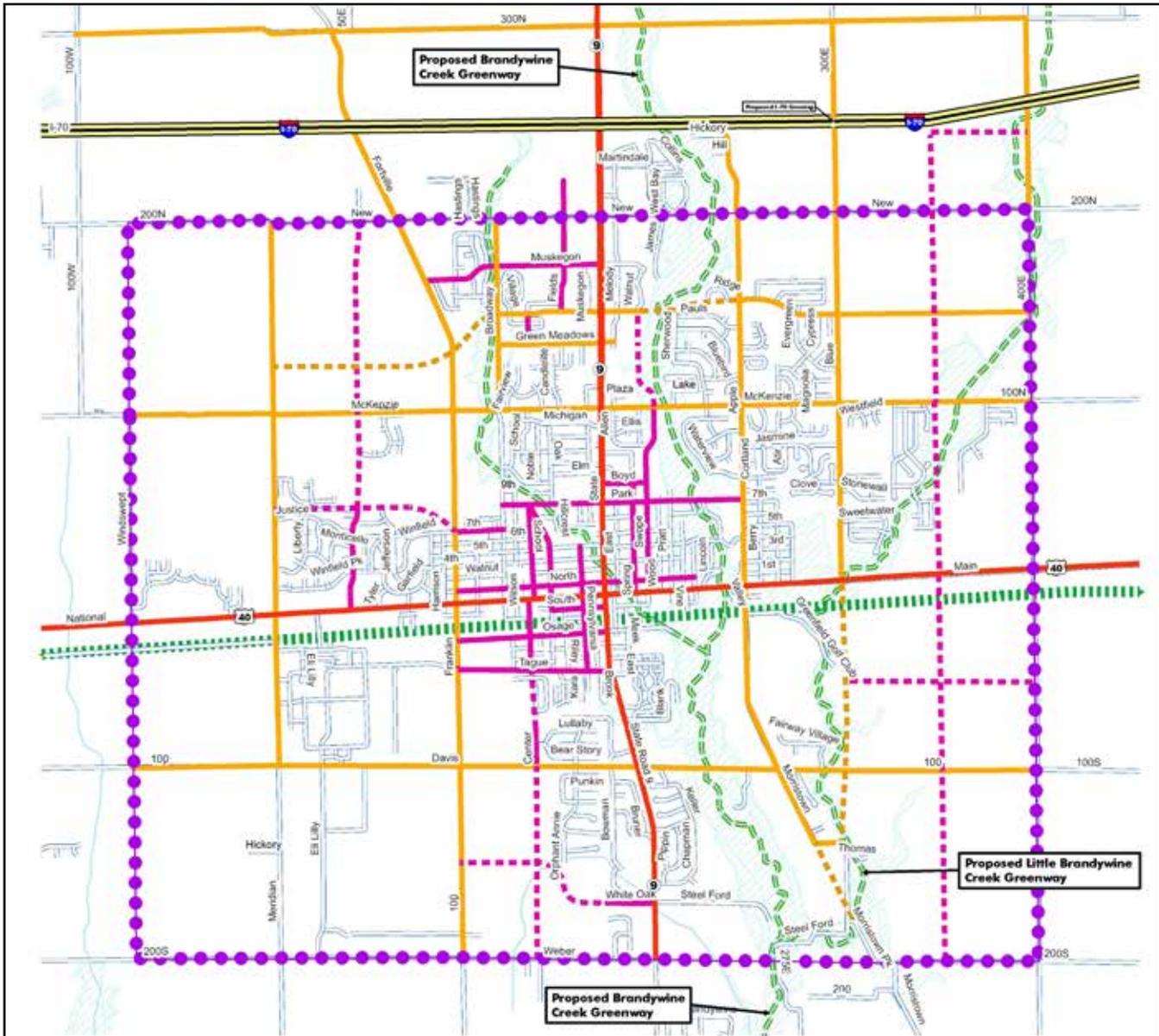
Sidewalks for cycling and pedestrian use may be necessary in areas such as narrow or existing bridges or where space does not permit improvements and upgrades to a multi-use path. In general, this is a least desirable option and should be avoided where possible through discussion with the Planning and Engineering Departments.

Off-Street Facilities and Greenways: Public workshop results showed a strong desire for trails in natural and wooded areas. The City should explore the possibility of putting multi-use pathways along Brandywine Creek to allow for non-motorized north-south travel and scenic recreational physical activity. If it is not possible to connect along the entirety of the creek, smaller sections should be explored to connect with the existing trails in the parks. In all cases, overall connectivity with the Pennsy Trail or existing trail network to create an alternative circulation system should be prioritized.

On-Street Facilities: Where appropriate and safe, on-street facilities should be considered for cyclists, especially where space is limited or multi-use paths may not be feasible. Priorities should be given to projects that connect trip originators such as residential areas to trip destinations such as employment, retail, and recreation. Overall usability of the alternative transportation circulation system should be prioritized, and changes between on- and off- street facilities should be done at a minimum. Pedestrian safety measures such as traffic islands, signals, and signage should be part of the overall plan.

UPDATES TO THE MAP: This chapter describes the thoroughfare map as adopted in 2007. Future updates to the plan, map, and descriptions of facilities will supersede the maps and descriptions in this plan until it can be amended. The goals of this comprehensive plan should influence future plans and projects. For the most current version of the thoroughfare plan or questions regarding updates to the Thoroughfare Plan, contact the Planning and Engineering Departments.

6 TRANSPORTATION



THOROUGHFARE PLAN MAP

Legend

- Interstate
- Parkway
- Existing Primary Arterial Roads
- Proposed Secondary Arterial Roads
- Existing Secondary Arterial Roads
- Proposed Collector Roads
- Existing Collector Roads
- Local Roads and Streets
- Conrail Rail - Future Trail Project
- Streams
- Proposed Trail Green Way
- 100 Year Floodplains

N

Greenfield Comprehensive Plan
THOROUGHFARE PLAN MAP

PROJECT STATUS UPDATE

The previous thoroughfare plan had projects that were broken down into those that could be completed by 2012 and others that would be completed around 2017. The following projects are a few of the ones that were designated in the previous thoroughfare plan and have been completed.

McKenzie Road/Apple Street Intersection: A roundabout was constructed at this intersection to improve traffic flow along both Apple Street, which provides a north-south alternative to S.R. 9, and McKenzie Road, which serves as a connection between S.R. 9 and neighborhoods to the east.

McKenzie Road/Franklin Street Intersection: A roundabout was constructed at this intersection to improve traffic flow on Franklin Street, which provides a north-south alternative to S.R. 9 for many residents on the west side of the City. Franklin Street is known as Fortville Pike (Old State Road 13) regionally and is a historic connector between Greenfield and Noblesville.

Apple Street/New Road Intersection: A roundabout was constructed at this intersection to improve traffic flow along both Apple Street and New Road, as this is a major intersection connecting residential areas to the I-70 and S.R. 9 interchange.

New Road/Franklin Street Intersection: A roundabout was constructed at this intersection to improve traffic flow and control speed with a mix of residential and industrial traffic throughout the area.

Boyd Avenue/S.R. 9 Intersection: Boyd Avenue was reconfigured to provide a left, thru, and right-turn lane for westbound traffic. The west side of the intersection was restriped to provide a left turn and thru/right-turn lane. The goal of this project was to expedite the flow of traffic along Boyd Avenue and minimize delays on S.R. 9.

PROJECTS TO BE COMPLETED

Other projects within the Thoroughfare Plan were set with the goal of completion in 2017. The following describes a few of the major projects that are left to be completed from the previous Thoroughfare Plan.

Meridian Road is a north/south connector that is proposed to be widened as the area is developed to provide two twelve foot lanes.

McKenzie Road and Blue Road intersection is proposed to be improved with a traffic signal with a full complement of turn lanes, or a roundabout as

development increases on the east side of the City.

McClarnon Drive is currently being extended further west from Franklin Street to accommodate the new recreational park with 12 baseball fields being constructed west of the junior high school. McClarnon Drive will eventually extend to Meridian Road.

One example of a 2017 INDOT project that will be important for the City and this plan is replacing the Franklin Road overpass to include a pedestrian/cyclist trail alongside the roadway. This will connect Beckenholdt Park to residential areas and the large employers surrounding the interstate. Over eighty percent of respondents agreed that a north-south alternative for pedestrians and cyclists to access the commercial nodes near the interstate was something that the City needed. A slightly lower percentage wanted to see additional north-south alternatives for motorists.

Corresponding City improvements along **Franklin Street** include widening the pavement to two twelve foot lanes to improve capacity between New Road and 7th Street, as well as creating a free flow facility from 7th Street to Main Street. This might be accomplished through restriping the road to a three lane section with a continuous two-way turn lane if width allows.

UPDATING THE THOROUGHFARE PLAN

The Thoroughfare Plan should be updated within the next five years to determine additional projects and improvements that are needed for the future. Future projects to consider in a Thoroughfare Plan update include:

- Identify another potential east-west connection between New Road and Main Street that could filter traffic off of S.R. 9. If a connection is not feasible, the Thoroughfare Plan update should also investigate the potential of connecting Swope Street to the existing leg of McClarnon Drive to create additional routes in and out of the downtown. Over 80% of respondents in the survey wanted to see a north-south alternative to S.R. 9, and either of these options could provide some relief for motorists.
- Reconstructing the north half of the Main Street and Franklin Street intersection. Franklin Street south of Main Street to Tague Street has recently been redesigned to further facilitate North-South traffic flow.

UPDATING THE THOROUGHFARE PLAN (Cont.)

- Constructing a roundabout at Franklin Street and Davis Road. Franklin Street should also be improved and widened from I-70 to 300 North.
- Reconstructing the intersection of Main Street and Apple Street.

These are among a few of the projects that should be considered in future Thoroughfare Plan updates.

WAYFINDING AND SIGNAGE

At the time of this plan, the City was working on a gateway project for I-70. Designs were released for public comment over a month before they were voted on during the workshop. Two options were presented: one that was more modern with tall metal poles with soft LED lights up the center, and another design that was a historic take on a modern gateway with the use of brick and limestone bases and etched pillars. Feedback from the workshop sparked a conversation for marrying aspects of both designs for something that played back to the motto “Experience our Past, Share our Future.” A final design had not been reached by the time of adoption for this plan, but should be considered and embraced in future designs and projects near the interstate as well as signage themes.

Signage is in a transition period in Greenfield. Taller pole signs and commercial center signs remain from previous years and establishments as nonconforming signs. Many establishments have shifted to monument signs and consolidated the number of signs on S.R. 9. Various comments in the survey and workshops suggest that current signage is cluttered in the commercial area.

The downtown has over 1500 parking spots that are a mix of public, private, and on-street spaces. Signage

improvements may help drivers locate parking, and could offset some of the frustrations for visitors and residents. Some of the existing public lots do not have highly visible signage, which could make it difficult for visitors to identify those lots as the one they need. Current signage letting drivers know that the government employee lots are public after certain hours are not prominent and are easy to miss, which may be one part of the larger issues with current parking. Increased density within the downtown in the future could require additional parking to be created.

Multiple styles of signage exist at vehicular-oriented levels, and no single cohesive design scheme is currently in place. Streamlining signage and providing maps with points of interest may help visitors and residents more quickly identify how to get where they are going. Future designs should take into account the gateway project planned for the interstate and try to mimic elements of that design throughout the City.

Signage that alerts travelers along the interstate to the historic downtown may also be appropriate, and should be discussed with the Indiana Office of Tourism.



Signage from the Visual Preference Survey that ranked highly (above 3.5 on a 1-5 scale) included hanging signs and wall signs in historic areas.

CONNECTIVITY

Sidewalk connectivity is fairly good, with 65% of survey respondents agreeing that the City has safe streets for walking and biking. Currently there are 123 miles of sidewalks, which accounts for roughly 46% of what full sidewalk build-out (along each side of road) would contain. Many new residential developments include sidewalks, but additional sidewalk connectivity in older residential areas and commercial areas would enhance connectivity.

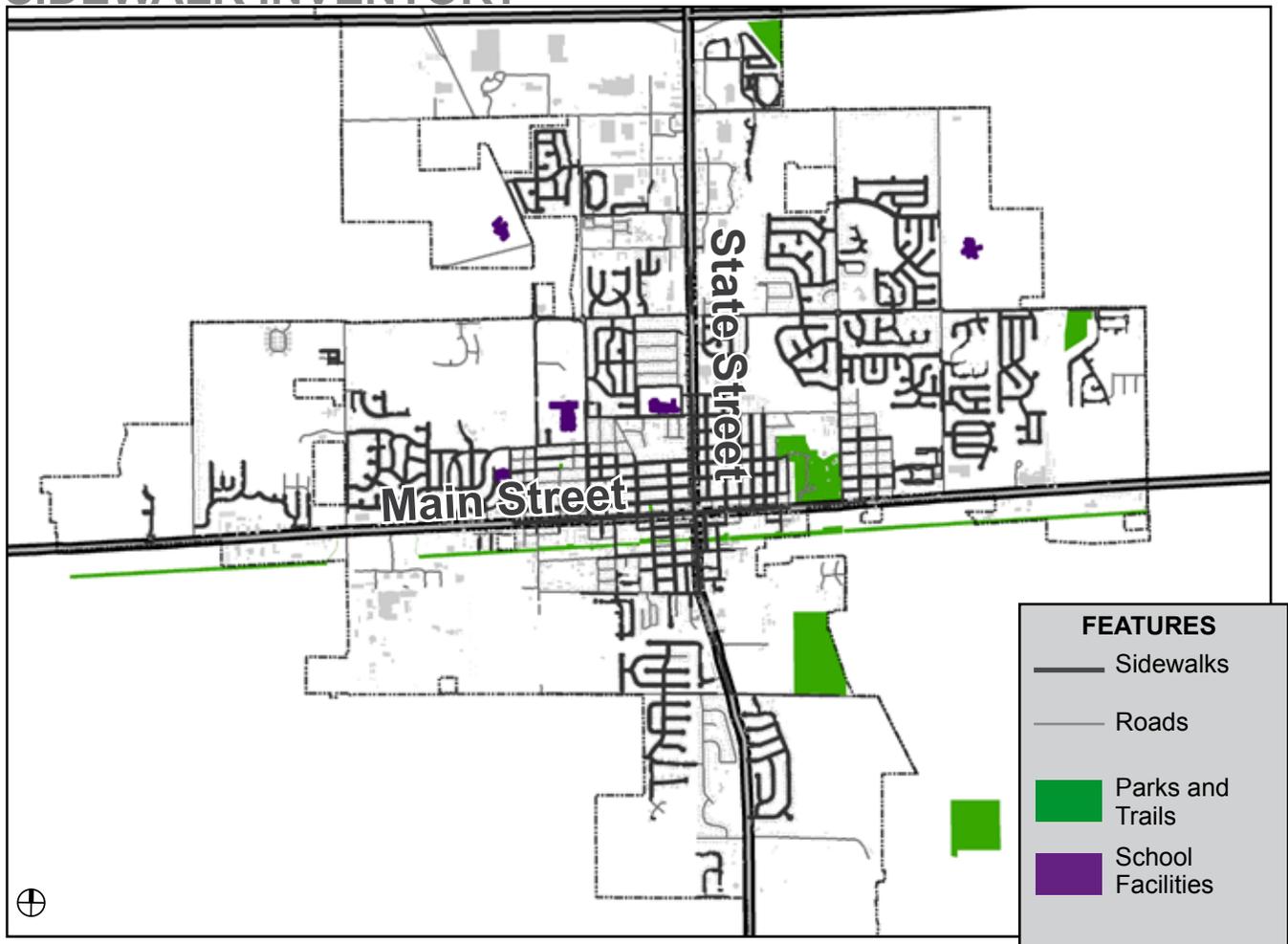
Over eighty percent of survey respondents would like to see additional sidewalk connectivity in commercial areas, and connecting paths between commercial and residential areas. Residential areas within Greenfield have fairly high connectivity, while commercial areas outside of the downtown do not. Sidewalks have not historically been required for commercial developments, and appropriate pedestrian crossings and signals are not available along S.R. 9 until closer to the downtown. This is an opportunity for Greenfield moving forward to connect these areas via sidewalks, trails, and bike lanes.

State Road 9 presents an obstacle to pedestrian mobility. With high traffic and wide lanes, additional safety measures would be needed to make many pedestrians feel safe. As sidewalks build out on each side of the road, it will be worthwhile in the future to assess whether landscaped medians and pedestrian refuge islands will be appropriate road treatments.

Along with needing to create new sidewalks, old sidewalks are often in need of repair or replacement. In older neighborhoods, sidewalks may not be ADA compliant or may need concrete repairs. Combining the sidewalk inventory with ADA compliance status and maintenance needs could help the City prioritize projects and funding.

The image below shows the sidewalk network throughout Greenfield in relation to parks and schools.

SIDEWALK INVENTORY



GOALS

Overall, the transportation network is well-developed for cars. For transportation, the major goal is to provide additional infrastructure for pedestrians and cyclists to get between land uses throughout the City. This may have slight reductions in congestion, and will promote a healthier community.

GOAL 6.1	
Continue to provide and enhance the travel network to allow safe and efficient transportation for motorists, cyclists, and pedestrians.	
Objectives	Timeline
Develop complete street policies for the City to increase connectivity between land uses and utilize traffic calming techniques for more walkable areas. Complete streets are those that provide safe access for pedestrians, bicyclists, and motorists of all ages and abilities to all parts of the City.	Medium
Update the Thoroughfare Plan by 2020 and identify any special corridor or intersection studies that may be needed.	Medium
Require connectivity within and surrounding new developments by limiting the length of cul-de-sacs, requiring connections to adjacent and future development through stub streets with temporary turnarounds, providing sidewalks along all residential streets, and requiring multi-use paths along arterial and collector streets.	Ongoing
Plan for future traffic infrastructure improvements by requiring appropriate right-of-way width in new developments, and encourage frontage roads and access management controls along major corridors to improve traffic flow.	Medium
Apply for Transportation Enhancement Funds and other funding to provide for beautification and landscaping projects along S.R. 9. Continue to develop and update Corridor Overlay standards for State Street (S.R. 9) and Main Street (U.S. 40).	Medium
Inventory existing sidewalk networks to identify gaps and prioritize maintenance needs.	Short

PROFILE: COMPLETE STREETS

Current Best Management Practices in Urban Planning suggest an emphasis on embracing Complete Streets within a community.

Complete Streets are streets that are designed and operated to enable safe access for all users, including pedestrians, bicyclists, and motorists of all ages and abilities. They are part of many communities' healthy living initiatives. Complete Streets make it easy to cross the street, walk, or bicycle to school, shops, or work.

By adopting a Complete Streets policy, communities direct their planners and engineers to routinely design and operate the entire right-of-way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists – making Greenfield a better place to live.



Source: The National Complete Streets Coalition
<http://www.completestreets.org/>

PROFILE: SIGNAGE REPLACEMENT PROGRAMS

As Greenfield prepares to update its signage standards, the City may want to consider a program to provide grant funding to businesses within Downtown and on major corridors to replace advertising signs that, due to condition or type, are no longer functional. Of particularly high priority is the replacement of existing signs that do not conform with the City's updated sign regulations with new signs that are compliant.

For example, some cities have set up a grant program to provide a match of up to 50% to replace or remove a nonconforming or poorly maintained sign, and/or to install an approved sign for a maximum cost of \$1000.

Within the City of Greenfield several priorities may be:

- Replacement of dilapidated/unsafe signage.
- Replacement of pole signs located on major corridors with ground monument signage.
- Replacement of several advertising signs at one location with a single advertising sign.
- Signs designed by a sign professional.
- It is suggested the city not encourage the following for funding:
 - Purchase of portable signs.
 - Signs that do not conform to the City's new sign regulations or the expansion of any existing non-conforming sign.

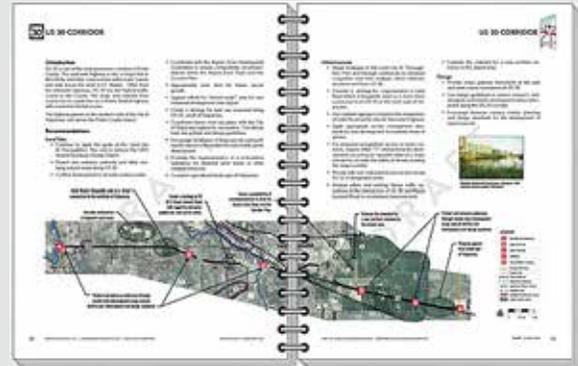
PROFILE: CORRIDOR PLANNING

Corridor planning is a process through which a community focuses on a single transportation corridor, identifies the issues and needs of that specific corridor and its surrounding districts, and envisions its future. Corridor plans often study and offer recommendations for:

- Transportation improvements
- Transit integration opportunities
- Pedestrian and bicycle safety and amenities
- Adjacent land uses and development standards
- Redevelopment strategies
- Way-finding signage programs
- Infrastructure development coordination

Often, longer corridors are broken up into segments that each merit their own specific strategies. State Road 9/State Street, for example, could be divided into three or four segments based on changes of character and issues along its length.

Corridor planning is an important next step after comprehensive planning, which only gives general recommendations for how to address challenged corridors and considerations that should be made in efforts to improve them.



Focused improvements such as the above improvements RATIO completed for Branson, Missouri, suggest the scale of improvements that may be possible as redevelopment sites along major corridors are fully developed. .

7 EDUCATION, SERVICES, & UTILITIES



INTRODUCTION

Providing high quality education, City services, and competitively priced utilities is an important part of attracting and retaining people and businesses. Highly-ranked schools are one of the first priorities of families looking to buy homes, as well as people looking for starter homes that want to ensure a strong resale value later. Continuing education opportunities and workforce development opportunities help attract and retain businesses and their employees. These features, paired with a lower cost of living and doing business, are key components in the continued success of Greenfield.

Eighty percent of survey respondents agreed that Greenfield has excellent school and educational opportunities. While there are some satellite college courses offered within the City, many responses in the survey noted that attracting a higher education or vocational institution should be a priority for the City of Greenfield. Other responses mentioned that while they knew that there were opportunities for learning and networking, they were not always sure of where and when they were happening. A consistent theme in the responses centered around communicating information in more efficient and effective ways.

From the survey, respondents also noted that overall Greenfield is an affordable place to live when accounting for housing costs, utilities, and day-to-day necessities. The City owns and runs its water, power, and sewer utilities. Utilities have been well planned in the City, and many of them have ample capacity to accommodate new growth. Some minor additions such as additional water towers may be needed depending upon where growth is located in the future.

This chapter will detail the educational opportunities and strengths of the community first, with a description of utilities following.

EDUCATION

There are three elementary schools, one junior high, and one senior high school building that is located within City limits. The schools offer large campuses and a variety of programs, many of which have brought notoriety to the school system.

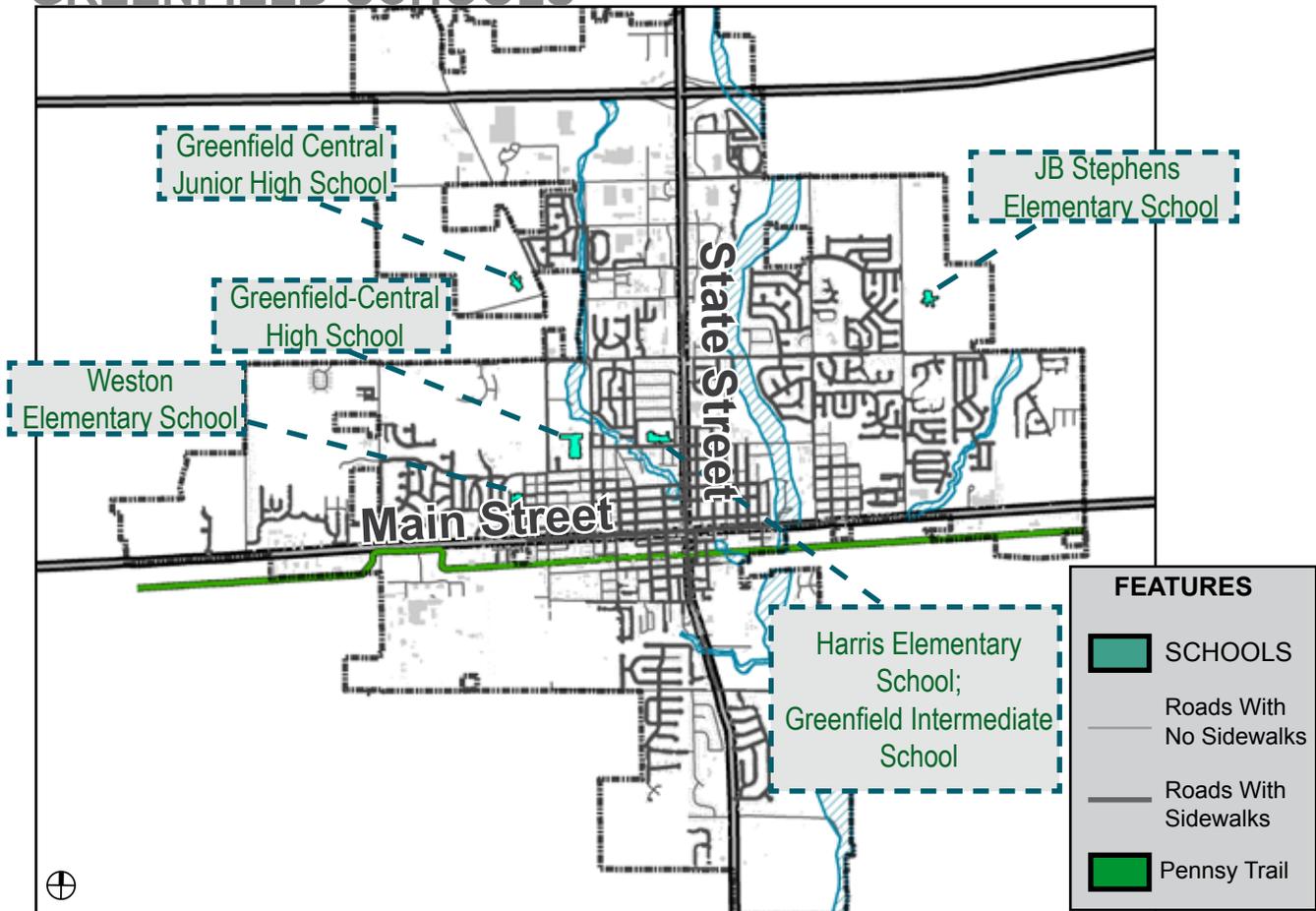
Greenfield-Central Community Schools (GCCS) has been ranked as an “A” school corporation in 2014 and 2015 by the Indiana Department of Education. Over half of the students that graduate from the school system earn an honors diploma. Every department within the high school has opportunities for students to earn dual credits which can be applied to college programs to shorten the number of credit hours needed to earn a degree in many cases.

The high school also has a strong music program that has won coveted state awards in recent years. It also houses a nationally ranked Project Lead the Way program that provides unique learning opportunities in STEM (Science, Technology, Engineering, and Mathematics) programs. The strength of the programs at GCCS is undeniably a strength in attracting families and homebuyers.

Greenfield schools offer multiple specialized programs and initiatives. The school recently launched technology initiatives that provide tablets and devices to all high school students, as well as hundreds of students at the elementary level. GCCS also withdrew from a special education cooperative in order to provide special education services with professionals that were hired at the local level. The school corporation is continuing to invest in programs that will ensure that all students can get the education and services that they need.

Hancock County LINK (Leaders in Navigating Knowledge) envisions communities where everyone has unlimited access to educational resources. The organization plays an integral role in coordinating education expos and workshops, workforce lunch series, and providing assistance for residents to continue their education. Higher education and vocational training are a significant need in Greenfield and should be a strong priority for recruitment. Creating opportunities for lifelong learning is an integral part of being a livable community.

GREENFIELD SCHOOLS



UTILITIES & SERVICES

The City of Greenfield has prioritized growth through logical extensions of existing infrastructure to produce a fairly compact development pattern. The City has made it a point to avoid expanding infrastructure passed the City limits and growth boundaries so as to ensure that services are provided efficiently. One major benefit to this is that the City does not have unannexed areas that it currently provides utility services to, which would now be potentially more difficult to annex.

Many of the public utilities in Greenfield are owned by the City and have ample room to expand. The City has been proactive in enacting impact fees to fund and maintain the parks system, as well as discouraging development that is far from current infrastructure or outside the City limits. Based on the low, mid, and high growth scenarios examined for population, over the next ten years the City might expect to add anywhere between 700-4000 new households. A mid-range estimate based on the fifty year growth rate would be just over 1600 new households in the next ten years. This will have an impact on everything from roads to utilities to services and schools.

Utilities in Greenfield are well prepared and able to handle any of the growth scenarios, assuming that development continues to remain fairly compact and close to existing infrastructure. Many of the systems such as water and wastewater have usage levels that are one half or even less than one half of the system capacity. In any of the three growth scenarios, it is not expected that a new facility will be needed for water or wastewater treatment. The exception to this may be an additional water tower in the high growth scenarios to ensure that an acceptable volume of water for fire service is maintained throughout the City. Facility improvements and system upgrades are more likely to be needed than completely new or additional facilities. It is also not anticipated that staffing levels would need to significantly increase in any of the growth scenarios for facilities.

Electric power is also a municipal-owned utility, and system capacity is adequate to meet all of the demand scenarios. Peak consumption for the City of Greenfield is seventy megawatts. A new facility or extensive upgrades are not expected to be necessary with the high-growth scenario for residential uses. Additional powerlines would be required for new growth. A significant increase in the industrial power load could require additional resources. It is expected that any increase in demand would be covered by Indiana Municipal Power Agency, which is a wholesale supplier of power to the City.

Since the Indiana Municipal Power Agency (IMPA) supplies electricity to Greenfield, changes in regulations could affect the City at some point. Currently, power is generated through a mix of renewable and non-renewable sources. Coal generation plants within the IMPA facilities do meet current standards, and power is supplied at a very competitive rate. Future regulations that are more strict could affect the cost of power, but the effects would be felt at a regional level and would not be isolated to the City of Greenfield.

The Police Department currently has enough staff to meet standards of one officer per every five hundred people. With the estimated population growth scenarios, some additional staff would be needed in the future. Additionally, the department would benefit from a more convenient location that would provide enough room for training as well as day-to-day activities. This should be considered for future developments for possible relocation or land swaps, as this would open up additional square footage along State Street.

The Fire Department also has sufficient staff and equipment to meet current needs. An additional substation exists along New Road, and a third one will likely need to be added within the next ten years. Additional staff will be needed each year to correspond with population growth.



GOALS

Overall, the City as a good base of services and education opportunities. Major goals moving forward should be to maintain the current level of service and target specialized education institutions to develop a culture of lifelong learning.

GOAL 7.1	
Continue the efficient delivery of public services and utilities and ensure public facilities are adequate to meet future demand.	
Objectives	Timeline
Manage the location of growth by limiting the extension of utilities outside of City limits and the expected growth boundary. The Future Land Use Map should serve as a guide for utility investment areas.	Ongoing
Encourage the use of redevelopment sites to ensure sustainable and efficient use of existing services.	Ongoing
Openly communicate with the City of Greenfield Utilities on planned growth areas and expected densities to ensure sufficient future capacity and strategic facility investments.	Ongoing
Coordinate public and private projects when possible to maximize cost savings and impact. Examples might include upgrading service lines simultaneously with road improvements, sidewalk installations, beautification, and gateway projects.	Ongoing

GOAL 7.2	
Support and assist in the creation of quality educational and vocational training services for all ages of life.	
Objectives	Timeline
Target and recruit licensed preschool programs to Greenfield. This may be part of a community center or larger project that includes a diverse range of housing and services in a neighborhood node development.	Medium
Recruit higher education, vocational, and recreation learning programs (example: Indy Trade School) to establish lifelong learning opportunities.	Medium
Support the expansion of business education seminars and workshops in the community.	Short
Create a multi-use space that can support business incubation and small conferences and workshops as existing programs expand and outgrow their current facilities.	Long

8 DOWNTOWN REVITALIZATION



INTRODUCTION

Locally, State Road 9 and U.S. 40 are known as State Street and Main Street, respectively. The intersection of these major arteries constitutes the core of Downtown Greenfield, which has over 30,000 vehicles passing through daily. The City is centrally-located in Hancock County and was designated as the County Seat in 1828. The iconic limestone courthouse, constructed in 1896, is the focal point of the Historic Square District. Over 180 feet high, the courthouse can be seen for miles in all directions and is still used today.

The late 1800's saw a natural gas boom that sparked regional growth in East-Central Indiana and to the north. This spurred the construction of multiple significant buildings that are still standing in Greenfield today. At the Northwest corner of State Street and Main Street lies the four story 31,680 square foot Masonic Temple known today as the Creative Arts And Event Center. The building is a natural center for retail, business and cultural events. In 2006, the Village Theatre on West Main Street was renovated as the H. J. Ricks Centre for the Performing Arts. Several more historic buildings surround the Courthouse and nearby areas, including the Post Office, the Old County Jail, the Randall Building, and the L.C. Thayer Building and the H.B. Thayer Building, among others.

While Greenfield has experienced growth and suburbanization since the 1950's, the sustained rural nature and identity of the county has limited sprawling development patterns. Growth has remained fairly compact, which puts the City at an advantage for revitalizing the downtown. Much of the downtown and surrounding neighborhoods are walkable with shorter blocks and sidewalks in most areas, though some pedestrians may not feel as comfortable crossing the main routes due to semi-truck traffic. This level of connectivity and the unique historic character provide a great base for revitalization and redevelopment.

EXISTING CONDITIONS

The predominant land uses in the downtown are government and institutional uses. Multiple government offices for the City, County, and even a few state agencies are located within the downtown revitalization area. While this creates a strong anchor for businesses during the day, with workers going for lunch and visitors coming to the City and County buildings, it poses difficulties in creating an “around-the-clock” downtown. The southeast quadrant is almost exclusively government and institutional uses, with some restaurants and businesses along the east side of the historic square.

Along with historic commercial buildings, historic homes are prominent along State Street and Main Street, as well as the surrounding neighborhoods of the downtown. A limited supply of upper story apartments are available in the downtown, with nearby homes for rent as well.

Although the downtown lacks staple retailers like a grocery, a variety of new businesses have opened in Greenfield within the last five years. Restaurants,

offices, art galleries, a brewery, and other specialty shops are just a few of the things making Downtown Greenfield attractive to people of all ages. The majority of these establishments are within just a few blocks of the historic square and plaza where musical performances are held. This lays the groundwork for future programming and events that bring more people in to downtown during the evenings. Programming is important to maintaining a lively downtown with viable businesses and restaurants after work hours.

Greenfield Main Street, Inc. has led the way toward this recent rebirth of the downtown by offering façade grants. The total allotted in grants has reached \$65,000 since 2010. This has given rise to over \$425,000 in new renovations due to the grant program, with extensive additional money from the private sector also being invested in downtown building renovations.

DOWNTOWN LAND USES



DOWNTOWN PROFILE

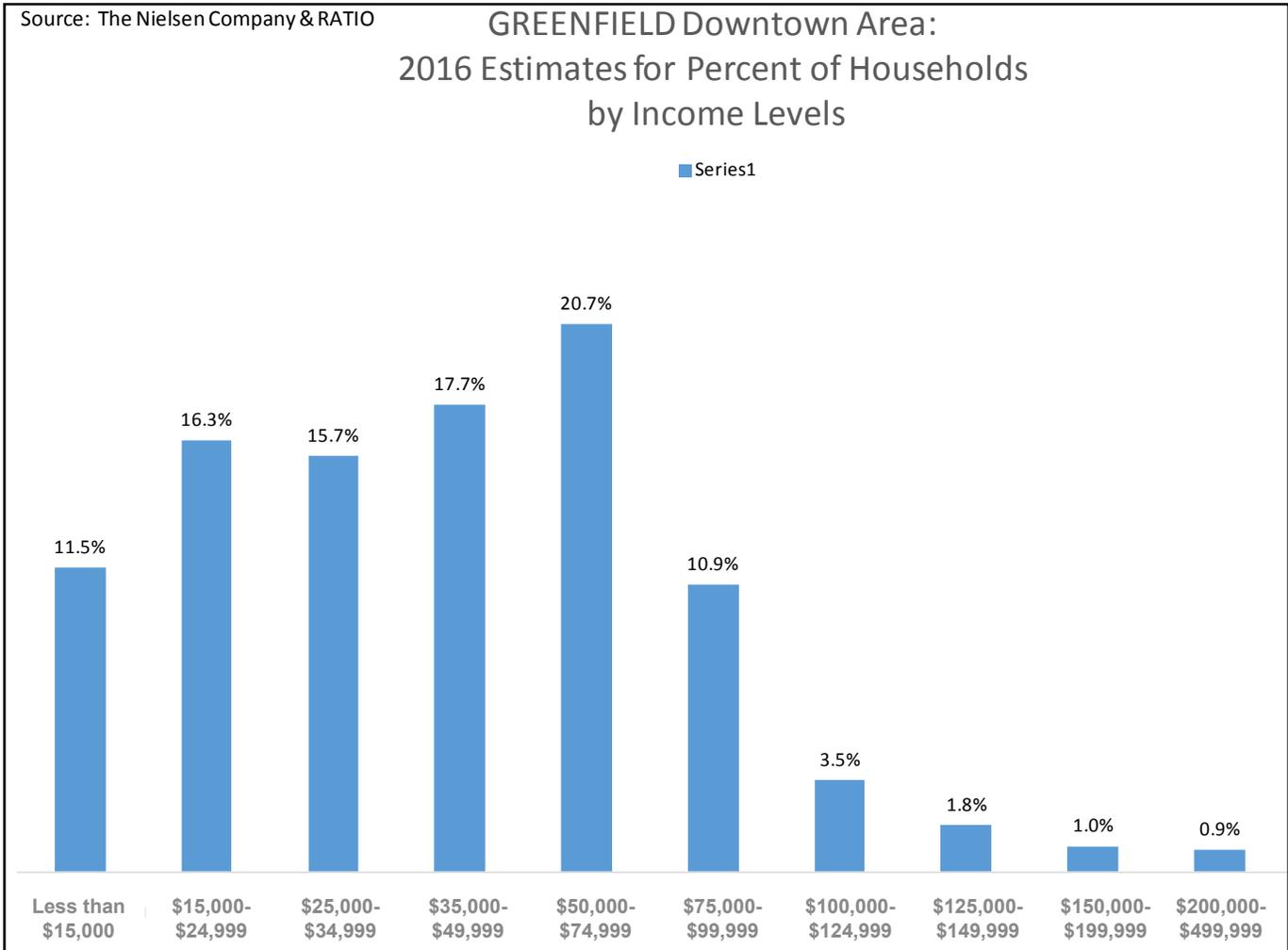
Population in and surrounding the downtown has increased somewhat since 2011. It is estimated that by 2016, the downtown area will have added an additional five hundred people since 2011. Of this growth, the majority has been people between the ages of 21-65.

The amount of families with children has largely remained unchanged within walking distance of the downtown. The majority of households that are within the area are one- and two-person households. This would follow national trends of many singles, young couples without children, and older couples whose children have moved out on their own moving to more walkable areas near City centers. Unsurprisingly, Downtown Greenfield has more one-person households than the county by an additional 10%.

Within the downtown, an estimated 14.5% of people have completed a Bachelor’s or Master’s degree, while 85% have a high school diploma or higher.

Forty-three percent of households within walking distance of the downtown make less than \$35,000, with nearly 28% having a household income of less than \$25,000. Over 20% of households living within the four Census Block Groups surrounding the downtown have a household income between \$50,000 and \$74,999. It is estimated that since 2011 the total household income for the area has increased by nearly 9%, while the total number of households has only increased by 6.5%. The table below shows the distribution of 2016 estimates for household income (Source: Nielsen Company and RATIO Architects).

The 5,775 people estimated to live within walking distance (one quarter mile) of downtown at this time account for nearly 27% of the population. This is a great benefit to the downtown, especially if sufficient pedestrian infrastructure is in place to encourage these residents to walk to and enjoy their downtown. A downtown trail circulator that connects to the Penny Trail could be one way to encourage this.





Before (top) and after (bottom) images of a revitalization project within the downtown.

REVITALIZATION

Since the 1980's when the Greenfield Historic Board of Review was created, the City has been working on some type of Downtown Revitalization. These projects include creating the Courthouse Plaza, adopting the 2004 Downtown Master Plan, the 2006 renovation of Ricks Theatre, the 2007 Transportation Enhancement Streetscape project, the 2013 Downtown Revitalization Plan, and the 2014 adoption of a Downtown TIF District.

The 2004 Master plan identified major priorities of leadership, business development, rehabilitation, redevelopment, cultural amenities, community facilities, downtown appearance and land use. The vision of the Downtown Revitalization Plan was preserving and strengthening the great assets that remain in the core. Downtown Greenfield has a fairly compact footprint, making historic preservation a critical component to retaining the identity of the downtown. Many of the historic buildings remain intact, with a handful being lost to fires over the past decades. The images above show a before and after example of revitalization efforts.

The Revitalization Plan was commissioned through a grant from the Office of Community and Rural Affairs (OCRA). It is bound by Riley Street to the west, Walnut and Grant Streets to the north, Spring Street

to the east, and Osage Street to the south.

One area of the focus for the Revitalization Plan is to expand the functional area of downtown outside of the main intersection of State Street and Main Street. The plan has met some success already with North Street and American Legion Place becoming home to multiple new and unique shops. South Street holds the potential for multifamily development and outlying areas will follow as the market demand for space downtown increases.

The Revitalization Plan has given rise to an influential group of people known as the Greenfield Coalition. Created under a mayoral initiative, the group is composed of a variety of leaders and residents of the community with interests in Downtown Businesses, Entrepreneurship, and Local Food; Historic Preservation; Art; Fitness; Festivals; Housing; and Education. The group is the implementation team for the goals and action items developed in the Revitalization Plan to spur and maintain momentum for the downtown. Greenfield Main Street and the Coalition continue to help the City bring the Revitalization Plan to life.

OPPORTUNITIES

The surrounding agricultural lands of Hancock County provide Greenfield with another unique opportunity to be the retail outlet for natural and healthy foods at the local and regional level. Elanco, one of Greenfield's largest employers, works hard to improve animal husbandry and food output across the world. At a local level, farm to table restaurants such as The Mug and SoupHerb are popular favorites and just a few examples of the opportunities for eating local.

Hoosier Harvest Market provides residents with access to goods grown in the area in a virtual farmer's market with pick-up locations around the City and region. Physical farmer's markets are held in multiple locations, including one on the weekends in the heart of downtown. According to the USDA, one in seven Hoosiers are estimated to be food insecure. This increases the need for additional programs and opportunities for people to obtain and consume fresh, local, healthy food products.

Downtown Greenfield can be a gathering place for ideas and innovations in the food markets and other industries in the region. Food is a communal part of life that brings together friends and families and encourages new social connections. Building on the current momentum in food systems in the region could not only inspire new eateries, but may also help reduce food insecurity in the area through educational programming and events. As the downtown continues to fill in, an incubator space for new artisans with a commercial kitchen could be one way to maintain momentum.

Surrounding agriculture also provides an opportunity for the City of Greenfield to firmly hold to a compact growth pattern. Agriculture has played a large role in the county's history, and land should be preserved for it to continue. One way to do this would be to coordinate with the county for planning jurisdiction within the growth boundaries. Much of the 30 year boundary could be maintained as homesteads by adhering to a compact growth pattern. There are many places within the existing City limits that could be redevelopment or infill sites, and these should be prioritized.

Along with food, fitness and art were also identified as areas of opportunities in the Downtown Revitalization Plan. For fitness, the major goal for the downtown has been to add additional pedestrian circulation routes that connect to the Pennsy to provide a safe and attractive way for cyclists and pedestrians to move through the downtown. Ideally these routes would also connect with the commercial corridor.

The Riley Literary Trail is a proposed project and top priority of the Revitalization Plan and Coalition. The Trail would circulate through the downtown and take travelers passed the Riley Gardens and Museum. Historical markers, statues of James Whitcomb Riley, and signage along the way would tell the story of the Hoosier Poet and his influence on the identity of the City. While many in Greenfield know so much of the poet's history, visitors to the City, especially from outside the state, would benefit from the markers to draw them into the museum.

The Riley Literary Trail, destination uses like a con-



OPPORTUNITIES (Cont.)

ference center with a boutique hotel, and licensed preschool opportunities are all major initiatives of the Greenfield Coalition. Projects have been prioritized into an implementation table that serves as the working action plan of the group. The table is included in Appendix D.

The Pennsy Trail, which runs through downtown, could be connected to the Town of Cumberland to the east. National Bike Routes that may go through Hancock County in the future would also be an opportunity to create an impressive network of routes for cyclists. An elaborate network of trails through the City could also alleviate some local traffic on State Street at times.

There is a strong desire in the community to have more healthy options for food and physical activity. Surveys showed strong support for additional trails and walking paths, as well as a desire to see more healthy and fresh food options throughout the City. Initiatives over the next few years should focus on the influence that a City can have on the health of its citizens, and take this into account by designing projects and programs that allow people to live healthier lives. Examples might include sidewalk requirements for development, continued fitness festivals, and educational programs for food preparations and preservation.

Art was the third major pillar that the Revitalization Plan saw as integral to the downtown. The Pennsy Trail Art and Music Festival draws people from all over the country and is a great asset to the community's creative history. For daily doses of art, the community has two art galleries within the downtown, a large banner-style mural of the Interurban by artist Chris Sickels (pictured bottom right), and plans for murals and art along the Pennsy Trail. The Interurban mural gives a nod to the past and the rail line that ran through the downtown along Main Street. The mural is over thirty-six feet wide with grommetted edges and is a great inspiration for continued creativity and art. It is currently covering a vacant building within the downtown, but could be relocated if that building is renovated in the future.

The Art team for the Coalition has also recently started "Pop-Up Photo Op" events that encourage members of the community to come take pictures in the downtown and share their images in the Creative Arts and Event Center gallery. The events showcase natural props and encourage people of all ages to interact with places throughout the City. Chalk Fest featured during the Riley Festival and the Will Vawter



Art Show are among some of the other great events that showcase the talent the region has to offer. The City should facilitate and help grow initiatives and programs like these whenever possible.

OBSTACLES

The compact boundary of the downtown is both a benefit and an obstacle. It is beneficial because it helps to create a very walkable downtown with uses located in close proximity to each other. The downtown has been the civic hub of the community, with many government and institutional uses located in the downtown buildings. While this provides a great vibrancy during the day, it creates a large void in the center of the City during the evenings. This can be mitigated with programming and events that keep activity in the area throughout the evenings. These events could include cruise-ins where residents can display their classic cars, continuing the summer concert series, and evening fitness activities like glow walks or 5k runs that are very popular in the region.

Finding room to grow the commercial footprint of the downtown could be difficult in the future as remaining vacancies are filled. Creative solutions like mixed-use structures with parking garages may be one way to grow the footprint without losing parking.

While the location along State Road 9 and US 40 have played a significant role in the growth and vitality of Greenfield as a whole, the amount of traffic does present some issues to downtown opportunities. The

two roads funnel well over ten thousand vehicles each through Greenfield each day, on average. This is undeniably an asset to the downtown and businesses, but also presents a few obstacles to revitalization. There is an extensive amount of truck traffic on the two routes, especially S.R. 9 (State Street), which deters some pedestrian mobility within the downtown. The noise of the trucks going through the downtown can be heard inside buildings along the main routes, which makes the atmosphere undesirable for seating along the sidewalks. Some establishments are fortunate and have enough space behind buildings to create patios and seating areas, while alleys have been considered for seating and event spaces as well.

The heavy truck traffic presents a concern to many for pedestrians crossing the street. Mitigating actual and perceived risks may require traffic calming techniques and bump-outs to reduce the distance that a pedestrian must cover to cross the road. Recent streetscape projects have provided pedestrian-oriented signage, benches, and other furnishings that help make walking in the area agreeable.

American Legion Place, east of the courthouse, is a one-way street south that provides enough space for angled parking in front of buildings on the historic square. The portion of South Street that is adjacent to the courthouse has been closed and a plaza was erected on it that includes a structure with seating areas and a fountain. South of the Plaza, American Legion Place switches back to a two-way street. This

TRAFFIC VOLUME NEAR DOWNTOWN



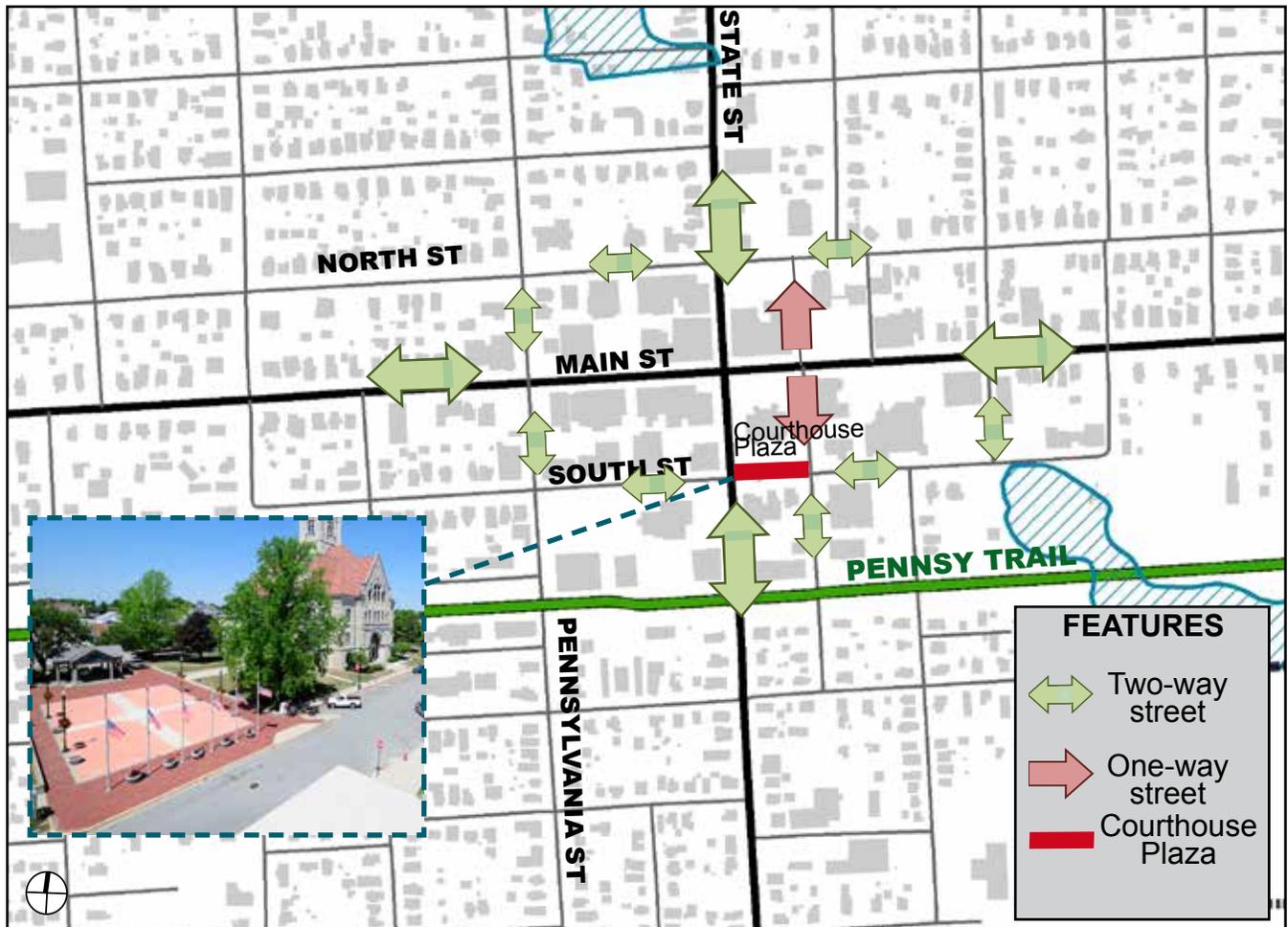
creates an awkward traffic flow in this quadrant of the downtown. The map below shows driving directions around the plaza.

Many cities have found a balance in reopening closed streets, while maintaining the ability to close them with bollards in the evening for events and pedestrian activity. This may be something the City will need to consider in the future to maximize and preserve the plaza as a unique venue but to restore mobility through the downtown.

Parking is a perceived issue in the downtown, as is the case for many cities throughout Indiana. There are currently over 1000 on- and off-street public parking spaces, with additional private spaces in excess of 600. The downtown footprint is roughly the same size as a regional mall, making most parking spaces a fairly normal walking distance, comparatively. However, there are multiple issues that fuel the perception of a lack of parking, such as ineffective signage and lots that may not be clearly labeled.

A goal of the revitalization plan and this comprehensive plan is to increase the efficiency of signage and further study the capacity of parking lots in the future. Having highly visible and intuitive signage that directs drivers to parking lots may help travelers and residents feel more comfortable when navigating the downtown. Parking lot signage should be evaluated to ensure that all of the appropriate availability information is provided. Future parking studies that track lot capacity throughout the day, as well as calculations of existing and potential building square footage should be completed within the next five years to determine additional parking needs into the future.

TRAFFIC FLOW AROUND THE PLAZA



GOALS

The previous sections were a highlight of a few of the initiatives from the Revitalization Plan and for the downtown in general. Additional projects are discussed in the Economic Development Chapter, Chapter 10. The following goals outline a strategy to build on the physical and social aspects of the downtown by building on the efforts and momentum started in the Revitalization Plan.

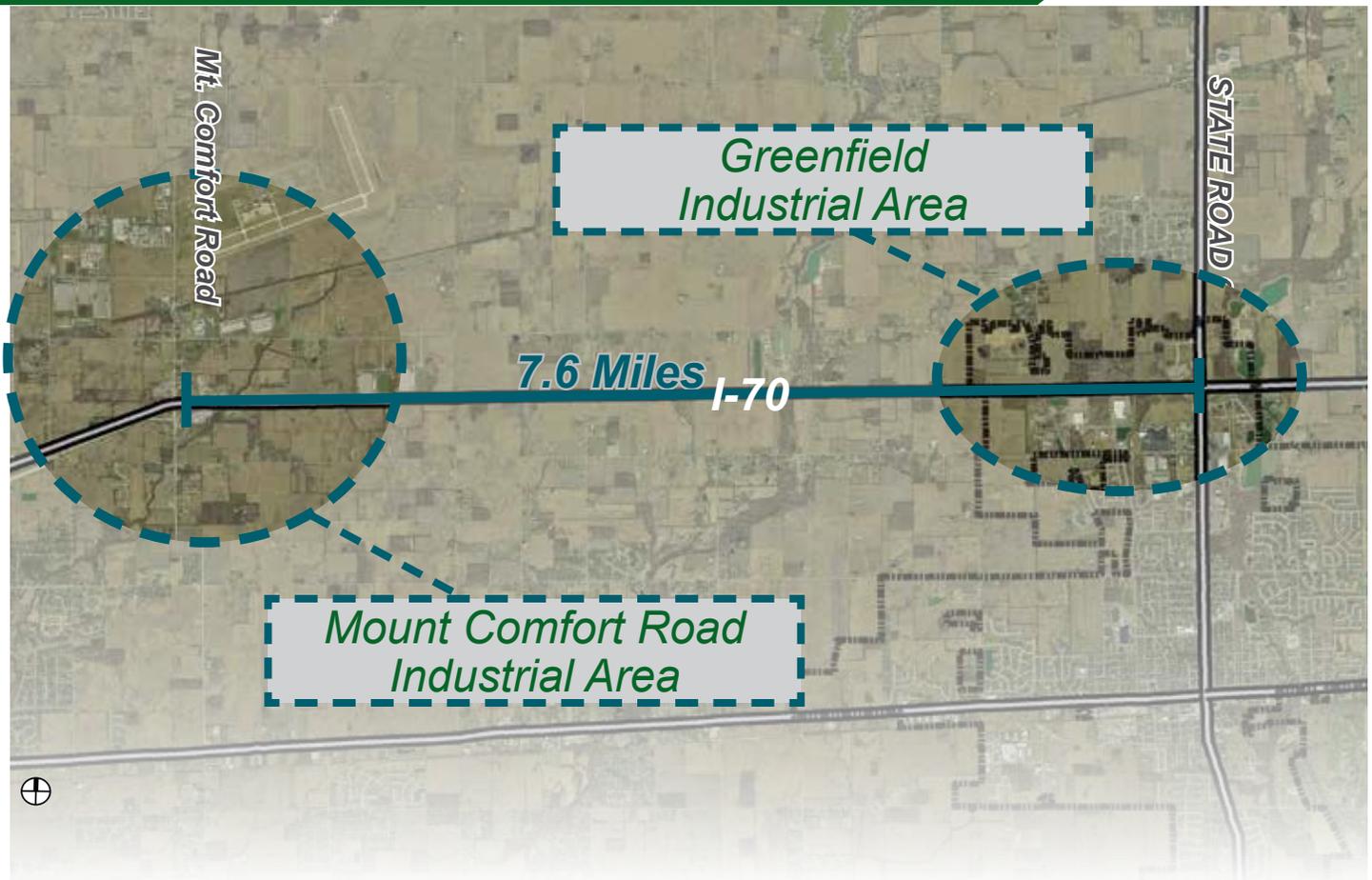
GOAL 8.1	
Continue investment and revitalization efforts identified in the Downtown Revitalization Plan.	
Objectives	Timeline
Support and strengthen Greenfield Main Street, Inc. facade improvement programs and downtown event programming through the use of the “Four Point Approach” and creating timelines and action plans for project implementation.	Ongoing
Establish a public-private partnership strategy to bring catalyst projects such as conference centers, boutique hotels, etc. to downtown Greenfield.	Long
Determine the need for new or updated zoning districts, business improvement districts, and/or cultural district designations that will allow for appropriate development, land uses, and structure sizes in the downtown.	Short
Continue to program and encourage the Greenfield Coalition as an action-implementation group to help accomplish projects within the revitalization plan.	Ongoing
Continue to develop and market the downtown as a place to live, work, and play for people of all ages.	Ongoing

GOAL 8.2	
Seek funding for removal of unsafe structures, preservation of historic buildings, and beautification projects in the downtown.	
Objectives	Timeline
Leverage TIF funds to protect and restore existing downtown buildings through low-interest loans, as well as leverage new businesses.	Short
Seek additional funding to stabilize and repair historic commercial and residential structures and remove unsafe structures. Sources may include Greenfield Main Street, Inc., owner occupied repair programs, grants, revolving loans, and others.	Ongoing
Invest in beautification projects such as small gateway signs, landscaping, or other indicators that let travelers know they have reached the historic area and/or projects that direct pedestrians and cyclists to points of interest in the City.	Medium
Seek grants and other funding to further improve the quality of infrastructure, utilities, and existing buildings within the downtown.	Ongoing

GOAL 8.3	
Improve travel efficiency and navigation in the downtown for vehicles, pedestrians, and cyclists.	
Objectives	Timeline
Maximize pedestrian and cyclist safety through the creation of additional trails, bike lanes, signals/signage, and other infrastructure investments.	Long
Improve parking signage to more clearly direct motorists to parking lots and clearly indicate public/private lots and timeframes to park in those lots.	Short
Complete a downtown parking study to identify lot capacity versus daily usage to determine need and placement of future parking structures or lots.	Medium
Encourage shared parking agreements to maximize the usable space within the downtown.	Ongoing
Determine the need for additional east-west through-routes in the downtown south of Main Street to accommodate event spaces or future growth.	Medium

GOAL 8.4	
Facilitate programs to assist existing small businesses, start-ups, and action-oriented groups within the downtown.	
Objectives	Timeline
Establish a team to investigate the feasibility and funding opportunities for a small business incubator or entrepreneurial club for small retail, food, and service businesses.	Short
Bring together community organizations in regular, on-going coordination and support of community endeavors. Continue to build on the Riley Festival and program other activities for all seasons to encourage more people to visit downtown.	Ongoing
Establish a downtown investment group that can assist the City and Greenfield Main Street, Inc., in accomplishing revitalization tasks. The group should focus on improving downtown through events, marketing, business recruitment, fundraising, and other initiatives.	Medium
Create materials and instructional packets that will help groups understand what is needed to establish new events and programming in the form of permissions, permits, etc.	Short

9 ECONOMIC DEVELOPMENT



INTRODUCTION

Economic Development is integrally tied to planning, land use, and public infrastructure issues. Pursuing managed growth of our local economy is important to promote a high standard of living and improve our overall quality of life. The City should strive to attract the highest possible quality of new economic development activities. A strong business climate and growing employment rates help the community by increasing the average income of families and generating a higher tax base. This helps to improve City services and infrastructure.

Properly zoned land, easy transportation routes, and a skilled and healthy workforce with desirable and affordable housing options are important factors for economic growth. Job creation through the attraction of new businesses, as well as business retention and expansion are the main objectives that a City can pursue through tax incentives, and education and skills training. Communities today have to strive to not only be attractive to businesses, but also be attractive places for their employees to relocate and live.

Hancock County is the third fastest growing county in Indiana, has two significant industrial areas, and two interstate exits (Mt. Comfort Road and S. R. 9). County industrial areas include Mount Comfort Road and the north/northwest side of Greenfield. The Mount Comfort area near the west edge of the county adjacent to Indianapolis has close proximity to I-465 and the other interstates intersecting Indianapolis. The Mount Comfort area is in a good position to expand transportation and logistics opportunities for Hancock County. The second and largest industrial area is located on the north and northwest sides of Greenfield. This area is home to several major industries. These industries allow the City and the Greenfield Redevelopment Commission and the Hancock County Economic Development Council an opportunity to begin to increase its industrial cluster development in advanced materials, biomedical/biotech, chemical and chemical products, and potentially information technologies.

EXISTING CONDITIONS

Multiple large employers have located in Greenfield, with the majority of those businesses being in the northern TIF district along the I-70 Corridor. This provides a prime location with excellent transportation opportunities. One of the biggest economic drivers in Greenfield is the strategic location and access to I-70. Future INDOT improvements planned for I-70, as it relates to Greenfield, are to add an additional interchange and to widen the interstate to three lanes from Mount Comfort Road (600 W) to Greenfield.

The City is also just seven miles from the Indianapolis Regional Airport located at Mt. Comfort Road. This is a strong regional asset, especially for businesses interested in the north TIF district, which is just minutes from the airport. The executive airport services commercial and private planes, and includes a 5,500 foot runway and direct interstate access.

The table below shows some of the largest existing industrial businesses within the City. Important retail, educational and health-related employment centers and industries include Hancock Regional Hospital, Greenfield-Central School Corporation, Walmart, Home Depot, Sam's Club Distribution, Gander Mountain, Kindred Health Care – Regency, and Springhurst Healthcare Campus.

The City has strong local amenities to attract not

only businesses, but their employees as well. These include safe neighborhoods, a vibrant downtown, strong schools, and a regional hospital. As part of the Indianapolis Metropolitan Statistical Area (MSA), the community is able to draw from a large labor shed, making the location even more attractive to businesses because they can find a wide variety of employees to meet business needs.

As noted in Chapter 2, average home prices are significantly lower in Greenfield than many of the surrounding communities. While rent in the City is somewhat higher than the county as a whole, average monthly rent is lower than nearby Hamilton County. This could be an attractive draw, and should be taken into consideration with future developments that place apartments near neighborhood nodes and walkable areas that include food, small retail, preschool, or other services.

Nearly 50% of survey respondents noted that more diverse retail should be the top priority for bringing new businesses to the City. Attracting quality home furnishing and clothing stores would fill a gap in the current business industries and increase the attractiveness for employee relocation.

EXISTING BUSINESSES		
Company	Industry	Employees
Keihin IPT	Auto: Honda Fuel Injection/Manifold Manufacturing	1,100
Elanco Animal Health	Global Animal Research	1,000
Indiana Automotive Fasteners	Auto: Plastic Fasteners/Clips Manufacturing	618
Covance	Drug Research and Development	516
Stanley Black & Decker	Power Tools Manufacturing	350
Fasson-Avery Dennison	Adhesive Paper Manufacturing	300
Precoat Metals	Metal Coating Manufacturing	78
Indiana Box	Corrugated and Fiber Box Manufacturing	65

NORTH ECONOMIC TIF DISTRICT

The 2008 consolidation of the North Economic Development Area TIF Districts provides an excellent example of where the City of Greenfield, Hancock County, the Hancock Economic Development Corporation, and the Greenfield Redevelopment Commission, have worked together to maximize development opportunities along the I-70 Corridor.

The basic elements of the economic plan are:

- to provide the infrastructure improvements necessary to improve community-wide traffic flow;
- reduce congestion caused in part by previous economic success stories;
- widen corridor streets to accommodate increasing traffic, sewer and water capacity improvements;
- enhance public safety services and also the quality of life for a growing community;

and

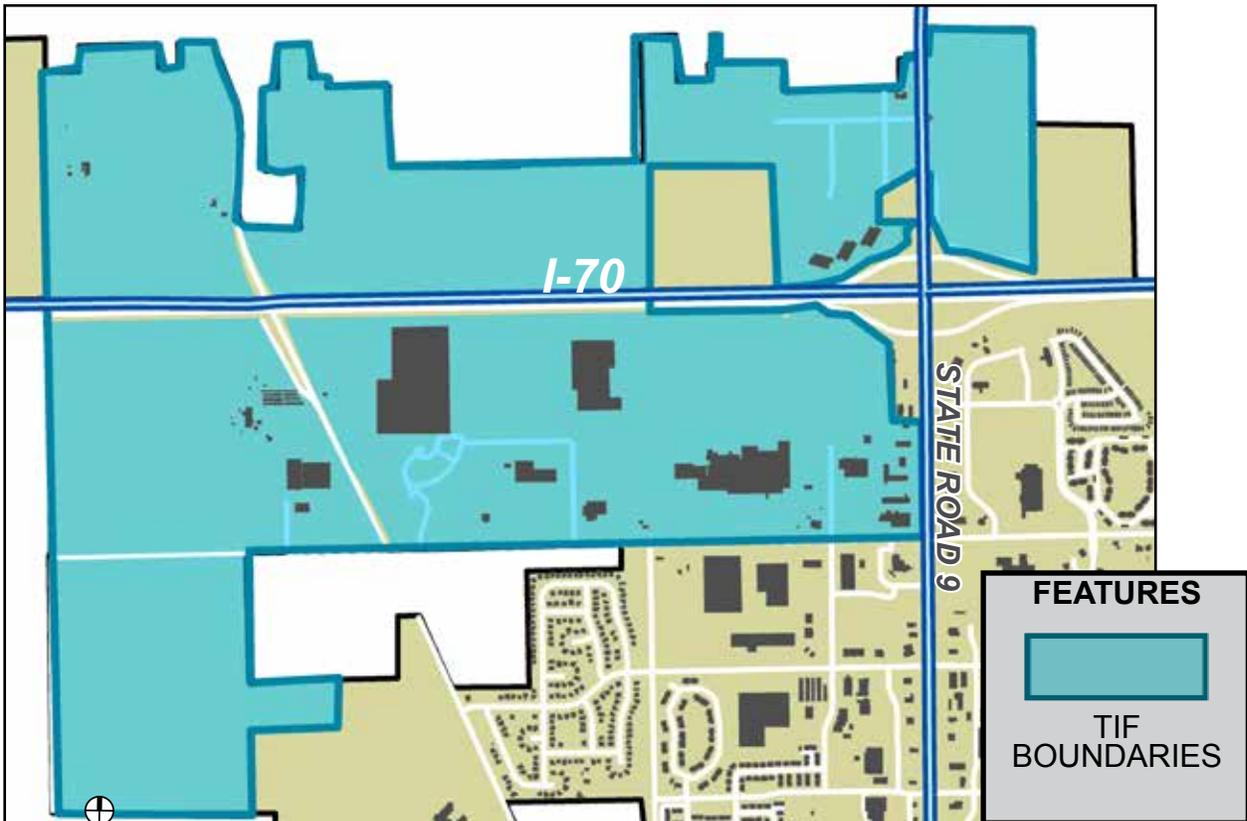
- create a long-term planning and implementation strategy for an expanded thoroughfare system for undeveloped areas.

The North Economic TIF District has over 350 developable acres, including an Indiana State Certified Silver Shovel Ready Site. The area is highlighted in blue in the map below to show the space covered by the TIF designation. Existing building footprints are included as well. This area also includes Beckenholdt Park, which could be a strong asset to businesses and their employees if appropriate trails and linkages were developed.

The North Economic TIF District is an appropriate location for a wide range of industries and businesses. Industries that may be an exceptionally good fit for this area include biomedical/biotech industries and advanced material industries. These industries are growing in the State of Indiana and would fit well with existing businesses in terms of size and intensity for the TIF district.

Biomedical and similar industries require the ability to attract and retain top talent in STEM fields (Science, Technology, Engineering, Math). In order to be competitive for employee relocation, officials with the City of Greenfield should continue discussions with major employers to determine why employees choose to live elsewhere and areas to improve.

NORTH ECONOMIC TIF DISTRICT



DOWNTOWN TIF DISTRICT

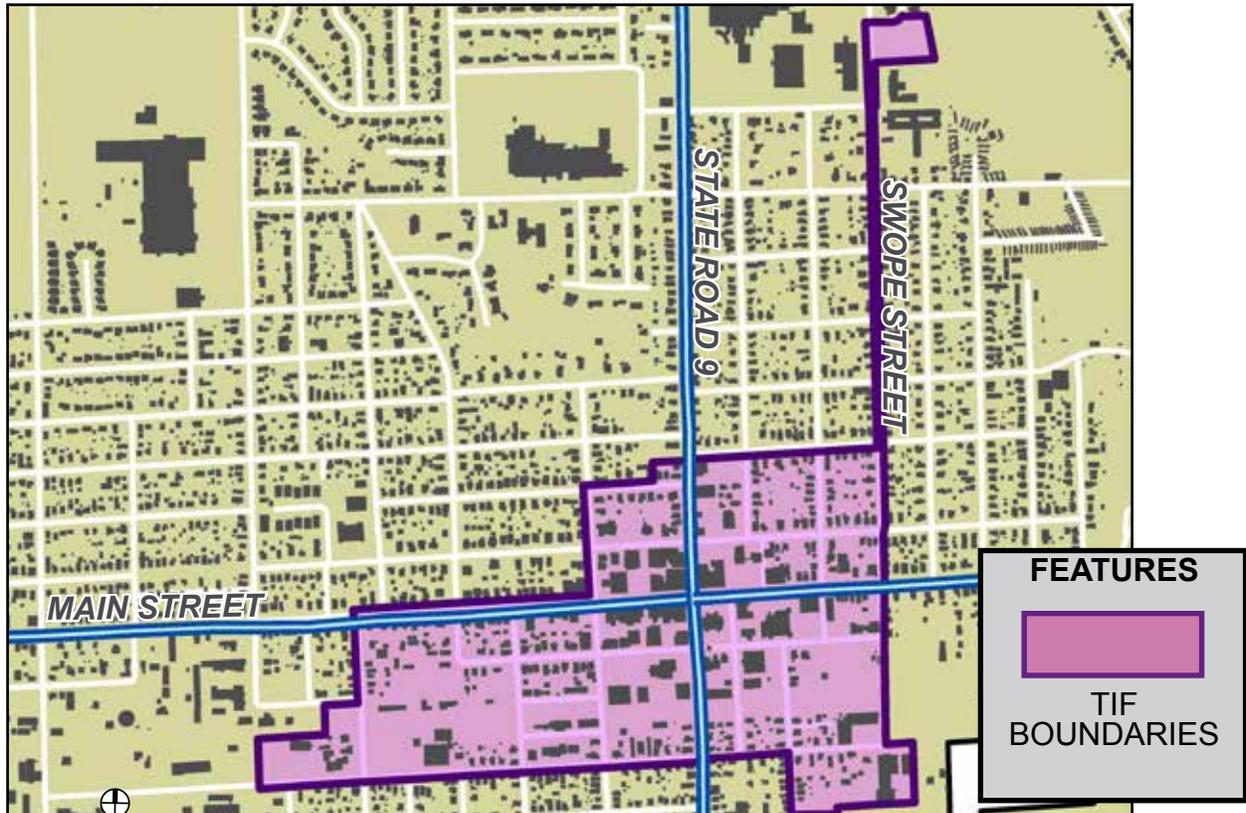
In 2013 the City of Greenfield completed a Downtown Revitalization Plan and adopted a Tax Increment Finance District under Indiana State Code 36-7-14 to assist in the redevelopment and urban renewal of the downtown. The Plan is designed to redevelop areas in order to increase employment opportunities, improve the tax base, reduce vacancy rate and utilize underdeveloped ground, encourage growth and rebuild public infrastructure. The adoption of the Redevelopment Plan allows the City to realize funds from taxes on future development in the area and will allow public participation to spur redevelopment and private investment in the Central Business District. The TIF District was adopted because the cost of the projects contemplated by the Revitalization Plan prevents the improvements from being undertaken by private enterprise alone. There is no other regulatory process available to build infrastructure or provide incentives to encourage economic growth in the downtown area other than a TIF District.

Capital improvements from the Revitalization Plan include walking trails, sidewalk widening, a water park, an amphitheater, brownfield remediation for a recreation area, historic building façade and structural low interest loan programs. Work has begun on one link of a pedestrian trail connector between North

Street and the Pennsy Trail. A stakeholder coalition has been formed to implement the Downtown Revitalization Plan including pursuing grants, building trails, attracting new residential and retail opportunities, promoting art and literature, and programming downtown events. A similar group effort should be given to this plan.

According to recent studies by researchers and policy makers, livable, attractive, well run communities are the new business attractors; and much more important to attracting and retaining talented workers than offering low tax rates and incentives. Ball State University Center for Economic and Business Research states that the community factors that matter most deeply to residents are the quality of schools, the quality of place, and a responsive government. Access to quality health care is also very important. A clear indicator of prosperity is the measure of health of its residents. Skilled workers of today want a vibrant well rounded community offering social interaction, arts, and entertainment, amenities, parks, walking trails and other recreational opportunities. In short, to attract people to Greenfield, the community needs to be a great place to live.

DOWNTOWN TIF DISTRICT



CATALYST PROJECTS

The following pages outline catalyst projects that are recommended for the City of Greenfield to pursue. These projects are intended to capitalize on the existing strengths of Greenfield to energize economic investment.

Catalyst Project 1: Greenway and Trail Connectors

Summary: Connect residential neighborhoods to commercial and industrial areas through trails and greenways

The ability to walk and bike to work, entertainment, and recreational areas is increasingly popular among those looking to buy a home and relocate to a neighborhood. While this is typically thought of in downtown settings, having pedestrian and cyclist connectors to schools, places of work, retail, and recreational areas is increasingly important throughout cities as a whole. Priority focus areas should include multiple major north-south connectors (examples: Franklin Road or Broadway Street on the west and along the Brandywine Creek and/or S.R. 9) and east-west Connectors (examples: Penny Trail and along New Road to connect major industrial and business park areas).

Paired with a downtown circulator and with tie-ins to trails at the county level, this would create a highly sophisticated network of trails. This may help alleviate some degree of traffic from S.R. 9, but would be a major benefit to community health and active living. Trails along major routes should be buffered with greenspace and landscaping to ensure that users feel safe while traveling. The image below shows an example of a road cross section that is accommodating to motorists, pedestrians, and cyclists. Infrastructure such as signals and pedestrian refuge islands (medians with spaces for pedestrians to wait while the next set of traffic lanes clear) would likely be needed along roads with heavier traffic volumes.

Timing: Intermediate to Long (3-10 years) based on project location

Cost: \$\$\$\$ (High)

Partnerships: City of Greenfield, INDOT, IndyMPO

POTENTIAL S.R. 9 IMPROVEMENTS



Catalyst Project 2: Biomedical/Biotech Corridor

Summary: Brand the City as a great place for Biomedical/Biotechnology employment and investment.

Market the existing developable sites in the North Economic TIF District as a place for biomedical/biotechnical businesses to locate. This will build on Greenfield’s industrial heritage as a life sciences hub and support existing and future life science industries from small start-ups to large scale industrial research and development firms. This corridor should be extended in future land uses and annexations west toward the Mt. Comfort Road industrial areas.

The City should explore the possibility of incentive programs for start-up businesses within this district. Thought should be given to successes and failures of business and technical incubators throughout the state. A portion of future TIF funds should be potentially set aside to assist in rent or building construction for an incubator or new businesses that fit the biomedical/technical field.

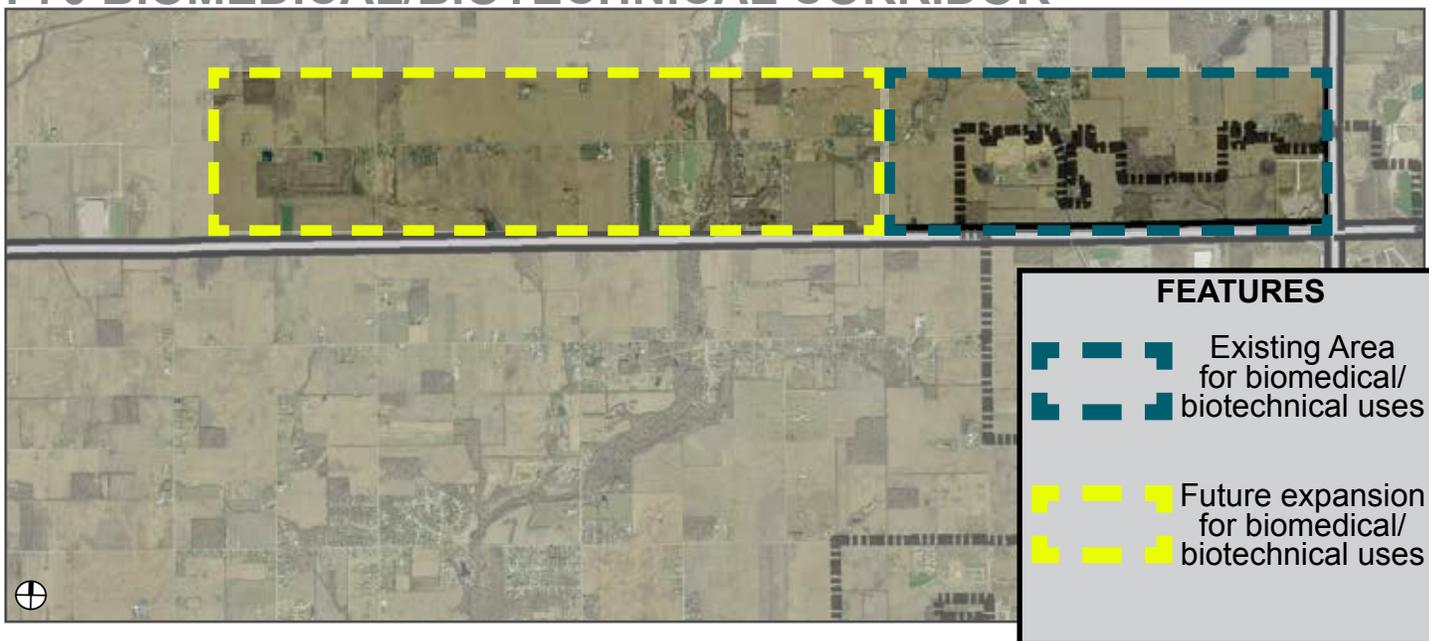
A similar option could be to create a venture capital fund. A Venture Capital Fund could be established that would support existing Greenfield businesses who are researching and investing in the next idea to serve the growing biomedical/biotechnology industry. Local investors could create a fund that could be used directly to invest in new products or to complement other venture capital funding sources. The Greenfield Biotechnology Venture Capital Fund could be tapped to support local entrepreneur start-up efforts as well as off-shoots of some of the larger businesses who are looking for local partners for a new product line.

Timeline: Short Term (1-2 Years) begin building relationships and partnerships, Intermediate (3-5 Years) for initiatives like the VCF and incubator

Costs: \$\$\$\$

Partners: INDOT, BioCrossroads Indiana, IEDC, Hancock County EDC, Greenfield Area Chamber of Commerce, City of Greenfield, Hancock County, Hancock County Public Library, Greenfield-Central Community Schools, Hancock County CVB

I-70 BIOMEDICAL/BIOTECHNICAL CORRIDOR



Catalyst Project 3: Business Training Center co-located with Licensed Preschool and Hancock County Public Library

Summary: Create a neighborhood node focused on lifelong learning anchored by the library.

Develop a Business Training Center in affiliation with the Hancock County Public Library. While it would provide a shared facility for workforce training programming and business educational seminars, this could also be the location of a licensed preschool facility. The close proximity to businesses along New Road and the I-70 business park make this a great location for these services.

This project would link the public library mission to include more outreach with Greenfield businesses and entrepreneurs while maintaining and enhancing its relationship with Greenfield-Central Community Schools. Additional uses in the node could be high-quality multifamily housing that would be attractive to recent graduates and those who have relocated for their job.

Many working parents are unable to find licensed preschool in Greenfield at this time. This has an impact on attracting and retaining long-term highly educated and skilled professionals that are needed to service many of Greenfield's most dynamic industries. This project would co-locate multiple family and business needs together to create an existing lifelong learning facility in affiliation with the Public Library and close proximity to Greenfield schools. The library and surrounding trails would provide a first-class location for preschool learning and recreation opportunities.

Timing: Intermediate (3-5 Years)

Costs: \$\$\$

Partners: Greenfield Area Chamber of Commerce, City of Greenfield, Hancock County EDC, Hancock County Public Library, Greenfield-Central Community Schools, major Greenfield industries, and a major licensed preschool provider

HANCOCK COUNTY PUBLIC LIBRARY



Catalyst Project 4: Housing diversity and rehabilitation.

Summary: Identify the types of housing missing in Greenfield and ways to attract new development, as well as identify areas that are in need of rehabilitation.

Housing prices are extremely competitive within Greenfield, but there may be a lack of diversity of the types of houses and units being built. The City of Greenfield should analyze the existing housing stock and determine ways to encourage a diverse mixture of housing. This may be accomplished through changes to the zoning ordinance to incentivize the use of different materials, designs, or layouts (example incentive: density bonus or reduced setback).

While home prices are very competitive now, it could be beneficial in the future to create a down payment program for new employees and/or to promote high quality home construction. Local businesses and investors who would like to realize tax savings could donate funds into a “pool” to assist qualified employees with their down payments. In return, the businesses and individuals would receive tax credits from the federal government and the State of Indiana.

Additionally, the existing stock of homes should be examined to identify neighborhoods that are in need of rehabilitation. The City should offer assistance to those that would be interested in owner-occupied repair programs. Some neighborhoods may have homes that are unsafe and in need of demolition. This requires the City to be proactive in acquiring the funding to take homes down. Additionally, assembling land where homes have been removed is one way to help spur infill development of the appropriate style and character. Multiple lots of land packaged into a deal will be more likely to be redeveloped than having vacant lots in various legal stages of availability and ownership.

Timing: Short Term (1-2 years)

Cost: \$\$

Partners: Local industries, banks, realtors; Greenfield homeowners; Indiana Housing & Community Development Authority; US-HUD; local non-profits; City of Greenfield; Hancock County

GOAL 9.1

Maintain a supply of properly zoned, shovel-ready sites for business and industrial uses.

Objectives	Timeline
Maintain minimum of 100 acres of land available for business and employment uses and track the degree to which each site is served by infrastructure and public services. Identify locations most suitable for light industrial uses, business parks, and industrial growth including manufacturing, distribution, research, knowledge-based services or similar uses.	Ongoing
Rezone land intended for development that didn't occur in order to identify it as available and add it to a list of developable parcels. Create and maintain a GIS Shapefile to identify developable parcels.	Medium
Provide and communicate local incentives to recruit new businesses such as Tax Increment Financing (TIF) districts, Shovel-Ready Sites, tax abatements, workforce training grants, public/private partnerships, and a fast-track permitting process.	Ongoing
Work with the HEDC to maintain accurate descriptions of available sites with regard to topography, location, zoning, access to infrastructure - electricity, gas, broadband, sanitary sewer, water, rail, roads including the status of connector roads as well as their distance to the interstate, international airports, and hospitals.	Medium
Work with developers to prepare a fiscal impact study to ensure TIF's and other public-private partnerships "pencil out" when compared with utility and infrastructure costs and tax benefits. Additional consideration should be given to living wages and benefits available to the workforce.	Ongoing

GOAL 9.2

Recruit and retain businesses and industry to fill supply gaps and diversify the tax base.

Objectives	Timeline
Create a new employer recruitment program targeting businesses in strong and emerging regional employment clusters.	Medium
Work to support and retain local businesses as they grow and expand their operations locally.	Ongoing
Champion high quality licensed preschool programs which include early childhood education and begin programs in partnership with the business community, schools, not-for profits, and faith-based organizations.	Short
Review and reassess incentives, such as Tax Increment Financing (TIF) and tax abatement, to ensure that the City is advancing its economic development objectives and to encourage high quality office and industrial uses along I-70, and in Commerce Park.	Short

GOAL 9.3

Recruit higher education and vocational training establishments for workforce development programs.

Objectives	Timeline
Work with local employers to determine the type of school or programs that would be most useful for workforce development and recruitment. Work with HEDC to recruit new educational opportunities to the area.	Short
Improve communication between educational institutions, vocational training providers, and economic development groups across the region to ensure workforce development needs are being met.	Ongoing
Identify and promote local workforce development programs, training opportunities, and apprenticeships.	Short

GOAL 9.4

Promote regional strengths of Greenfield as a site for business and employee relocation.

Objectives	Timeline
Work with HEDC to actively market available properties to regional and national businesses with emphasis on competitive location along and between multiple interstates.	Ongoing
Engage regularly with developers and realtors to identify obstacles or challenges to relocating businesses to the city.	Ongoing
Continue discussions with major employers to determine areas for improvement to be desirable for employee relocation.	Ongoing

10 REDEVELOPMENT & PARTNERSHIPS



INTRODUCTION

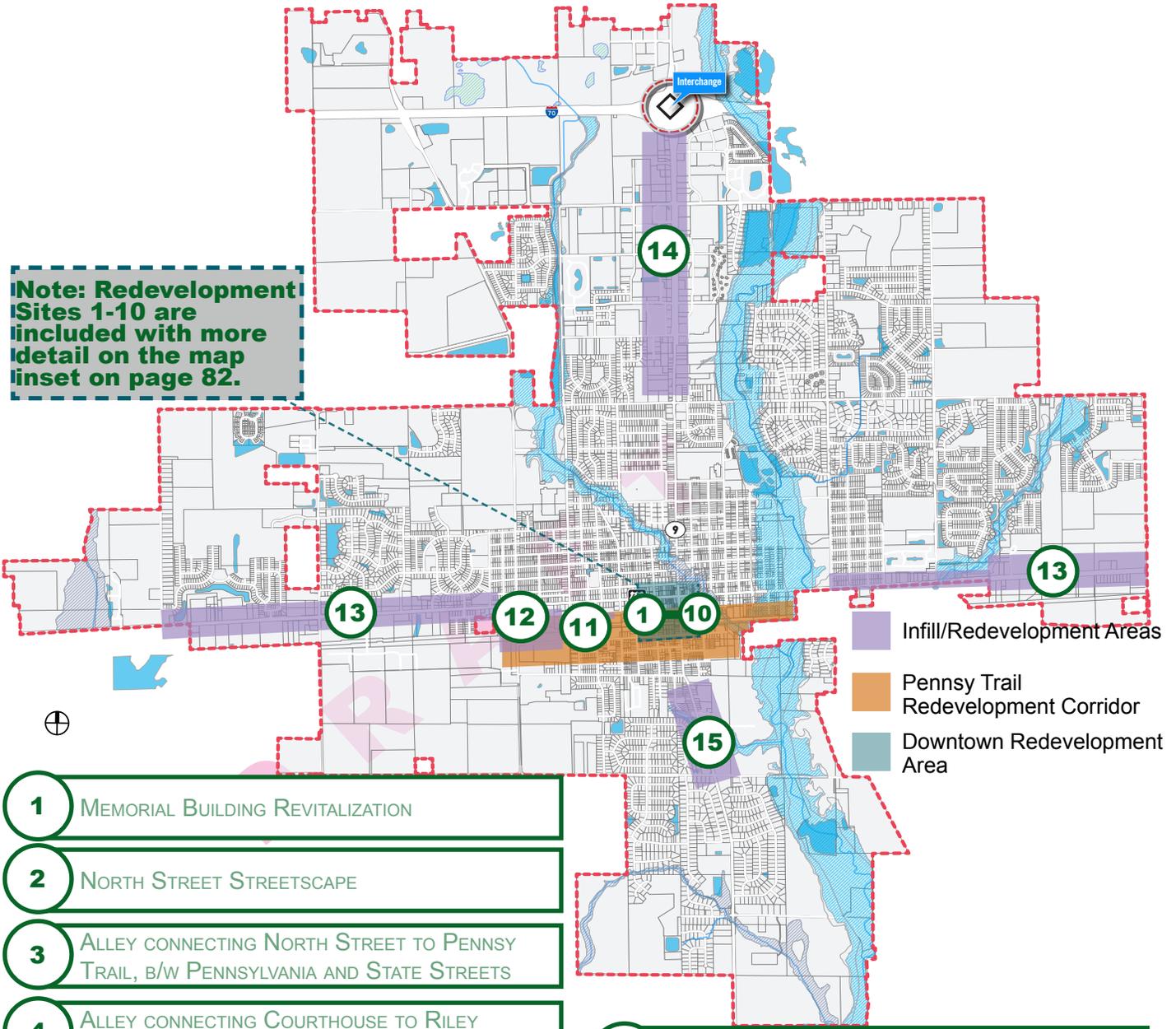
There are fifteen specific areas and sites for redevelopment highlighted in this chapter. While most are in downtown Greenfield, other areas straddle the Pennsy Trail and offer a unique opportunity for the long-term economic growth and vitality of Greenfield. Downtown Greenfield contains several prime redevelopment sites within the area. The Pennsy Trail Corridor has a number of potential brownfield sites adjacent to the greenway that could be converted to higher and more productive uses over time. There is overlap between these districts as the Pennsy Trail Corridor bisects the southern edge of downtown Greenfield. Six sites are common to both redevelopment areas, with an additional four in the downtown boundaries and three along the Pennsy.

There are also distinct districts along State Road 9 and the National Road that hold potential sites for infill and redevelopment. With the desire of the City to maintain its compact footprint and to limit sprawling growth patterns, infill development such as outlots in major shopping center sites is one way of adding new commercial establishments without adding to the corporate boundaries. Other sites are highlighted as potential locations for redevelopment, as the structures may have outlived their usable life. Along with identifying areas and sites, this chapter will describe possible redevelopment scenarios for each of the areas identified with a possible timeframe and partnerships for redevelopment.

This section also identifies four potential downtown gateway sites that would help Greenfield welcome visitors to its downtown. These gateway elements should combine characteristics from the larger gateway project at the interstate with elements from the proposed Riley Trail and Literary District, the Pennsy Trail, and other cultural identifiers from the downtown and historic areas. The gateways and redevelopment sites are highlighted in the maps on the following pages.

10 REDEVELOPMENT

Note: Redevelopment Sites 1-10 are included with more detail on the map inset on page 82.



- 1** MEMORIAL BUILDING REVITALIZATION
- 2** NORTH STREET STREETScape
- 3** ALLEY CONNECTING NORTH STREET TO PENNSY TRAIL, B/W PENNSYLVANIA AND STATE STREETS
- 4** ALLEY CONNECTING COURTHOUSE TO RILEY LITERARY TRAIL, B/W MAIN AND SOUTH STREETS
- 5** DOWNTOWN PARKING AND CIRCULATION
- 6** REDEVELOPMENT ZONE WITH INDUSTRIAL USES
- 7** PENNSY TRAIL REDEVELOPMENT BLOCK: SE QUADRANT OF PENNSYLVANIA AND SOUTH STREETS
- 8** BLOCK BOUNDED BY OSAGE, MOUNT, PENNSYLVANIA, AND PENNSY TRAIL
- 9** HOUSING REHABILITATION AND REVITALIZATION AREA

- 10** GRAIN ELEVATOR AND SURROUNDING SITE REVITALIZATION
- 11** CENTER STREET AND PENNSY TRAIL REDEVELOPMENT FOCUS AREA
- 12** INDOT AND SURROUNDING PROPERTIES
- 13** U.S. 40 INFILL AREAS
- 14** NORTH STATE ROAD 9 INFILL AREAS
- 15** SOUTH STATE ROAD 9 INFILL AREAS

Infill/Redevelopment Areas
 Pennsy Trail Redevelopment Corridor
 Downtown Redevelopment Area

DOWNTOWN SITES

The general boundary for planning purposes is Riley Ave. on the west, the alley north of North St. on the north, Swope St. on the east, and Osage St. on the south. The red line in the figure below represents the boundary for the downtown Greenfield Redevelopment area as the focus area for this plan. Some project sites may overlap with the Revitalization Plan, but have been expanded or revised to include new potential uses and ideas.

The focus of the downtown projects is to create actual and visual corridors and linkages that draw people from one area to another. Increasing the visual interest and encouraging people to walk between different sites throughout the downtown.

Pedestrian and vehicular circulation are important components of this plan. Survey respondents and some people from the public meetings mentioned that the semi-truck traffic in the downtown discourages them from walking and spending more time downtown. While diverting truck traffic may not be a short-term project, other improvements may help improve perceived safety in the interim. This may include additional pedestrian infrastructure such as bump-

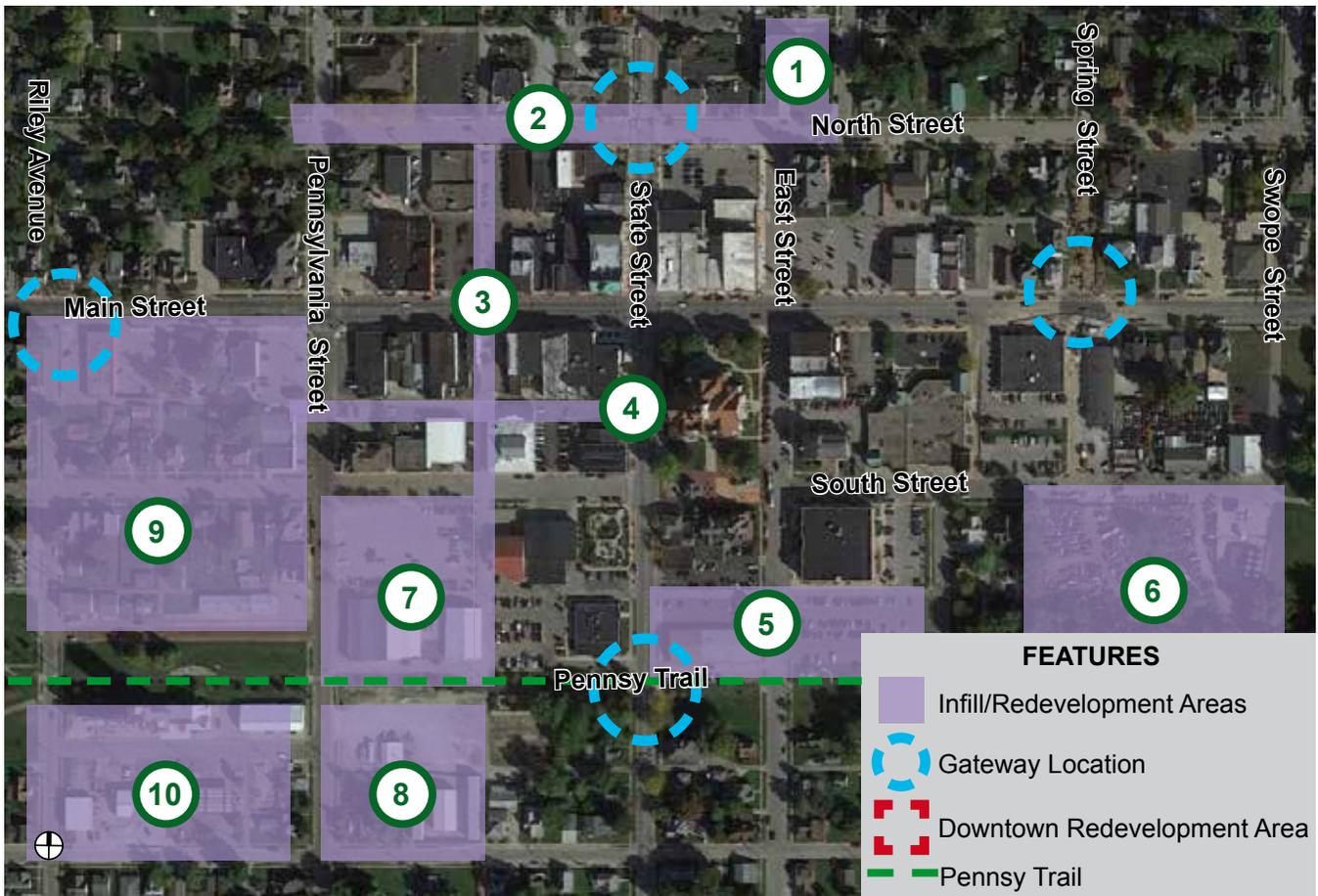
outs that shorten the distance that pedestrians have to cross the road.

Improved signage is an important component of pedestrian and vehicular circulation. The downtown is in need of improved signage to direct people to parking lots, as well as signage along pedestrian corridors. The goal should be to create a circulation system that is easy to understand and accommodating to motorists, pedestrians, and cyclists.

Linkages and pedestrian circulation are important, but must be partnered with multiple points of interest that are attractive and desirable. Having ten or more unique and interesting sites within a walkable distance of the historic square can help attract additional visitors and investment to rejuvenate the area. This is a principle utilized by Project for Public Spaces when analyzing revitalization and neighborhoods.

The following pages detail the projects corresponding to the points mapped out below.

DOWNTOWN REDEVELOPMENT SITES



Site 1: Memorial Building Renovation

Timing: Intermediate (3-5 years)

Costs: \$\$\$

Description: Additional renovation of the Memorial Building would provide for a redevelopment opportunity and programming for youth, seniors, veterans, or others. Partnerships to create programming and events could be established through service-oriented and non-profit groups within the City, faith-based organizations, or other groups. These service organizations could create before and after school programs, preschool programs, education, rehabilitation, and/or health care programs for families. The improved facility would act as an anchor to the northeast side of downtown.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Greenfield and Hancock County school systems • Hancock Regional Hospital, Hancock County Department of Health • Boys and Girls Club • civic organizations • Not-for-profit organizations who have missions and interests in serving children and families in need. 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) • FSSA Program (Family Subsistence and Supplemental Allowance) • State Department of Health • Department of Education <p>State agencies should be engaged for assistance and guidance on programming and long--term operational funding.</p>	<ul style="list-style-type: none"> • Health and Human Services (HHS) • Housing and Urban Development (HUD) • Department of Education (DOE)

Action Steps

1. Identify partnerships and organizations that may have an interest managing and programming the center.
2. Evaluate conditions report on the building and update as needed to include any new structural issues or needed repairs.
3. Identify potential funding sources and matching funds needed.

Site 2: North Street Streetscape Improvements

Timing: Short Term (0-2 years)

Costs: \$\$

Description: The City of Greenfield should lead this effort to improve North Street as a gathering and event space based on the recently completed Downtown Plan. This may include a road diet for the wide street width that could accommodate wider sidewalks and the proposed Riley Literary Trail, more defined on-street parking, or additional greenspaces and seating areas. The design should be for a pedestrian-oriented street that is conducive to festivals and cultural events.

A small gateway element should be created at the intersection of State Street and North Street. This should coordinate with the larger gateway planned for the interstate and also include cultural and artistic touches unique for the downtown district.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> Indianapolis MPO (TAP Funds) Private fundraising and local match for gateway and streetscape elements 	<ul style="list-style-type: none"> OCRA(Office of Community and Rural Affairs) <p>State agencies such as INDOT should be engaged for assistance and guidance on signage and pedestrian infrastructure for the intersection at State Street.</p>	

Action Steps

1. Determine and finalize the path and preliminary design for Riley Literary Trail in order to estimate remaining space and possible projects for North Street.
2. Work with business owners to gain buy-in and feedback on the project for proper placement of seating areas, walkways, wayfinding signage, and other features.
3. Create a “Lighter, Quicker, Cheaper”-style or pop-up event that provides the public with an idea of the changes proposed to the streetscape.
4. Identify potential funding sources and fundraising projects/sources for local match.

Site 3: North Street Living Alley Phase 2

Timing: Short Term (0-2 years)

Costs: \$\$

Description: The City of Greenfield should take the lead with this project in its right-of-way alley between State and Pennsylvania Streets. This project has the ability to link to critical people-oriented places together with a common walkway from the Pennsy Trail to North Street. This project should build on the existing plans for the alley connecting North Street to the Pennsy Trail between Pennsylvania and State Streets. The project should create a pedestrian corridor that maintains some parking spaces, while being a flexible space that can be closed for events and seating.

Appropriate signage should be created along the corridor to make wayfinding easier for pedestrians and cyclists that may use the space.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Private, individual grants and fundraising • Local businesses • Greenfield Parks Department RIF funds (if including green infill) • Hancock County Arts Council 	<ul style="list-style-type: none"> • OCRA (Office of Community and Rural Affairs) <p style="text-align: center;">State agencies such as INDOT should be engaged for assistance and guidance on signage and pedestrian infrastructure for the crossing at Main Street.</p>	

Action Steps

1. Design a preliminary path and features to connect the Pennsy Trail to the to-be-built bump outs on Main Street in the North Street Living Alley Project.
2. Identify signage needed to direct pedestrians and cyclists using the path to prominent features in the downtown.
3. Work with business owners to gain buy-in and feedback on the project for changes in nearby parking, walkways, wayfinding signage, and other features.
4. Create a “Lighter, Quicker, Cheaper”-style or pop-up that provides the public with an idea of the changes proposed to the streetscape.
5. Work with the Hancock County Arts Council to identify potential art, mural, or decorative signage for the pedestrian corridor.
6. Identify potential funding sources and fundraising projects/sources for local match.

Site 4: Alley Connector from Courthouse to Riley Cultural District

Timing: Intermediate (3-5 Years)

Costs: \$\$

Description: The City of Greenfield should lead this project in its alley right-of-way. Similar to the alleyway upgrades from North St. to the Pennsy Trail, this project will link a gathering place of the Courthouse to the future improved Riley Cultural District on the west side of downtown. The courthouse offers an iconic landmark to view as one walks east from the Riley District into the core of downtown. Both alleyway upgrades should help spur and support further investments in businesses and real estate in these key downtown blocks.

Appropriate signage and art should be included along the alleyway and may include signs directing people to businesses and cultural amenities, murals, artistic signage, and other features.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock County Arts Council • Greenfield Parks RIF if green infill projects are proposed along the trail • Private fundraising and local match for gateway and streetscape elements 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) <p style="text-align: center;">State agencies such as INDOT should be engaged for assistance and guidance on signage and pedestrian circulation improvements along Main Street.</p>	

Action Steps

1. Coordinate the alley features and design with the Riley Literary Trail and the North Street Living Alley to provide a cohesive and connected feel.
2. Work with business owners to gain buy-in and feedback on the project for proper placement of seating areas, walkways, wayfinding signage, and other features.
3. Create a “Lighter, Quicker, Cheaper” event that provides the public with an idea of the changes proposed to the streetscape.
4. Identify potential funding sources and fundraising projects/sources for local match.
5. Work with the Hancock County Arts Council to identify potential art, mural, or decorative signage for the pedestrian corridor.

Site 5: Downtown Parking and Circulation

Timing: Intermediate (3-5 Years)

Costs: \$\$

Description: A downtown parking and circulation study is recommended in conjunction with the Thoroughfare Plan update to identify issues and make recommendations to improve circulation and the management of downtown parking spaces. Traffic flow south and east of the Courthouse is hindered by several one way streets and limited circulation. The alleys south of the Courthouse could be upgraded to improve traffic flow in the south east quadrant of the Historic Square. The alley improvements may help to pull travelers off of State Street and direct visitors to the large public parking lot, on American Legion Place, if paired with additional directional signage. A study should consider future potential uses of various scales with traffic impact, current parking demand and usage, and identify areas for improvement in circulation and/or parking.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock County • Greenfield Main Street, Inc • Local businesses , Greenfield Area Chamber of Commerce 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) • INDOT • Office of Tourism 	

Action Steps

1. Identify an alternative path or upgrade that would allow traffic to access the southeast quadrant and large parking lot off of S.R. 9 such as the alley.
2. Apply for workshops or learning opportunities focused on downtown parking issues and solutions.
3. Create a cohesive design style for signs that includes hanging directional signs and monument or other signs for parking lots.
4. Identify potential regional and state funding sources and fundraising projects/sources for local match.

Site 6: Redevelopment Zone with Industrial Uses

Timing: Long Term (5 – 10 Years)

Costs: \$\$\$\$

Description: The City of Greenfield should work with the existing owners of industrial uses in this area to determine long term plans and needs of the site. Discussions should focus on potential relocations or future space requirements. The site could be rehabilitated and reused for a large fitness park and adventure area, provide additional parking for the downtown, or could be a site for future office or commercial development if these uses were considering relocation. Destination developments like a boutique hotel and conference center could also be considered. Future development could serve as an anchor for the east side of the downtown. The negotiations should consider other viable locations for the business outside of the immediate downtown area, and should be sure to respect the needs of such businesses and the current owner in this process.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock EDC • Hancock County Plan Commission • Greenfield Main Street, Inc. • Private fundraising and local match for grants and planning efforts 	<ul style="list-style-type: none"> • Indiana Department of Environmental Management 	<ul style="list-style-type: none"> • United States Environmental Protection Agency

Action Steps

1. Work with Hancock County to identify an appropriate site for relocation.
2. Identify partnerships and funding that can expedite relocation and/or clean-up efforts.
3. Secure a planning grant for the Pennsy Trail Corridor to create a redevelopment plan.
4. Secure funding for environmental assessments and identify potential reuse scenarios, rehabilitation needs, and funding sources.

Site 7: Pennsy Trail Redevelopment Block: SE quadrant of Pennsylvania and South

Timing: Short Term (0 -2 Years)

Costs: \$\$

Description: This parking lot should be re-evaluated to determine the best use of the property from the existing Revitalization Plan that calls for it to be reused as a large park. Future uses could place a mixed use development on this larger site that would include significant new residential development with some retail/office on the ground level. With City assistance it may be feasible to include a parking structure in the design similar to suggestions from the Revitalization Plan. Greenspace could be included in the development along the proposed alleyway improvement from North Street to Pennsy Trail (see Site #3 in Downtown Redevelopment Map). It would bring new property tax revenues and support the Downtown Tax Increment Financing District. The site offers a fairly low public investment opportunity that would realize a major private investment with significant positive economic effect.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock County EDC • Greenfield Main Street, Inc. • TIF Funds • Local and Regional Developers 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) • IHEDA (Indiana Housing and Community Development Authority), tax credits, Development Fund, or as part of Stellar Project 	

Action Steps

1. Work with local business owners to provide additional parking lot agreements for public parking if a major project is to be built.
2. Work with developers to determine feasibility of the site for a mixed-use structure.
3. Identify target demographic and businesses currently underrepresented in the downtown.
4. Establish incentive and small business assistance programs to help fill vacant retail spaces.
5. Determine feasibility of packaging this lot with other vacant or underutilized properties to create additional second and third floor housing, single-family infill projects, and additional retail space for a larger grant or program such as Stellar Communities and similar programs.

Site 8: Block Bounded by Pennsylvania St., Pennsy Trail, Mount St., and Osage St.

Timing: Long Term (5-10 Years)

Costs: \$\$\$

Description: The City and Greenfield Main Street, Inc. should lead a discussion on future uses for this assortment of properties that abut the Pennsy Trail. Future uses would reasonably accommodate new housing developments that would add to the property tax base of the City. These developments would bring additional residents into the downtown that would support downtown businesses. A mixture of houses may be appropriate such as townhomes, upscale apartments, or other housing options that fit with the character of downtown but are underrepresented in the housing stock. While this redevelopment effort is likely to take 5 or more years, it should be noted that if significant redevelopment occurs on Site #7 just north of this location, then redevelopment could move up to an intermediate timetable of 3-5 years.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Greenfield Main Street, Inc. • Downtown TIF funds • Local developers and business owners • Private fundraising and local match for grants and planning efforts 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) • IHCDA (Indiana Housing and Community Development Authority) HOME program and other funding sources 	<ul style="list-style-type: none"> • United States Environmental Protection Agency (as potential part of Pennsy Trail Corridor Plan efforts)

Action Steps

1. Apply for a planning grant through the US-EPA for a Pennsy Trail Corridor Plan to identify potential brownfield and reuse sites.
2. Identify housing needs in the downtown and types of housing that is underrepresented in the current housing stock.
3. Create a development plan and corresponding overlays for the Pennsy Trail corridor and redevelopment areas.
4. Identify and establish potential incentive programs to attract new residents to the downtown.

Site 9: Riley Literary District Housing Rehabilitation Program

Timing: Intermediate (3-5 Years)

Costs: \$\$\$

Description: The City has no active housing rehabilitation program. While this neighborhood has properties that would be characterized as slum and blighted, its proximity to downtown provides a higher interest in preserving its residential nature to attract young professionals who may be interested in smaller residential single-family properties. Establishing a program to redevelop and rehabilitate this area through owner-occupied repair programs, tax incentives for infill and redevelopment projects, or purchasing and accumulating land in this area through tax sales are all potential ways to develop a robust rehabilitation program. This could be attractive infill area with redeveloped housing for young professionals looking to live within walking distance to downtown. This area is walkable and adjacent to the Pennsy Trail, and could become a vibrant mixed-use district. Anchor development such as a boutique hotel or conference center could also be suited for this area.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock County • Greenfield Main Street, Inc. • TIF Funds • Local lenders for low-interest loan program partnership 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) • IHCDA (Indiana Housing and Community Development Authority) HOME program and other funding sources 	<ul style="list-style-type: none"> • Historic Tax Credits

Action Steps

1. Identify potential incentive programs to encourage infill housing and home repair to implement effective rehabilitation program.
2. Establish programs and funding for the removal of unsafe structures and purchase and assembly of land to package into a larger redevelopment project.
3. Use TIF funds to leverage larger grant programs that can rehabilitate houses and businesses throughout the TIF District.
4. Work with homeowners to determine feasibility of home repair, determine funds needed, and assist in securing grants.
5. Work with local lenders to establish a low-interest loan program for business and home repair within the TIF district.

Site 10: Grain elevator and surrounding block rehabilitation

Timing: Intermediate (3-5 Years)

Costs: \$\$\$

Description: Conduct a feasibility study to determine the potential for reuse of the grain elevator. With the grain elevator being along the Pennsy Trail, it should be part of an application for a planning grant from US-EPA. This site could be a catalyst for surrounding redevelopment areas and could ideally preserve parts of the iconic structure. Potential uses may include housing, open-air or enclosed markets, small food-related business incubation, or a mixture of retail and housing space. Other property owners within the block should also be engaged with what type of redevelopment would support their property redevelopment as well.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> Local and regional developers 	<ul style="list-style-type: none"> OCRA(Office of Community and Rural Affairs) based on type of redevelopment IHCDA (Indiana Housing and Community Development Authority) based on type of redevelopment 	<ul style="list-style-type: none"> United States Environmental Protection Agency

Action Steps

1. Apply for a planning grant for the Pennsy Trail Corridor from US-EPA.
2. Work with local and regional developers to establish the best reuse for the structure.
3. Visit other cities with granary reuse projects to discuss obstacles and successes of revitalization.

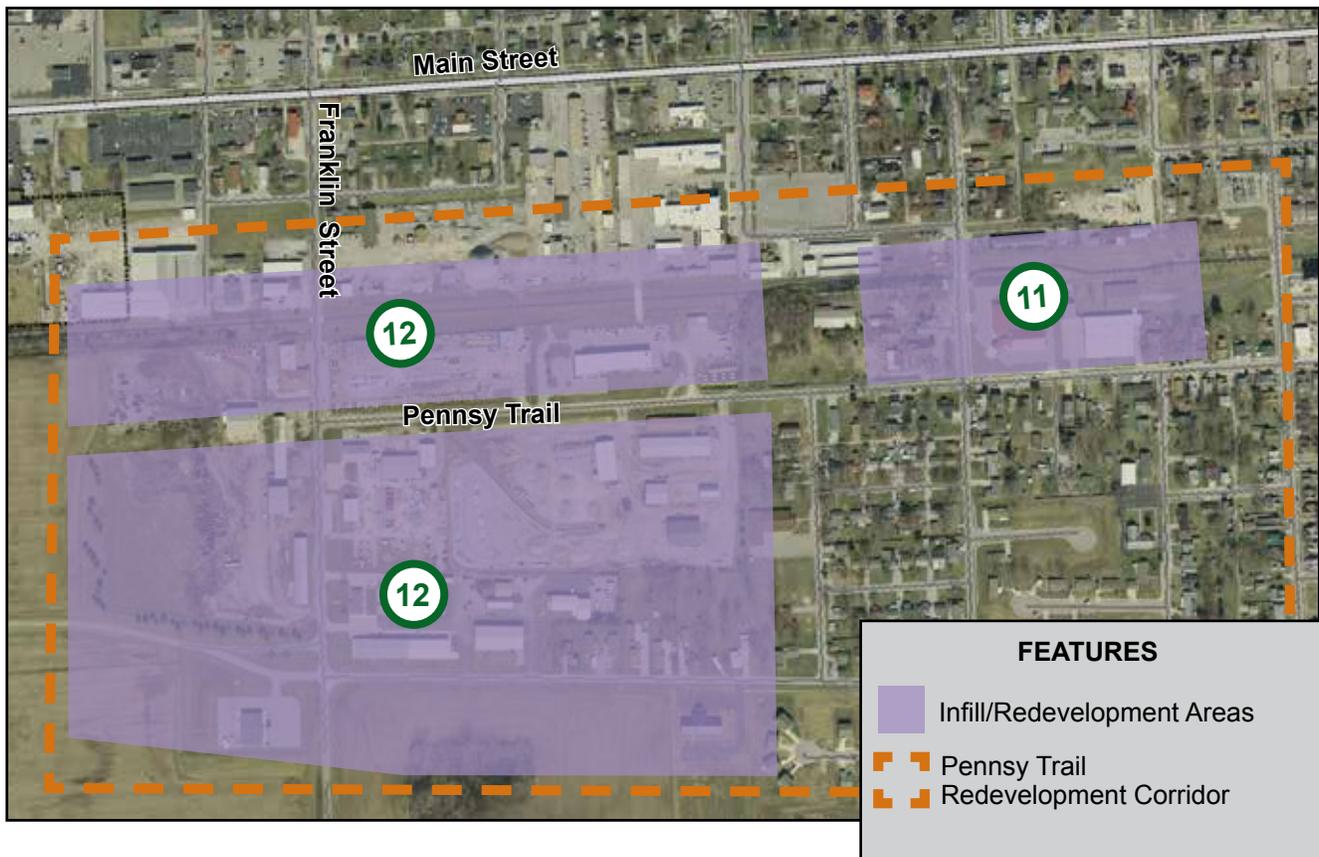
PENNSY TRAIL REDEVELOPMENT CORRIDOR

The general boundary for this corridor is the extension of Monroe St. on the west side about two blocks west of South Franklin Street, South Street extended on the north, about a quarter mile past Howard St. from South St. extended to Grove St. extended on the east side, and Grove St. extended on the south side. Many of the sites that were mentioned in the previous section about Downtown Redevelopment Areas are along the Pennsy Trail. The map below shows the remaining sites that are not in the immediate downtown footprint but could be important to creating additional neighborhood commercial and supporting cultural sites for the downtown and proposed Riley Cultural District.

Because nine of the fifteen overall redevelopment sites are located adjacent to the Pennsy Trail, the City of Greenfield should consider applying to the US-EPA for a Brownfield Program Area-wide Planning Grant. This Brownfield Area-wide Planning Grant is a partnership of three federal agencies: US-EPA, US-DOT, and US-HUD. The planning effort would provide a detailed review of how redevelopment may be most effectively implemented along the Pennsy Trail from West Franklin Street to the far-east side of the City.

Redevelopment along the Trail should include a variety of uses and areas for parks, event spaces, housing, and commercial space. Currently, the City of Greenfield owns land adjacent to the Trail in multiple areas. This provides a potential development opportunity as part of a larger package or grant program as it relieves a major hurdle of land assembly. It also provides the City the opportunity to ensure that the trail is developed properly and in such a way that balances the needs of development with the pedestrian and cyclist focus and safety currently on the trail. The following sections highlight a few properties that should be priority areas for trail studies and redevelopment.

PENNSY TRAIL REDEVELOPMENT CORRIDOR



Site 11: Shoppes at Center Street and Pennsy trailhead park

Timing: Short Term (0-2 Years)

Costs: \$\$

Description: Develop incentive programs to support expansion and attraction to the Center Street and Pennsy Trail area, including the former American Legion building that is currently vacant. Expand current efforts to create a small park and seating area at the trailhead that has equipment and activities for all ages and abilities. Creating spaces that are welcoming and accessible to all people is one way to improve the community's status as a place where people can stay and enjoy through all ages of life.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Healthy Strides and Hancock Regional Hospital • Greenfield Parks RIF funds • CICOA Aging and In-Home Solutions • Hancock County Council on Aging • Local lenders and realtors • Hancock EDC (redevelopment efforts for business support and attraction) 	<ul style="list-style-type: none"> • OCRA(Office of Community and Rural Affairs) • Indiana Philanthropy Alliance, Indiana Lifelong Coalition • AARP- Indiana 	

Action Steps

1. Create a series of health-related fundraising events targeted to all ages to secure funding for additional exercise equipment, including ADA accessible pieces.
2. Work with local lenders and realtors to identify businesses, agencies, and other organizations to fill the vacant building across from the Shoppes at Center Street. Utilize creative incentives such as land swaps or by packaging in larger redevelopment plans to help facilitate the reuse of the building.
3. Work with the Council on Aging to identify other ways to make this area attractive and accessible to people of all ages.

Site 12: INDOT and surrounding industrial sites

Timing: Long Term (5 – 10 Years)

Costs: \$\$\$\$

Description: The City, INDOT, and surrounding industrial uses should discuss long-term plans for real estate adjacent to the west side of the Pennsy Trail. If any business plans to move or condense at some point, alternative uses and a sub-area plan for the area should be created to redevelop the area into a neighborhood node, educational or vocational area, or other area needs. The City and Hancock County EDC should co-lead this effort to potentially find a new long term home for the INDOT Greenfield District if one is desired. This would open up additional real estate along the Pennsy Trail. If the industrial uses are to stay in the area for the foreseeable future, the City should work with property owners to create a plan for landscaped or artistic buffers along the trail.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock EDC • Local business owners 	<ul style="list-style-type: none"> • INDOT 	

Action Steps

1. Coordinate with industrial uses in the area to determine long-term site uses and landscaping options.
2. Identify and create additional connectors or sidewalks to the trail, seating, or landscaping areas to connect residential areas on either side of these industrial uses to the trail.
3. Incorporate this area into a sub-area plan for the Pennsy Trail to maintain a cohesive feel on the trail near the downtown.

CORRIDOR INFILL AREAS

Corridor infill and redevelopment areas are located along the National Road and State Road 9. In order to maintain a compact growth footprint, future growth should focus on infill and redevelopment whenever possible. This may look differently on each corridor, as they have very different commercial development.

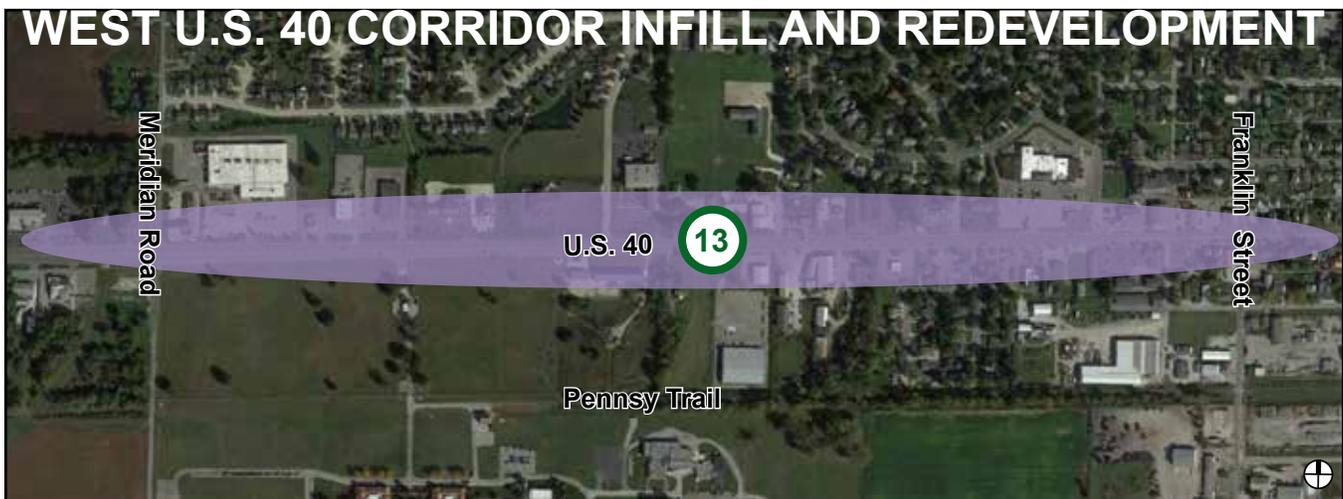
For State Road 9, outlots should continue to be developed and encouraged in front of major shopping centers. Many of the shopping centers have an excess of parking, and outlots create a way to increase the retail activity of the land while sharing existing parking.

Other forms of redevelopment may include some of the older shopping centers in structures that have become outdated in terms of size or structure. Incentivizing redevelopment on these sites by allowing multi-story structures that could house office spaces or other uses may be one way to encourage redevelopment that is financially feasible on these lots. Future redevelopment projects along State Road 9 should also seek to combine

drives and curb cuts along the road and establish or continue access roads to alleviate some of the congestion and points of conflict along S.R. 9.

The National Road is not as heavily developed, and may provide more opportunities for infill development. Development patterns along this road are prime for regional commercial areas that transition to neighborhood commercial before reaching the downtown. A redevelopment plan for the National Road that focuses on creating a cultural corridor that celebrates local businesses, creative markets, and the rich maker's history of the area should be established shortly after this plan.

Infill and redevelopment along the east side of the National Road may be largely contingent on the relocation of the fair grounds. Any corridor or redevelopment plans for the National Road should take this in to account and outline how the grounds and the downtown can work together. Connectivity for pedestrians and cyclists with the Pennsy Trail, Riley Literary Trail, and trails through the complex would be an attractive draw for both sites.



Site 13: Infill and redevelopment for the National Road (U.S. 40)

Timing: Short Term (0-2 Years)

Cost: \$\$

Description: The City and Hancock County EDC should work together to determine potential sites and the types of businesses that may be suitable for infill and redevelopment along the east and west sides of the National Road. Zoning along this corridor should be evaluated and updated to allow for desired development. A corridor plan should be created so that there is a driving vision in creating a cultural corridor, and so that traffic issues can be mitigated early on. The City should work with INDOT to determine appropriate smaller gateway placement for entry to the City and/or the historic district.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> Hancock EDC 	<ul style="list-style-type: none"> INDOT 	

Action Steps

1. Work with HEDC to determine the types of businesses that could be attracted to the National Road.
2. Create a corridor plan and accompanying overlays or zoning districts to ensure future development and infill is thought out and prioritized. Connectivity to the Pennsy Trail should be prioritized from developments and residential areas.

CORRIDOR INFILL AREAS

As previously mentioned, outlots should continue to be developed and encouraged in front of major shopping centers. These centers are currently not pedestrian oriented, though many in the public survey noted that they strongly supported creating the infrastructure for pedestrians and cyclists throughout commercial areas.

Redevelopment and streetscaping projects should take into consideration pedestrian- and cyclist-friendly infrastructure. Options for creating trails may involve creating buffered, multi-use paths along S.R. 9 and/or establishing trails along Brandywine Creek to the east of S.R. 9. With the area being heavily developed, a combination of the two options may be necessary. Requiring provisions and appropriate right-of-way widths for these improvements when projects are redeveloped is one way to acquire the necessary space to create these paths.

A corridor plan should also be created for S.R. 9 to analyze the impact of future development and infill on the road. The plan should be created to analyze improvements to the road and possible solutions to relieve some congestion on the route. This may include combining access drives when possible and establishing additional frontage roads when possible. Future development that establishes frontage roads or provides the space to continue existing frontage roads should be encouraged.

The image to the right shows the general area that is the focus for redevelopment and infill. Additional areas nearby should also be considered.

S.R. 9 DEVELOPMENT & INFILL AREA



Site 14: Infill and redevelopment for State Road 9

Timing: Short Term (0-2 Years)

Cost: \$\$

Description: The City and Hancock County EDC should work together to determine potential sites for infill and redevelopment along State Road 9. A corridor plan should be created in conjunction with INDOT and/or the MPO to determine possible solutions for relieving congestion along S.R. 9 with future development. Priorities should include access management, infill development, and reducing excess parking in large shopping centers. Consider allowing multi-story buildings or parking reductions to increase the feasibility of redeveloping older shopping centers.

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> Hancock EDC 	<ul style="list-style-type: none"> INDOT 	

Action Steps

1. Work with HEDC to promote and incentivize infill and redevelopment sites.
2. Create a corridor plan and accompanying overlays or zoning districts to ensure future development and infill is thought out and prioritized.

CORRIDOR INFILL AREAS

The area near State Road 9 and Davis Road presents an opportunity for expanding local business and neighborhood commercial uses. Development in this area could include uses like artistic shops and studios, professional offices, banks, restaurants, or similar. Uses should complement the quieter feel of this part of Greenfield, include ample landscaping, and provide for pedestrian and cyclist mobility. With lower traffic volume, this part of Greenfield is likely not well-suited for big box stores, but smaller specialty shops and grocers could be a good fit for this area.

Part of this area will likely be used for expansion of the cemetery. This could be paired with a botanical garden-type use, a pavilion, or some other park-like feature that would allow for reflection and/or small gatherings.

South State Road 9 and Davis Road Infill Areas

Site 15: State Road 9 and Davis Street redevelopment focus area

Timing: Long Term (5 – 10 Years)

Costs: \$\$\$

Description: The City, Hancock County EDC, and property owners should work together to determine potential sites for infill and redevelopment at this intersection. Priorities include the creation of a managed growth plan for the Greenfield Cemetery. This should include a potential park use (interim, or complementary) and identification of appropriate uses that could be complementary to the function of a park and cemetery on adjacent private properties (with property owner input).

Partnerships

Local	State	Federal
<ul style="list-style-type: none"> • Hancock EDC • City • Property Owners 		

Action Steps

1. Work with the City (Cemetery and Parks District) to determine growth needs for the cemetery and how to integrate potential parks and recreation uses (either permanent or interim) into the property owned by the City.
2. Work in conjunction with the Hancock County EDC to contact property owners in this area to determine a long-term strategy for redevelopment opportunities.
3. Research complementary businesses to cemeteries, parks and other neighborhood commercial amenities that may help improve property value and services in this area.

GOAL 10.1

Continue and expand revitalization efforts for the downtown.

Objectives	Timeline
Prioritize projects from the revitalization plan that can be completed in 5-7 years. Notable projects may include funding the Riley Literary Trail, creating a revolving loan fund for downtown buildings, and conducting a feasibility study for the reuse of the Granary Co-Op building, among others.	Short
Incentivize adaptive reuse and infill development to increase residential and commercial density in the downtown.	Short
Identify niche markets or developments suitable for downtown including boutique hotels, conference centers, and small footprint or specialty grocery stores. Work with area retailers to find suitable sites or identify obstacles to bringing those developments to the downtown.	Medium

GOAL 10.2

Identify potential sites for infill and redevelopment on S.R. 9 and U.S. 40.

Objectives	Timeline
Work with HEDC and the Chamber of Commerce to prepare a marketing document that will outline critical redevelopment steps for potential investors. Conceptualize market-supportable and financially feasible redevelopment scenarios at priority sites that are consistent with design guidelines and zoning regulations applicable to the site. Work with local realtors to evaluate and market the available sites.	Ongoing
Strengthen redevelopment, infill, and beautification focus south of the downtown on S.R. 9 to stabilize existing businesses.	Medium
The City should promote a comprehensive redevelopment strategy for aging strip mall developments along S.R. 9 and U.S. 40. Continue to develop and maintain community retail and commercial activities along major corridors. Promote infill redevelopment to strengthen corridors and fill in “missing teeth”. Reduce setbacks to promote walkability.	Medium

GOAL 10.3	
Identify public-private partnerships that may assist in infill and redevelopment projects.	
Objectives	Timeline
Prepare marketing material for catalyst sites to attract developer interest. Determine the environmental status of key redevelopment sites and properties and quantify the scale of potential remediation costs and effort. Determine the structural obsolescence of the properties for modern business operations or housing opportunities.	Medium
Reach out to private sector stakeholders to understand the redevelopment constraints and identify any other externalities which may constrain business investment. Determine if other adjacent properties may be needed to assemble appropriately configured real estate to attract future investment.	Short
Provide monetary and regulatory or other non-monetary incentives to attract development interest. Quantify how financial investment gaps may be overcome through a public-private partnership (PPP) that can take advantage of local, state, and national financial incentive programs such as Federal Historic Tax Credits or other credits, loans, and grant programs. Provide tax abatement to assist cash flow for investors on more costly redevelopment projects.	Medium

GOAL 10.4	
Coordinate redevelopment efforts with infrastructure and corridor improvements, gateway creation, or beautification projects to maximize impact and efficiency.	
Objectives	Timeline
Prioritize the redevelopment of catalyst sites that can serve as an anchor element to a more comprehensive development initiative. Determine if certain redevelopment sites provide an opportunity to stabilize and revitalize gateways, corridors, or neighborhoods with specific types of marketable, attractive business and/or residential investment.	Ongoing
Ensure the continued provision of efficient services by coordinating with utilities for new and infill development projects so that sufficient infrastructure and easements are put in place available sites.	Ongoing
Coordinate with the county on projects near the city limits to ensure design and infrastructure compatibility with surrounding uses or initiatives.	Ongoing

PROFILE: “MAKER’S” OR CREATIVE CLASS DISTRICTS

Many cities across the country are plugging into the “Maker’s Movement.” This movement emerged out of the Do-it-Yourself (DIY) philosophy and was facilitated by the rapid accessibility of innovative technologies to assist in creating and sharing products, art, services, and ideas. New social communities and partnerships with education and business organizations are driving the Maker’s Movement towards entrepreneurship and significant economic impacts.

Greenfield can benefit greatly from becoming a “Maker City” and offering a home to the movement. Underutilized building sites, corridors and neighborhoods can be seen as an opportunity when the right redevelopment tools are employed. The success of a redevelopment project often depends on project concepts that are visionary and sustainable—led by pioneers.

Examples of recently created hubs for artists, entrepreneurs, scientists, and other groups are highlighted to the right.

Packard Place is the hub for entrepreneurship and innovation in Charlotte housed in a 90,000 sq. ft. building in the heart of Uptown. Packard Place is quickly becoming the hot spot for entrepreneurs in Charlotte. It’s the first true home in Charlotte for entrepreneurs built by entrepreneurs.

<http://packardplace.us/>

The Asheville Collider is located less than

two blocks from the National Climatic Data Center in Asheville, NC. The Collider a place for climate experts, data professionals and the growing climate data services industry to accelerate effective solutions for climate adaptation and resilience. Along with event space, conference and meeting space, the Collider offers private offices and desks in a modern co-working space designed specifically for climate data and resilience entrepreneurs.

<http://www.ashevillecollider.com/>

The Gate, branded as a hub for “makers” in San Leandro, California, is a former 1 million-square-foot auto assembly plant which has transformed into an innovation hub for next generation manufacturing spurred on after the City of San Leandro installed a privately-funded, high-speed fiber optic data network.

<http://thegate510.com/>



The Asheville Collider

Profile: Road Diets

“Road diets” are conversions of four-lane undivided roads into three lanes (two through lanes and a center turn lane). The fourth lane may be converted to bicycle lanes, sidewalks, and/or on-street parking. In other words, existing space is reallocated; the overall area remains the same.

Under most average daily traffic (ADT) conditions tested, road diets have minimal effects on vehicle capacity, because left-turning vehicles are moved into a common two-way left-turn lane. However, for road diets with ADTs above approximately 20,000 vehicles, there is a greater likelihood that traffic congestion will increase to the point of diverting traffic to alternate routes.

Road diets can offer potential benefits to both vehicles and pedestrians. On a four-lane street, drivers change lanes to pass slower vehicles (such as vehicles stopped in the left lane waiting to make a left turn). In contrast, drivers’ speeds on two-lane streets are limited by the speed of the lead vehicle. Thus, road diets may reduce vehicle speeds and vehicle interactions during lane changes, which potentially could reduce the number and severity of vehicle-to-vehicle crashes. Pedestrians may benefit because they have fewer lanes of traffic to cross, and because motor vehicles are likely to be moving more slowly. The Federal Highway Administration (FHWA) report Safety Effects of Marked vs. Unmarked Crosswalks at Uncontrolled Locations found that pedestrian crash risk was reduced when pedestrians crossed two- and three-lane roads, compared to roads with four or more lanes. Road diets could benefit redevelopment and infill efforts along roads

like U.S. 40, New Road, or others by



adding infrastructure for bicycles and pedestrians and calming traffic in areas like the downtown.

Road diets can take on many other forms such as:

- Converting one lane of one-way traffic (when superfluous lanes exist) into a bike lane, on-street parking, or wider sidewalks
- Restriping of 4-lane undivided roadways with “unbalanced flow” (i.e. higher traffic volumes in one direction than the other) to provide room for bike lanes
- Lane narrowing: nudging stripes over a little bit to create room for bike lanes, further separating traffic from pedestrians
- Roadway narrowing: moving in the curbs to reduce the pavement width

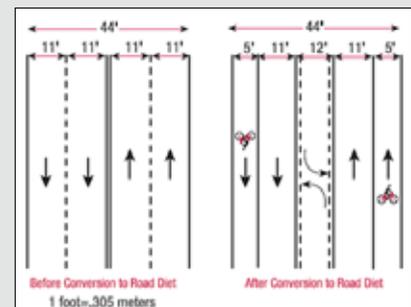
Resource: The Federal Highway Administration, <http://www.tfhrc.gov/safety/hsis/pubs/04082/index.htm>

Resource: <http://www.roaddiets.com/>



This example of a complete street

A Representative Road Diet



11 IMPLEMENTATION



INTRODUCTION

The Implementation Section of the Greenfield Comprehensive Plan is designed to be a cookbook to ensure goals and objectives result in projects with measurable results. Pages are structured to show the goals from each chapter with corresponding objectives. Each objective has partners, a comparative cost estimate ranked with one to four dollar signs used to describe project costs ranging from relatively low-cost to very high-cost projects, and an estimated time frame from short to ongoing as described on the following page. This should provide a framework for “quick-win” projects of relatively low cost and time requirements that can be accomplished quickly to establish momentum for this plan.

Several different agencies have been identified for the Goals and Objectives previously listed in this Plan in order to provide more direct guidance for implementation. Additional agencies and partnerships should be identified and the table updated as projects are completed. The Partner Agency table on the next page describes the acronyms used for each agency.

Potential projects, information, and funding sources are listed throughout the table. These are meant to be a launching point for the City of Greenfield and partners to take actionable steps toward implementing the goals of this plan. Additional descriptions of potential partners and funding sources are included in Appendix A. This list should be updated occasionally as programs and funding sources change.

Periodic updates should be given to the Plan Commission and City Council to maintain accountability and momentum on this plan. It is recommended that City staff in conjunction with the Plan Commission review this document yearly and make modifications as needed to reflect tasks that have been completed and add new priorities to the list.

11 IMPLEMENTATION

TIME FRAME FOR IMPLEMENTATION

The following action items have been assigned approximate time frames for the implementation of each objective. The time frames, which may vary based on economic development influences and numerous other factors, are:

SHORT TERM OPPORTUNITIES

Projects that could be undertaken immediately and/or implemented within 1-3 years of the Comprehensive Plan's adoption.

MEDIUM TERM OPPORTUNITIES

Projects that could be initiated within 3-5 years of the Comprehensive Plan's adoption.

LONG TERM OPPORTUNITIES

Projects that could be undertaken within 5+ years of the Comprehensive Plan's adoption.

ONGOING OPPORTUNITIES

Projects that may require initial studies to determine their feasibility or may depend on other work prior to implementation. Such projects may also be implemented in a series of incremental steps involving numerous agencies or departments. These recommendations may go beyond the time frame of this Comprehensive Plan.

Implementation Table Partner Agencies

City of Greenfield (City)	Indiana Arts Council (IAC)
Federal Emergency Management Agency (FEMA)	Hancock County Senior Services (HCSS)
Greenfield Main Street, Inc. (GMSI)	Hancock County Tourism (TOUR)
Greenfield Area Chamber of Commerce (GACOC)	Indiana Economic Development Corporation (IEDC)
Greenfield Churches and related faith-based organizations (FAITH)	Indiana Office of Community and Rural Affairs (OCRA)
Greenfield Boys and Girls Club (BGCHC)	Indiana Housing and Community Development Authority (IHCDA)
Greenfield Coalition (COAL)	Indiana Department of Transportation (INDOT)
Greenfield Historic Board of Review (HBR)	Indiana Department of Environmental Management (IDEM)
Greenfield Historic Landmarks (GHL)	Indiana Department of Natural Resources (IDNR)
Greenfield in Bloom (GIB)	Indiana Humanities Council (IHC)
Greenfield-Central Community Schools (GCSC)	Indiana State Department of Health (ISDH)
Greenfield Redevelopment Commission (RDC)	Leaders in Navigating Knowledge (LINK)
Hancock County Government (HC)	Indianapolis Metropolitan Planning Organization (MPO)
Hancock County 4-H Ag Association (4-H)	Meals on Wheels of Hancock County (MWHC)
Hancock County Convention and Visitors Bureau (HCVB)	National Endowment for the Arts (NEA)
Hancock County Council on Aging (AGE)	PARCS Inc. (PARC)
Hancock County Community Foundation (HCCF)	Purdue Agricultural Extension (AG)
Hancock Economic Development Council (HEDC)	Regreening (RG)
Hancock County Emergency Management (911)	US Environmental Protection Agency (USEPA)
Hancock County Public Library (HCPL)	US Department of the Interior National Historic Trust (USDOI)
Hancock County Arts Council (ART)	US Department of Agriculture (USDA)
Hancock County Health Department (HD)	US Small Business Administration (SBA)
Hancock County Regional Hospital (HRH)	
Hoosier Harvest Market (HHM)	
Indiana Landmarks (IL)	

02 | CHARACTER & IDENTITY

Goal 2.1

Retain, enhance, and promote the authenticity of Greenfield by preserving the historic character, heritage, and architecture of Greenfield’s core.

Objectives	Partnerships	Cost	Time Frame
Use historic districts, TIF district funding, facade grants, and historic district design guidelines as a means of protecting historic architecture and assets.	GMSI IDNR GHC USDOI IHC IL RDC HBR	\$	On-going
<i>Potential Project:</i> Facade Program for Historic Districts			
Promote the City as a safe, family-oriented community with exemplary schools, parks, and cultural venues.	TOUR OCRA IL HCVB GCSC City GMSI ART	\$\$	On-going
<i>Potential Project:</i> Facade Program for Historic Districts			
Market Greenfield as a destination for cultural, historic, and recreational opportunities through programming and events in the downtown that draw local and regional crowds.	City HCVB ART IAC GMSI GACOC TOUR IHC	\$\$	On-going
<i>Potential Project:</i> Submit an application with OCRA to make Greenfield’s downtown a Cultural District.			
Create signage or small gateway elements to define the edges of historic neighborhoods and districts.	City GMSI HBR INDOT OCRA RDC	\$\$	Short
<i>Potential Project:</i> Create and/or update design standards for corridors to ensure consistency in branding, materials, landscaping, lighting, and other elements.			
Create and/or update design standards for corridors to ensure consistency in branding, materials, landscaping, lighting, and other elements.	City INDOT HC	\$\$	Short
<i>Potential Project:</i> Provide wayfinding signage along the interstate to alert travelers of the historic downtown just 2.5 miles south of the exit.			
Provide wayfinding signage along the interstate to alert travelers of the historic downtown just 2.5 miles south of the exit.	INDOT HCVB GHC City GMSI TOUR	\$\$	Short
<i>Potential Project:</i> Create and maintain signage guidelines for the historic district, and review existing signage to ensure that appropriate business, directional, and informational signs are in place that efficiently deliver information while visually enhancing the community.			
Create and maintain signage guidelines for the historic district, and review existing signage to ensure that appropriate business, directional, and informational signs are in place that efficiently deliver information while visually enhancing the community.	GMSI City IL HBR INDOT GHL IHC	\$\$	On-going

02 | CHARACTER & IDENTITY

Goal 2.2

Strengthen non-profits and service groups within the community by establishing partnerships for grants, facilitating programs, and increasing communication.

Objectives	Partnerships	Cost	Time Frame
Assist groups seeking grants through sharing supporting data, knowledge, and technical assistance.	City GMSI HC	HEDC IEDC \$	On-going
<p><i>Potential Project:</i> Establish a quarterly roundtable meeting to discuss ongoing projects and assistance needed.</p>			
Increase communication between the City, non-profits, and service groups to combine resources on projects to make the largest impact possible.	City GMSI GACOC	HEDC HRH COAL \$	On-going
<p><i>Potential Project:</i> Hire an intern to assist with this and other research/learning projects for the city.</p>			
Facilitate programming and events by producing how-to guides or checklists that describe the process, permits, and steps required to hold events or festivals.	City	GMSI \$	Short

Goal 2.3

Encourage programming that strengthens social connectivity and increases awareness of the community's heritage.

Objectives	Partnerships	Cost	Time Frame
Promote arts, culture, and historic preservation programs and activities to raise awareness of existing assets.	City GMSI GACOC GHL TOUR	IAC HCVB HBR ART NEA \$	Ongoing
<p><i>Potential Project:</i> Establish a Second Saturday Stroll to share the history of neighborhoods and features.</p>			
Create additional public spaces that can be used for music, performance, and art.	City GMSI GACOC TOUR	HCVB IAC COAL ART NEA \$\$	Long
<p><i>Potential Project:</i> Potential Funding Source- http://subaru-sia.wix.com/sia-foundation#!apply/ckmr</p>			

02 | CHARACTER & IDENTITY

Goal 2.3 (Cont.)

Encourage programming that strengthens social connectivity and increases awareness of the community's heritage.

Objectives	Partnerships	Cost	Time Frame
Seek funding and grants that will assist large-scale arts and cultural projects.	NEA IAC HCCF IHC GMSI HCVB NEA ART	\$	Ongoing
<i>Potential Project:</i> Apply for a grant through National Endowment for the Arts.			
Work with Greenfield Main Street, the Greenfield Coalition, and other groups to facilitate and organize new events and activities.	GMSI GACOC City HCPL Business Community HRH COAL	\$	On-going
<i>Potential Project:</i> Examples: Sponsor Night Pool Parties at Riley Pool, Movie Nights in the Park, 5k fun runs			
Encourage neighborhood events such as block clean-ups or parties to bring residents together and improve neighborhoods.	GMSI HRH City Business Community GCSC FAITH	\$	Short
<i>Potential Project:</i> Information - http://www.sdsynod.org/wp-content/uploads/2012/05/Block-Party-Kit.pdf .			
Provide attractive sitting areas along trails, sidewalks, and public spaces that considers lighting, shade, and people of all abilities.	City PARC RG IDNR GIB	\$\$\$	Medium
<i>Potential Project:</i> Fund projects through TAP, OCRA, and IDNR programs.			

Goal 2.4

Foster and strengthen local food systems to provide a robust local food economy and support the health of all people.

Objectives	Partnerships	Cost	Time Frame
Manage growth patterns to preserve and protect agricultural land in the county.	City HC	\$	Ongoing
<i>Potential Project:</i> Discuss planning jurisdiction with the County for property within the growth boundaries.			

02 | CHARACTER & IDENTITY

Goal 2.4 (Cont.)

Foster and strengthen local food systems to provide a robust local food economy and support the health of all people.

Objectives	Partnerships	Cost	Time Frame
Expand and promote a network of community gardens to encourage residents to grow their own produce within city limits.	City HC BGCHC FAITH	AG 4-H GIB GCSC	\$ Medium
<i>Potential Project:</i> Potential Funding Source - http://www.gannettfoundation.org/contacts.htm			
Support and expand existing programs that bring fresh, local foods to residents.	City AG HRH HCSS	AGE HHM MWHC	\$\$ Ongoing
<i>Potential Project:</i> Estimate population within a 5 minute walk, bike ride, and drive to a grocery store.			
Analyze the existing transportation network to measure accessibility between residents and grocery stores by various modes of travel.	City		\$ Short
<i>Potential Project:</i> Estimate population within a 5 minute walk, bike ride, and drive to a grocery store.			
Highlight groups and programs that provide education on food production, preparation, and preservation.	City AG HRH 4-H	HCPL GMSI GCSC Local Business	\$ Short
<i>Potential Project:</i> Estimate population within a 5 minute walk, bike ride, and drive to a grocery store.			
Conduct a feasibility study for reuse of the grain elevator building for housing or a mixed-use building with an enclosed market.	City HEDC HCCF OCRA	GMSI Local Business USEPA	\$\$ Medium
<i>Potential Project:</i> Potential Funding Source: Efroymsen Family Endangered Places Grants			

03 | LAND USE

Goal 3.2 (Cont.)

Prioritize compatible developments and infill projects in line with the Future Land Use map.

Objectives	Partnerships	Cost	Time Frame
Review the 15 year growth boundary every 3-5 years to determine if the City's growth objectives are consistent with the boundaries.	City	\$	Medium
Manage growth by encouraging development within the existing corporate limits with the exception of voluntary annexations within the City's existing utility service boundary.	City	\$	Ongoing

Goal 3.3

Encourage development and land use that is efficient and connected to existing development/projects.

Objectives	Partnerships	Cost	Time Frame
Encourage designs that promote visual and physical connectivity between land uses. Discourage segregated or disjointed developments.	City	\$	Ongoing
Collaborate with INDOT, Hancock County, and other stakeholders on corridor projects to ensure compatibility with initiatives at the local and regional level.	City	\$	Ongoing
Create a gateway for the I-70 interchange and utilize parts of the design in smaller gateways or signage throughout the city.	City Business Community	\$	Short

Goal 3.4

Avoid development in hazardous areas.

Objectives	Partnerships	Cost	Time Frame
Amend the floodplain ordinance to include "No Adverse Impact" and/or compensatory storage language for future development.	City FEMA IDNR	\$	Medium
<i>Potential Project:</i> Use the Multi-Hazard Mitigation Plan to guide floodplain and code updates.			

03 | LAND USE

Goal 3.4 (Cont.)

Avoid development in hazardous areas.

Objectives	Partnerships	Cost	Time Frame
Create a prioritized database of at risk flood properties and purchase when resources are available.	City HC	FEMA IDNR	\$ Short
<i>Potential Project:</i> Create a database of flood properties and monitor tax and sheriff's sales for availability.			
Work with state and local agencies to conduct soil and groundwater testing on public facilities near identified brownfield sites. Ensure sites are mapped within the City's GIS and that any required remediation is tracked.	City HG IDEM	USEPA HD	\$ Long
<i>Potential Project:</i> http://in.gov/idem/cleanwater/2453.htm , http://www.epa.gov/brownfields/grant_info/			

Goal 3.5

Update the zoning ordinance to reflect current conditions and recent legislature changes.

Objectives	Partnerships	Cost	Time Frame
Adopt a Mixed Use Zoning District to replace the "GB" General Business District in the Downtown that eliminates intense and inappropriate land uses currently allowed, and provides for a mix of residential, retail, and business uses. This will allow for a more sustainable and walkable community core.	City HEDC GMSI	Business Community	\$\$ Short
<i>Potential Project:</i> Consider a Unified Development Ordinance (UDO) to streamline and update zoning.			
Update Chapter 158, Historic District, of the Zoning Ordinance on design standards for the preservation, maintenance, and continued use of the City's historic buildings and open spaces.	City IL GHL	HC RDC	\$\$ Short
Update standards for major corridors (U.S. 40 and S.R. 9) and Industrial areas (I-70 and S.R. 9, U.S. 40) to include overlay district standards.	City RDC HEDC	HC INDOT	\$\$ Short
Update the Zoning Ordinance to include commercial and industrial landscape standards that address plantings, buffers, design features, maintenance and upkeep.	City GACOC HEDC	RG Business Community	\$\$ Short

03 | LAND USE

Goal 3.5 (Cont.)

Update the zoning ordinance to reflect current conditions and recent legislature changes.

Objectives	Partnerships		Cost	Time Frame
Create an annexation policy that is reflective of recent legislature changes and describes the processes and conditions for annexing land.	City	HC	\$\$	Ongoing
Create a corridor overlay for the National Road (U.S. 40) that enhances architecture, manages the placement of parking and access cuts, and encourages landscaping. Zoning should be updated along the corridor if needed to support a “cultural corridor” with unique venues, high quality designs, and connectivity for cars, pedestrians, and cyclists.	City HC MPO COAL	INDOT HCVB HEDC GMSI	\$\$	Short
Update the zoning ordinance to include options for incentives such as density bonuses and decreased setbacks for preferred designs, shared and reduced parking requirements, and height variations to promote infill and redevelopment in commercial areas and increase housing diversity in residential areas. Designs should promote complete streets and connectivity between uses, include landscaping, and improve traffic patterns and circumstances where possible.	City GMSI HEDC	RG MPO	\$\$	Medium
Incorporate Best Management Practices (BMP’s) and green infrastructure such as vegetated swales, shared detention facilities, rain gardens, and pervious pavement into the Greenfield Zoning and Subdivision Control ordinances and engineering standards.	City IDEM USEPA	Business Community IDNR	\$\$	Ongoing
Create Connectivity standards in the Subdivision Code such as intersection spacing requirements, stub streets, maximum block size, reduced street width, sidewalks and trails, multiple accesses for subdivisions over 50 lots	City		\$	Short
Establish a sidewalk ordinance to require sidewalks in all new development to increase connectivity between uses.	City ISDH HRH	HCSS AGE	\$	Short

04 | HOUSING AND NEIGHBORHOODS

Goal 4.1

Foster neighborhood safety and identity through design standards and removal of unsafe and blighted structures.

Objectives	Partnerships	Cost	Time Frame
<p>Promote the safety and upkeep of houses, commercial businesses, and properties within the City. Seek available funding for the removal of blight and unsafe buildings, as well as programs to assist in the maintenance and improvement of houses. Evaluate and update the existing code of ordinances and enforcement procedures to help avoid future blighted areas, including adding staff complementary to future population growth to maintain enforcement efforts.</p>	<p>City IHCDA HC</p>	<p>\$</p>	<p>Ongoing</p>
<p><i>Potential Project:</i> https://www.hudexchange.info/onecpd/assets/File/CDBG-DR-Housing-Voluntary-Property-Acquisition-Program-Slides.pdf</p>			
<p>Prioritize sidewalk installation/repair and the creation of trail linkages in existing residential areas to increase connectivity to commercial areas. Require sidewalks, trails, and/or multi-use paths in all new development. Existing sidewalk networks should be inventoried to identify gaps and maintenance needs for aging infrastructure.</p>	<p>City Local Developers</p> <p>HRH ISDH MPO</p>	<p>\$\$</p>	<p>Short</p>
<p></p>			
<p>Create a neighborhood identification map that defines individual neighborhood within the City's Graphical Information System (GIS). Such a map would allow the City to analyze and monitor the conditions of neighborhoods and target specific neighborhoods needing improvements.</p>	<p>City OCRA</p> <p>GMSI IHCDA</p>	<p>\$</p>	<p>Short</p>
<p><i>Potential Project:</i> Create sub-area neighborhood plans to discuss infill, blight removal, and housing repair.</p>			
<p>Establish design guidelines, standards, and educational programs that promote neighborhood safety, lower crime rates, and social connectivity. Utilize CPTED (Crime Prevention Through Environmental Design) principles and strategies to create safer environments and enhance neighborhood quality of life.</p>	<p>City HC 911</p> <p>Business Community FAITH HOA's</p>	<p>\$</p>	<p>Medium</p>
<p><i>Potential Project:</i> Potential Funding Source http://www.popcenter.org/tools/pdfs/cpted.pdf</p>			

04 | HOUSING AND NEIGHBORHOODS

Goal 4.2

Encourage housing that is attractive to people of all ages, incomes, and abilities

Objectives	Partnerships	Cost	Time Frame
Encourage a mixture of houses and design styles through density variations that provide an affordable and accessible environment for people of all ages. Promote mixed use projects and mixed residential densities that reduce the separation of different land uses.	City AGE GMSI COAL	\$	Ongoing
<i>Potential Project:</i> Establish housing incentives for use of upgraded materials and designs.			
Prioritize housing options that embrace “aging in place” and universal accessibility and corresponding infrastructure within neighborhoods.	City HCSS HRH AGE FAITH ISDH	\$	Medium
<i>Potential Project:</i> Potential Funding Source http://www.giaging.org/resources/gia-toolkit/building-communities-and-aging-in-place-initiatives/			
Create multi-family housing design standards and policies to ensure consistency with the City’s desire to create attractive, connected neighborhoods. Multi-family developments that are mixed-use in nature should be encouraged in underutilized areas of the downtown and in strategic locations along the Pennsy trail to increase the footprint of the downtown area.	City GMSI COAL Local Developers	\$\$	Short
Support the rehabilitation and redevelopment of homes in existing neighborhoods that are appropriate in design and scale	City GMSI IHCDA COAL GHL HBR IL	\$\$\$	Short
<i>Potential Project:</i> Potential Funding Source - http://www.nps.gov/tps/tax-incentives/before-you-apply.htm			
Determine zones or areas that may be appropriate for accessory dwelling units and establish conditional use or procedures for allowing those units.	City AGE HCSS	\$	Short
Work with area agencies to promote programs and services (transportation, food services, health programs, etc) that facilitate aging in place and continued educational opportunities.	City AGE FAITH HCSS	\$	Ongoing
<i>Potential Project:</i> Informaton - https://www.inphilanthropy.org/sites/default/files/resources/Senior%20Housing.PDF			

05 | PARKS AND RECREATION

Goal 5.1

Provide new park facilities proportionate to population growth

Objectives	Partnerships	Cost	Time Frame
Update the Recreational Impact Fee every five years to ensure adequate funding for future projects.	City	\$\$	Ongoing
<p><i>Potential Project:</i> Apply for TAP Funds, DNR, IDEM, and Rails to Trails for information and potential grants.</p>			
Establish new open spaces and trail connections that preserve natural areas while letting residents and visitors enjoy those spaces.	City IDNR	\$\$	Medium
<p><i>Potential Project:</i> Apply for TAP Funds, DNR, IDEM, and Rails to Trails for information and potential grants.</p>			
Coordinate with Hancock County to maximize connectivity between City and county parks and trails.	City IDNR	HEDC HC \$	Ongoing

Goal 5.2

Encourage physical activity through the built environment by offering a variety of activities, parks, and trail areas.

Objectives	Partnerships	Cost	Time Frame
Create safe and reliable access to parks and trails from all areas of the City. Sidewalks and trails should be inventoried periodically to determine level of access and maintenance needs.	City Business Community	\$	Ongoing
<p><i>Potential Project:</i> Create a Pennsy Trail Redevelopment Plan to evaluate potential brownfield sites along the trail for future redevelopment. The plan should designate areas of interest for future commercial, residential, and park uses, as well as opportunities for expansion or connection with other trails at the local and regional level.</p>			
<p><i>Potential Project:</i> Potential Funding Source https://www.hudexchange.info/programs/bedi/ http://www.in.gov/ifa/brownfields/index.htm http://www.epa.gov/brownfields/areawide_grants.htm</p>			
Encourage equipment and activities that are inviting and accessible for people of all ages and physical abilities throughout the parks system.	City HCSS GCSC	HRH AGE \$\$	Ongoing
<p><i>Potential Project:</i> Acquire ADA-accessible equipment for the Pennsy Trail Fitness Park.</p>			

05 | PARKS AND RECREATION

Goal 5.2

Encourage physical activity through the built environment by offering a variety of activities, parks, and trail areas.

Objectives	Partnerships	Cost	Time Frame
Promote bicycle and pedestrian safety through educational programming at public events and schools.	City GCSC HCPL	ISDH HRH MPO	\$ Ongoing

Potential Project: Establish bike rodeos and activities during Bike Month (May).

Provide additional bicycle parking in the downtown, along trails, and in the commercial areas as connectivity increases.	City GMSI		\$ Short
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Potential Project: Use artistic or unique bicycle parking stations to double as art and/or branding in areas.

Goal 5.3

Establish and continue high-impact, low-maintenance beautification projects throughout the parks, trails, and City.

Objectives	Partnerships	Cost	Time Frame
Increase the use of native and low-maintenance plantings to reduce maintenance costs.	City AG	IDNR IDEM	\$ Ongoing

Potential Project: Apply for TAP Funds, DNR, IDEM, and Rails to Trails for information and potential grants.

Establish trails in natural and environmentally diverse areas such as Potts Ditch, Brandywine Creek, Thornwood Nature Preserve, and Little Brandywine Creek that allow people to enjoy nature while promoting the conservation and protection of sensitive areas.	MPO City	IDNR IDEM	\$\$\$\$ Long
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Potential Project: Apply for TAP Funds, DNR, IDEM, and Rails to Trails for information and potential grants.

Create a landscape ordinance that applies to all zones within the City to encourage new tree plantings and the preservation of existing trees. A tree replacement program to facilitate the replacement of trees lost to the Emerald Ash Borer and other pests should be established.	City AG	PARC RG IDNR	\$\$ Short
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Potential Project: Funding Source - <http://www.mortonarb.org/trees-plants/tree-and-plant-advice/help-pests/coping-emerald-ash-borer>

Utilize the City GIS to facilitate tree canopy studies, replacement program effectiveness, and inventory efforts, as well as analyze the location and accessibility of park facilities.	City		\$ Short
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Potential Project: Utilize the City GIS to facilitate tree canopy studies, replacement program effectiveness, and inventory efforts, as well as analyze the location and accessibility of park facilities.

06 | TRANSPORTATION

Goal 6.1

Continue to provide and enhance the travel network to allow safe and efficient transportation for motorists, cyclists, and pedestrians.

Objectives	Partnerships	Cost	Time Frame
Develop complete street policies for the City to increase connectivity between land uses and utilize traffic calming techniques for more walkable areas.	City MPO INDOT ISDH	\$	Medium
Update the Thoroughfare Plan by 2020 and identify any special corridor or intersection studies that may be needed.	City HC MPO INDOT	\$\$	Medium
<i>Potential Project:</i> Create a corridor plan for S.R. 9 and U.S. 40 for access management, development vision, pedestrian and cyclist infrastructure, etc.			
Require connectivity within and surrounding developments by limiting the length of cul-de-sacs, requiring connections to adjacent developments, and requiring multi-use paths along arterial and collector streets. Developments should have internal sidewalk connectivity.	City	\$	Ongoing
Plan for future traffic infrastructure improvements by continuing to require appropriate right-of-way in new developments and encourage frontage roads and access management controls along major corridors to improve traffic flow.	City	\$	Medium
<i>Potential Project:</i> Work with INDOT and the MPO to create an access management strategy to improve traffic flow on S.R. 9 and avoid future congestion issues on other major corridors.			
Apply for Transportation Enhancement Funds and other funding for beautification, trails, and landscaping along S.R. 9.	City MPO INDOT	\$	Medium
Inventory existing sidewalk network to identify gaps and prioritize maintenance needs.	City	\$	Short
<i>Potential Project:</i> Apply to host a walkability-themed workshop within Greenfield.			

07 | EDUCATION, PUBLIC SERVICES, AND UTILITIES

Goal 7.1

Continue the efficient delivery of public services and utilities and ensure public facilities are adequate to meet future demand.

Objectives	Partnerships	Cost	Time Frame
Manage the location of growth by limiting the extension of utilities outside of City limits and the expected growth boundary. The Future Land Use Map should serve as a guide for utility investment areas.	City	\$	Ongoing
<p><i>Potential Project:</i> Potential Funding Source: http://www.in.gov/dnr/historic/3671.htm</p>			
Encourage the use of redevelopment sites to ensure sustainable and efficient use of existing services.	City	\$	Short
<p><i>Potential Project:</i> Potential Funding Source: http://www.in.gov/dnr/historic/3671.htm</p>			
Communicate with City of Greenfield Utilities on planned growth areas and expected densities to ensure sufficient future capacity and strategic facility investments.	City	\$	Ongoing
<p><i>Potential Project:</i> Potential Funding Source http://www.rd.usda.gov/programs-services/water-waste-disposal-loan-grant-program</p>			
Coordinate public and private projects when possible to maximize cost savings and impact. Examples might include upgrading service lines simultaneously with road improvements, sidewalk installations, beautification, and gateway projects.	City	\$	Ongoing
<p><i>Potential Project:</i> Potential Funding Source http://www.rd.usda.gov/programs-services/water-waste-disposal-loan-grant-program</p>			

Goal 7.2

Support and assist in the creation of quality educational services for all ages of life.

Objectives	Partnerships	Cost	Time Frame
Target and recruit licensed preschool programs to Greenfield. This may be part of a community center or larger project that includes a diverse range of housing and services in a neighborhood development.	City HEDC HCPL BGCHC	GMSI Business Community GCSC	\$\$\$ Medium
<p><i>Potential Project:</i> See catalyst project page 76.</p>			

07 | EDUCATION, PUBLIC SERVICES, AND UTILITIES

Goal 7.2

Support and assist in the creation of quality educational services for all ages of life.

Objectives	Partnerships	Cost	Time Frame
Recruit higher education, vocational, and recreational learning programs (example: Indy Trade School) to establish lifetime learning opportunities.	City LINK HCPL GCSC GACOC Business HEDC Community	\$\$\$	Medium
<p><i>Potential Project:</i> Potential Funding Source: http://www.in.gov/dnr/historic/3671.htm</p>			
Support the expansion of business education seminars and workshops in the community that target small business, start-ups, and entrepreneurship.	City HCPL LINK GACOC GCSC HEDC Business SBA Community OCRA	\$\$	Short
<p><i>Potential Project:</i> Apply for Hometown Collaborative Initiative through OCRA.</p>			
Create a multi-use space that can support business incubation and small conferences or workshops as existing programs expand and outgrow their facilities.	City HCPL LINK GACOC GCSC HEDC Business SBA Community	\$\$\$	Long
<p> </p>			

08 | DOWNTOWN

Goal 8.1

Continue investment and revitalization efforts identified in the Downtown Revitalization Plan.

Objectives	Partnerships	Cost	Time Frame
Support and strengthen Greenfield Main Street, Inc. facade improvement programs and downtown event programming through the use of the “Four Point Approach” and creating timelines and action plans for project implementation.	City GMSI RDC IAC COAL GHF	IEDC NEA ART IL OCRA TOUR \$\$\$	Ongoing
<i>Potential Project:</i> Potential Funding Source http://www.preservationnation.org/resources/find-funding/preservation-funds-guidelines-eligibility.html#.VgrdNU2BFVI			
Establish a public-private partnership strategy to bring catalyst projects such as conference centers, boutique hotels, etc. to downtown Greenfield.	City HCVB HEDC GACOC	GMSI Business Community \$\$\$	Long
<i>Potential Project:</i> Potential Funding Source http://www.nps.gov/tps/tax-incentives.htm			
Determine the need for new or updated zoning districts, business improvement districts, and/or cultural district designations that will allow for appropriate development, land uses, and structure sizes in the downtown.	City GMSI HEDC HCVB	OCRA ART IAC COAL \$	Short
<i>Potential Project:</i> Information - http://www.in.gov/arts/culturaldistricts.htm http://southbendin.gov/government/content/faq-riverfront-development-district-liquor-license			
Continue to program and encourage the Greenfield Coalition as an action-implementation group to help accomplish projects within the revitalization plan.	City GMSI GACOC	HEDC HC Business Community \$	Ongoing
Continue to develop and market the downtown as a place to live, work, and play for people of all ages.	City GMSI GACOC HCVB IHDA COAL	HEDC HC Business Community OCRA ISDH \$	Ongoing

08 | DOWNTOWN

Goal 8.2

Seek funding for removal of unsafe structures, preservation of historic buildings, and beautification projects in the downtown.

Objectives	Partnerships	Cost	Time Frame
Leverage TIF funds to protect and restore existing downtown buildings through low-interest loans, as well as leverage new businesses.	City HEDC GMSI RDC Local Bank IL GHL	\$	Short
<i>Potential Project:</i> Information - http://www.icic.org/ee_uploads/publications/ICIC_CP_3_3_Impact_SBA_f.pdf			
Seek additional funding to stabilize and repair historic commercial and residential structures and remove unsafe structures. Sources may include Greenfield Main Street, owner occupied repair programs, grants, revolving loans, and others.	City GMSI HEDC OCRA IL IEDC Business Community IHCDA GHL	\$\$\$	Ongoing
<i>Potential Project:</i> Host a meeting for residents of the Residential Historic District to identify funding needs.			
Invest in beautification projects such as small gateway signs, landscaping, or other indicators that lets travelers know they have reached the historic area and/or projects that direct pedestrians and cyclists to points of interest in the City.	City HCVB COAL OCRA GMSI Business Community IAC NEA	\$\$	Medium
Seek grants and other funding to further improve the quality of infrastructure, utilities, and existing buildings within the downtown.	City OCRA MPO HCVB HC GMSI TOUR HEDC INDOT	\$	Ongoing

Goal 8.3

Improve travel efficiency and navigation in the downtown for vehicles, pedestrians, and cyclists.

Objectives	Partnerships	Cost	Time Frame
Maximize pedestrian and cyclist safety through the creation of additional trails, bike lanes, signals/signage, and other infrastructure investments. .	City HC INDOT HCPL GCSC HRH ISDH MPO	\$\$\$	Long
<i>Potential Project:</i> Potential Funding http://www.healthbydesignonline.org/documents/2015ISDHBicycleandPedestrianPlanFundingApplication.pdf			

08 | DOWNTOWN

Goal 8.3

Improve travel efficiency and navigation in the downtown for vehicles, pedestrians, and cyclists.

Objectives	Partnerships	Cost	Time Frame	
Improve parking signage to more clearly direct motorists to parking lots and clearly indicate public/private lots and timeframes to park in those lots.	City INDOT	\$	Short	
<i>Potential Project:</i> Review existing signage and create proposal for improvements.				
Complete a downtown parking study to identify lot capacity versus daily usage to determine need and placement of future parking structures or lots.	City	\$\$\$	Medium	
<i>Potential Project:</i> Information- http://pipta.org/wp-content/uploads/2014/04/Parking-Strategies-to-Support-Livable-Communities-CMAP.pdf				
Encourage shared parking agreements to maximize the usable space within the downtown.	City COC	GMSI Business Community	\$	Ongoing
Determine the need for additional east-west through-routes in the downtown south of Main Street.	City MPO	\$\$	Medium	

Goal 8.4

Facilitate programs to assist existing small businesses, start-ups, and action-oriented groups within the downtown.

Objectives	Partnerships	Cost	Time Frame	
Establish a team to investigate the feasibility and funding opportunities for a small business incubator or entrepreneurial club for small retail, food, and service businesses.	City GMSI AG GCSC	HC USDA HEDC HCPL GACOC	\$	Short
<i>Potential Project:</i> Information- http://www.infodev.org/infodev-files/resource/InfodevDocuments_733.pdf				

08 | DOWNTOWN

Goal 8.4

Facilitate programs to assist existing small businesses, start-ups, and action-oriented groups within the downtown.

Objectives	Partnerships		Cost	Time Frame
Bring together community organizations in regular, on-going coordination and support of community endeavors. Continue to build on the Riley Festival and program other activities for all seasons to encourage more people to visit downtown.	City GMSI	GACOC HCVB	\$	Ongoing
Establish a downtown investment group that can assist the City and Greenfield Main Street in accomplishing revitalization tasks. The group should focus on improving downtown through events, marketing, business recruitment, fundraising, and other initiatives.	City HEDC	COAL GMSI	\$\$	Long
<p><i>Potential Project:</i> Information- http://www.bridgespan.org/Publications-and-Tools/Revitalizing-Communities/Community-Collaboratives/Needle-Moving-Collective-Impact-Three-Guides-to-Cr.aspx#.Vgrg0E2BFVI</p>				
Create materials and instructional packets that will help groups understand what is needed to establish new events and programming in the form of permissions, permits, etc.	City GMSI GACOC		\$	Short

09 | ECONOMIC DEVELOPMENT

Goal 9.1

Maintain a supply of properly zoned, shovel-ready sites for business and industrial uses

Objectives	Partnerships	Cost	Time Frame
<p>Maintain a minimum of 100 acres of land available for business and employment uses and track the degree to which each site is served by infrastructure and public services. Identify locations most suitable for light industrial uses, business parks, and industrial growth including manufacturing, distribution, research, knowledge-based services or similar uses.</p>	<p>City HEDC HC</p> <p>OCRA RDC</p>	<p>\$</p>	<p>Ongoing</p>
<p> </p>			
<p>Rezone land intended for development that didn't occur in order to identify it as available add to a list of developable parcels. Create and Maintain a GIS Shapefile to identify developable parcels.</p>	<p>City</p>	<p>\$</p>	<p>Medium</p>
<p> </p>			
<p>Provide and communicate local incentives to recruit new businesses such as Tax Increment Financing (TIF) districts, Shovel-Ready Sites tax abatements, workforce training grants, public/private partnerships, and a fast track permitting process.</p>	<p>City HEDC</p> <p>OCRA</p>	<p>\$</p>	<p>Ongoing</p>
<p><i>Potential Project:</i> Information- http://www.in.gov/ocra/2622.htm</p>			
<p>Work with the HEDC to maintain accurate descriptions of available sites with regard to topography, location, zoning, access to infrastructure - electricity, gas, broadband, sanitary sewer, water, rail, roads including the status of connector roads as well as their distance to the interstate, airports, and hospitals.</p>	<p>City HEDC</p>	<p>\$</p>	<p>Medium</p>
<p> </p>			
<p>Work with developers to prepare a fiscal impact study to ensure TIF's and other public-private partnerships "pencil out" when compared with utility and infrastructure costs and tax benefits. Additional consideration should be given to living wages and benefits available to the workforce.</p>	<p>City HEDC</p> <p>Business Community RDC</p>	<p>\$\$</p>	<p>Ongoing</p>
<p><i>Potential Project:</i> Information- http://www.smartgrowthamerica.org/documents/fiscal-analysis-of-nashville-development.pdf</p>			

09 | ECONOMIC DEVELOPMENT

Goal 9.2

Recruit and retain businesses and industry to fill supply gaps and diversify the tax base.

Objectives	Partnerships	Cost	Time Frame
Create a new employer recruitment program targeting businesses in strong and emerging regional employment clusters.	City HC	HEDC IEDC	\$ Medium
<i>Potential Project:</i> Information- http://www.hanoverresearch.com/media/21st-Century-Recruiting-and-Placement-Strategies.pdf			
Work to support and retain local businesses as they grow and expand their operations locally.	HEDC City HC	GACOC GMSI	\$ Ongoing
Champion high quality daycare programs which include early childhood education and begin programs for pre-school children in partnership with the business community, schools, not-for profits and faith-based organizations.	City HEDC FAITH Business Community	HCPL HRH BGCHC GCSC	\$\$ Short
Review and reassess incentives, such as Tax Increment Financing (TIF) and tax abatement, to ensure that the City is advancing its economic development objectives and to encourage high quality office and industrial uses along I-70, and in Commerce Park.	City HEDC RDC	HC IEDC	\$ Short

Goal 9.3

Recruit higher education and vocational training establishments for workforce development programs.

Objectives	Partnerships	Cost	Time Frame
Work with local employers to determine the type of school or programs that would be most useful for workforce development and recruitment. Work with HEDC to recruit new educational opportunities to the area.	City HEDC LINK GACOC	Business Community GCSC HCPL	\$ Short

09 | ECONOMIC DEVELOPMENT

Goal 9.3 (Cont.)

Recruit higher education and vocational training establishments for workforce development programs.

Objectives	Partnerships	Cost	Time Frame
Improve communication between educational institutions, vocational training providers and economic development groups across the region to ensure workforce development needs are being met.	City HEDC LINK GACOC	HC GCSC HCPL	\$ Ongoing
Identify and promote local workforce development programs, training opportunities, and apprenticeships.	City HEDC LINK GACOC	HC GCSC HCPL	\$ Short
<i>Potential Project:</i> Establish a job shadow day to pair high school students with area businesses.			

Goal 9.4

Promote regional strengths of Greenfield as a site for business and employee relocation.

Objectives	Partnerships	Cost	Time Frame
Work with HEDC to actively market available properties to regional and national businesses with emphasis on competitive location along and between multiple interstates.	City HEDC HC	\$\$	Ongoing
Engage regularly with developers and realtors to identify obstacles or challenges to relocating businesses to the City.	City HEDC	GACOC	\$ Ongoing
Continue discussions with major employers to determine areas for improvement to be desirable for employee relocation.	City HEDC	GACOC	\$ Ongoing

10| REDEVELOPMENT

Goal 10.1

Continue and expand revitalization efforts for the downtown.

Objectives	Partnerships	Cost	Time Frame
Prioritize projects from the revitalization plan that can be completed in 5-7 years. Notable projects may include funding the Riley Literary Trail, creating a revolving loan fund for downtown buildings, and conducting a feasibility study for the reuse of the grain elevator building, among others.	City HEDC GMSI HCCF RDC	GACOC Business Community Local Bank OCRA	\$ Medium
Incentivize adaptive reuse and infill development to increase residential and commercial density in the downtown.	City GMSI HEDC IAC	IEDC Business Community	\$ Medium
Identify niche markets or developments suitable for downtown including boutique hotels, conference centers, and small footprint or specialty grocery stores. Work with area retailers to find suitable sites or identify obstacles to bringing those developments to the downtown	City HEDC GMSI	COAL GACOC	\$\$ Medium

Goal 10.2

Identify potential sites for infill and redevelopment on S.R. 9 and US 40.

Objectives	Partnerships	Cost	Time Frame
Work with HEDC and the Chamber of Commerce to prepare a marketing document that will outline critical redevelopment steps for potential investors. Conceptualize market-supportable and financially feasible redevelopment scenarios at priority sites that are consistent with design guidelines and zoning regulations applicable to the site. Work with local realtors to evaluate and market the available sites.	City HEDC	GACOC Business Community	\$\$\$ Medium

10| REDEVELOPMENT

Goal 10.2

Identify potential sites for infill and redevelopment on S.R. 9 and US 40.

Objectives	Partnerships	Cost	Time Frame
Strengthen redevelopment, infill, and beautification focus south of the downtown on S.R. 9 to stabilize existing businesses.	City HEDC INDOT GACOC	\$	Medium

The City should promote a comprehensive redevelopment strategy for aging strip mall developments along S.R. 9 and U.S. 40. Continue to develop and maintain community retail and commercial activities along major corridors. Promote infill redevelopment to strengthen corridors and fill in “missing teeth”. Reduce setbacks to promote walkability, and reduce driveway cuts through access management along the corridors.

City HEDC	INDOT HC	\$\$	Ongoing
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Potential Project: Establish a corridor overlay for U.S. 40.

Goal 10.3

Identify public-private partnerships that may assist in infill and redevelopment projects

Objectives	Partnerships	Cost	Time Frame
Prepare marketing material for catalyst sites to attract developer interest. Determine the environmental status of key redevelopment sites and properties and quantify the scale of potential remediation costs and effort. Determine the structural obsolescence of the properties for modern business operations or housing opportunities.	City HEDC	\$\$	Medium

Reach out to private sector stakeholders to understand the redevelopment constraints and identify any other externalities which may constrain business investment. Determine if other adjacent properties may be needed to assemble appropriately configured real estate to attract future investment.

City HEDC	Business Community GACOC	\$	Short
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10| REDEVELOPMENT

Goal 10.3

Identify public-private partnerships that may assist in infill and redevelopment projects

Objectives	Partnerships	Cost	Time Frame
Provide monetary and regulatory or other non-monetary incentives to attract development interest. Quantify how financial investment gaps may be overcome through a public-private partnership (PPP) that can take advantage of local, state and national financial incentive programs such as Federal Historic Tax Credits or other credits, loans, and grant programs. Provide tax abatement to assist cash flow for investors on more costly redevelopment projects.	City HEDC Business Community	\$	Medium

Goal 10.4

Coordinate redevelopment efforts with infrastructure and corridor improvements, gateway creation, or beautification projects to maximize impact.

Objectives	Partnerships	Cost	Time Frame
Prioritize the redevelopment of catalyst sites that can serve as an anchor element to a more comprehensive development initiative. Determine if certain redevelopment sites provide an opportunity to stabilize and revitalize gateways, corridors, or neighborhoods with specific types of marketable, attractive business and/or residential investment.	City HEDC Business Community	\$	Ongoing
Ensure the continued provision of efficient services by coordinating with utilities for new and infill development projects so that sufficient infrastructure and easements are put in place to available sites.	City	\$	Ongoing
Coordinate with the county on projects near the City limits to ensure design and infrastructure compatibility with surrounding uses or initiatives.	City HEDC HC	\$	Ongoing

APPENDIX A- Potential Funding Sources

APPENDIX A- POTENTIAL FUNDING SOURCES

VARIOUS GRANTS OFFERED BY OCRA (OFFICE OF COMMUNITY AND RURAL AFFAIRS)

<http://www.in.gov/ocra/2371.htm>

STELLAR COMMUNITIES PROGRAM

The Stellar Communities Designation Program is a multi-agency partnership designed to recognize Indiana's smaller communities that have identified comprehensive community and economic development projects and activities as well as next steps and key partnerships.

<http://www.in.gov/ocra/2601.htm>

HISTORIC PRESERVATION FUND (HPF)

Local governments and non-profit organizations can apply to the Division for financial assistance to maintain, restore, and document historic properties. The Division, through the State Historic Preservation Review Board, awards matching grants of federal funding each January. Some of the types of projects funded in the past include:

- Inventories of archaeological sites, historic buildings, or old structures such as bridges.
- Acquisition and rehabilitation of public or non-profit owned historic buildings.
- Preparing National Register nominations for historic districts.
- Educational programs, such as conferences, special events, or research projects.

Amounts available for repairs and other projects vary. Typically, the DHPA can match 50-50 with projects costing from \$4,000 to \$30,000. The Division makes grant applications available in July-August and complete applications are due in October. The Indiana Historic Preservation Review Board makes the final award of grant funds based on staff recommendations at their January meeting annually. For exact dates, and to obtain an application form, contact the DHPA office (317-232-1646)

<http://www.in.gov/dnr/historic/3671.htm#hpf>

CERTIFIED LOCAL GOVERNMENT GRANT PROGRAM (CLG)

This program is available only to the local governments designated by the DHPA as having certified local preservation planning programs. A CLG is a city or town that has decided to have an intensive local preservation program that enacts a special historic preservation ordinance, enforces that ordinance through a local preservation commission and meets minimum standards for CLG's as determined by the DHPA.

A financial benefit of becoming a CLG is a special pool of competitive grant funds from federal allocations to the DHPA. At least 10% of the federal allocation goes to the CLG program every year. The CLG grants are awarded for survey work, planning and for education.

<http://www.in.gov/dnr/historic/3681.htm>

WATER AND WASTE DISPOSAL GRANTS

The Water and Waste Disposal Grant program provides grant assistance to public bodies, non-profit corporations, and special use districts, which are unable to finance needed projects with other lenders at rates and terms, which result in reasonable user rates and charges. Grants are made available for projects funded by Rural Development to keep user charges at a reasonable level. The need for grants must be supported by the median household income of the project service area, a documented health hazard, and user rates and charges as compared to similar systems. Eligible projects include construction of new water systems, rehabilitation and/or expansion of water production, treatment and distribution, and waste water collection and treatment. Eligible applicants include unincorporated rural areas, incorporated towns up to a population of 10,000, public bodies, non-profit corporations, Indian tribes and special use districts. Applications are accepted throughout the year and may be obtained and filed at any USDA Rural Development Area Office.

<http://www.rd.usda.gov/programs-services/water-waste-disposal-loan-grant-program>

APPENDIX A- POTENTIAL FUNDING SOURCES

RECREATIONAL TRAILS PROGRAM

The Recreational Trails Program is a matching assistance program that provides funding for the acquisition and/or development of multi-use recreational trail projects. The RTP funding represents a portion of the revenue by the Federal Highway Trust Fund from the federal motor fuel excise tax paid by users of off-road recreational vehicles. The program is administered by the IN Department of Natural Resources, Division of Outdoor Recreation on behalf of US DOT Federal Highway Administration (FHWA). Eligible applicants at all units of government and agencies incorporated as not-for-profit corporations. Must provide public access to trails, both motorized and non-motorized multi-use recreational trail projects, development and rehabilitation of trailside, trailhead facilities, and trail linkages, construction of multi-use trails, acquisition of easement or property for trails, operation of educational programs to promote safety and environmental protection related to trails, providing stream and river access sites, construction of bridges, boardwalks, and crossings, signage, building of sanitary facilities and other support facilities (e.g. water fountains, etc.)

All facilities must be universally designed to accommodate all people regardless of race, color, national origin, age, or handicap. Applicants may request grant amounts ranging from a minimum of \$10,000 up to a maximum of \$150,000. Applications are available online or from the Division of Outdoor Recreation. Applications are due by May 1.

<http://www.in.gov/dnr/outdoor/4101.htm>

INDIANA LAND AND WATER CONSERVATION FUND

The LWCF is a matching assistance program that provides grants for 50% of the cost for the acquisition and/or development of outdoor recreation sites and facilities. Since the program began, Indiana has received approximately \$75 million in federal funds. The allocation usually is divided between Department of Natural Resources' projects and local government park projects depending on funding levels. Over \$36 million has been provided to local agencies through the program. More than 30,000 acres of land have been acquired in Indiana with Land and Water Conservation Fund assistance for public outdoor recreation use and conservation. Programs

The Land and Water Conservation Fund applicants may request amounts ranging from a minimum of \$10,000 up to a maximum of \$200,000. If any changes are made to the manual/application they will be posted by March 1. Applications are available online or upon request from the Division of Outdoor Recreation. The application is required to be submitted or post-marked by June

<http://www.in.gov/dnr/outdoor/4071.htm>

OCRA DOWNTOWN REVITALIZATION IMPLEMENTATION FUNDING

Planning and Construction grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). The goal of the program is to encourage communities to plan for long-term community development. Community leaders can apply for projects relating to such issues as infrastructure, downtown revitalization, and community facilities. Construction grant award ceiling is \$400,000 for construction.

<http://www.in.gov/ocra/2371.htm>

OCRA DOWNTOWN ENHANCEMENT GRANT

The Downtown Enhancement Grant program is designed to foster innovative approaches to activities, which support and promote community based planning, pre-development, and research initiatives. The goal of these projects is to improve the quality of life and opportunities for increasing private investment and employment in Indiana Main Street (IMS) communities. The Downtown Enhancement Grant priorities are directed by OCRA's strategic plan and the National Main Street Four Point Approach.

<http://www.in.gov/ocra/2362.htm>

INDIANA LANDMARKS

VARIOUS LOANS AND PROGRAMS ENDANGERED PLACES LOANS

Nonprofit preservation organizations may apply to Indiana Landmarks for Endangered Places loans to buy and/or restore historic properties. The recipient of loan funds must attach Indiana Landmarks' protective covenant to the property deed. Indiana Landmarks' Endangered Places Loans have a \$75,000 limit and low-interest terms for the first three years. In making loan decisions, we give special consideration to projects that will save buildings listed in or eligible for the National Register of Historic Places or located in a National or State Register historic district.

EFROYMSON FAMILY ENDANGERED PLACES GRANTS

Through the Efroymsen Family Endangered Places Grant Fund, Indiana Landmarks' makes grants available to

APPENDIX A- POTENTIAL FUNDING SOURCES

nonprofit organizations for professional architectural and engineering feasibility studies and other preservation consulting services, as well as organizational development. The grants may not be used for physical restoration work. We award Efroymsen Family Endangered Places Grants on a four-to-one matching basis, with four dollars from us matching each local cash dollar.

ENDANGERED PLACES ACQUISITION PROGRAM

To save vacant and endangered buildings, Indiana Landmarks sometimes buys the place, using money from our Endangered Places Acquisition Fund. We attach protective covenants to the property's deed and resell to a buyer who agrees to restore the landmark within a specified time. When the property sells, the revenue returns to our acquisition fund.

<http://www.indianalandmarks.org/resources/pages/grantsloans.aspx>

FEDERAL TAX CREDITS

The Department of the Interior and the Department of the Treasury jointly administer a program offering tax credits equal to a percentage of the money spent on a *certified rehabilitation project for a certified historic property*.

REHABILITATION INVESTMENT TAX CREDIT (RITC)

The federal government offers a Rehabilitation Investment Tax Credit (RITC) that permits owners and some lessees of historic buildings to take an income tax credit on the cost of rehabilitating buildings for industrial, commercial or rental residential use. The historic rehabilitation tax credit (20%) is available for buildings listed in the National Register of Historic Places which, after rehabilitation, are used for commercial or residential rental use. A certified historic structure is one listed individually in the National Register of Historic Places, or contributing to a National Register listed Historic District. The non-historic tax credit (10%) applies to any pre-1936 building used for commercial but not residential rental purposes. The work does not have to be reviewed for the 10% credit. Neither credit is available for private, owner-occupied residences. The owner of the restored building must maintain ownership for at least five years in order to avoid having the tax credit rescinded by the federal government.

<http://www.nps.gov/history/hps/tps/tax/>

STATE TAX CREDITS

Modeled after the federal program, the state program allows a taxpayer to take a state income tax credit for 20% of the total qualified rehabilitation or preservation cost of a project, up to \$100,000 per project. The program is administered by the Indiana Department of Natural Resources, Division of Historic Preservation and Archeology (DHPA). For further information and specific requirements, contact the DHPA at 317-232-1646.

REHABILITATION TAX DEDUCTION

Taxpayers undertaking rehabilitation of historic structures are eligible for a tax deduction if the work has increased the assessed value of the building. Typically, it is a 50% deduction of the increase in property tax resulting from the rehabilitation to a maximum deduction of \$300,000. This deduction is applied for through the office of the auditor in the county in which the property is located. The Indiana Department of Local Government Finance (www.in.gov/dlgef) provides the application forms. For more information visit <http://www.in.gov/legislative/ic/code/title6/ar1.1/ch12.html>.

INDIANA HUMANITIES COUNCIL

The Indiana Humanities Council strengthens communities through targeted initiatives in leadership, education, and culture. www.ihc4u.org

APPENDIX A- POTENTIAL FUNDING SOURCES

PARTNERS IN PRESERVATION NATIONAL REGISTER PROGRAM

Indiana Landmarks' Partners in Preservation National Register Program—we call it PIP, for short—provides assistance to list properties in the National Register of Historic Places. We supply partial funding to hire professional consultants to complete National Register nominations, and we supervise the nomination through the review process at the state level.

PIP provides 50 percent of the cost of a National Register nomination up to \$1,500 for a single-site nomination. For a historic district nomination, we negotiate the funding amount based upon the size and complexity of the district. We also cover mileage, postage and photo printing expenses up to \$100. (PIP does not fund determinations of National Register eligibility.)

<http://www.in.gov/dnr/historic/3675.htm>.

HAZARD MITIGATION ASSISTANCE - PROPERTY ACQUISITION (BUYOUTS)

Across the nation, more and more flood-inundated communities are choosing property acquisition as a hazard mitigation option. Besides being a permanent solution to a hazard-related problem, property acquisition achieves many other objectives, such as protecting critical habitat, providing opportunities for recreation, providing flood storage, or enhancing other natural or cultural resources.

HOW BUYOUTS WORK

It is important to understand that FEMA does not buy houses directly from the property owners. Acquisition or Buyout projects, while 75 percent funded by FEMA, are administered by the State and local communities. The State and local communities work together to identify areas where buyouts make the most sense. Individuals may not apply directly to the State, but the community may sponsor an application on their behalf. Buyouts are an important way to reduce the risk of future disasters. Money is limited and in most cases, the amount of money set aside for mitigation cannot meet all the mitigation needs following a disaster. States prioritize mitigation programs with input from the communities.

Property acquisition is one of many forms of hazard mitigation, but it is the most permanent form. It removes people from harm's way forever. In a property acquisition project, the community buys private property, acquires title to it, and then clears it. By law, that property, which is now public property, must forever remain open space land. The community can use it to create public parks, wildlife refuges, etc. but it cannot sell it to private individuals nor develop it. Property acquisitions work the same way as any other real estate transaction. Property owners who want to sell their properties will be given fair prices for them. It is a terrific opportunity for people who live on or near hazard areas to get to safer ground.

FAIR COMPENSATION

Communities may offer homeowners who agree to participate in a buyout project up to the fair market value of the home BEFORE the disaster struck. A licensed appraiser hired by the community determines the fair market value.

VOLUNTARY PARTICIPATION

Buyouts are strictly voluntary. No homeowners are ever forced to relinquish their property. Homeowners who decide not to participate in the buyout may need to take risk reduction measures, such as elevating their homes.

THE STEPS OF A BUYOUT

Homeowners do not apply to FEMA for a buyout. Buyouts are not part of the disaster application process and are not part of disaster assistance.

- An application for assistance is prepared by local officials with input from the community and those homeowners with destroyed or severely damaged properties. The local officials will have been notified by the State of what the State's priorities are or other special restrictions decided upon by State officials.
- The State receives and reviews the application and submits those deemed appropriate to FEMA for approval. FEMA reviews the applications to ensure they follow the rules, are environmentally sound, and are a cost-effective use of funds.

APPENDIX A- POTENTIAL FUNDING SOURCES

- Once FEMA gives its approval, the State begins the acquisition process. The communities actually conduct the purchase and title transfer. Then the buildings are removed or destroyed by the community, and the land is cleared.

Since a buyout is not a simple matter and requires a great deal of education and community input- it does not happen overnight. It may take months for a State and the affected communities to submit and agree to buyout proposals. Once a homeowner accepts a buyout offer, though, the average closing takes about 45 days.

COSTS THE COMMUNITY WILL PAY

If you choose to sell your property, the community will pay the costs usually associated with real estate transactions, including the appraisal, title search, and if necessary, lot survey. The community will also pay the closing costs. The property owner will be responsible for any mortgages, liens, etc., against their property... just like any other real estate sale.

Also, like any other real estate sale, you will be responsible for the moving costs and other costs associated with renting or buying new property. Since property acquisition relies on voluntary participation, the government does not pay any relocation costs. However, there are exceptions for any tenant who is displaced by an owner's decision to sell, and for owners whose income level might preclude them from affording other housing.

ADVANTAGES AND DISADVANTAGES

Individual property owners will want to weigh the advantages and disadvantages of property acquisition. The advantages of property acquisition include:

- Peace of mind because it reduces, if not eliminates, most of your future risk
- Fair compensation generally based on the pre-flood market value of your home
- A chance for a new start
- A means of recovery that is more advantageous than repair grants or loans
- An opportunity to recoup at least partially your financial investment in a property that has lost value

On the other hand, property acquisition has its disadvantages for you. These may include:

- Loss of roots
- Despite efforts to compensate you fairly, property acquisition may not make you "whole" again

The process can be lengthy. Property acquisition is not an overnight solution. Applying for funds, waiting for approval, transferring funds, conducting appraisals and closings, etc., take time, especially if the project involves many properties.

Source: <http://www.fema.gov/application-development-process/hazard-mitigation-assistance-property-acquisition-buyouts>

ONLINE RESOURCES:

Several online resources fully detail the process. The Property Acquisition Handbook for Local Communities brings together into one document the best practices from States that have successfully fostered property acquisition projects.

The Property Acquisition Handbook for Local Communities can be downloaded at the following link: <http://www.gohsep.la.gov/mitigation/propacqhndbk.pdf>

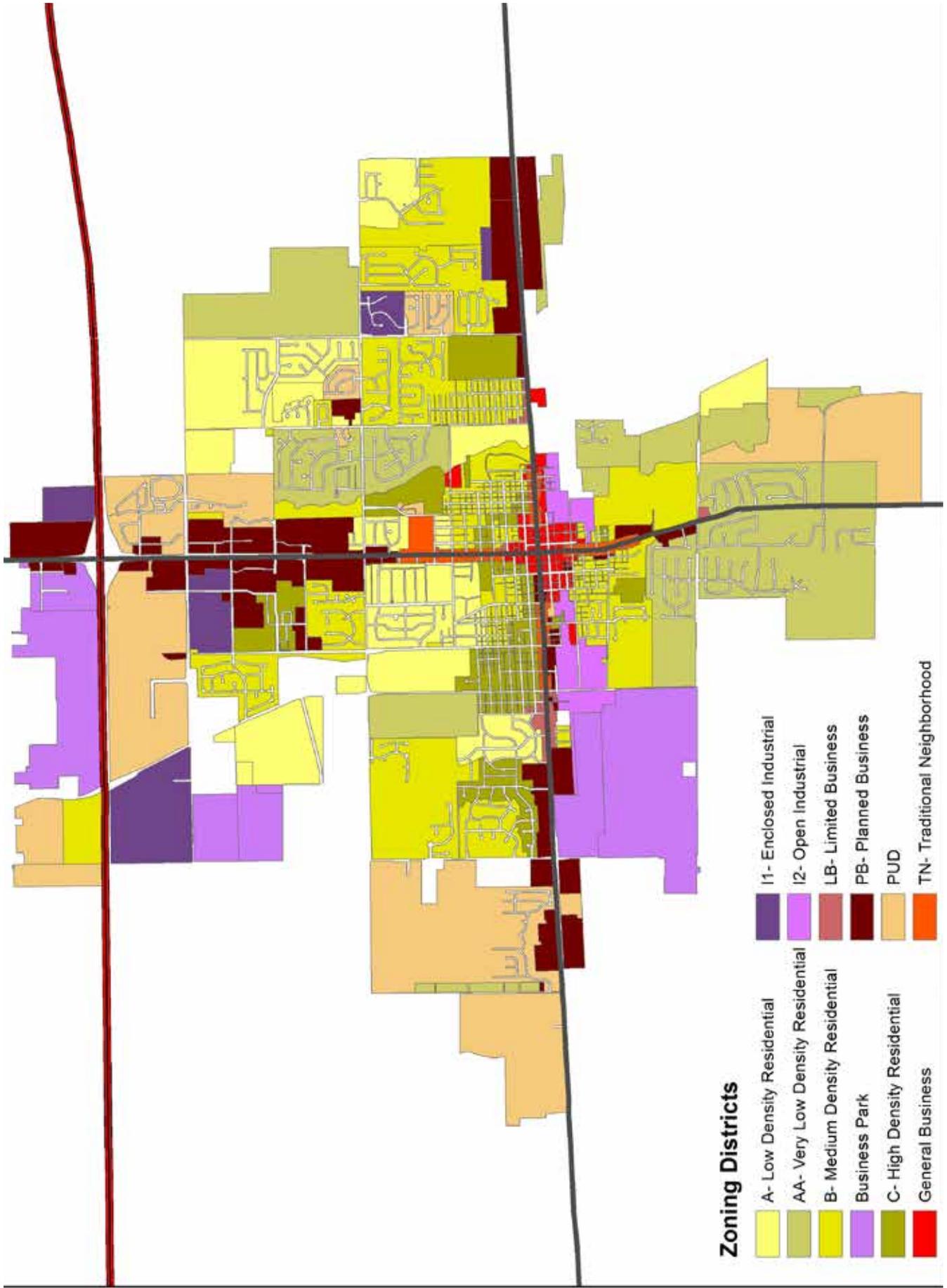
FEMA details the process at the following link: <http://www.fema.gov/application-development-process/hazard-mitigation-assistance-property-acquisition-buyouts>

APPENDIX A- POTENTIAL FUNDING SOURCES

ADDITIONAL RESOURCES

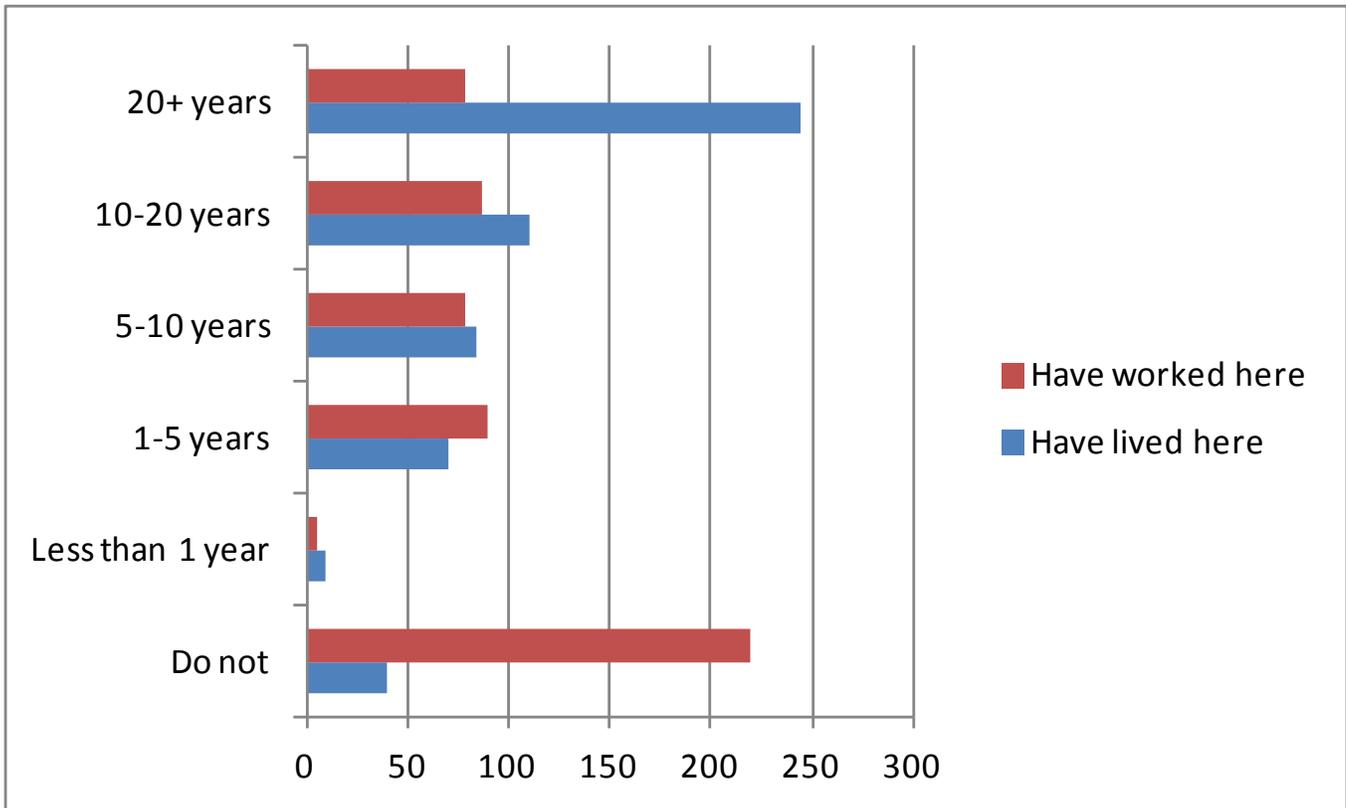
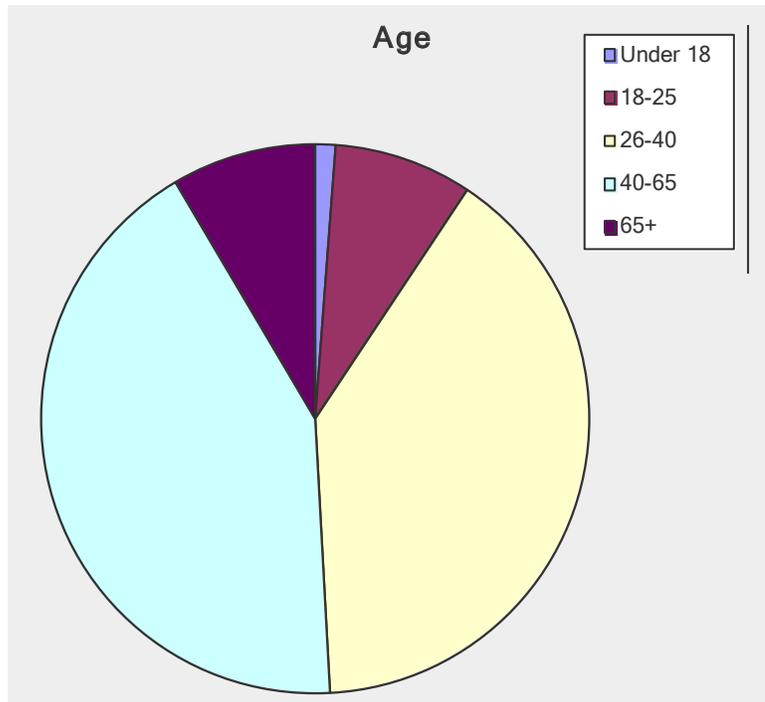
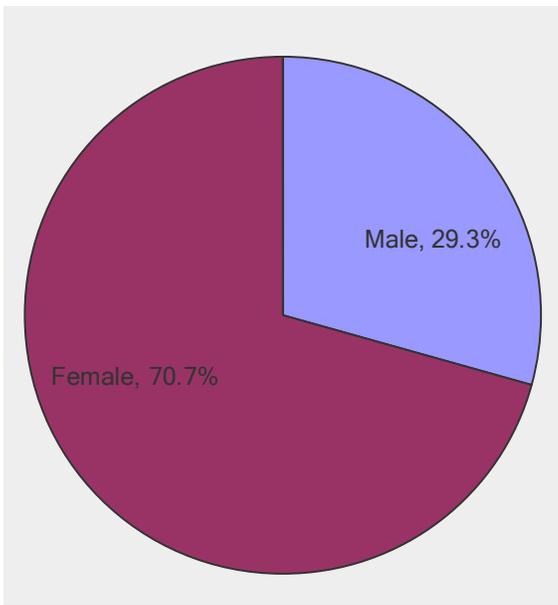
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http://www.epa.gov/brownfields/areawide_grants.htm
<http://www.mortonarb.org/trees-plants/tree-and-plant-advice/help-pests/coping-emerald-ash-borer>
<http://www.in.gov/dnr/outdoor/4071.htm>
<http://www.in.gov/idem/nps/3431.htm>
<http://in.gov/idem/cleanwater/2454.htm>
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<http://givehcgrowhc.org/hccf-announces-fall-grant-opportunities>
<http://subaru-sia.wix.com/sia-foundation#!apply/ckmr>
<http://www.gannettfoundation.org/contacts.htm>
<http://in.gov/idem/cleanwater/2453.htm>
http://www.epa.gov/brownfields/grant_info/
<http://pipta.org/wp-content/uploads/2014/04/Parking-Strategies-to-Support-Livable-Communities-CMAP.pdf>
<http://www.in.gov/arts/culturaldistricts.htm>
<http://www.nps.gov/tps/tax-incentives/before-you-apply.htm>
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<http://www.healthbydesignonline.org/documents/2015ISDHBicycleandPedestrianPlanFundingApplication.pdf>
<http://pipta.org/wp-content/uploads/2014/04/Parking-Strategies-to-Support-Livable-Communities-CMAP.pdf>
<http://www.in.gov/arts/culturaldistricts.htm>
<http://www.nps.gov/tps/tax-incentives/before-you-apply.htm>
<http://subaru-sia.wix.com/sia-foundation#!apply/ckmr>
<http://www.preservationnation.org/resources/find-funding/special-funds/#.VgrpP02BFVI>
<http://www.in.gov/ocra/2331.htm>

APPENDIX B- Zoning Map



APPENDIX C- Survey Results

APPENDIX C- PUBLIC SURVEY RESULTS



APPENDIX C- PUBLIC SURVEY RESULTS

GREENFIELD HAS

Answer Options	Strongly Disagree	Disagree	Agree	Strongly Agree	Rating Average	Response Count
An adequate supply of connected, well-maintained	51 9.12%	199 35.60%	281 50.27%	28 5.01%	2.51	559
Well-maintained roads	58 10.38%	189 33.81%	289 51.70%	23 4.11%	2.50	559
High quality recreation areas	72 12.97%	233 41.98%	214 38.56%	36 6.49%	2.39	555
Access to quality healthcare	22 3.96%	55 9.91%	340 61.26%	138 24.86%	3.07	555
Access to healthy food options	90 16.25%	228 41.16%	192 34.66%	44 7.94%	2.34	554
Sufficient quality dining options	98 17.56%	242 43.37%	177 31.72%	41 7.35%	2.29	558
Sufficient quality retail options	175 30.59%	265 46.33%	100 17.48%	32 5.59%	1.98	572
Sufficient job opportunities	63 11.54%	192 35.16%	259 47.44%	32 5.86%	2.48	546
Excellent schools and education opportunities	22 3.96%	89 16.04%	349 62.88%	95 17.12%	2.93	555
Safe streets for walking and biking	48 8.65%	148 26.67%	300 54.05%	59 10.63%	2.67	555
An adequate supply of arts and entertainment venues	68 12.25%	230 41.44%	221 39.82%	36 6.49%	2.41	555
Greenfield has become a better place to live over the	25 4.57%	93 17.00%	354 64.72%	75 13.71%	2.88	547

APPENDIX C- PUBLIC SURVEY RESULTS

GREENFIELD IS

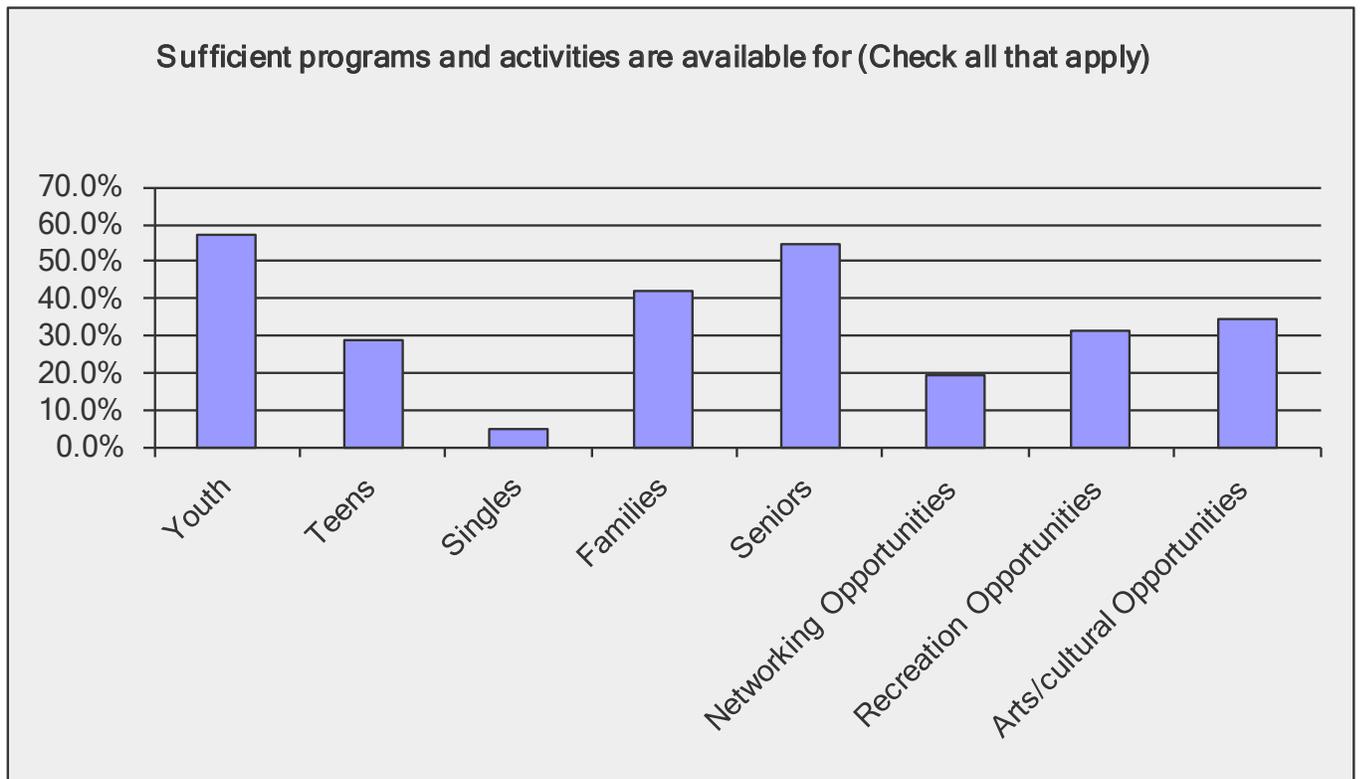
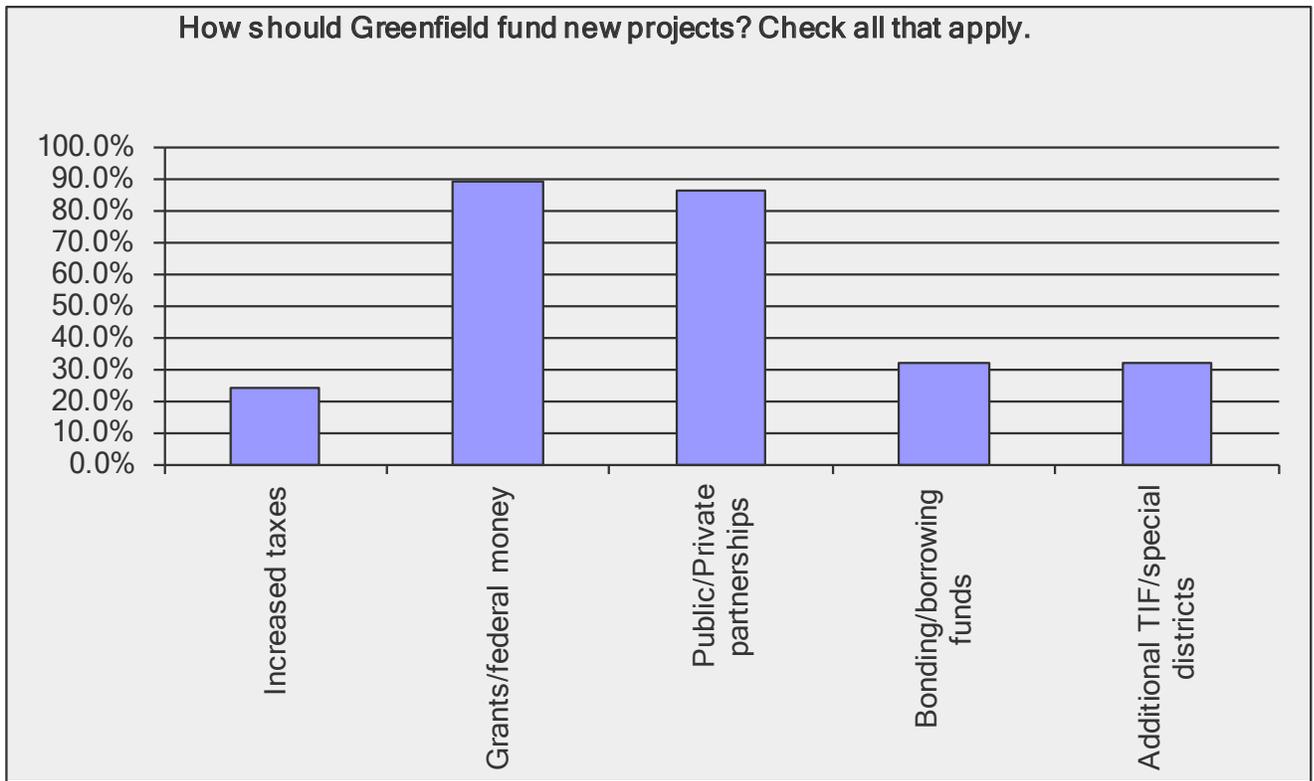
Answer Options	Strongly Disagree	Disagree	Agree	Strongly Agree	Rating Average	Response Count
A great place to raise a family	5 0.95%	27 5.12%	353 66.98%	142 26.94%	3.20	527
A great place to own a business	13 2.56%	120 23.62%	333 65.55%	42 8.27%	2.80	508
A great place to start a small business	16 3.14%	137 26.86%	318 62.35%	39 7.65%	2.75	510
A great place to own/buy a home	4 0.76%	38 7.21%	368 69.83%	117 22.20%	3.13	527
An affordable place to live (housing costs, groceries.	17 3.23%	47 8.92%	332 63.00%	131 24.86%	3.09	527
Encouraging high quality residential development	37 7.13%	187 36.03%	261 50.29%	34 6.55%	2.56	519
Encouraging high quality commercial developments	41 7.96%	186 36.12%	254 49.32%	34 6.60%	2.55	515
Where I do most of my shopping (non-food)	200 38.10%	200 38.10%	96 18.29%	29 5.52%	1.91	525
Where I do most of my grocery shopping	23 4.36%	56 10.63%	273 51.80%	175 33.21%	3.14	527
Where I go to have fun	150 28.63%	271 51.72%	87 16.60%	16 3.05%	1.94	524

APPENDIX C- PUBLIC SURVEY RESULTS

GREENFIELD NEEDS/SHOULD

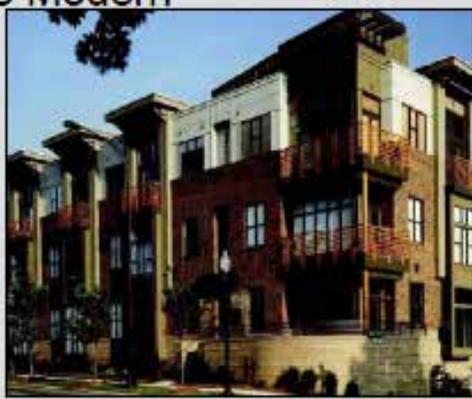
Answer Options	Strongly Disagree	Disagree	Agree	Strongly Agree	Rating Average	Response Count
Better signage to direct people to public parking in the	11 2.14%	188 36.58%	258 50.19%	57 11.09%	2.70	514
Signage near I70 directing people to the hospital.	12 2.34%	113 22.03%	310 60.43%	78 15.20%	2.88	513
A north/south trail for pedestrians/cyclists to access	14 2.74%	78 15.26%	269 52.64%	150 29.35%	3.09	511
A north/south alternative to SR 9 for motorists	21 4.07%	86 16.67%	188 36.43%	221 42.83%	3.18	516
To require more landscaping in commercial areas	17 3.42%	188 37.83%	197 39.64%	95 19.11%	2.74	497
Improved sidewalk connectivity in commercial areas	8 1.56%	72 14.06%	270 52.73%	162 31.64%	3.14	512
Comments						
Greenfield should...						48
Answer Options	Strongly Disagree	Disagree	Agree	Strongly Agree	Rating Average	Response Count
Allow urban farming (non-animal) in any zone	31 6.64%	105 22.48%	238 50.96%	93 19.91%	2.84	467
Allow urban farming (animal-based) in any zone	79 16.88%	243 51.92%	116 24.79%	30 6.41%	2.21	468
Take an active role in development decisions within	12 2.55%	38 8.09%	304 64.68%	116 24.68%	3.11	470

APPENDIX C- PUBLIC SURVEY RESULTS



APPENDIX C- PUBLIC SURVEY RESULTS

Front Garage/Parking



Upper-story Housing



APPENDIX C- PUBLIC SURVEY RESULTS

Scenic/Nature Trails



Open Music/Entertainment



Mixed-Use on Major Trails



Sculptures



Scenic/Natural Areas



Community Gardens



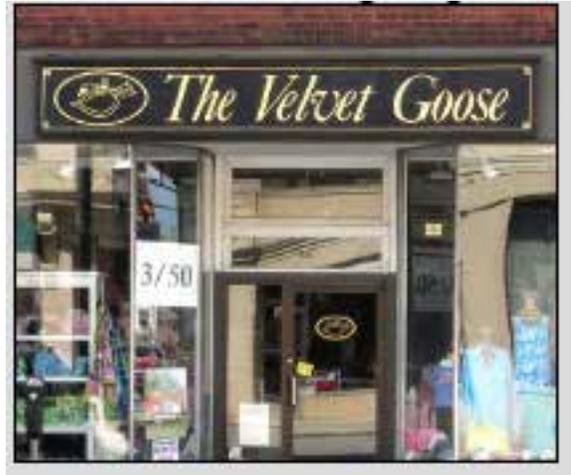
Maintained Open Space



Art/Green Space in Alleys



APPENDIX C- PUBLIC SURVEY RESULTS



The preceding images all were ranked higher than 3.5 on a scale of 1-5, with one being strongly dislike and five being strongly like in the Visual Preference Survey. Some surveys were not completely filled out, which could cause some skew in the results. Please see the Planning Department for further discussion on the results of the Visual Preference Survey.

APPENDIX D- Local Action Plans

APPENDIX D- LOCAL ACTION PLANS

Greenfield Coalition Committees 2015 Mission and Action Plans

Entrepreneurship, Downtown Business & Food							
Promote what already exists in downtown Greenfield and encourage new business and opportunities for fresh local food and entertainment for all ages							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
Support Existing Businesses	High 6	Longevity	Doable	Chamber SBA Score GMSI	Chamber SBA Score GMSI	Yes/Quarterly	Support DT Business
Support New Businesses	Med 3	Longevity	Doable	Chamber SBA Score GMSI	Chamber SBA Score GMSI	Yes/Monthly1st Year	Support DT Business
Promote Visitors Tourism	High 6	Increase Traffic/\$\$\$	Doable	Visitor Bureau Tourism	Visitor Bureau Tourism	Yes	\$\$\$
"B2B" Relationships	High 6	Immeasurable	Doable	Other DT Businesses	Other Businesses	Yes	Improve business practices
Shop Local	Med 3	Increase Traffic/\$\$\$	Doable	Chamber GMSI Daily Rep. Social Media	Chamber GMSI Daily Rep. Social Media	Yes	Increase traffic/\$\$\$
People Traffic	Med 3	\$\$\$	Doable	Hotels/Events/Chamber GMSI Social Media	Hotels Chamber GMSI	YES	\$\$\$
Signage	High 5	Guest Experience (Positive)	Doable "Cost"	City Grants	City		Positive Guest Experience
Historic Preservation							
To restore and preserve the functionality and attractiveness of our significant architectural heritage							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
Update Zoning Ordinance	9-General Business now need mixed use	Land use control-Any use now allowed now except residential	Need Assoc. planner & a consultant	HP Committee will review	IN Landmark Council/Plan Commission TIF	law-wi	Promote desirable land uses
Façade structural Loan Fund	8-Need exceeds many owner's ability	Lesson high mount costs/save historic structures heritage	Yes	Review Warsaw program IN Landmarks Mark Dolace	Red. Commission GMSI-Credit Greenfield Bank will administer		Heritage presentation sustainability
Combine TIF's	7-Current TIF won't create real capital	All city to purchase land & drive econ development	need community conversation buy in	Nick Lile Buzz Hrohn IACT	Mayor, Council, Redev Commission	25 years	Ability to provide real & impactful public improvements
Parking Study	6-Perception of no parking 650 private, 384 public, 700 on street	Allow for infill of surface lots	\$1,500/spare for a garage/need better mngt.	Assoc. Planner	City County housing Committee Exon Restructuring Committee		Infill dev attracts more retail increases urban walkability
Sign design guidelines	5-Sign need	Usual impact	Yes	HP committee can help Historic Landmarks	Historic Board GMSI & façade grant		Improve visual
City Hall Infill	4-Mixed feelings most consider it an eyesore	Create a more authentic historic core by bringing bldg. to sidewalk	Told not that expensive	Façade Improvement Loan Fund TIF Grant?			Improved walkability score/more inviting
Downtown Investment Group	3-				"HCCF" Fitness Sustainable green committee All committees		
Co-op Granary Re-use	2-						Save important icon
Memorial Bldg. Health Amenity	1-						Save important icon
Fitness Committee							
Promote connectivity of existing and future trails to provide synergies with various amenities							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
Goal: Connect Pennsy Trail to North St. Via New Pathway Way-finding & interpretive signage	5	1	5	RIF: City-County, Arts Council, Donations, Hospital, Fitness Center	Arts Comm, Schools, Local Service, Business Groups, Hospital, Fitness Center	City Parks or Street Dept., Service Group	Active Living, Walkable downtown
Specialty pavement	4	2	3-4 Art Comm?	RIF: City-County, Arts Council, Donations, Hospital, Fitness Center	Arts Comm Schools, Local Service, Business Groups, Hospital, Fitness Center	City Parks or Street Dept., Service Group	Active Living, Walkable downtown
Planting & Artwork	3	4	3-4 Art Comm?	RIF: City-County, Arts Council, Donations, Hospital, Fitness Center	Arts Comm, Schools, Local Service, Business Groups, Hospital, Fitness Center	City Parks or Street Dept., Service Group	Active Living, Walkable downtown
Lighting	2	3	2 City	RIF: City-County, Arts Council, Donations, Hospital, Fitness Center	Arts Comm Schools, Local Service, Business Groups, Hospital, Fitness Center	City Parks or Street Dept., Service Group	Active Living, Walkable downtown - Safety
Urban Park	1	5	1 City	RIF: City-County, Arts Council, Donations, Hospital, Fitness Center	Arts Comm, Schools, Local Service, Business Groups, Hospital, Fitness Center	City Parks or Street Dept., Service Group	Active Living, Walkable downtown

APPENDIX D- LOCAL ACTION PLANS

Greenfield Coalition Committees 2015 Mission and Action Plans

Arts Committee							
To create and sustain opportunities for continuous bonds of common interest through the "Arts"							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
Create Opportunities for Public Art on the Pennsy Trail.....4.42	3	2	6	6	6	6	2
Create Food/Art/Literature Districts.....4.42	6	6	4	4	4	2	5
Create Riley Art & Literary Trail.....4.0	5	3	3	3	5	3	6
Create Main, north and South street Corridor Improvements.....3.18	4	5	2	2	2	4	3
Develop New & Coordinating Existing Dtown Festivals & Events.....2.57	2	1	5	5	3	1	1
Create New Urban Park at South & Pennsylvania Streets.....2.42	1	4	1	1	1	5	4
Festival Committee							
Engage, educate, and entertain young and old through destination-worthy festivals							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
Plan street festivals to take place along the North Street corridor, between State and Pennsylvania streets. Festivals can focus on the coalition's key focus areas like fitness, food, and art.	Need high-there are already existing events downtown (Chalk Fest, summer concert series) but this creates another ongoing community event in a specified corridor	Immediate upon date of festival-gives residents and visitors something fun to do, enhances sense of community	Very feasible. First event-a fitness festival-Will be May 16	Community partners (mayor, police, street commissioner, hospital) have already joined forces and are pitching in.	Coalition committees-food, art, fitness		Ideally this May 16 North Street Fitness Festival will be a great success and we'll feel confident in moving forward to plan other festivals, including a proposed Fourth of July festival, a fall arts festival and possibly a New Year's Eve celebration.
Housing Committee							
Maintain the small community feel, accessible to Indianapolis							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
Encourage adaption of existing downtown and 2nd story spaces into housing	High	Depends on speed of Development	Research building codes, barriers, money, ADA, and sprinklers	City Incentives (TIF) Tax abatement, Grants, IRS Sec 42, HUD Home, City Staff	City, Business, School Corp, Banks Hospitals, Development, Prop. Owners, Tax Payers, Hist. Prev.	Long Term, Be self supportive in 10 years	It is possible to Live & Work in Downtown Greenfield
			Assessment of # of buildings available for 2nd story demand: who				
Encourage Infill	High	Depends on # of available lots	Good	City to identify vacant lots, owners, willing sellers, condemn, political will	City, Property Owners, Realtors, bankers, Historic Preservation	Intermediate Money	New Housing increased tax base, neighborhood revitalization
Encourage Multi-Generational Housing, Walk able Accessible	Moderate	Depends on Demand	Good	City to identify vacant lots, owners, willing sellers, condemn,	City, Property Owners, Realtors, bankers, Historic Preservation	Demand over time	New Housing increased tax base, neighborhood
Assemble RFO's from Developer's		Money could slow housing projects	Good	City, Local Developers	City, Developers, Plan Commission, BZA	Demand, Price, Profit	New Housing increased tax base, neighborhood

APPENDIX D- LOCAL ACTION PLANS

Greenfield Coalition Committees 2015 Mission and Action Plans

Education Committee							
Attract educational partners to establish quality programs in downtown spaces							
ACTION ITEMS	Need	Impact	Feasibility	Resources	Collaboration	Sustainability	Outcome
We need more Licensed Childcare/Early Education Centers	10...We are hearing from numerous constituents that such a need exists. The fact that only two licensed childcare facilities are open in the county validates this need.	8 It would bring more professionals to the city to live	It can be done with the support of multiple constituents	There are some vacant buildings that could accommodate the needs of childcare centers. There is also an abundance of land that could be developed.	City (Mayor), Economic Development, Schools and Large Employers	Yes...community constituents and employees of the large corporations in Greenfield will always have children.	Creating such childcare centers would bring more professionals to the city to live, and more jobs for childcare providers
Re-Establish the farmers market	5...Moderate	It can benefit families from all different income levels	Very "doable"	Multiple places where this can be housed within the city limits	cooperation among city officials, local vendors (farmers) and consumers would be needed	Yes...there will always be consumers interested in fresh produce, and we hope there will always be local farmers to provide it.	Provides fresh produce at reasonable rates and improves local economy
Develop / coordinate downtown festivals	5...Moderate	We want all community constituents to have pride in our fine city. Festivals can be one avenue for creating such pride.	It can be done	We have some passionate people who are willing to volunteer a lot of time to ensure that this happens.	city officials: city hall, police, etc. / vendors / community volunteers	Yes	Creates internship (work study) opportunities for high school students and it inspires community pride that can be reinforced in the K-12 educational setting.
Create downtown housing options	7...Moderate to High need	There is a growing demographic of people who are interested in living in a downtown setting.	Yes, but there are some clear barriers.	There is limited property in the current downtown area that can be used for this type of housing. There is, however, still plenty of land in the city limits that could be improved for new housing options in the downtown area.	city officials and business developers	yes, as long as people want to live in this type of area (if the trend continues)	These housing options would appeal to more families, who in turn would bring more children to the area for educational support
Increase the Riley Art and Literacy Trail	5...Moderate	Moderate impact currently. Of course, we hope that the city constituents would begin to actively participate in higher levels, thus increasing the impact.	Yes, with appropriate funding and vision for appropriate improvements, it can be done.	This city's commitment: city officials and vested community members serving on this (and similar) committees.	city officials and private donors	yes, it is sustainable. There is the initial cost associated with this project, and there are on-going costs to maintain the improvements.	If the trails would include the downtown schools, it could add value to the experience for both walkers and for the students in the schools. Students and educators could assist with adding content to the trail.
Create an Education Conference Site	6...Moderate Need	Many city constituents would like to increase their levels of education beyond high school, yet traditional college campus settings do not work with their lifestyles. Others community constituents have already achieved college degrees, yet they need to continue their learning. Some of these community members would benefit from local opportunities.	It can be done. Our community has struggled to make this happen in the last two decades, despite a few different attempts. Other similar communities have pulled this off.	We have some facilities (such as renting space from the local schools or library) and we have educated professionals living in or near the community who could provide the training.	city and educational institutions	yes, it can be sustained if it is done well	It would increase post-secondary opportunities, and thus, improve the quality of life for many citizens in our city. / It could also increase the opportunities for continuing education training for current professionals.