



# GREENWOOD COMPREHENSIVE PLAN

APPROVED BY COMMON COUNCIL RESOLUTION NO. 24-11



*Old Town Greenwood and the intersection of Main Street and Madison Avenue has long been the heart of the community. This photo, also shown on the cover, was submitted by Quincy Schuessler and selected as the winner of the Comprehensive Plan photo contest. Source: Quincy Schuessler.*

# ACKNOWLEDGMENTS

The City of Greenwood Comprehensive Plan would not have been possible without the tremendous input, feedback, and expertise of the project steering committee, city leadership, and staff. We would also like to give a special thank you to the many residents and business owners who generously devoted their time and ideas in the hopes of building a stronger Greenwood.

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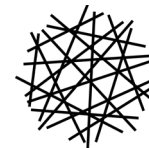
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*Native prairie plantings in Old City Park.*



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01

# EXECUTIVE SUMMARY





## INTRODUCTION

The City of Greenwood Comprehensive Plan will serve as a “blueprint for the future” and help Greenwood leaders, staff, boards, and commissions make informed decisions regarding future development and redevelopment and guide investment across the community for years to come. Organized around the city’s Four Pillars: Public Safety, Infrastructure, Economic Development, and Quality of Life, with additional goals and strategies related to Land Use. The comprehensive plan is an important tool that allows residents, business owners, and property owners to provide direction on the future of Greenwood.

Greenwood’s previous comprehensive plan was adopted in 2007 and updated in 2012. While a number of other plans have been created since then related to the downtown area, parks and recreation, transportation, utilities, and more, an overall update to the city’s land use plan and policies for the future has not occurred. Greenwood has made significant investments in quality of life amenities, community facilities, and infrastructure and attracted tremendous private investment in the form of residential, commercial, and industrial development projects. The 2007 Comprehensive Plan identified growth opportunities to the east, south, and west. Development continues to occur in these directions, but developable acreage and annexation opportunities are decreasing as Greenwood municipal limits now

## PURPOSE

abuts sections of Whiteland and New Whiteland to the south. It is important for Greenwood to communicate a more detailed vision for outward growth while also focusing on reinvestment in established areas of the city. There are opportunities to redevelop and transform key properties, enhance existing corridors and districts, and strengthen established neighborhoods with additional amenities and connections. More than anything, the comprehensive plan is an opportunity to engage the next group of community leaders and ensure the plan reflects the goals of current residents and results in development that meets community expectations.

The purpose of the comprehensive plan is to evaluate existing conditions in the community, including demographic and socio-economic trends since the last planning process, and inventory the built and natural environment. This analysis is paired with community engagement to establish a clear and unified direction for the future. A series of strategies and action steps are then detailed to translate the broader goals into actionable projects and initiatives. The purpose of having and implementing the comprehensive plan is to ensure Greenwood remains attractive and desirable to existing residents and businesses, and creates opportunities to attract new ones.

Once adopted, the comprehensive plan will be an official policy guide for Greenwood. It will be used by staff, elected officials, and appointed boards and commissions when reviewing and making decisions about zoning and development proposals. It also serves as a marketing and communications tool to attract investment and keep Greenwood residents engaged in the future of the community. Comprehensive plans are also a prerequisite for communities who want to enforce their own zoning ordinances, as a community vision for development is the foundation for effective zoning codes.

FIGURE 1.1: PLANNING PROCESS SUMMARY





## PROCESS

The Greenwood Comprehensive Plan was built on a foundation of community participation, analytical research, and knowledge from city leadership, staff, and other stakeholders. The process was guided by a project steering committee that included elected and appointed leaders, city staff from multiple departments, residents, business owners, and representatives from many community organizations. The plan's creation took place over a 15-month period from July 2023 to September 2024 and included various community engagement opportunities ensuring Greenwood residents were directly informing and confirming plan recommendations. Engagement opportunities included in person workshops and open houses, online surveys, an interactive online mapping tool, booths at community events, and regular updates to the Common Council and Plan Commission at their meetings.



*The community engagement process included outreach to many groups, including the Greenwood Community High School Student Council.*

# PLAN ORGANIZATION

The comprehensive plan is organized into 11 chapters, identifying the opportunities and issues that will influence planning trends over the next 10 years and charting a path for the future. These chapters include:

**01 Executive Summary:** This chapter introduces the comprehensive plan, why it was time to update it, the process that went into creating the plan, how it is organized, and the key initiatives coming out of the planning process.

**02 Introduction:** The Introduction chapter describes what a comprehensive plan is and how it is used, state code requirements for comprehensive plans, the planning area, and additional detail about the planning process.

**03 Background:** The Background chapter summarizes demographic, housing, and employment trends as well as physical conditions related to the transportation network and existing land use pattern.

**04 Community Engagement:** This chapter presents the results of engagement opportunities offered throughout the process and the key themes that were identified.

**05 Land Use:** The Land Use chapter outlines strategies to achieve Greenwood's goals for land use and development and includes the Future Land Use Map and future land use classifications.

**06 Infrastructure:** The Infrastructure chapter details strategies to ensure a safe and effective transportation network

and other utility infrastructure systems needed to serve existing and future residents and businesses. It includes the Future Thoroughfare Map and functional classification descriptions.

**07 Quality of Life:** This chapter includes goals and strategies to ensure Greenwood remains a desirable and attractive community for residents and provides the services and amenities they desire. It also includes a Future Parks and Trails Map.

**08 Public Safety:** The Public Safety chapter outlines strategies to make sure Greenwood continues to offer superior public safety services that grow as the community grows.

**09 Economic Development:** This chapter presents strategies related to retaining and attracting diverse job opportunities in Greenwood and sustaining a tax base that allows for continued investment in community facilities, infrastructure, and amenities.

**10 Focus Areas:** The Focus Areas chapter provides more detailed recommendations related to land use, development character, transportation improvements, and quality of life amenities for six key areas in Greenwood.

**11 Implementation:** The Implementation chapter focuses on how to use and update the comprehensive plan, as well as key funding opportunities that could be pursued to help implement key plan recommendations and initiatives.

**Appendix A:** The Existing Conditions Report covers the demographic, socioeconomic, and current physical conditions of Greenwood. This report was developed and updated during the planning process and provides additional detail to topics covered in 03 Background.

**Appendix B:** The Community Engagement Report summarizes all public feedback and input gathered over the course of the planning process. This report provides additional detail to topics covered in 04 Community Engagement.



*Greenwood recognizes the value of parks and recreation amenities and their impact on resident quality of life.*



## KEY INITIATIVES

Several themes were repeatedly identified over the course of the planning process, through surveys, discussions, and feedback with residents, business owners, city leaders, and other subject matter experts. These common themes have informed key initiatives to be pursued after comprehensive plan adoption. They represent critical next steps in creating a working plan to implement the recommendations of the comprehensive plan. Implementation of these projects and initiatives is dependent on several factors including city capacity and resources, private sector investment, resident buy-in, state and regional partner support, and in some cases, the city's ability to acquire low interest loans, grants, and other funding sources. The priority initiatives are:

### **Continue transportation improvements to enhance safety and reduce congestion.**

A safe and effective transportation network is critical in supporting residents' quality of life and realizing economic development goals. Transportation concerns were one of the most common items brought up through community engagement efforts.

### **Enhance the bicycle and pedestrian network through continued trail development and crossing improvements at major thoroughfares.**

Greenwood residents value the many trails already in the community, but key gaps remain and major thoroughfares like State Road 135, U.S. 31, and I-65 act as

connectivity barriers. The city must focus on completing key routes and making crossings safer so that all residents can access Old Town, community parks, and other destinations by walking or biking.

### **Support redevelopment of and reinvestment in vacant and underutilized properties to strengthen established areas and add value to the community.**

Redevelopment and reinvestment in existing districts provides several benefits. For one, it is efficient because it often utilizes existing infrastructure and does not require costly extensions. Additionally, it grows the city tax base as post-redevelopment assessed value should represent a significant increase over the value of vacant sites and buildings. Finally, reinvestment turns what are frequently less attractive properties into energetic projects that can have a spillover effect on the surrounding area.

### **Grow public safety and other community services in conjunction with population and job increases.**

Everyone desires to live in a safe community, and safety is what has attracted residents to Greenwood for decades. Community perceptions voiced during the planning process point to residents feeling less safe, despite reductions in many crime statistics. Whether real or perceived, Greenwood must continue investing in public safety to provide the quality services residents expect and deserve.

### **Use new focus areas to diversify housing and job opportunities.**

It can be difficult to incorporate new building types into developed areas of the community given the already established character, scale, and intensity. As such, new growth areas should be looked at as an opportunity to develop more varied housing types serving residents of all ages, and interchange areas should be used to attract quality jobs that help to diversify the Greenwood economy.

### **Invest in utility infrastructure to guide development and manage the pace of growth.**

Sanitary sewer service is critical infrastructure for almost all development. By annexing property into town limits and providing sewer service, Greenwood is in a much stronger position to manage the type, intensity, and timing of new development.







## WHAT IS A COMPREHENSIVE PLAN AND HOW IS IT USED?

A comprehensive plan is a guiding document used by elected officials and community leaders to establish a long-range vision for the community. As a statement of official policy, comprehensive plans are important tools that should be used daily to inform land use, infrastructure, and other community development decisions. This then provides the policy basis for zoning regulations and other construction and development standards. Existing conditions research and analysis, including a profile of community demographics, economics, and an inventory of the built and natural environment, helped lay the foundation for the goals, strategies, and action items outlined in the plan. Community stakeholders, including people living, working, and operating businesses in Greenwood were also asked to provide input to inform development of the plan.

Indiana Code requires that comprehensive plans must contain:

- A statement of objectives for the future development of the jurisdiction.
- A statement of policy for the land use development of the jurisdiction.
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

## WHY NOW?

The comprehensive plan is adopted as a resolution by the Greenwood Common Council after a public hearing and recommendation from the Greenwood Advisory Plan Commission. As a resolution, the comprehensive plan serves as a guide, but is not legally binding. The Greenwood Unified Development Ordinance and other city ordinances then serve to implement the recommendations of the comprehensive plan in a legally enforceable manner, just like speed limits and other laws.

Greenwood is a great place to live and raise a family, own a business, and visit for recreation and entertainment. This is evident by population, housing, and employment growth trends. Communities are dynamic and change will continue to occur. New residential subdivisions have been approved but not yet built, the city is in the process of designing transportation and utility infrastructure improvements, and development interest will continue. What is important is that as the community changes, it's in accordance with Greenwood's community vision and for the better.

Greenwood's previous comprehensive plan was adopted in 2007 and updated in 2012. Many of the goals and recommendations included in that plan have been accomplished and changing conditions have resulted in other goals needing to be updated. The plan mapped areas as "Established City," "Developing City," and "Area of Interest." Development is occurring in the "Area of Interest" and it is critical Greenwood has a plan to evaluate and manage this growth. Large areas east of Interstate 65 (I-65) were classified as "Mixed Use" on the Future Land Use Map. While this provided some flexibility in making land use decisions, it resulted in widely varied land use petitions as developers argued residential, commercial, and industrial development could all be considered mixed use. That has left the city in a position to have to be reactionary to development proposals. By creating a new comprehensive plan, Greenwood is taking a pro-active approach to guiding land use and development in these areas.

Greenwood has been able to use growth to benefit existing residents and businesses with continued investments in public safety, infrastructure, and quality of life amenities. This reinvestment focus will become more important as outward growth opportunities start to decrease. Greenwood must focus on increasing value and vibrancy along established commercial corridors, through



*Recent investments in Old Town Greenwood include new brick paver sidewalks, lighting, and furnishings.*

the downtown area, and in neighborhoods, while ensuring residents are not displaced as home values rise.

Planning does not have a starting and stopping point. Although the comprehensive plan was last updated in 2012, Greenwood leaders and staff have continued to plan for the city's success. However, the city recognized in early 2023 that it was time to create a new comprehensive plan to update the overall vision for the community. Since 2007, Greenwood has grown by more than 19,000 residents and it was time for the community to come together and develop a "blueprint for the future."

## PROCESS

The Greenwood Comprehensive Plan process began in July 2023 with formation of the project steering committee. This committee was made up of representatives from the Greenwood Common Council, Advisory Plan Commission, Board of Zoning Appeals, Redevelopment Commission, other city boards, community organizations, residents, business owners, education leaders, and city staff. Broader community outreach occurred using the city's social media accounts and a project specific website. These mechanisms, as well as physical signs, fliers, and interstate billboards, were used to advertise in-person and online engagement opportunities including a community workshop, online

survey, interactive mapping application, booths at the farmers market and Greenwood High School football game, a community open house, and public presentation of the draft plan. The Greenwood Advisory Plan Commission held a public hearing and made a recommendation to the Common Council on September 9, 2024. The Greenwood Comprehensive Plan was approved by the Common Council on October 7, 2024 (with amendments). The Advisory Plan Commission affirmed the amended plan on October 28, 2024.



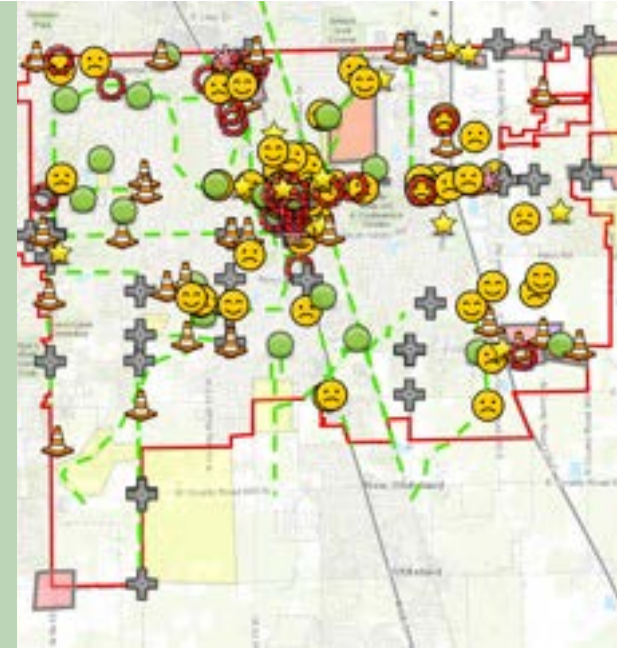
*Signs advertising the comprehensive plan process were placed at key locations around Greenwood, like this one along the Craig Park Trail.*





## COMMUNITY WORKSHOP

The community workshop was held early in the process to identify opportunities and issues present in Greenwood, and to start establishing the goals that would drive plan development.



## COMPREHENSIVE PLAN STEERING COMMITTEE

The comprehensive plan steering committee met six times during the planning process. Meetings typically included a presentation component and then a group discussion or interactive work session.



## ONLINE ENGAGEMENT

In addition to in-person meetings, online surveys and an interactive mapping tool were used to engage a broader audience.

## POP UP EVENTS

Community Development Services staff and members of the planning team attended the Greenwood Farmers Market and Greenwood High School versus Whiteland High School football game to get word out about the planning process and advertise other engagement opportunities.



## BIG IDEAS OPEN HOUSE

The Big Ideas Open House was used to share preliminary recommendations, confirm plan direction, and identify potential changes to the goal and strategies before drafting the comprehensive plan.

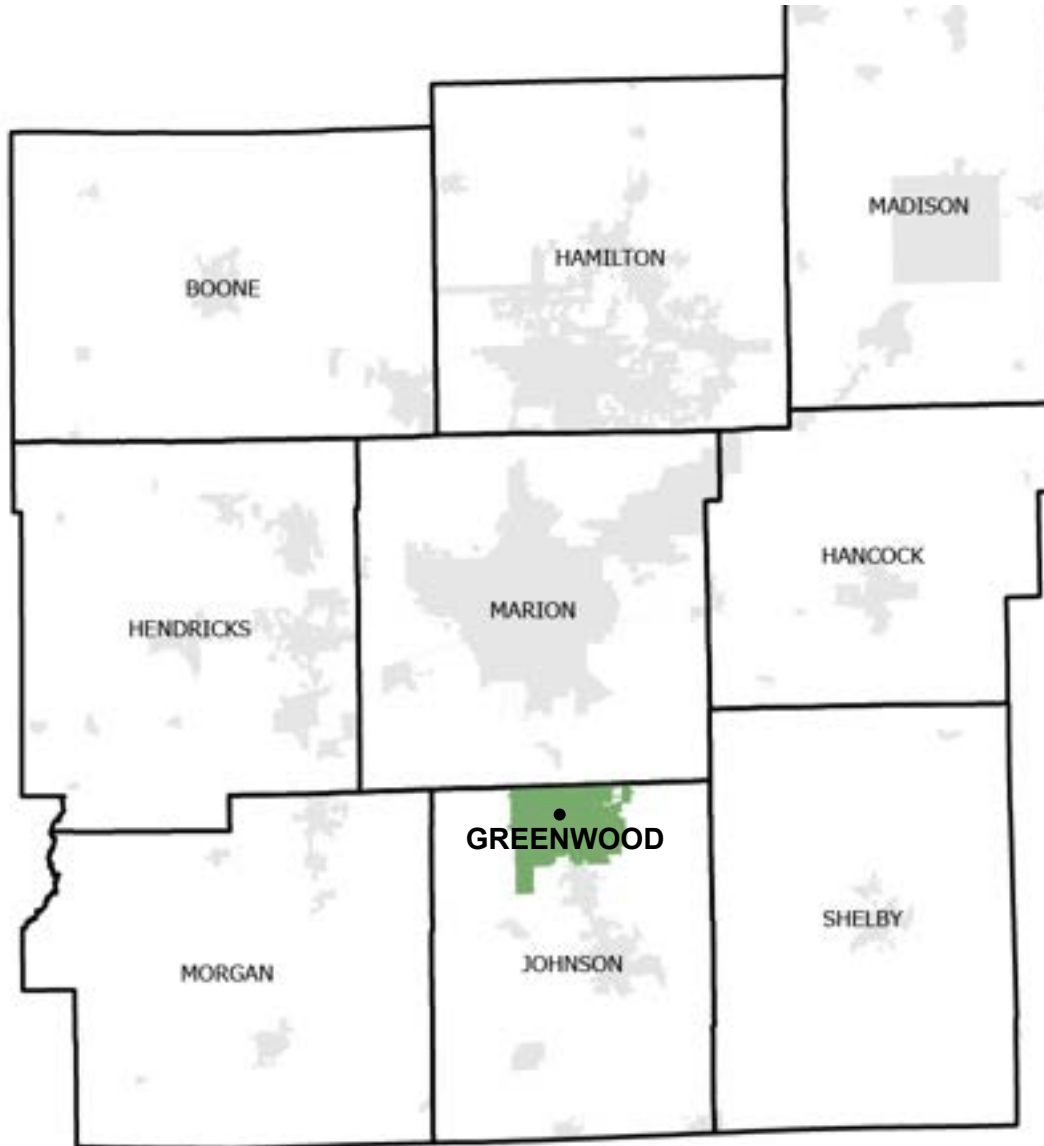


## STAKEHOLDER MEETINGS

A series of stakeholder meetings were used to gather input on a variety of topics including quality of life, education, economic development, housing, infrastructure, and transportation. Two meetings were held with high school students to ensure youth perspectives informed the plan.



**FIGURE 2.1: VICINITY MAP**

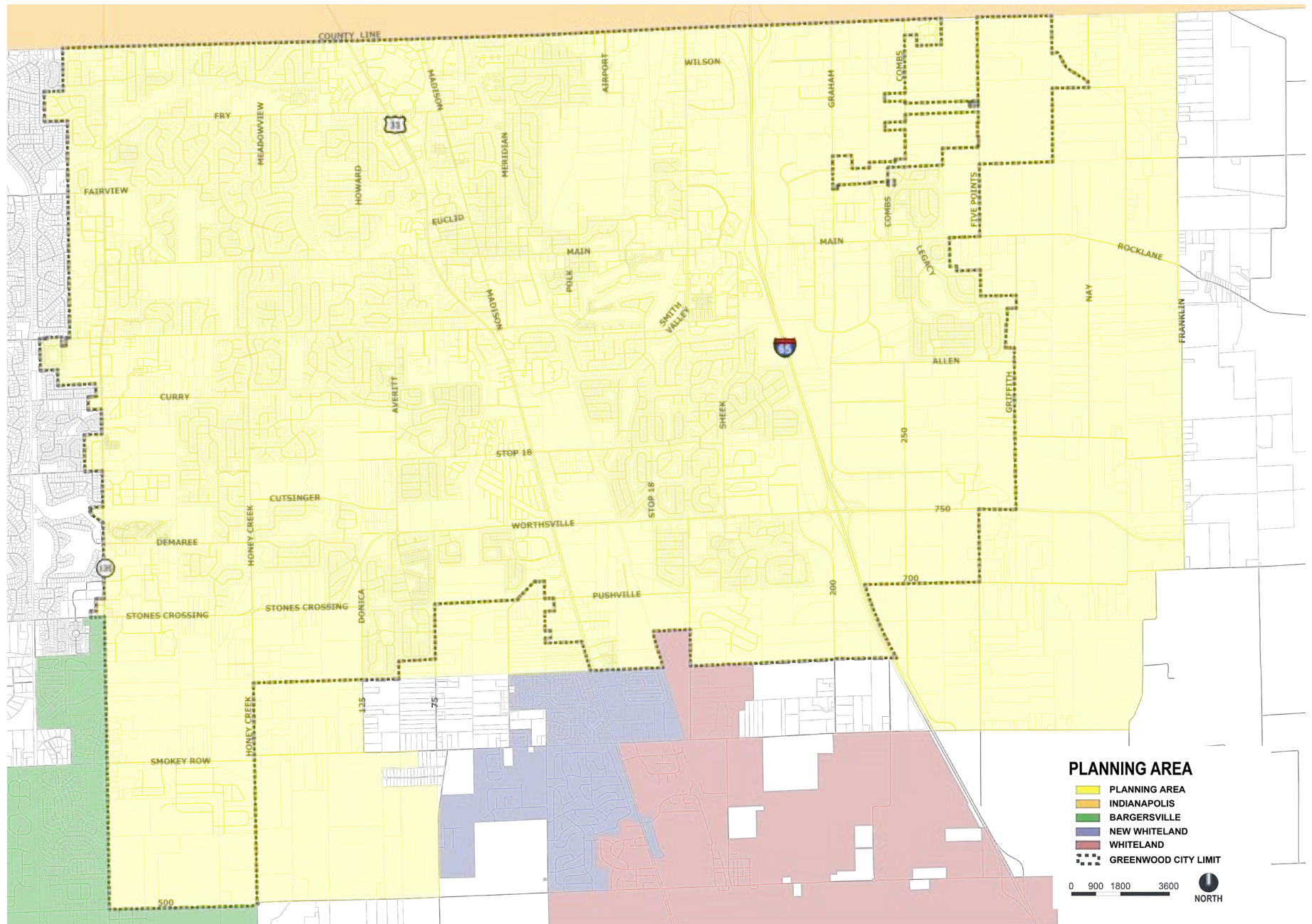


## PLANNING AREA

Located in Johnson County, Greenwood is the largest suburban community on the south side of Indianapolis. Spanning nearly 29 square miles and encompassing three townships, Greenwood boasts a unique mix of urban and rural landscapes crossed by multiple state highways. The City of Greenwood has the power to make planning and zoning decisions only within its municipal boundaries. However, to ensure compatibility of future growth and land use changes, an area larger than the current municipal boundaries was included through this process. The planning area includes all of Greenwood as well as additional parcels to the east and south as shown in Figure 2.2. This is not an official extra-territorial planning jurisdiction as recognized by state law, but this area will have an effect on the city's future tax base and utility service area should the municipal boundaries grow. Including this additional area in the comprehensive plan will allow the plan to guide the application of Greenwood's zoning classifications to properties that may be annexed.



**FIGURE 2.2: PLANNING AREA**









## INTRODUCTION

This chapter includes an analysis of the current demographic and socioeconomic conditions and trends occurring in Greenwood. It was used as reference when developing and reviewing the plan's goals, strategies, and implementation priorities. While shifting demographic and socioeconomic conditions may not be the sole reason behind the community's vision, these factors influence how policy changes and development projects are implemented in the future. The following analysis focuses on topics including population, housing, employment, transportation, land use, and more.

The demographic and socioeconomic data presented on the following pages was primarily gathered from the U.S. Census Bureau's Decennial Census counts and American Community Survey 5-Year Estimates; additional sources are cited directly. The full Existing Conditions Report can be found in the Appendix.



## COMMUNITY PROFILE

### POPULATION CHARACTERISTICS



**62,914**

POPULATION

(Source: 2021 ACS 5-Year Estimates)



**77.1%**

POPULATION CHANGE, 2000-2020

(Source: U.S. Census)



**35.8**

MEDIAN AGE

(Source: 2021 ACS 5-Year Estimates)



**\$71,159**

MEDIAN HOUSEHOLD INCOME

(Source: 2021 ACS 5-Year Estimates)

### EDUCATION



**91.2%**

POPULATION AGE 25+ WITH A HIGH SCHOOL DIPLOMA OR HIGHER

(Source: 2021 ACS 5-Year Estimates)



**31.8%**

POPULATION AGE 25+ WITH A BACHELORS DEGREE OR HIGHER

(Source: 2021 ACS 5-Year Estimates)

### EMPLOYMENT



**21.8%**

WORKFORCE IN THE EDUCATIONAL SERVICES, AND HEALTH CARE AND SOCIAL ASSISTANCE

(Source: 2021 ACS 5-Year Estimates)



**2.8%**

UNEMPLOYMENT RATE

(Source: 2023 Annual Avg., Indiana Dept. of Workforce Development)

### HOUSING



**57.9%**

OWNER-OCCUPIED UNITS

(Source: 2021 ACS 5-Year Estimates)



**36.9%**

RENTER-OCCUPIED UNITS

(Source: 2021 ACS 5-Year Estimates)



**5.2%**

VACANT UNITS

(Source: 2021 ACS 5-Year Estimates)



**\$265,387**

MEDIAN HOME VALUE

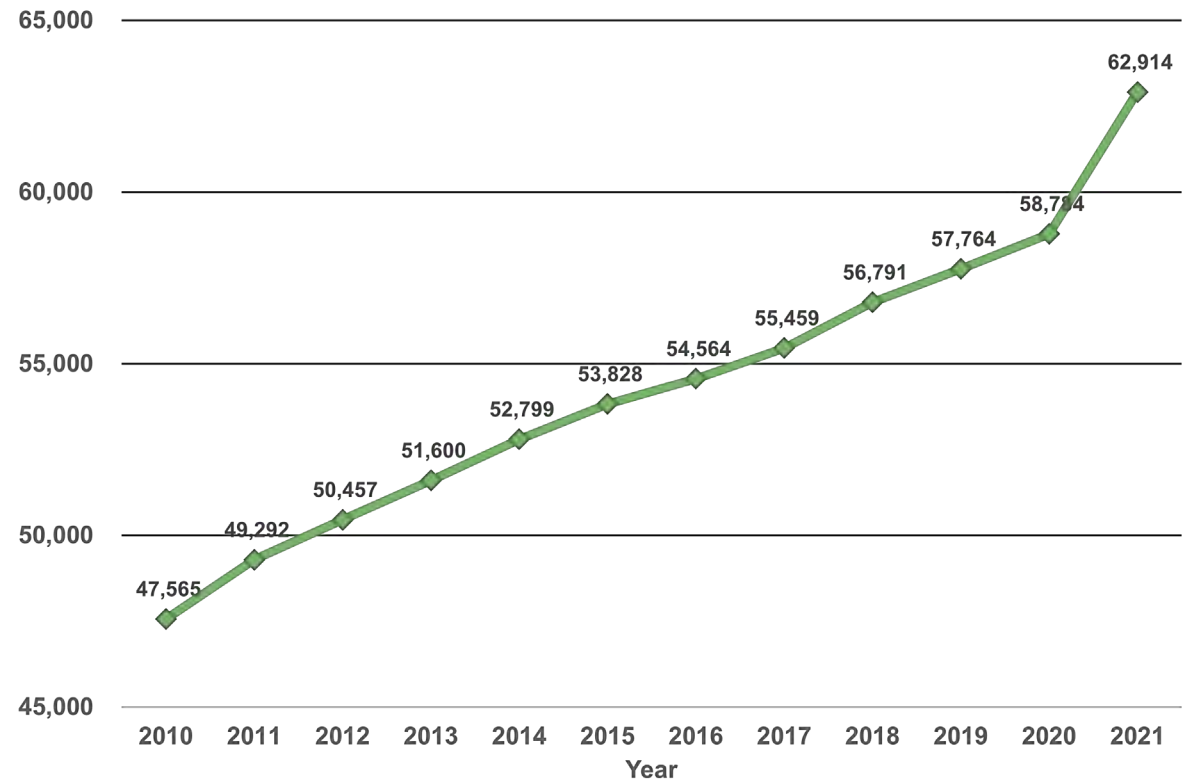
(Source: 2021 ACS 5-Year Estimates)

# WHO LIVES IN GREENWOOD?

Greenwood's population at the time of the 2020 Census was 63,830, an increase of over 30% from the 2010 population of 49,791 (2010 Decennial Census). This growth rate far outpaces the state's population change of 4.9% but is on par with comparable suburban communities in the Indianapolis metropolitan area. Greenwood comprises 38.3% of Johnson County's population and has fueled the county's 17.3% population growth over the past decade. Due to its proximity to Indianapolis and nationwide movement towards metropolitan regions, growth in Greenwood is likely to continue outpacing population trends throughout the rest of the state.

Housing data and demographics are continuously changing and organizations such as IHCD, MIBOR and ASPIRE research and report current annual trends.

**FIGURE 3.1 - POPULATION CHANGE OF GREENWOOD, 2010 - 2021**



**TABLE 3.1 - POPULATION CHANGE OF GREENWOOD AND PEER COMMUNITIES, 2000 TO 2020**

Community	2000 Population	2010 Population	2020 Population	2000 to 2020 Population Change (%)
Zionsville	8,775	14,160	30,603	248.8%
Plainfield	18,396	27,631	34,625	88.2%
<b>Greenwood</b>	<b>36,037</b>	<b>49,791</b>	<b>63,830</b>	<b>77.1%</b>
Johnson County	115,209	139,654	161,765	40.4%
Franklin	19,463	23,712	25,313	30.1%
Indiana	6,080,485	6,483,802	6,785,528	11.6%

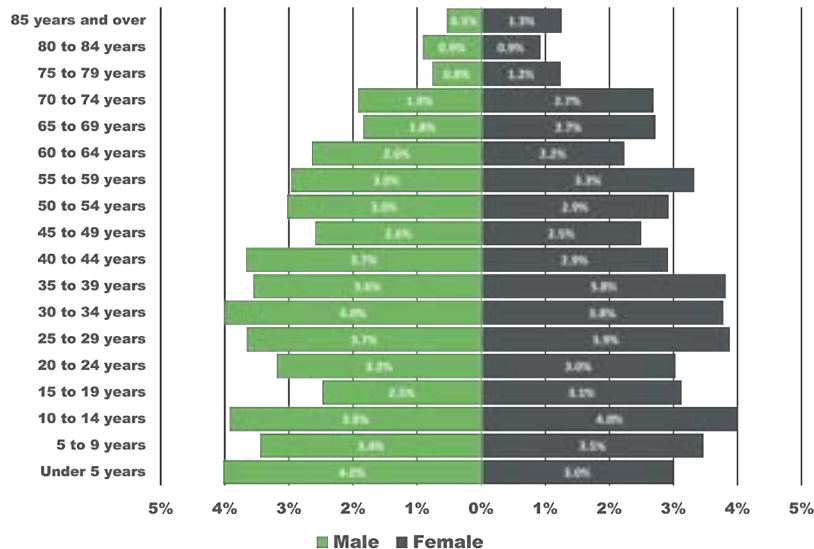
Source: US Census, Decennial Census, 2000, 2010, 2020.

## AGE

Greenwood has a median age of 35.8, which is 1.9 years older than in 2010. This increase in age over the last decade slightly outpaces the statewide median increase of 1.3 years. However, the community has also seen a rise in children under the age of 20 (27.4% of total population in 2010 to 29.2% in 2021) and young adults between the ages of 20 and 30 (13.7% of total population in 2010 to 15.2% in 2021).

The age pyramid in Figure 3.2 shows the breakdown of Greenwood's population based on age and sex. Greenwood's population shows a balance of growth between typical birthrates. Of the city's population over the age of one year, 9.6% moved to Greenwood from a different county and 2.9% from a different state. The age groups with the highest rates of migration to Greenwood are 18 to 24 years (26.8% of the age group moved to Greenwood from out of the county of state) and 25 to 34 years (25.3%).

**FIGURE 3.2 - POPULATION AGE PYRAMID, 2021**



Source: US Census Bureau, American Community Survey 5-Year Estimates, 2021.

## WHERE PEOPLE LIVE

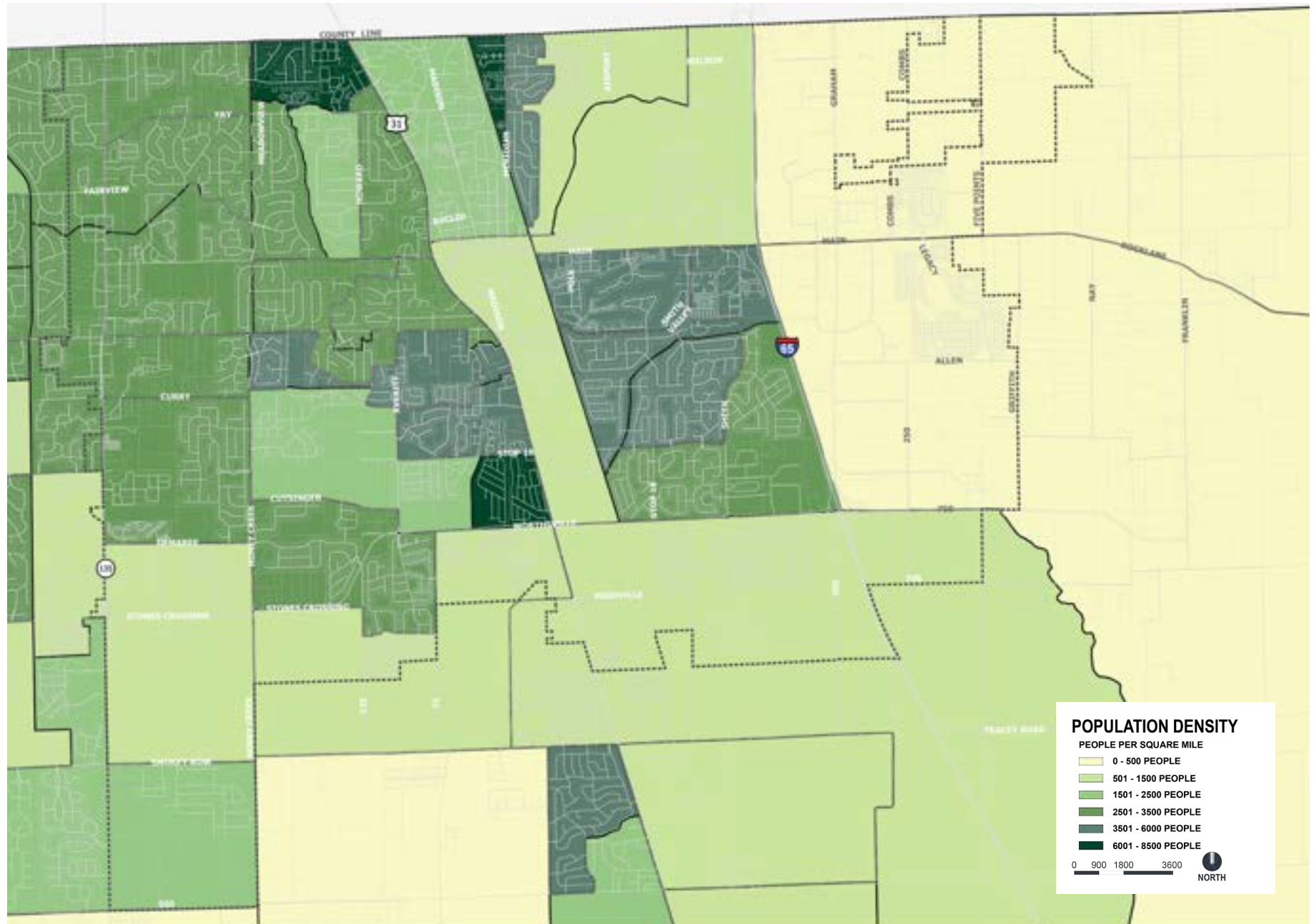
Greenwood's residents are not distributed equally across the city. Figure 3.3 on the following page shows population density across Greenwood by 2020 Census Block Group geography. The highest population densities, represented in dark green, reflect the locations of some of the city's larger apartment and mobile home complexes and include more than 6,000 residents per square mile. Greenwood's original neighborhoods east and west of Old Town and near County Line Road, west of the airport, are some of the denser neighborhoods. Despite being the location of many of the newer subdivisions, population density east of I-65 is the lowest in the city, under 500 people per square mile. These block groups are relatively large in area and include industrial and agricultural parcels, thereby reducing population density for each block group as a unit.



Greenwood has both new and old housing stock, such as this historic home in Old Town.



FIGURE 3.3: POPULATION DENSITY BY CENSUS BLOCK GROUP, 2020

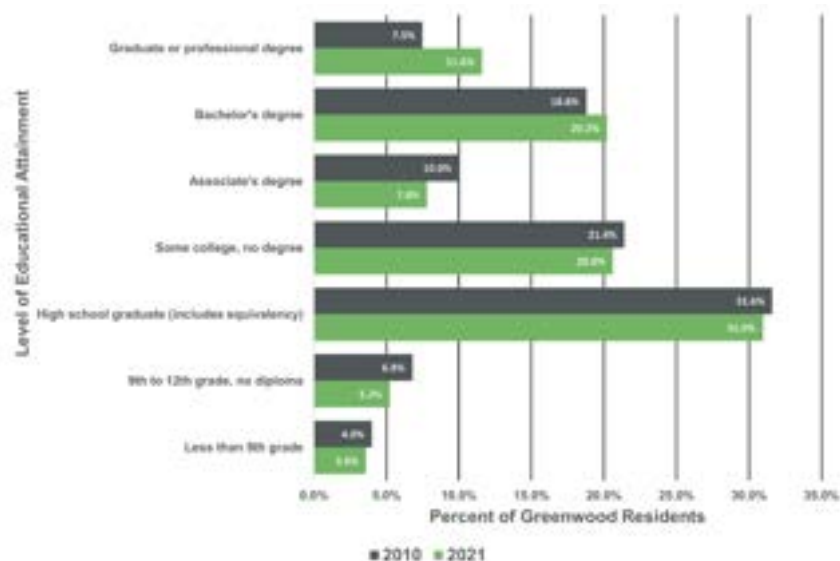


## EDUCATION

Of the 30,604 residents aged 25 years or older, 91.2% have graduated with a high school diploma, an increase of 1.9% over the previous decade. The percentage of Greenwood residents that have graduated with at least a bachelor's degree has risen just above 30% of the population, which is 4.3% higher than in 2010.

Greenwood is divided into three separate school districts. Greenwood Community Schools cover the majority of the downtown and neighborhoods surrounding the U.S. 31 corridor, Center Grove Community Schools cover the west side of Greenwood, and Clark-Pleasant Community Schools encompasses neighborhoods to the south as well as east of I-65. New residential neighborhoods are likely to be captured by Center Grove or Clark-Pleasant, as they cover areas of the city with the highest new development potential.

**FIGURE 3.4 - CHANGE IN EDUCATIONAL ATTAINMENT, 2010 - 2021**



Source: US Census Bureau, American Community Survey 5-Year Estimates, 2010 and 2021.

## SOCIOECONOMIC CONDITIONS

### INCOME

The city's median household income of \$71,159 in 2021 represents a significant increase from the median household income in 2010 of \$55,560. Greenwood's wage growth is supported by county wage data gathered by the Bureau of Labor Statistics (BLS), which reported an increase of 48.5% (\$30,460 to \$45,240) in average wages from 2010 to 2021. Nearly 32% of households in Greenwood make less than fifty thousand dollars per year. This, coupled with housing costs which have outpaced income increases, can create hardships for residents and strains on local social services.

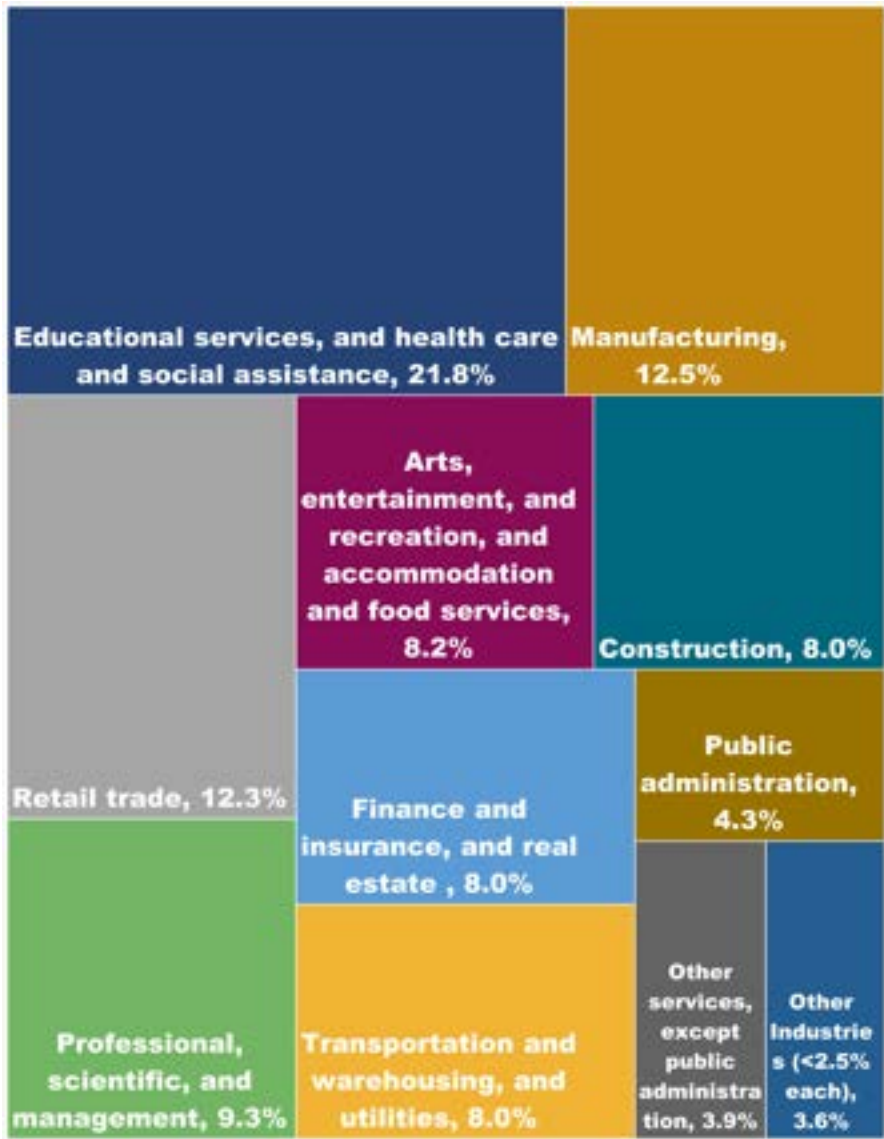
### EMPLOYMENT

Due the city's proximity to major transportation corridors including I-65, U.S. 31, and State Road 135, Greenwood has become an employment hub on the south side of Indianapolis. Industrial and warehouse development is primarily focused east of I-65 and has continued to expand along the corridor as new construction occurs. Commercial growth within Greenwood has been centered around the interchanges, along the U.S. 31 and State Road 135 highway corridors, adjacent to the Greenwood Park Mall, and focused in Greenwood's downtown core.

Approximately 33,581 (69.3%) of Greenwood's population over the age of 16 are in the labor force, one percent higher than the state and most suburban city's surrounding Indianapolis .

Manufacturing (12.5%), transportation and warehousing (8.0%), and retail trade (12.3%) industries account for nearly a third of the industry types in which Greenwood residents are employed, which coincides with land use patterns and new development seen across the city. However, educational services and healthcare related industries employ the most Greenwood residents, with 21.8% of the civilian labor force.

FIGURE 3.5 - EMPLOYMENT BY INDUSTRY TYPE, 2021

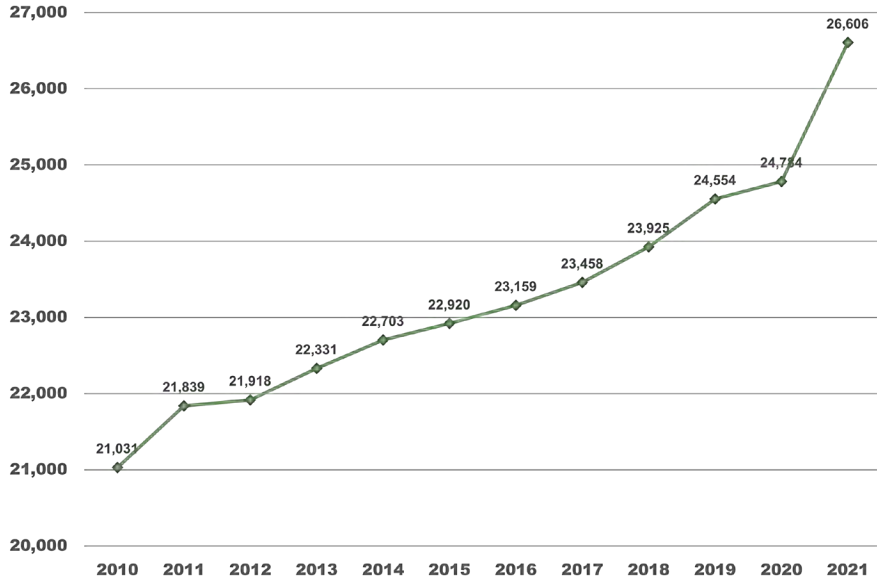


Source: US Census Bureau, American Community Survey 5-Year Estimates, 2021.

HOUSING

Greenwood has more than 26,000 total housing units. Of the 25,212 occupied units, 61.1% of them are owner-occupied and the remaining 38.9% are renter-occupied. The percentage of renter-occupied housing units has grown since 2010 (36.2%) while the share of owner-occupied housing units has shrunk (63.8%). Greenwood’s housing stock increased by 26.5% over the decade, which is slower than the rate of population growth. A helpful metric to track whether the demand for housing in the area is being met is by tracking the availability of units, or the vacancy rate. Greenwood’s vacancy is estimated to be 5.2%, or just under 1,400 vacant units. The number of vacancies fell by 28.5% from 2010 to 2021, bringing Greenwood well below the state average (9.1%). This trend is comparable to the surrounding Indianapolis suburbs whose development has not been able to keep pace with robust housing demand.

FIGURE 3.6 - TOTAL HOUSING UNITS, 2010 - 2021



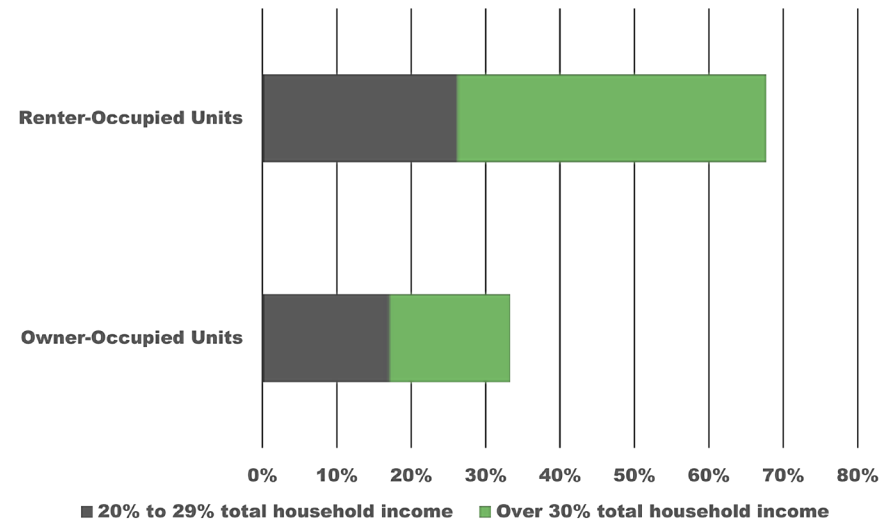
Source: US Census Bureau, American Community Survey 5-Year Estimates, 2010-2021.



Median home values have increased in Greenwood, appreciating to roughly \$181,700, an increase of 35.8% from 2010 to 2021. Median home sale values grew from \$160,849 in 2010 to \$265,387 in 2021, a 65.0% increase that is similar to trends surrounding Indianapolis but outpaces the state. Greenwood's median home value and home sale values have both risen at a faster rate compared to median household income (28.1%), which indicates a rising cost of living.

The majority (62.2%) of Greenwood housing units are single-family detached dwellings. Multi-family apartment and condominium structures (10 or more units) make up the next largest share of housing (14.7%). All other housing types make up 23.1% of the total, duplexes (1.6%) and mobile homes (2.6%) the lowest. The low percentage of duplexes, fourplexes, and townhomes supports the concept of “missing middle housing.” These middle building types often represent housing options at more attainable price points and help to generate the intensity needed to support neighborhood commercial businesses and amenities.

**FIGURE 3.7 - COST BURDENED HOUSEHOLDS, 2021**



Source: US Census Bureau, American Community Survey 5-Year Estimates, 2021.

**TABLE 3.2 - HOUSING OCCUPANCY CHARACTERISTICS, 2010 AND 2021**

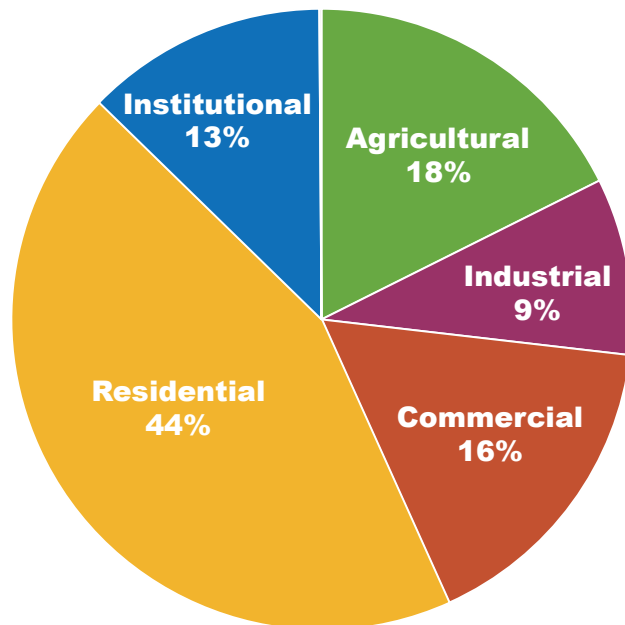
	2010		2021	
	Units	%	Units	%
Owner-Occupied	12,164	57.8%	15,396	57.9%
Renter-Occupied	6,916	32.9%	9,816	36.9%
Vacant	1,951	9.3%	1,394	5.2%
Total	21,031	100%	26,606	100%

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2010 and 2021.

# LAND USE

Outside of Old Town Greenwood, which holds a variety of uses consistent with typical downtown cores, the majority of commercial land uses lie adjacent to State Road 135, U.S. 31, and Emerson Avenue. The Greenwood Park Mall serves as a regional commercial anchor. Greenwood has three interchanges, two of which are nearing full build out with the southern interchange with agriculture and with potential for new development. Industrial land uses in Greenwood are primarily located east of I-65, with smaller facilities on the southern end of the city between Madison Avenue and U.S. 31. The Existing Land Use Map on the following page maps land use types based on property tax codes. Approximately half of the 24% of Greenwood's land area classified as Agriculture in 2021 has since gone some of all of the zoning and subdivision process as it is being converted to residential use. This includes rezoning to a residential district, subdividing the property into individual lots, right-of-way, and common area, and actual construction of the new housing units.

**FIGURE 3.8 - EXISTING LAND USE DISTRIBUTION  
(BASED ON 2021 PROPERTY TAX CLASSIFICATIONS)**



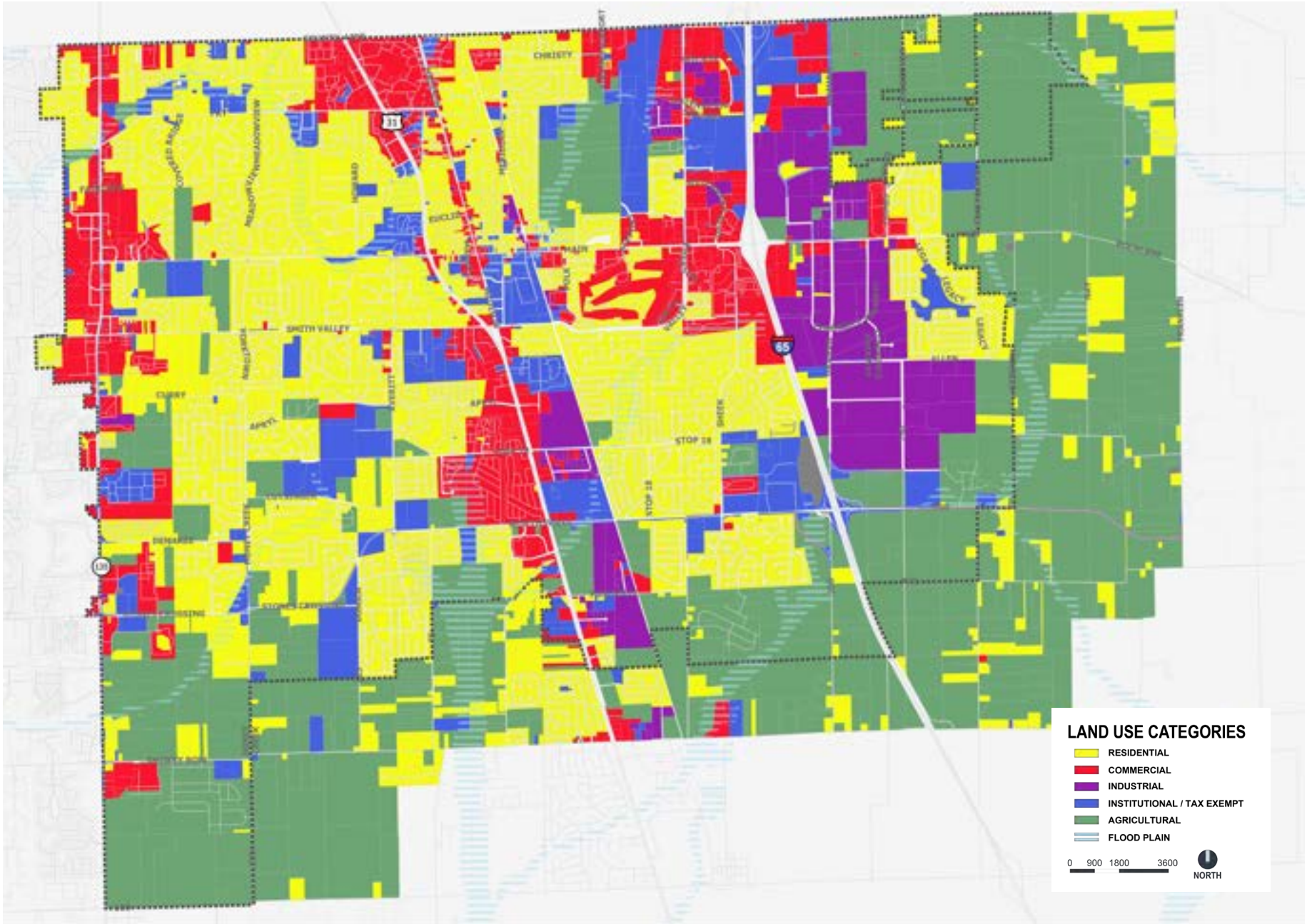
## SURROUNDING CONTEXT

Greenwood's northern border is immediately adjacent to Marion County and the City of Indianapolis. To the east of Greenwood is unincorporated Johnson County, which is mostly rural to the county line. Portions of Greenwood's southern incorporated limits are adjacent to the towns of Whiteland, New Whiteland and Bargersville to the southwest, while the eastern and western extents of the south side of the community are next to more rural areas of unincorporated Johnson County. West of Greenwood is also unincorporated Johnson County, but as opposed to the rural character of other adjacent areas, much of White River Township has been developed with single-family residential subdivisions and supporting schools, religious institutions, and very limited neighborhood commercial centers.



*The Greenwood Park Mall is a major shopping destination for Greenwood and the larger region. Source: Trip Advisor.*

FIGURE 3.9: EXISTING LAND USE MAP





# TRANSPORTATION

Greenwood's roadway network is defined by three major north-south corridors. From east to west, they are: Interstate 65 (I-65), US Highway 31 (U.S. 31), and State Road 135. Additional north-south roadways of note include Graham Road, Emerson Avenue, Sheek Road, Madison Avenue, Averitt Road, and Honey Creek Road. Primary east-west corridors are County Line Road, Main Street, Smith Valley Road, and Worthsville Road/Stones Crossing Road. It is important to note that while County Line Road serves an important transportation function for Greenwood, it is under the control of the City of Indianapolis. I-65 interchanges are present at County Line Road, Main Street, and Worthsville Road. Other important east-west roads include Fry Road, Curry Road, Apryl Drive, Stop 18 Road, Cutsinger Road, and Pushville Road.

Although Greenwood can be considered a major employment hub south of Indianapolis, it still contains a significant number of commuters leaving the community or county for work each day. Nearly 67% of employed residents leave Greenwood daily for work, with 57.1% working outside Johnson County.



*One of the reasons for Greenwood's continued success is proximity to major transportation corridors.*

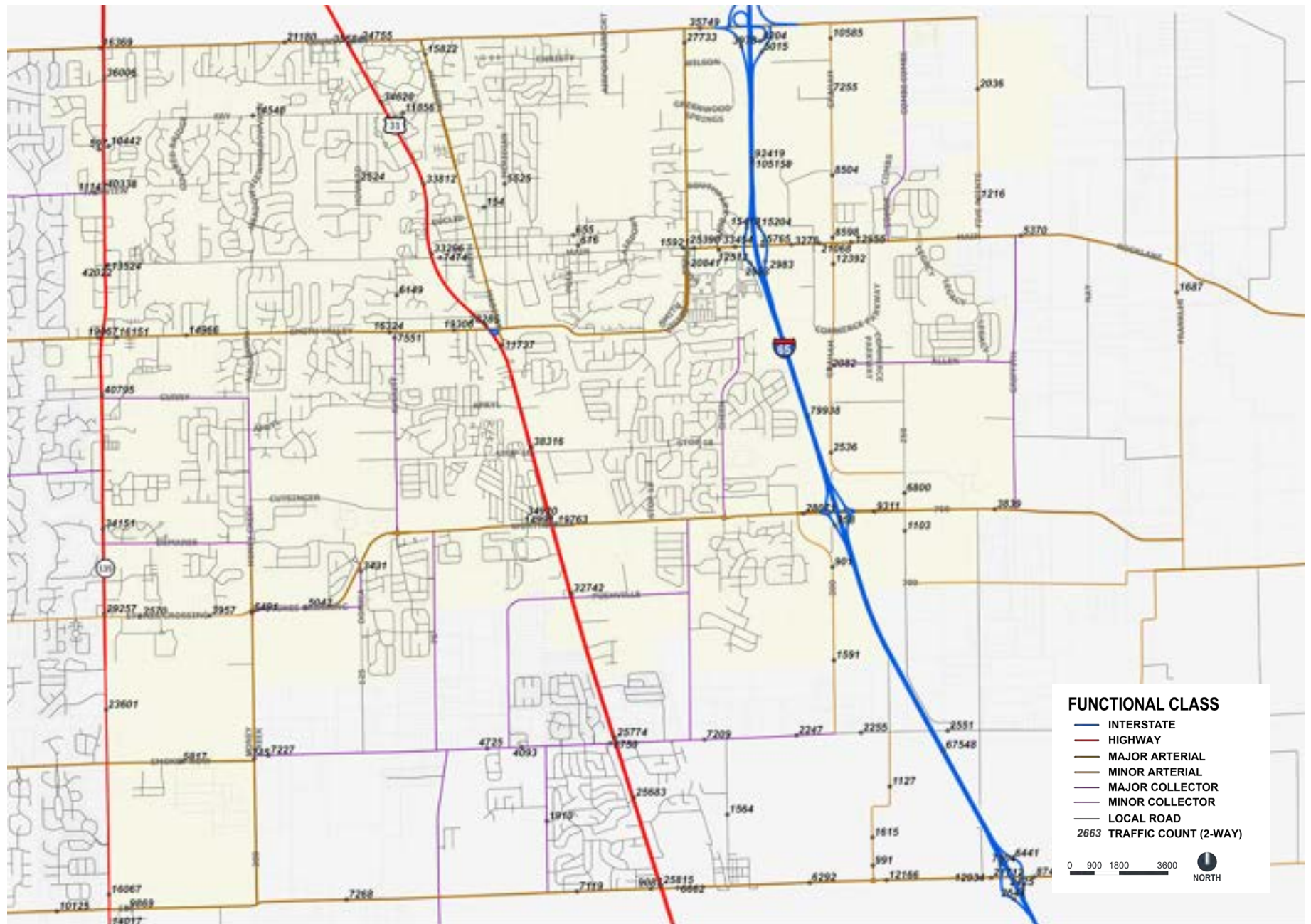
The Existing Functional Classification Map includes 2021 traffic counts as reported by the Indiana Department of Transportation (INDOT) on many roads across the city. Traffic volumes are generally higher in the northern portions of the city. This can be attributed to Greenwood residents traveling to and from Indianapolis for work, and Indianapolis residents traveling into northern Greenwood for shopping, dining, or employment in the commercial centers on State Road 135, U.S. 31, and Emerson Avenue.

Along I-65, traffic counts decrease from over 92,000 vehicles per day between County Line Road and Main Street, to under 80,000 vehicles between Main Street and Worthsville Road, and then under 70,000 vehicles south of Worthsville Road. U.S. 31 is busiest between Main Street and Worthsville Road, likely a result of fewer north-south alternatives through this area. Traffic volumes on east-west routes are generally highest near I-65 interchanges and then decrease as that traffic distributes across the local road network.



*Key roundabouts have helped ease traffic congestion and improve safety on high-volume roads.*

FIGURE 3.10: EXISTING FUNCTIONAL CLASSIFICATION MAP AND TRAFFIC COUNTS





## PARKS & RECREATION

Greenwood has a robust parks and recreation system that combines excellent physical spaces and quality program offerings. There are currently 17 parks in the Greenwood parks network that comprise more than 400 total acres. Parks range in size from small, neighborhood-serving amenities to the much larger Freedom Park, which includes multiple sports fields and courts, a 1.5 mile walking trail, and the Freedom Springs Aquatic Center, that serves a major regional draw. Greenwood parks also include more than 20 miles of multi-use trails. In addition to parks spaces, the Greenwood Parks and Recreation Department manages the Greenwood Community Center, Greenwood Fieldhouse, and Greenwood Amphitheater, which hosts both summer and fall concert series. The Parks and Recreation Department also offers a number of programming events and activities including Breakfast with the Bunny, Freedom Fest, Puppy POOLooza, Monster Mash, and KiD CiTY Christmas.

## SUMMARY

Since 2010, Greenwood has grown by more than 14,000 residents and added over 5,000 homes. Combined with commercial and industrial growth, this new development has added to the city's tax base and allowed for investments in quality of life amenities and critical infrastructure, while also necessitating increased investment in city services such as police and fire protection.

It is important to have an understanding of past trends and current conditions to make informed decisions for the future. It is also critical in establishing attainable goals and being able to measure progress toward achieving them.



*The redesigned Old City Park, in the heart of Old Town Greenwood, opened in 2020.*





# 04 COMMUNITY ENGAGEMENT



*Source: Daily Journal.*

## INTRODUCTION

Community engagement and outreach drive the success of long-range planning efforts. They are vital to not only understanding the needs of residents and businesses but are the means to build support for implementation of plan recommendations. Although Greenwood has grown considerably over the last decade, it still retains a small-town culture where residents want to get involved in shaping the future of their city. This chapter includes a summary of findings from community engagement efforts, which included an in-person community workshop, online survey and mapping exercise, series of stakeholder meetings, pop-up events at the Greenwood Farmers Market and Greenwood Community High School football game, and a community open house to review and comment on preliminary recommendations. A detailed report of engagement results can be found in the Appendix.



# COMMUNITY WORKSHOP

A community workshop open to all those interested in the future of Greenwood was held at the Greenwood Public Library on September 12, 2023. The workshop was organized around facilitated input opportunities, ranging from identifying potential opportunities and issues, mapping potential future development areas, and identifying potential goals related to the topics of quality of life, infrastructure, economic development, and public safety. Over 100 people attended the workshop. The major themes and takeaways from the workshop included:

- Make Old Town the premier destination south of Indianapolis.
- Beautify major roads and gateways.
- Utilize placemaking and quality of life projects as tools for resident and business attraction.
- Improve congested intersections.
- Address traffic safety concerns.
- Add traffic lights at key intersections along major thoroughfares.
- Expand the bicycle and pedestrian trail network.
- Create safe routes over/under U.S. 31 and State Road 135.
- Encourage small-scale retail and local businesses.
- Prioritize other industry types over warehouses.
- Increase the capacity of the city's code enforcement efforts.



Source: Daily Journal.



Source: Daily Journal.



Source: Daily Journal.



## POP-UP EVENTS

There were two pop-up events held towards the beginning of the process to raise awareness about the plan update, advertise online and in-person engagement opportunities, and give residents an informal setting by which to provide input. These events included a booth at the Greenwood Farmer's Market on September 9, 2023 and activities at the Greenwood High School vs. Whiteland High School football game on October 13, 2023. There was a steady flow of foot traffic and residents were genuinely interested in the planning process and future of the community. Several people stated they had already participated in the online workshop or were planning to attend an in-person event.

Strengths included feeling a sense of community and pride and that Old Town is a center of entertainment and culture. Concerns included pedestrian safety along major roadways, places for teens to gather and spend time away from school, and a need for intersection improvements and connecting sidewalks and trails at high-traffic areas, specifically student crossings. Ideas for the future included more outdoor recreation activities, continued investment in Old Town, safer pedestrian facilities and crossings along Smith Valley, redevelopment of key commercial areas over outward expansion, and small business support and development.





# GREENWOOD HIGH SCHOOL STUDENT COUNCIL

City planning staff and members of the consultant team met with the Greenwood Community High School student council twice during the planning process. The meetings were attended by more than 30 students representing grades nine through twelve. The first meeting included a facilitated discussion and opportunity to annotate maps with community assets, issues, and ideas for the future.

Strengths identified were a sense of community and community character, Old Town area and the collection of local businesses, safety, and parks, especially Freedom Springs.

Concerns were pedestrian safety at major crossings, lack of gathering places and events/programming for teens, and potential for too much growth.

Ideas for the future included redevelopment (downtown and mall), more placemaking and art, more small businesses (downtown Franklin as a good example), and more recreation amenities (gym, fitness classes, bowling, skating).

The future land use map and focus area concepts were presented at the second meeting later in the process.



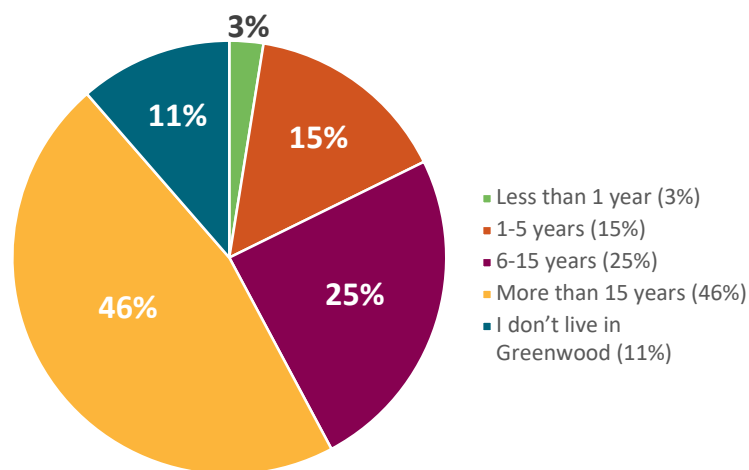
# ONLINE SURVEYS

## COMMUNITY SURVEY

The online community survey opened on August 21, 2023 and closed on November 26, 2023. A total of 251 responses were received. The online survey, as well as the interactive mapping tool, were created to align with the in-person workshop so that those who weren't able or interested in attending the event at the library could still take part in the comprehensive planning process.

- Generally, respondents love the small-town, family-friendly character, sense of community, and Old Town.
- Residents think their park and trails system is great but note that there is a need to ensure trail connectivity.
- There are mixed opinions on housing: some want more affordable and different styles, while others only want more single-family homes.
- New warehouse development is generally not wanted, but respondents want more retail/shopping, and small businesses.
- Respondents value the great school systems in Greenwood and note that it is a great place to raise a family.

How long have you lived in Greenwood?

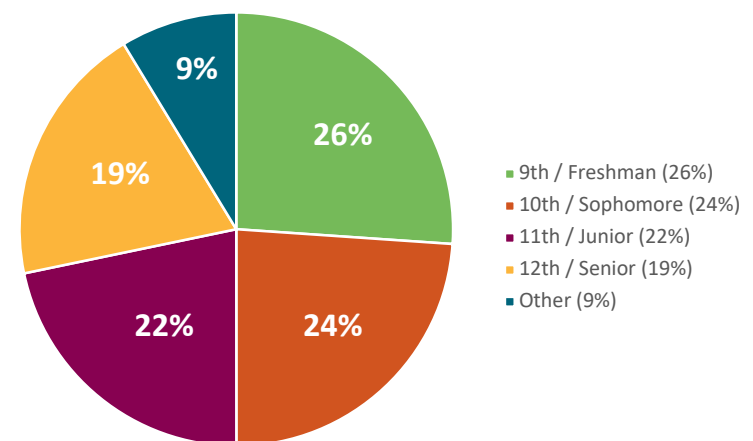


## HIGH SCHOOL SURVEY

A separate, but similar online survey was created for students of Greenwood Community High School. There were a total of 51 responses to this survey. Key themes were:

- Students love their strong sense of community, small-town feel, local businesses in Old Town, parks and recreation, and safety.
- Concern for traffic, road safety, and lack of bike and pedestrian connections was prominent.
- Greenwood has great schools, retail and dining, and festivals and programs, but does not have jobs that would make many current students want to live in Greenwood after school.
- It is easy and safe to travel by car but unsafe and inefficient to travel by bike or foot.
- Students love Greenwood parks, recreational amenities, and natural areas, but would like to see more of them.

What grade level are you in?

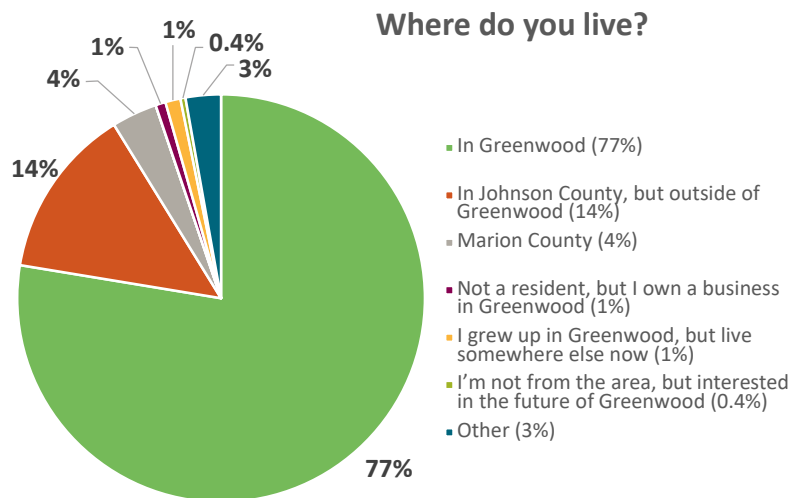




## BIG IDEAS SURVEY

An online survey was released following the Big Ideas Open House to capture feedback from residents unable to attend in-person. The survey questions reflected the activity boards present at the open house. Key themes were:

- Safe pedestrian crossing over U.S. 31 and State Road 135 should be high priorities for the city, as well as filling sidewalk gaps in existing neighborhoods.
- Stub street connections between new and existing development is not desired by residents in the existing neighborhoods.
- Lessen zoning restrictions to encourage neighborhood-scale retail and entertainment options.
- Increase the city's code enforcement capacity to better manage property and structure violations, specifically rental units and residential properties on highly visible corridors.
- Greenwood's website should hold an easily accessible community calendar that identifies municipal meetings, community events, and other key information.
- Partner with the Greenwood Park Mall on street frontage improvements to enhance entryways from Marion County into Greenwood.
- Install monument signage and quality landscaping along Main Street at the I-65 interchange to improve visuals for visitors entering the city.
- The Worthsville Road interchange has the opportunity to attract high profile office and commercial developments that benefit from proximity to the interstate, existing industrial development to the north, and future housing to the east.
- Existing rural estates should be buffered from more intensive land uses through single-family developments.



# INTERACTIVE MAP

The second main component of the online workshop was an interactive mapping tool that allowed participants to geographically locate comments and features across the community.

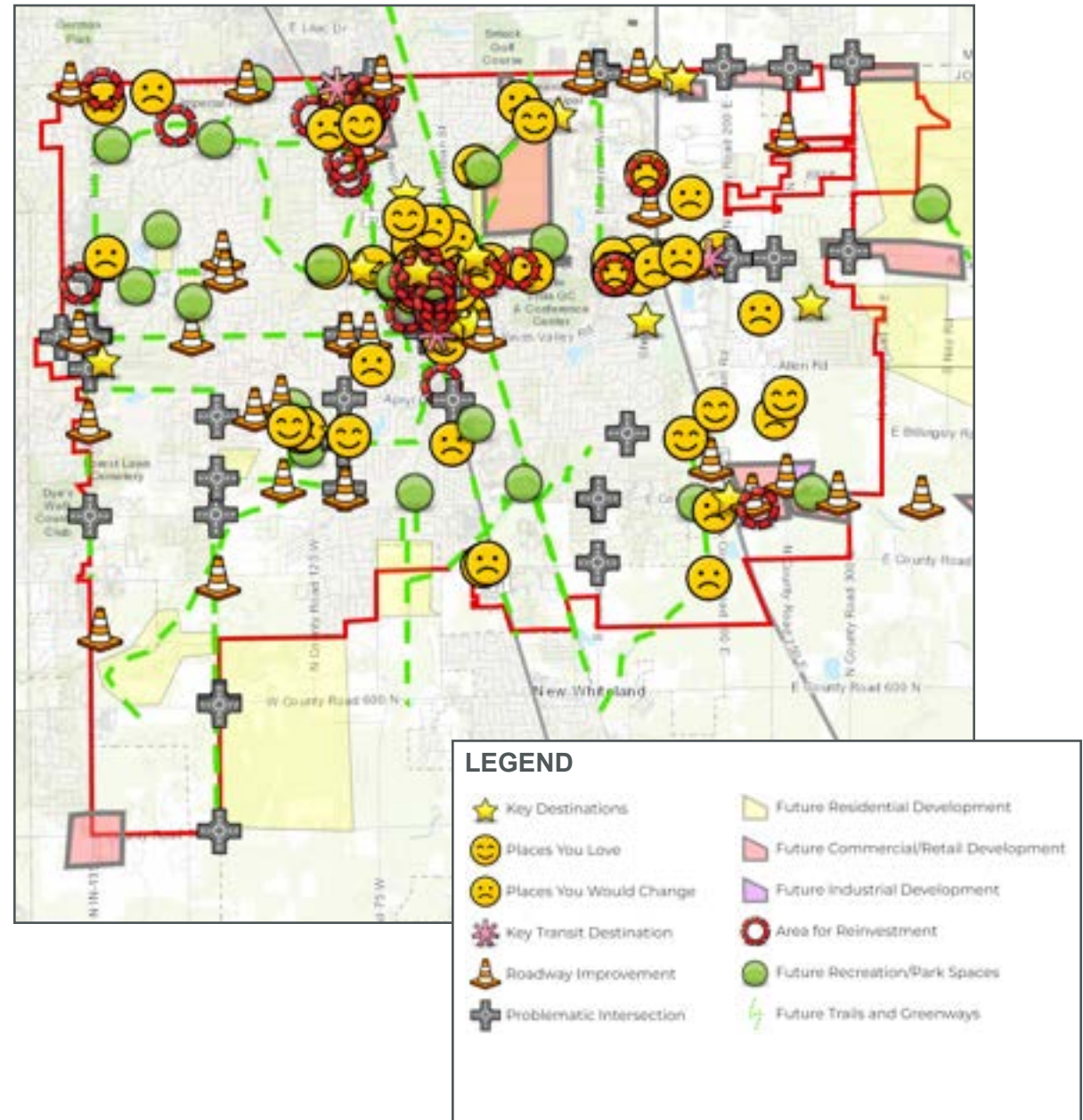
More than 300 unique features were placed on the interactive map. In addition to creating new features, participants could 'like' and 'dislike' the features and comments made by others. In total, there were 1,694 'likes' of comments and 326 'dislikes.'

Areas of concentration, both favorable and unfavorable, include Old Town and the Greenwood Park Mall / U.S. 31 corridor. I-65 interchanges were also areas of focus. Existing road network concerns were spread across the community. Map exercise results can be found on the following pages.

Common themes and frequently 'liked' comments:

- Parks: Freedom Springs, Westside Park, Northeast Park, City Center Park, Old City Park.
- The Madison.
- Greenwood Public Library.
- Madison Avenue Trail.
- Old Town and all the local businesses.
- Employers, including skilled trades, warehouses, and medical offices.
- Several of the community's religious institutions.

**Interactive Map: All Comments**



# BIG IDEAS OPEN HOUSE

The Big Ideas Open House was held on February 29, 2024 and used to share preliminary recommendations, confirm plan direction, and identify potential changes to the goals and strategies before drafting the comprehensive plan. Respondents voted on which goals and strategies they thought were most important under each topic. The goal that received the most votes under each topic is listed below.

## INFRASTRUCTURE

Create a Thoroughfare Plan to ensure a safe and efficient transportation network into the future.

## ECONOMIC DEVELOPMENT

Support and grow the local business community.

## QUALITY OF LIFE

Continue developing Old Town into an arts, culture, and entertainment destination.

## PUBLIC SAFETY

Expand police and fire services in conjunction with community growth.

## FUTURE LAND USE

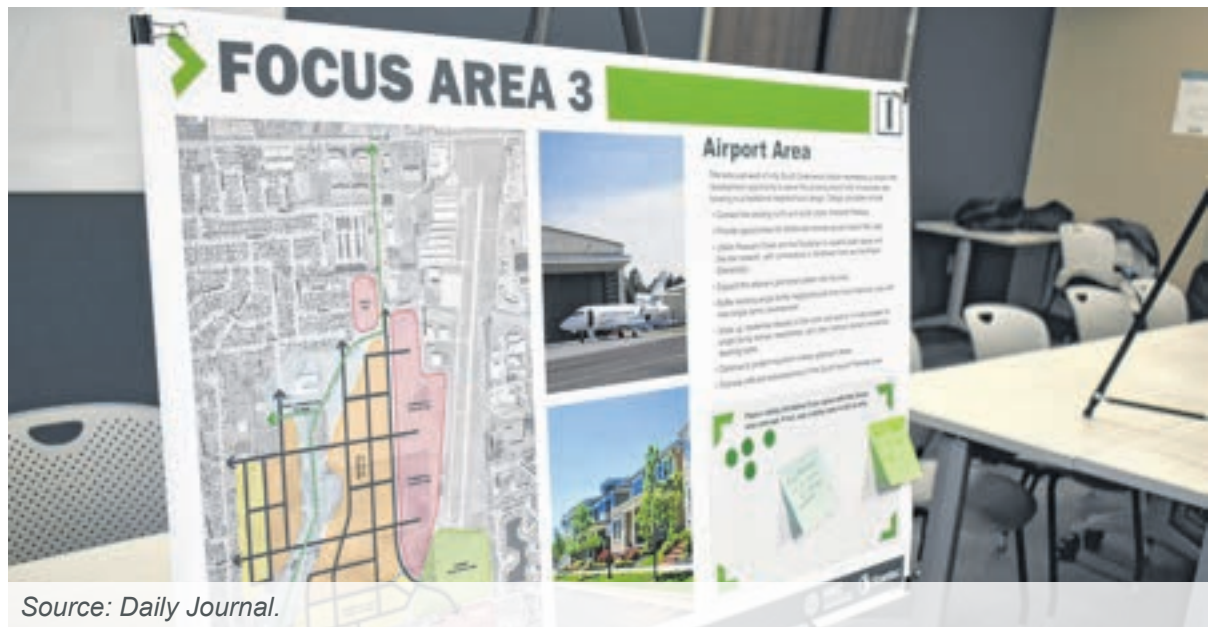
Preserve woodlands, water courses, and other natural amenities and incorporate them into the design of future development.

## CITY'S ROLE IN GROWTH

70% of open house attendees responded that the city should take a proactive role in managing growth through public-private partnerships and other city investments to ensure new development accomplishes city goals for growth to the east.



Source: Daily Journal.



Source: Daily Journal.





Source: Daily Journal.





## INTRODUCTION

Greenwood has done an excellent job of accommodating growth while preserving its valued character and quality of life. In recent years, community leaders have started to shift focus from outward growth to reinvestment in established parts of the city. This can be seen in downtown redevelopment efforts, including The Madison, an apartment, townhome, condominium, and retail projects on S. Madison Avenue, as well as investments in existing parks, and reconstruction and improvements to key roadways and intersections, such as Main Street and Madison Avenue. The ability to make these investments was made possible in many ways because of the outward growth of the city. While opportunities to annex land are still present, annexation opportunities will decrease over the lifetime of this plan. As new revenue from growth declines, it will be important to increase value in existing developed areas. Now is the time to invest in these areas so that they help grow the city's tax base in the future as growth slows elsewhere.

That is not to say there will not continue to be development opportunities to the east and south of Greenwood's existing city limits. The future land use map in the 2007-2027 Comprehensive Plan identified much of the area east of I-65 for mixed use development. Portions of this area have been built out with single-family homes, apartments, and logistics warehouses. Other projects are under construction or have been recently approved and



## KEY FINDINGS

- Greenwood's incorporated area covers approximately 29 square miles (approximately 18,560 acres), more than a 50% increase in land area since 2007.
- Residential development accounts for the largest share of land area in Greenwood. Excluding public right-of-way, residential development covers approximately 37% of Greenwood's incorporated area (2021 Property Tax Classifications). Rezoning approved since 2021 result in closer to 50% of Greenwood's land area being used for residential purposes as these properties are built out.
- Agricultural land was the second largest land use classification by area in 2021 (24%). However, just over half of this land area has since been included in some stage of residential development or approval (rezoning, subdivision platting, construction). Accounting for recent and in-progress residential developments, Greenwood is now closer to 12% of incorporated land area being used for agriculture.
- Commercial and industrial land uses account for 17% and 9% of Greenwood's land area, respectively.
- Fondly referred to as Old Town, the downtown area contains a vibrant mix of businesses, community parks and facilities, churches, and historic neighborhoods. Further strengthening the Old Town area was a common theme across all engagement opportunities.
- Greenwood Park Mall, located between U.S. 31 and Madison Avenue on the city's north side, serves as a regional shopping destination, employment hub, and revenue generator for the city. Residents are keenly interested in the success of the area given its historic role and prominence in the community.
- Outside of Old Town, development in Greenwood is mostly single use (only residential or only commercial in an area as opposed to a mixture of uses in close proximity) and automobile-oriented. The desire for more walkable, mixed use activity centers was a topic frequently brought up through engagement efforts.
- More small-scale retail and local businesses are desired by many residents. 23% of Community Workshop attendees identified this as most important for Greenwood's continued success, and Greenwood High School students also identified more local retail and restaurants as a community need.

developers continue to propose a variety of project types. Greenwood's east side is an attractive area for development and growth pressures are out in front of this planning effort. Although land uses should be better defined east of I-65, a healthy mix of residential, commercial, and industrial land uses are still suitable.

As development continues in the area, a neighborhood commercial center, additional parks space, and trails will be needed to serve existing and future residents. Key transportation improvements, including new road connections, enhancements to existing roads, and intersection improvements, will be needed to ensure a safe and efficient network. Stormwater drainage and other utility infrastructure must be built out and may require space outside of the right-of-way for things like detention basins and lift stations.

The city must become more proactive in guiding and managing growth in this area. This should include identifying ideal properties for parks and key infrastructure and acquiring them before they are proposed for development. Similarly, if an area has been identified on the future land use map for mixed use or commercial development, it should be preserved for such use. There may not be a market for a supermarket east of I-65 at present, but if the whole area is allowed to fill with homes and apartments, there may not be an opportunity for a neighborhood mixed

use center in the future. This will force east side residents to travel west of I-65 for shopping, dining, and convenience needs, further stressing east-west connectivity in Greenwood. Additionally, a mix of land uses is needed to ensure a diverse and sustainable tax base for the city and to keep delivering the high quality public services expected by residents.

It may look like there is developable property east of Greenwood, however, there is currently a large Johnson County tax increment financing (TIF) district east of Franklin and Nay Roads and south of Pushville Road / CR 700 N. This area is certainly developable if transportation and utility improvements are made, but for Greenwood, there may be little incentive to do so. The TIF district will capture new tax revenue that will be directed to county controlled uses. In the short-term, this TIF district will likely serve as a development barrier. Greenwood and Johnson County will need to develop a plan for how and when this area could develop. This reinforces the recommendation that Greenwood must use remaining growth areas wisely while also continuing reinvestment efforts for much of the remaining city area.



*Redevelopment of the former Greenwood Middle School site at 523 S. Madison Avenue into The Madison has significantly boosted assessed value in the downtown.*



# FUTURE LAND USE MAP

Future land use planning is an important part of the comprehensive plan process because it translates the broader goals and strategies into a physical organization and form across the community. The Future Land Use Map in Figure 5.1 was created through examination of existing land use patterns, current zoning, environmental features, community and stakeholder input, and discussions with city staff. In many instances, the existing land use is the desired future use and expected to continue indefinitely. There are other areas where changes in land use are anticipated as agriculture properties are developed for the first time or vacant and under-utilized properties are redeveloped.

The future land use map is not the same as the zoning map. While land use and zoning are related, they serve separate functions. The future land use map is a guide to describe the activity that occurs on the land, and the corresponding future land use classifications begin to identify the intensity and character recommendations of each classification. Zoning very specifically regulates how different uses can be developed on a site with standards related to lot size, minimum setbacks, maximum building height, required landscaping and other development standards of that land use activity.

The future land use map is intended to be general in nature and not based on specific property lines. This allows some development flexibility and interpretation on a project by project basis while still establishing the foundation by which to make judgments on the appropriateness of future development petitions. For example, where hatched patterns are used on the future land use map, it means that classification is recommended in that general area, not that the actual development needs to conform exactly to the shape.

It is also important to consider that while the future land use map may recommend a classification in an area, that does not necessarily mean it can be developed for that use in the short-term. The property may not yet be served by the necessary infrastructure. A rezoning of that property, even if it aligns with the recommended future land use classification, should not be approved until utilities and municipal services are in place or can readily be extended to the site as part of the development process.

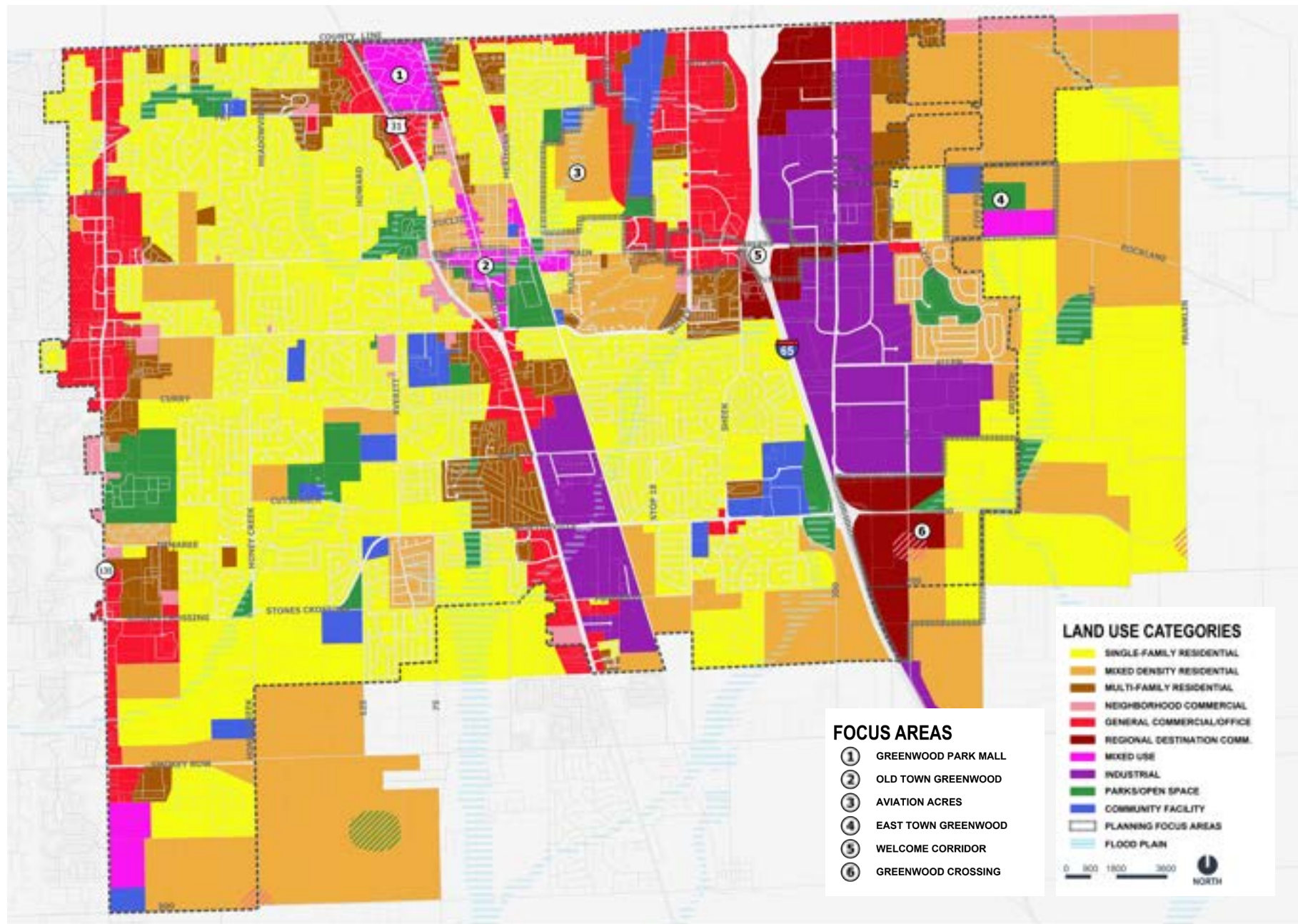
The future land use map extents align with the planning area described earlier in the comprehensive plan. It includes parcels outside of current Greenwood municipal limits, and therefore not currently under the city's planning and zoning jurisdiction. However, if development occurs in these areas, it is likely to be annexed into the City of Greenwood and served by city utilities and services. It is the intent of this plan to communicate the city's interest and land use vision for the surrounding area to property owners, developers, and Johnson County leaders. It also allows the plan to inform annexation decisions and subsequent zoning district application should these properties be developed. Some of these areas could also be considered for form-based zoning. Form-based zoning focuses on the physical form of the built environment rather than segregating land uses. This approach can lead to the development of mixed use and walkable neighborhoods by emphasizing building types, street design, and public spaces.



*The Future Land Use Map classifies several areas for mixed use development, like this project that combines a grocery store, retail, and apartments. Source: Minneapolis St. Paul Business Journal.*



FIGURE 5.1: FUTURE LAND USE MAP



# SINGLE-FAMILY RESIDENTIAL

The Single-family Residential classification is primarily identified for low and medium density detached, single-family dwellings within conventional subdivisions. While new development in these arees should mostly include single-family homes, it is important to incorporate a mix of housing types to enhance diversity. Density around the perimeter should reflect established development patterns in adjacent neighborhoods. Single-family residential neighborhood streets should connect to existing street stubs where they intersect the developing property and include stubs to adjacent areas planned for residential development. They should include amenities that add value for neighborhood residents and the community as a whole. This classification should be adjacent to mixed density residential, multi-family residential, institutional, parks and open space areas, and small-scale neighborhood commercial uses such as coffee shops, bakeries, and local retail.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Single-family Dwellings, Attached or Detached</li> <li>Secondary Uses: Community Facilities, Religious Institutions, Parks &amp; Open Space, Accessory Dwelling Units, Limited Neighborhood Commercial Uses</li> </ul>	<ul style="list-style-type: none"> <li>Slight variation of front-yard setbacks can be used to create visual interest along a street.</li> <li>New houses along established streets should be designed to be compatible with the predominant character.</li> <li>Rear- and side-facing garages are encouraged. When front-facing, garages should not be the predominant feature of the front facade.</li> <li>Front facades should include a variety of projections and/or recesses to avoid large flat faces.</li> </ul>	<ul style="list-style-type: none"> <li>New neighborhoods should include a range of lot sizes to provide more diverse housing options.</li> <li>Lots on the perimeter of new developments should be compatible with the existing lots of adjacent neighborhoods.</li> <li>Landscaping should be provided at neighborhood entrances and in common open spaces.</li> <li>Emphasis should be placed on quality open spaces, which should connect to the city’s park and trail network.</li> </ul>

## MIXED RESIDENTIAL

The Mixed Residential land use classification allows for a variety of housing types and densities, depending on adjacent context and supporting transportation and utility infrastructure. Single-family homes, duplexes, townhomes, patio homes, and small-scale multi-family structures that fit the character of existing development are recommended. These areas encourage greater flexibility in form and scale to achieve active, cohesive, and vibrant neighborhoods designed around a walkable and connected street network. Mixed residential development should incorporate natural features to highlight existing tree stands, ponds, and water courses as accessible community amenities. Parks, schools, religious institutions, and other community facilities may be included in the mixed density residential classification. Limited neighborhood commercial can be allowed if it is meant to serve adjacent residents.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Single-family Dwellings, Townhomes, Duplexes, Tri- and Quadplexes, Patio Homes, Small-Scale Multi-Family</li> <li>Secondary Uses: Community Facilities, Religious Institutions, Parks &amp; Open Space, Accessory Dwelling Units, Neighborhood Commercial</li> </ul>	<ul style="list-style-type: none"> <li>Front-yard setbacks should be consistent along each block, but may vary between neighborhoods or between sections of a neighborhood.</li> <li>A diverse mix of housing types and sizes are encouraged for new and infill developments.</li> <li>Townhouses should be designed with varying architectural elements, building materials, or front-facade articulation to break up long, flat facades.</li> <li>Encourage rear-load garages for townhomes.</li> </ul>	<ul style="list-style-type: none"> <li>Development should be designed so that single-family homes, or, in some cases, duplexes, are located on the periphery in order to transition to existing single-family neighborhoods.</li> <li>New developments should provide high-quality, shared, and usable open space areas.</li> <li>Lots may be accessed from alleys or by driveways from the street.</li> <li>Corner lots may be compatible with neighborhood commercial due to high visibility and access.</li> </ul>



## MULTI-FAMILY RESIDENTIAL

The Multi-Family Residential classification is intended for traditional apartment and condominium complexes. These areas require access to thoroughfare roadways, should be near parks and other community amenities, and feature pedestrian infrastructure that connects the development to trails and commercial centers. Multi-family residential development should feature high-quality architecture and building materials. Multi-family development can be used to transition higher intensity commercial and employment areas to lower density neighborhoods. Commercial uses may be appropriate as a primary uses on the first floor of multistory multi-family residential buildings



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Apartments, Condominiums, Assisted Living, Mobile Home Parks (existing)</li> <li>Secondary Uses: Townhomes, Duplexes, Tri- and Quadplexes, Patio Homes, Community Facilities, Religious Institutions, Parks &amp; Open Space, Neighborhood Commercial</li> </ul>	<ul style="list-style-type: none"> <li>Buildings should have a primary entry identity that defines the visual character of the building, and it should be oriented toward the primary street.</li> <li>Multi-family structures should use high quality building materials with designs that enhance the city's character.</li> <li>Buildings should be sited and designed to create public spaces, plazas, and open space and be easily accessible to pedestrians from adjacent streets and parking areas.</li> <li>Commercial uses are encouraged on the first floor.</li> </ul>	<ul style="list-style-type: none"> <li>Emphasis should be placed on quality open spaces, which should connect to the city's park and trail network.</li> <li>Landscaping should be used to buffer larger multi-family structures when adjacent to less dense residential development.</li> <li>Internal drives should resemble streets rather than parking lot drive aisles.</li> <li>Developments should include multiple vehicular and bicycle/pedestrian connections to the adjacent road network.</li> </ul>

## MIXED USE

The Mixed Use classification allows for a combination of complementary residential, commercial, or employment uses to be built adjacent to each other or within a single development. These areas may be classified as “downtown cores” or “town centers” due to the mix of uses that attract residents and visitors. Mixed Use areas can be located in any area of Greenwood supported by adequate infrastructure and where a combination of uses would benefit surrounding residents and businesses. Potential uses include restaurants, small-scale retail and professional services, offices, multi-family apartments and condominiums, townhomes, and recreation amenities. Mixed use centers should be pedestrian-scaled, feature high-quality architecture, plazas, and pedestrian and bicycle amenities to connect these centers adjacent residential neighborhoods.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Retail, Restaurant, Office, Medical Office, Personal Service, Apartments, Condominiums</li> <li>Secondary Uses: Townhomes, Duplexes, Tri- and Quadplexes, Single-family Dwellings, Community Facilities, Religious Institutions, Parks &amp; Open Space</li> </ul>	<ul style="list-style-type: none"> <li>Building setbacks adjacent to streets should be minimal to create an active street environment.</li> <li>New and infill development is encouraged to provide a variety of housing types and should be designed so that lower intensity housing types are used to transition to existing single-family neighborhoods.</li> <li>Higher activity uses, such as restaurant, retail, and personal services, should be located on the ground floor.</li> </ul>	<ul style="list-style-type: none"> <li>Development should include gathering spaces, such as plazas, courtyards, and outdoor seating areas, that are highly accessible and in a location that encourages continued active use.</li> <li>Internal drives should resemble streets rather than parking lot drive aisles.</li> <li>Developments should include multiple vehicular and bicycle/pedestrian connections to the adjacent network.</li> <li>Off-street and structured parking should be located to the side or rear of buildings.</li> </ul>

## NEIGHBORHOOD COMMERCIAL

Neighborhood Commercial areas are intended to contain a mix of active uses at key intersections that serve surrounding residential neighborhoods. They may include office, retail, restaurant, and personal service businesses. These centers should be compatible with and contribute to adjacent neighborhood and streetscape character. They should frame and activate adjacent streets and not be defined by large parking lots. Neighborhood commercial centers should feature high-quality architecture, plazas, outdoor dining areas where applicable, and pedestrian and bicycle amenities that create active, connected gathering places.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Retail, Restaurant, Office, Medical Office, Personal Service</li> <li>Secondary Uses: Community Facilities, Religious Institutions, Parks &amp; Open Space</li> </ul>	<ul style="list-style-type: none"> <li>Buildings should define the street edge with landscaping, bicycle/pedestrian facilities, and street furnishings to allow for safe and comfortable movement of pedestrians.</li> <li>Buildings should have a primary entry identity oriented toward the street that defines the visual character of the building.</li> <li>Building design should have pedestrian-scaled architectural details that enhance the character and appearance of the development.</li> </ul>	<ul style="list-style-type: none"> <li>Primary access should be from the street. Common or shared access points are encouraged to limit curb cuts along the street.</li> <li>Bicycle and pedestrian connections should be provided externally and internally in order to connect to adjacent neighborhoods.</li> <li>Landscape plantings, parking-lot islands, and street trees should be incorporated into site design, and when adjacent to residential development, landscape buffers should be included.</li> </ul>



## GENERAL COMMERCIAL / OFFICE

The General Commercial / Office land use classification applies to the majority of business and office uses within Greenwood, including commercial strip centers along major highway corridors and standalone retail anchors that attract users from the greater region. Uses may include office, hospitality, retail, restaurant, personal and professional services, and automobile-related businesses. This development should be located where it can be adequately served by the transportation network and buffered from existing residential development. New commercial development should include coordinated access onto adjacent corridors. Buildings should be arranged to define a street network; internal drives should resemble streets rather than parking lot drive aisles. High quality design, landscaping, and a coordinated pedestrian system with connections to adjacent properties should all be features of general commercial development.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Retail, Restaurant, Office, Medical Office, Personal Service, Hotel, Automobile-Related Businesses</li> <li>Secondary Uses: Community Facilities, Religious Institutions, Parks &amp; Open Space</li> </ul>	<ul style="list-style-type: none"> <li>Higher-intensity uses should be located closer to major thoroughfares, with less-intensive uses transitioning to established residential areas.</li> <li>Buildings should be arranged so that they help to frame and define streets.</li> <li>Facades should employ massing variation, articulation, and architectural detailing to break down the overall scale of a building.</li> <li>Appearance at gateways and key intersections is important for reinforcing character and sense of place.</li> </ul>	<ul style="list-style-type: none"> <li>Large expanses of surface-parking areas should be avoided.</li> <li>Common or shared access points are encouraged in order to limit curb cuts along the street.</li> <li>Development should provide bicycle/ pedestrian and vehicular connections between uses on the site and between the site and adjacent properties and public rights-of-way.</li> </ul>

## REGIONAL DESTINATION COMMERCIAL

The Regional Destination Commercial classification is designed to accommodate a range of potential entertainment, recreation, hospitality, and retail activities, generally in close proximity to I-65. This classification has the potential to draw high levels of traffic at peak times, and as such, must include good access to major thoroughfares. The defining characteristic of these uses is that customers will plan a special trip there and value the overall experience as opposed to shopping for a particular good. Generally, consumers are willing to travel longer distances to destination commercial centers and will spend longer periods of time there. Supporting retail and restaurant businesses are appropriate in this classification.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Retail, Restaurant, Recreation, Entertainment, Office, Medical Office, Personal Service, Hotel, Assisted Living, Event Venue/Center</li> <li>Secondary Uses: Multi-Family Residential, Community Facilities, Religious Institutions, Parks &amp; Open Space, Automobile-Related Businesses</li> </ul>	<ul style="list-style-type: none"> <li>Taller buildings can be located closer to I-65.</li> <li>Facades should employ massing variation, horizontal and vertical articulation, and architectural detailing to break down their overall scale.</li> <li>Buildings should be sited and designed to create accessible public spaces, plazas, and open space that add to development character.</li> <li>Service, loading, and storage areas should not be adjacent to residential uses.</li> </ul>	<ul style="list-style-type: none"> <li>Large expanses of surface-parking areas should be avoided.</li> <li>Shared access points to adjacent thoroughfares are critical to serve these areas and mitigate adverse impacts to the transportation network.</li> <li>Development should provide bicycle/pedestrian connections between uses on the site and to adjacent properties and public rights-of-way.</li> <li>Transit stop areas and amenities should be included for existing or potential routes.</li> </ul>

# INDUSTRIAL

The Industrial land use classification includes manufacturing, logistics, warehousing, and other related industries. These uses should be limited to areas with access to major transportation corridors where increased truck and employee traffic will not impact existing neighborhoods. Building types may include both large footprint users with multi-story buildings on large parcels or groups of smaller structures in a business park setting. Where areas are subdivided for development of a business park, opportunities for shared open space and amenities should be explored. These areas may include limited commercial support uses such as restaurants and personal service businesses, but these should be as a secondary element.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Warehouse &amp; Distribution, Light Manufacturing, Research &amp; Development, Professional Services, Office, Hotel</li> <li>Secondary Uses: Retail, Restaurant, Personal Service, Automobile-Related Businesses, Community Facilities, Parks &amp; Open Space</li> </ul>	<ul style="list-style-type: none"> <li>Buildings and their main entrances should be oriented toward the street.</li> <li>Buildings should avoid monotonous facades.</li> <li>When adjacent to residential uses, building heights and setbacks should respect the adjacent context and incorporate additional landscape buffers as needed.</li> <li>Service, loading, and storage areas should not be adjacent to residential uses.</li> </ul>	<ul style="list-style-type: none"> <li>Front-, rear-, and side-yards should be landscaped and maintained to enhance the character of these developments.</li> <li>Service, loading, and outdoor storage areas should be screened from the right-of-way and adjacent residential and commercial uses.</li> <li>Transit stop areas and amenities should be included for existing or potential routes.</li> </ul>



# COMMUNITY FACILITY

The Community Facility classification includes areas dedicated for public use such as schools and airports. These uses may vary in scale and impact to the transportation system. Large institutional uses should be located along thoroughfares with the capacity to handle anticipated traffic volumes. The areas identified within this classification typically reflect existing development, as many public uses are distributed within single-family residential and other future land use classifications.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Community Facilities</li> <li>Secondary Uses: Parks &amp; Open Space</li> </ul>	<ul style="list-style-type: none"> <li>Building materials should be high quality and used as an example to elevate the character of development in Greenwood.</li> <li>Building character and placement will vary depending on use, scale, and context.</li> </ul>	<ul style="list-style-type: none"> <li>Larger and more intense community facilities, especially those that generate significant traffic volumes at peak times, must be served by adequate thoroughfares.</li> <li>Bicycle and pedestrian connections should be provided to connect to adjacent neighborhoods and rights-of-way.</li> </ul>

# PARKS & OPEN SPACE

The Parks & Open Space areas are primarily recreation focused, both passive and active, and used to preserve natural landscapes within Greenwood. This category does not include linear parks and trails, which are encouraged in all land use classifications within the community. These spaces assist in the community’s efforts to create and host events/festivals that function as regional attractions or activities for local residents.



Uses	Buildings	Sites
<ul style="list-style-type: none"> <li>Primary Uses: Parks, Recreation, Open Space</li> <li>Secondary Uses: Community Facilities</li> </ul>	<ul style="list-style-type: none"> <li>Buildings, if present, will vary in use and scale.</li> <li>Building character and placement will vary depending on use, scale, and context.</li> </ul>	<ul style="list-style-type: none"> <li>Sites should be designed to preserve existing natural features.</li> <li>Green stormwater management infrastructure should be used as an example for future private development projects.</li> <li>Large expanses of surface-parking areas should be avoided.</li> <li>Bicycle and pedestrian connections should be provided to connect to adjacent neighborhoods and rights-of-way.</li> </ul>

# GOAL 1: PROMOTE REINVESTMENT AND REDEVELOPMENT OF VACANT AND UNDERUTILIZED PROPERTIES.

Promoting reinvestment and redevelopment has numerous benefits for the city. For one, it can breathe new life and improve the aesthetics of unsightly buildings and properties. Infill development, which involves the construction of new buildings on vacant or underutilized parcels in previously developed areas of the city, utilizes land, infrastructure, and municipal services more efficiently and without the need for costly service extensions. This is in contrast to greenfield development, where new construction occurs on parcels that had been used for agriculture or open space. Reinvestment and redevelopment results in more active streets and neighborhoods by filling in spaces of inactivity, and can create housing opportunities in areas already served by transit, bicycle, and pedestrian infrastructure.

However, there are inherent challenges to infill and redevelopment. Most of these sites are surrounded by existing development and as such, are fixed in terms of size. Property assembly may be needed to get the critical mass or overall land area to support a redevelopment project. The cost of construction may also be higher because of the need for demolition, remediation, or replacement of outdated infrastructure. They can also take longer to complete, compounding financial needs and risk.

The good news is that Greenwood has a proven track record of working with development and redevelopment partners to deliver high-quality projects that are consistent with the community's vision and goals. In order to maximize the success of redevelopment projects, it will be essential that the city develop the same types of public-private partnerships that have helped make projects like The Madison possible.

Specific opportunities for reinvestment and redevelopment in Greenwood are:

- City-owned properties in Old Town, including the City Center parking lot at the southwest corner of Main Street and Madison Avenue, the Post Office property on Main Street west of Market Plaza, the remaining parcel of The Madison, and several parcels on the north side of Main Street across from Fire Station 91.
- Additional private properties and surface parking lots in Old Town.
- Underutilized parking areas and outlots around Greenwood Park Mall.
- Aging commercial centers along State Road 135 and U.S. 31.
- Vacant sites along Emerson Avenue.
- The large area just west of Indy South Greenwood Airport.

Several of these key areas are described in more detail in Chapter 10: Focus Areas



## STRATEGIES & ACTION PLAN

### STRATEGY & ACTION PLAN KEY

**Action Steps:** The action steps are the initiatives or items that serve to complete the strategy. They are intended to help advance day to day efforts in implementing the comprehensive plan.

**Priority/Time:** These relative priorities are intended only to serve as a guide for plan implementation and should be considered flexible. Some strategies are already underway, while others will not begin until other initiatives or existing conditions change. Implementation timeframes will ultimately depend on funding availability, staff capacity, citizen involvement, and market conditions. On-going priorities/times are meant to occur continuously over the life of the plan, short-term should occur within three (3) years of the plan's adoption, medium-term should occur within four (4) to seven (7) years of the plans adoption, and long-term identifies steps that should occur after seven (7) years of the plan's adoption and potentially be part of future comprehensive planning updates.

**Implementation Leader(s):** Successful implementation of many of the goals and strategies will be the responsibility of city leaders and staff. However, in most cases, the city will need additional support from partner agencies, organizations, residents, and business owners.

### Strategy 1.1: Continue Old Town revitalization plans.

Action Steps:	Priority/Time:	Implementation Leader(s):
Assemble strategic properties for short-term ownership to be better positioned for redevelopment and act as a catalyst for broader private sector investment.	High/On-Going	Mayor's Office, Redevelopment Commission
Establish a district-wide parking strategy utilizing public-private partnerships.	Medium/ Medium-Term	Mayor's Office, Planning Division
Continue to make streetscape, trail, open space, and stormwater improvements as an incentive to property owner rehabilitation and investment.	Medium/On-Going	Mayor's Office
Evaluate and amend the Unified Development Ordinance (UDO) to remove potential barriers to downtown redevelopment.	High/Short-Term	Common Council, Plan Commission, Planning Division
Continue to engage downtown stakeholders, businesses, and residents regarding city plans and potential construction projects. Periodically gather to evaluate project successes, identify on-going needs, and strategize for future growth.	High/On-Going	Community Relations

## Strategy 1.2: Develop the Airport Parkway area as a mixed use housing and employment district.

Action Steps:	Priority/Time:	Implementation Leader(s):
Market airport adjacent sites to potential businesses that would utilize and benefit from airport operations.	Low/On-Going	Aspire Economic Development
Connect the north and south segments of Airport Parkway to serve development in the area and provide an additional north-south connection through Greenwood.	Low/Long-Term	Developers
Enhance Pleasant Creek and the floodplain corridor as an open space amenity with a trail connecting Old Town to Northeast Park, Northeast Elementary, and County Line Road with the potential for trail oriented development.	Medium/ Medium-Term	Mayor's Office, Parks & Recreation Department, Developers

## Strategy 1.3: Improve the appearance and value of commercial centers along the U.S. 31 and State Road 135 corridors.

Action Steps:	Priority/Time:	Implementation Leader(s):
Expand the G.R.O.W. (Granting Revitalization and Opportunity for the Workplace) Greenwood Initiative beyond current limits in the downtown area or create a similar program with broader eligibility across Greenwood to support improvements to non-residential property along key corridors.	Medium/ Medium-Term	Mayor's Office
Continue to use zoning/code enforcement efforts to ensure properties comply with city ordinances, especially as it relates to signage, landscaping, outdoor storage, and other exterior site features that may negatively impact corridor appearance.	High/On-Going	Planning Division, Code Enforcement
Work with the Indiana Department of Transportation (INDOT) to manage corridor access and plan streetscape improvements, including landscaping, as roadway and intersection improvements are made.	Medium/Short-Term	Engineering Division

### Strategy 1.4: Encourage infill and redevelopment of excess parking and commercial space around Greenwood Park Mall.

Action Steps:	Priority/Time:	Implementation Leader(s):
Continue discussions with owners of mall parcels regarding long-term plans for the property.	Low/On-Going	Mayor's Office
Use tax increment financing (TIF) districts as an economic development incentive for mall area redevelopment and infrastructure improvements.	Low/Medium-Term	Mayor's Office, Redevelopment Commission
Use continued city investments along Madison Avenue to support new development in parking areas on the east side of the mall.	Medium/On-Going	Mayor's Office
Work with property and business owners to pursue improvements that create experiences and activities and differentiate Greenwood Park Mall from traditional regional shopping centers.	High/Short-Term	Property Owners, Mayor's Office
Evaluate and amend the Unified Development Ordinance (UDO) to remove potential barriers to mall area redevelopment.	High/Short-Term	Common Council, Plan Commission, Planning Division
Periodically gather downtown stakeholders and property owners to evaluate project successes, identify on-going needs, and strategize for future growth.	High/On-Going	Community Relations

### Strategy 1.5: Promote the introduction of mixed use buildings into purely commercial developments.

Action Steps:	Priority:	Implementation Leader(s):
Evaluate and amend the Unified Development Ordinance (UDO) to remove potential barriers to mixed use retrofit into existing commercial centers.	High/Short-Term	Common Council, Plan Commission, Planning Division
Identify potential commercial properties and work with owners to communicate what is allowed by the UDO and possible benefits of incorporating residential uses into commercial developments.	Medium/Long-Term	Mayor's Office, Planning Division



## GOAL 2: USE NEW GROWTH AREAS AS AN OPPORTUNITY TO ATTRACT DIVERSE EMPLOYMENT AND HOUSING THAT WILL HELP TO ENSURE THE CITY'S FINANCIAL RESILIENCE.

Greenwood is planning major sewer infrastructure improvements to serve continued development to the east and south where a number of agriculture parcels exist for development if property owners would market them for sale. The city's remaining growth areas represent an opportunity to diversify housing and employment options in Greenwood. Expanding the variety of housing options and price points can assist in retaining those already living within the community as their housing needs may change, attracting new residents, and supporting employers in workforce attraction. Additionally, Greenwood residents and leaders have expressed a need to attract a wider range of jobs. They have been successful in preventing continued warehouse and logistics development south to the Worthsville Road corridor. It is important to continue protecting this area and southeast quadrant of the I-65 and County Line Road interchange for new quality jobs and regional attractions.

New development should generally be compatible with adjacent development. If a new neighborhood is being constructed next to an established one, existing residents often want housing types and densities to match that of their neighborhood. This is an inherent challenge related to infill development. That is why it is critical for Greenwood to use the east side and key properties to the south to advance housing and economic development goals. The city must advertise the recommendations of the future land use map so that future residents in these areas understand the potential for more diverse and compact housing, and regional employment and entertainment destinations around the interchanges. Future development should respond to adjacent context, but just because one single-family neighborhood exists, does not mean all future growth in the area should be similar single-family homes.



*Agriculture fields and wooded areas along Five Points Road, just north of E. Main Street.*

## STRATEGIES & ACTION PLAN

### Strategy 2.1: Utilize interchange areas to attract projects that will serve as regional destinations and employment generators.

Action Steps:	Priority/Time:	Implementation Leader(s):
Strategically research and collaborate with potential regional destination generators.	Medium/On-Going	Mayor's Office
Focus business expansion and attraction efforts to companies that will create high quality jobs.	High/On-Going	Aspire Economic Development, Mayor's Office

### Strategy 2.2: Plan for a neighborhood mixed use center on East Main Street to serve existing and future residential development in the area.

Action Steps:	Priority/Time:	Implementation Leader(s):
Use the East Main Street focus area plan to continue conversations with property owners, neighbors, and developers about the vision for this portion of the corridor.	Medium/On-Going	Mayor's Office
Improve the East Main Street corridor through roadway, bicycle/pedestrian, and streetscape enhancements to serve the mixed use center.	Medium/Long-Term	Engineering Division
Ensure development in the surrounding area is designed to connect to the mixed use center with bicycle, pedestrian, and vehicular access.	High/On-Going	Engineering Division, Planning Division
Review and amend the UDO to create a mixed use district separate from the Old Town district and Commercial Medium (CM) and Commercial Large (CL) districts that allow for some mixing of uses.	High/Short-Term	Common Council, Plan Commission, Planning Division

### **Strategy 2.3: Encourage residential developments to the east and southwest that mix dwelling types, densities, sizes, and character to serve multiple age and income groups**

Action Steps:	Priority/Time:	Implementation Leader(s):
Engage residential developers that specialize in both single-family and multi-family housing to communicate city goals and encourage housing product missing in Greenwood.	High/On-Going	Mayor's Office
Evaluate and amend the Unified Development Ordinance (UDO) to allow more housing diversity in more residential districts.	High/Short-Term	Common Council, Plan Commission, Planning Division
Pursue projects that meet affordability goals.	Medium/Medium-Term	Mayor's Office

### **Strategy 2.4: Incorporate parks, schools, and neighborhood serving commercial businesses as an integral and connected piece of new development.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Encourage master planned communities that thoughtfully mix uses, public amenities, and open spaces.	High/Medium-Term	Planning Division
If single use developments are proposed in areas envisioned for mixed use or mixed density, require portions of the site be preserved for that development later.	High/On-Going	Planning Division





*Single-family homes on compact lots are one type of dwelling appropriate in mixed density residential areas.*

## GOAL 3: PRESERVE WOODLANDS, WATER COURSES, AND OTHER NATURAL AMENITIES AND INCORPORATE THEM INTO THE DESIGN OF FUTURE DEVELOPMENT.

More than 75% of online survey respondents indicated preservation of open space and natural areas was either very needed (46%) or somewhat needed (30%). Examples of these areas include floodplains, wetlands, waterways and riparian corridors, and wooded areas. Open space and natural areas support passive recreation, serve an important function in mitigating stormwater runoff and flood impacts to buildings and infrastructure, provide habitat for wildlife, and generally contribute to the character of Greenwood.

Most protected open space areas in Greenwood are part of city parks. Other open space areas are not protected but development is unlikely because they are within flood hazard areas. There are a number of wooded areas and sensitive features on larger agricultural tracts that could be developed for another use in the future. If development of these parcels occurs, the woodlands and other natural amenities should be protected through dedication to the city and Parks & Recreation Department, a conservation easement held by a land trust or other non-profit, or at a minimum, incorporated into the site design and required open space of the proposed project.

Trails are recommended along many of the riparian and open space corridors in Greenwood. In developing areas, these facilities should be constructed by the developer and either dedicated or located within a public access easement. Existing woodlands and even individual trees of significance should be identified and incorporated into site plans. As a way to better ensure protection, the city should incentivize preservation by giving more credit to existing trees preserved through development or require additional trees elsewhere on the site when woodland areas are cleared.



*Pleasant Creek though Old City Park was enhanced as part of the larger park improvement.*



## STRATEGIES & ACTION PLAN

### **Strategy 3.1: Utilize flood hazard areas and other environmentally sensitive lands for public parks and accessible, passive open spaces.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Encourage removal of existing structures within flood hazard areas.	Medium/On-Going	Stormwater Department, Planning Division
Restore natural creek corridors.	Medium/On-Going	Stormwater Department, Engineering Division
Continue to acquire strategic parcels for future parks and open space areas.	High/On-Going	Parks & Recreation Department
Use riparian corridors to expand the Greenwood trail network.	Medium/On-Going	Parks & Recreation Department

### **Strategy 3.2: Use the Unified Development Ordinance (UDO) and development plan review process to ensure significant natural features are preserved during and after development.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Accept dedication of key sensitive environmental areas during subdivision and site plan approval when they can be sufficiently maintained by the City.	Low/On-Going	Parks & Recreation Department
Work with developers to preserve natural features as valuable site amenities, integrated into the design of projects.	High/On-Going	Planning Division
Evaluate and amend the Unified Development Ordinance (UDO) to offer greater incentives for preserving existing trees on a development site.	High/Short-Term	Planning Division



## GOAL 4: USE THE FOCUS AREA PLANS INCLUDED IN THIS COMPREHENSIVE PLAN AS A MARKETING AND INFORMATION TOOL TO EXISTING PROPERTY OWNERS AND PROSPECTIVE DEVELOPERS IN THESE AREAS.

Six focus areas were identified through the comprehensive planning process given their significance to the community or the opportunity they hold to advance plan goals. These areas are identified on the future land use map and detailed concept plans and recommendations for each are included in Chapter 10: Focus Areas. They are:

- Greenwood Park Mall
- Old Town Greenwood
- Aviation Acres
- East Greenwood
- Welcome Corridor
- Greenwood Crossing

Draft focus area concepts were presented at the Big Ideas Open House and then refined. City planning staff should use these concepts to facilitate discussions with property owners, neighbors, and developers so that all groups understand the vision for these important districts. As development and redevelopment progresses in these areas, it may be necessary to update the focus area concepts to reflect these changing conditions. There are a number of alternatives for how each area could ultimately develop and variation from the specific concept plan can occur as long as the design principles and overall intent for each area is adhered to.



*One of the focus areas includes properties just west and south of Indy South Greenwood Airport.*

## STRATEGIES & ACTION PLAN

### **Strategy 4.1: Communicate the concepts, design principles, and character recommendations for each focus area to property owners, surrounding neighbors, developers, and regional economic development leaders.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Conduct a series of stakeholder meetings to share the recommendations of the comprehensive plan.	Low/Short-Term	Community Relations, Planning Division

### **Strategy 4.2: Review and update the focus areas as development occurs and market conditions change to ensure the plans stay realistic while also advancing city goals for the areas.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Create an annual report that details development within each focus area over the previous year, and review with the Plan Commission and Common Council.	Medium/On-Going	Planning Division
Update focus area plans where development has been approved but differs from the original concept, to ensure the vision and expectation for additional development is still applicable.	Medium/On-Going	Common Council, Plan Commission, Planning Division
Identify new focus areas that warrant additional planning detail and include them in future comprehensive plan updates.	Low/Long-Term	Common Council, Plan Commission, Planning Division



06

INFRASTRUCTURE





## INTRODUCTION

Greenwood's history is fundamentally tied to the transportation network, starting with the Madison State Road (now Madison Avenue), continuing with development of the Madison and Indianapolis Railroad (now the Louisville & Indiana Railroad) and interurban line connecting Greenwood to Indianapolis, then transitioning to the major highway corridors of U.S. 31 and I-65. One of the reasons for the city's continued success is proximity to major transportation corridors, both for ease of commuting into Indianapolis and neighboring communities as well as moving goods into and out of the many warehouses on the city's east side. The common theme to all of the transportation corridors mentioned above is that they are north-south routes, quickly moving people, goods, and services between Johnson County, Indianapolis and beyond. The transportation network running east-west across Greenwood does not include major highways, and subsequently east-west connectivity has long been identified as an issue in the community. Greenwood continues to study east-west corridors and make improvements. The city has made significant investments in the Worthsville Road and Stones Crossing Road corridor, recently completed a study to identify improvements for Smith Valley Road, and is in the process of making improvements to Main Street. However, Main Street will not be a major thoroughfare between Emerson Avenue and State Road 135. There are too many right-of-way constraints through this area

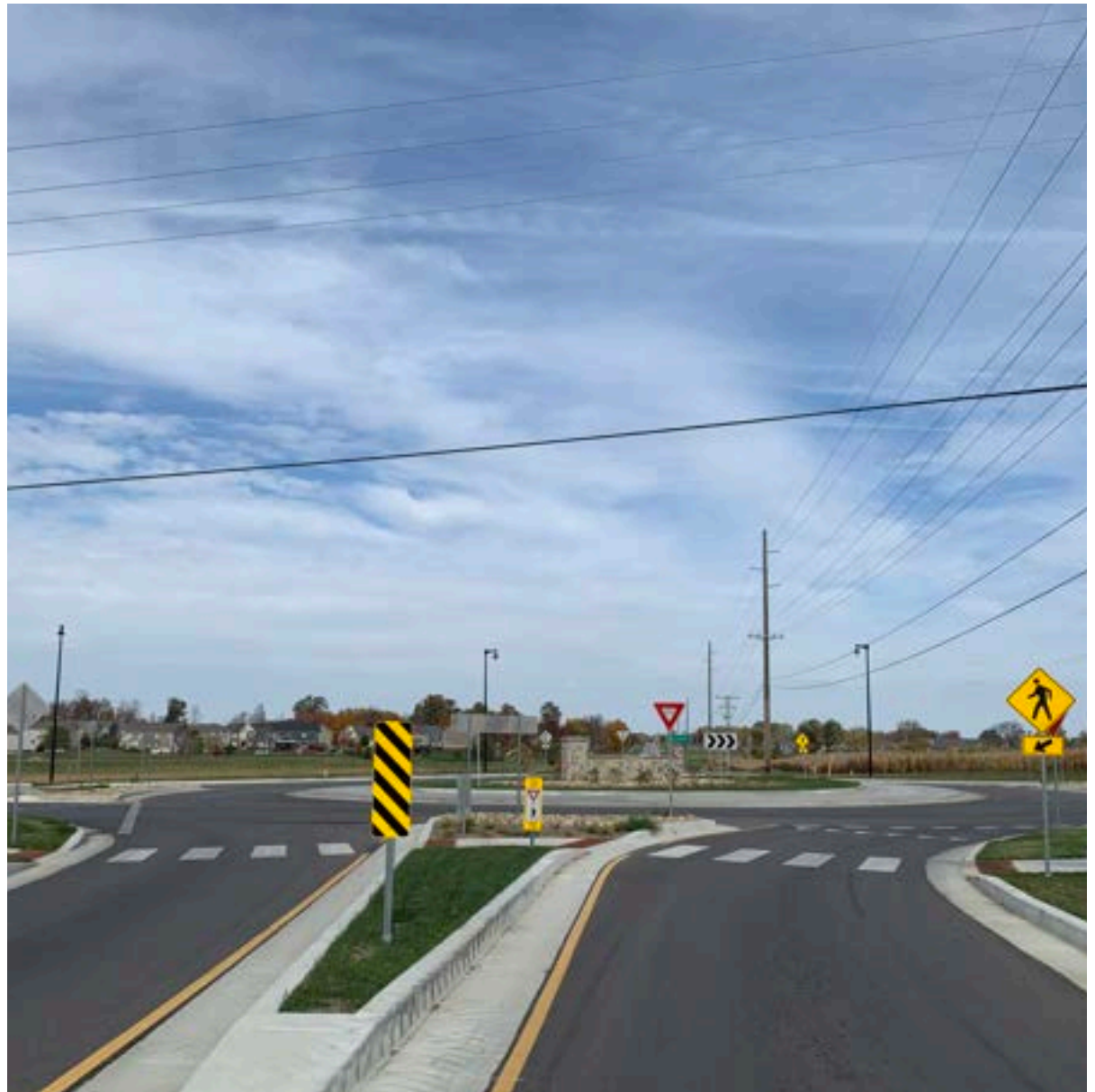
## KEY FINDINGS

- Greenwood's roadway network is defined by three major north-south corridors. From east to west, they are: I-65, U.S. 31, and State Road 135.
- Primary east-west corridors are County Line Road, Main Street, Smith Valley Road, and Worthsville Road/Stones Crossing Road; while County Line Road serves an important transportation function, it is under the control of the City of Indianapolis.
- Nearly 67% of employed residents leave Greenwood daily for work, with 57.1% working outside Johnson County.
- Along I-65, traffic counts decrease from over 92,000 vehicles per day between County Line Road and Main Street, to under 70,000 vehicles south of Worthsville Road. U.S. 31 is busiest between Main Street and Worthsville Road, likely a result of fewer north-south alternatives through this area. State Road 135 is busiest just north and south of Smith Valley Road, given the concentration of major commercial centers.
- Greenwood added 18.6 miles of public street from 2015 to 2022, an average of 2.65 miles per year.
- Greenwood is served by three IndyGo routes, but all operate on 60-minute frequencies and are generally confined to the northern commercial districts. ACCESS Johnson County provides fixed and on-demand transit services, but only Monday through Friday. Expansion of public transportation services to the warehouses east of I-65 was identified as a need by several groups during the planning process.
- Greenwood provides sanitary sewer service within city limits and limited areas outside of but near the incorporated boundary. Wastewater is ultimately conveyed to and treated by Citizens Energy Group through a Sewer Use Agreement.
- Indiana American Water and Bargersville Water are the city's water utility providers. They have planned upgrades to add wells and capacity to the city's east side, but most improvements will be developer driven.
- Greenwood has dedicated considerable resources to mitigating stormwater issues and constructing improvements for the benefit of properties across the city.
- Traffic congestion and the condition of some roadways, especially Main Street east of I-65, were common concerns voiced through engagement efforts.
- A number of specific intersections and roadway locations were noted on the interactive mapping tool. In general, residents have positive opinions about converting stop-controlled intersections to roundabouts.

to make widening feasible, especially in Old Town where the city's historic downtown structures are located immediately adjacent to the sidewalk. Old Town is also an especially high pedestrian activity center and Greenwood recognizes that pedestrian facilities and amenities are a critical component of the streetscape, and that a balance between the two are critical for a comprehensive transportation system.

In addition to maintaining and enhancing the transportation network, Greenwood provides sanitary sewer service critical to almost all new developments. It is important that new development pays for the improvements needed to serve it and mitigate the potential impacts created by it. This includes water, sewer, and stormwater infrastructure, as well as new streets and needed improvements to existing streets and intersections. New development needs to make Greenwood better, not be a burden to existing residents and businesses.

In some instances, as a way to better manage and direct growth, the city may proactively extend transportation or utility infrastructure to an area. These improvements can be costly on the front end, but Greenwood will recoup costs during development or through the additional tax revenue generated by the project. While it does have an upfront cost and create some risk for the city, proactive transportation and utility master planning is in the city's best interest. It is often much more costly and inefficient to have to go in after development to improve or widen roads, upsize pipes, or create new stormwater infrastructure.



*The S. Honey Creek Road and W. Stones Crossing Road roundabout was completed in 2022.*



# TRANSPORTATION PLAN

## FUNCTIONAL CLASSIFICATIONS

The Federal Highway Administration (FHWA) defines functional classification designations based on the type of service the roadway provides and how it balances or prioritizes through-traffic mobility versus access to adjacent properties. In other words, streets are designed along a spectrum to either connect to properties along the roadway or to carry through-traffic. Other important factors related to functional classification include access control, speed limit, traffic volume, number and width of travel lanes, and significance within the regional network. The Existing Road Network Map (page 21) shows Greenwood roadways by their federally recognized functional classification. Each classification is described in more detail below.

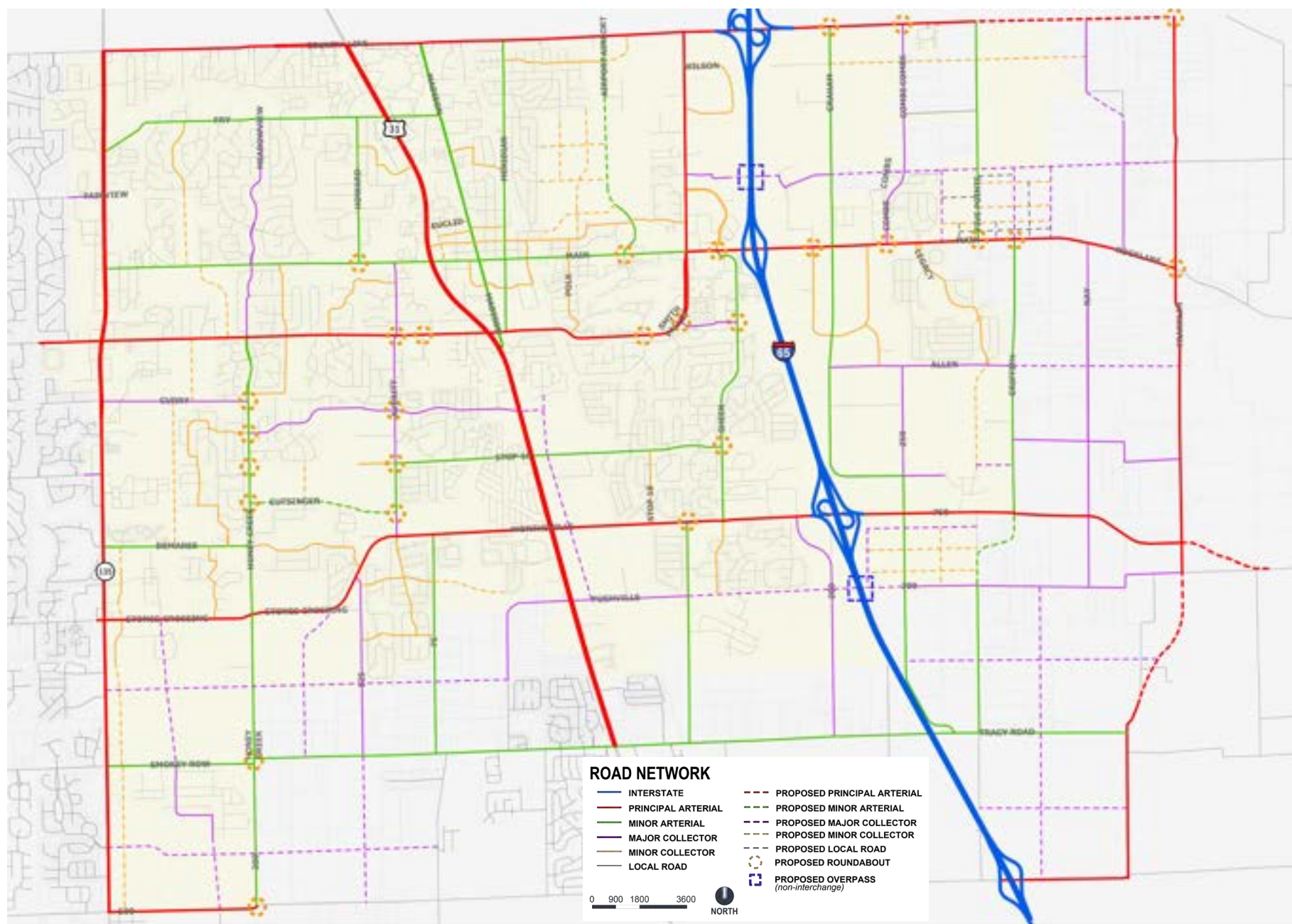
- **Interstates**, such as I-65, are the highest classification of roadway. They prioritize vehicular mobility and have very limited access. Interstates are high speed and high volume and have statewide or national significance. They are planned and maintained by state authorities with federal oversight.
- **Principal (Major) Arterials** carry high volumes of regional traffic. They serve major cities from multiple directions and provide connectivity between cities in a region. Arterials provide direct access to adjacent land but may limit the number of intersections and driveways to give generally higher priority to through-traffic. Principal Arterials are generally spaced at two to three mile intervals in suburban areas and farther apart in rural areas.
- **Secondary (Minor) Arterials** are similar to Principal Arterials but are spaced more frequently and serve trips of moderate length. Spacing of minor arterials is one to three miles in suburban areas and further apart in rural areas. Minor Arterials connect most cities and larger towns and provide connectivity between Principal Arterials.
- **Major Collectors** gather traffic from the local roads and connect them to the arterial network. They provide a balance between access to land and corridor mobility. Major Collectors provide connectivity to traffic generators not already on the arterial system, such as schools, parks, and major employers.

- **Minor Collectors** are similar to Major Collectors but are used for shorter trips. They provide traffic circulation in lower density developed areas and connect rural areas to higher classified roadways.
- **Local Roads** make up the largest percentage of roadways within the city. Their primary function is to provide access to parcels. Trips are short, speeds are lower and through-traffic may be discouraged. All remaining roads that are not arterials or collectors are considered local roads. In most cases, local roads are not part of the system of roads eligible for federal funding.



*One of many tree-lined neighborhood streets in Greenwood.*

FIGURE 6.1: FUTURE THOROUGHFARE MAP AND INTERSECTION IMPROVEMENTS



## RECOMMENDED RIGHT-OF-WAY STANDARDS

A key function of the Future Thoroughfare Map is to protect road frontage that may need to be dedicated for public right-of-way as development and redevelopment occurs. The following table details the minimum desired right-of-way width for each functional classification described previously and included on the map in Figure 6.1.

It should be noted that the standards below are minimum design standards. The city may require increased standards if necessitated by local conditions.

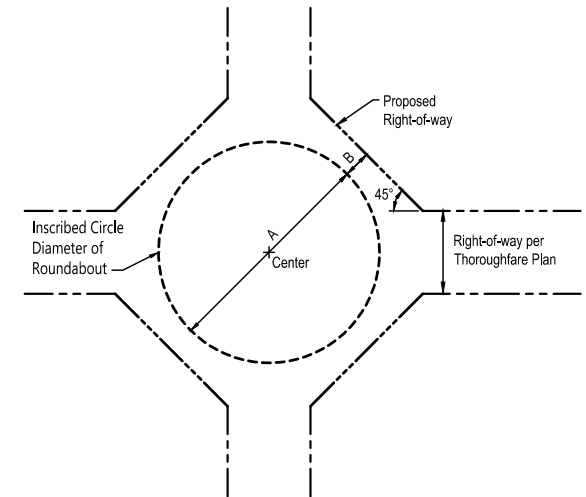
**TABLE 6.1 - MINIMUM REQUIRED  
RIGHT-OF-WAY WIDTH BY  
FUNCTIONAL CLASSIFICATION**

Classification	Minimum Right-of-Way Width
Interstate / Highway	Determined by INDOT
Principal (Major) Arterial	120 feet
Minor (Secondary) Arterial	100 feet
Major Collector	70 feet
Minor Collector	70 feet
Local Road	60 feet

## ROUNABOUT RECOMMENDATIONS

In addition to reserving right-of-way for future roadways, this plan has identified intersections where right-of-way should be reserved to accommodate future intersection improvements. Locations for proposed intersection improvements are indicated on the Future Thoroughfare Plan Map (see Figure 6.1).

Right-of-way requirements for intersection treatments should be based on the area needed to accommodate a future roundabout. Existing adjacent development, intersection layout, and general traffic types are all variables that could change the needed right-of-way for a roundabout. In addition to the minimum inscribed circle diameter needed for the lanes themselves, additional right of way is needed outside the curb including a vegetation strip (2-6 feet), sidewalk or multi-use trail (6-10 feet), drainage (6 feet), and any necessary utility easements.



**TABLE 6.2 - MINIMUM RIGHT-OF-WAY DIMENSIONS FOR STANDARD  
ROUNABOUT**

No. of Lanes	Minimum Inscribed Width (A)	Minimum Offset for Buffer, Sidewalk/Trail, and Utilities (B)
1 Lane	100 feet	25 feet
2 Lane	160 feet	25 feet



## COMPLETE STREETS

Complete streets are an approach to planning, designing, and building streets that prioritizes safety for all users. They ensure pedestrians, bicyclists, motorists and transit riders of all ages and abilities are able to efficiently travel within and outside of their community. While complete streets are an approach to street design, there is no single standard that fits the unique needs of Greenwood, as even individual neighborhoods may have separate needs.

Separated pedestrian and bicycle lanes, vegetation strips, separated turn lanes, green infrastructure, street parking, and other components could all be implemented into Greenwood's future street projects to improve accessibility, safety, and congestion.



## FILLING OUT THE GRID

As Greenwood redevelops and expands eastward, the city should leverage new development in order to create a more urban roadway grid. While current county roads such as Griffith and Franklin are able to handle current traffic volumes, new residential, commercial, and industrial growth will necessitate roadway enhancements. A street grid inherently creates standard lot shapes, allowing for more efficient use of space outside geographic limitations.

The City of Indianapolis has taken steps to achieve a grid pattern through policies set in its Consolidated Zoning / Subdivision Ordinance. The ordinance calls for arterial roads to be located at approximately one mile intervals in both north-south and east-west directions, and for collectors to divide the square mile at the half miles points. These quarter mile squares can then be further divided by additional minor collectors and local roads.



Source: City of Indianapolis.



Intersection bumpouts like these in Lafayette, IN result in safer intersections for pedestrians by increasing their visibility and shortening crossing distance.

## GOAL 1: USE THE EXTENSION OF MUNICIPAL SEWER SERVICE AND TRANSPORTATION INFRASTRUCTURE AS GROWTH MANAGEMENT TOOL.

The availability of sewer, water, and transportation infrastructure is a key factor in determining where development can occur. As Greenwood continues to grow, development cannot out-pace the expansion of utility systems. Leapfrog development patterns and reactionary utility extensions can lead to inefficiencies and increased costs in more piping, pumping, and line replacement. The east side of the city is more vulnerable to a leapfrog development pattern given land availability in the area.

Greenwood has been able to meet the current infrastructure needs and has not restricted new development because of a lack of services, but continued growth will present challenges. Therefore, the city should ensure it is targeting its resources to areas where infrastructure already exists, for example in the downtown where reinvestment and redevelopment is already occurring, or desired future development areas such as along Five Points Road between County Line Road and E. Main Street. In most cases, infrastructure improvements needed to serve a project are paid for by the developer, and it is important that the cost of new development not be passed on to existing residents. However, there are cases where it is in Greenwood's interest to proactively plan for and construct infrastructure extensions or enhancements. By thoughtfully planning an outward progression of utilities, Greenwood can then evaluate potential projects to ensure they will generate sufficient revenue to offset the cost of services and support the long-term fiscal health of the community.

Increasingly, new businesses are looking for shovel-ready sites that reduce risk and the time it takes to get them operational. As the city looks to attract new, diverse jobs, having infrastructure in place for key properties will make them more marketable and likely to attract employment creating development. Greenwood will need to use a combination of mechanisms to plan for and fund infrastructure improvements, including through long-range capital improvements planning, developer driven improvements, tax increment finance (TIF) funded projects, impact fees, or a combination thereof.



*The Hurricane Creek lift station on the north side of Worthsville Road is in place to serve anticipated growth in the area.*

## STRATEGIES & ACTION PLAN

### Strategy 1.1: Continue to implement the recommendations of the I-65 East Side Sanitary Sewer Master Plan.

Action Steps:	Priority/Time:	Implementation Leader(s):
Identify and acquire properties for the three lift stations that will be necessary to serve the area, selecting sites that can also serve a broader community purpose, such as for future parks or open space preservation.	High/Short-Term	Mayor's Office, Sanitation Department
Expand sewer mains to serve new development areas and connect to regional lift stations.	High/Medium-Term	Developers
Continue to monitor system capacity as development occurs and update regional sewer plans as necessary.	Medium/On-Going	Sanitation Department

### Strategy 1.2: Expand sewer service in the Honey Creek Road area to projects that meet diversified housing and employment goals.

Action Steps:	Priority:	Implementation Leader(s):
Develop a long-term sanitary sewer master plan for this area to provide sufficient service to planned growth areas.	High/Short-Term	Sanitation Department
Continue build out of the sanitary sewer network in southwest Greenwood in conjunction with proposed development projects.	Medium/On-Going	Developers



### **Strategy 1.3: Develop and maintain a five-year Capital Improvements Plan to coordinate transportation, utility, and other city investments.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Develop a list of needed capital projects, equipment purchases, and major studies needed. Determine cost estimates and potential timetables for each item. Prepare the initial five-year plan with respect to current priorities, costs, and potential financing methods.	High/Short-Term	Mayor's Office, Controller, Engineering Division
Update the plan on an annual basis to remove completed projects, add new ones, and update priorities.	Medium/On-Going	Mayor's Office, Engineering Division



*Greenwood revamped 1.5 miles of Emerson Avenue, between Main Street and County Line Road, in 2018.*

## GOAL 2: ASSIST INDOT IN IMPROVING STATE-CONTROLLED ROADS.

Greenwood benefits from the access provided by several key thoroughfares, including I-65, U.S. 31, and State Road 135. All of these roadways are under the jurisdiction of the Indiana Department of Transportation (INDOT) and as such, Greenwood had little control over improvements to and maintenance of these roadways. Additionally, INDOT must comply with federal standards related to the highway system. INDOT's primary mission is to build and maintain safe transportation infrastructure; aesthetic and placemaking considerations are not always at the forefront of INDOT projects. More recently, INDOT has been receptive to enhanced landscape, gateway, and design elements when supported by the local municipality, but even then, this often requires local investment in the project to fund the elements above INDOT standard.

There may be mixed opinions about city funds going towards INDOT construction projects, but feedback heard throughout the planning process indicates community support for improving the appearance of interchange areas and state controlled corridors. Greenwood will have to contribute funds to deliver these community goals. Additionally, Greenwood may have to lead other intersection and roadway improvement projects on local roads in order to support desired elements of INDOT improvement projects. For example, INDOT is planning to reconstruct the I-65 and Main Street interchange within the next five years. If Greenwood advocates for certain interchange design elements for that project, it may necessitate city-led improvements at the Main Street and Sheek Road/S. Park Boulevard and Main Street and Commerce Parkway West Drive intersections, or elsewhere along the Main Street corridor.

Improving pedestrian safety at intersections along state routes was identified by city leaders, the project steering committee, and broader community participants in the planning process. INDOT should plan for and enhance pedestrian infrastructure as improvements are made to U.S. 31 and State Road 135, as well as I-65 interchanges. If grade separated bicycle and pedestrian crossings, meaning bridges or underpasses, are the desired facility as indicated by many, Greenwood will likely have to provide financial support for what will be costly projects.



*INDOT was in the planning stage for improvements to the State Road 135 and Smith Valley Road intersection during the comprehensive plan process.*



## STRATEGIES & ACTION PLAN

### Strategy 2.1: Develop safe pedestrian crossings of U.S. 31 and State Road 135.

Action Steps:	Priority/Time:	Implementation Leader(s):
Evaluate crossing locations based on existing bicycle and pedestrian traffic, planned trail improvements, and existing and potential bicycle and pedestrian trip generators.	High/Medium-Term	Mayor's Office, Engineering Division
Work with INDOT and the Indianapolis Metropolitan Planning Organization (MPO) to prioritize potential crossing improvements.	High/Long-Term	Engineering Division
Help fund bicycle and pedestrian improvements.	High/Long-Term	Mayor's Office

### Strategy 2.2: Enhance streetscapes, interchanges, and bridges with additional landscaping, signage, and other gateway elements.

Action Steps:	Priority/Time:	Implementation Leader(s):
Develop streetscape master plans for key corridors, similar to on-going efforts for Main Street and Smith Valley Road.	Low/Medium-Term	INDOT
Help fund streetscape and gateway improvements associated with INDOT projects to further support the Greenwood identity and desired character.	Medium/Medium-Term	Mayor's Office

### Strategy 2.3: Widen Improve Main Street under I-65 in conjunction with planned interchange modifications.

Action Steps:	Priority/Time:	Implementation Leader(s):
Include enhanced travel/turn lanes, improved trails, and landscaping and wayfinding.	High/Medium-Term	Mayor's Office, Engineering Division, INDOT
Use additional right-of-way area for landscape plantings and wayfinding signs.	Medium-Term	Mayor's Office, Engineering Division, INDOT

## GOAL 3: ENSURE A SAFE AND EFFICIENT TRANSPORTATION NETWORK INTO THE FUTURE.

A community's transportation network can have a significant impact on quality of life. Everyone wants to be able to move throughout the community safely and easily, and Greenwood residents are expressing that in certain areas or at certain times, that is becoming increasingly difficult. Greenwood has and continues to plan and construct roadway and intersection improvements to enhance the transportation network, but given the amount of recent and on-going development, a city-wide transportation plan is needed. A thoroughfare plan serves as a long-range transportation planning tool for public officials, property owners, developers, residents and other parties involved in development and transportation projects. It would build on the recommendations of the comprehensive plan and provide additional analysis and more detailed recommendations to support the community's transportation needs in both the short-term and long-term.

The thoroughfare plan should identify long-range improvements to improve east-west connectivity across Greenwood, provide standards for bicycle and pedestrian facilities to be included within the public right-of-way, and include recommendations to ensure future transit service expansions can be accommodated. Part of the thoroughfare planning process should also examine high crash locations and especially those locations that result in a disproportionately high number of injuries to motorists, cyclists, and pedestrians. The thoroughfare plan can then inform future capital improvements and regional transportation plans, assist in acquiring funding to support projects identified in the plan, and help the city to develop policies to address resident concerns regarding needed intersection controls, speeding, congestion, and safety.



*Madison Avenue has been reconstructed in segments to add a multi-use trail, marked crosswalks, and other streetscape improvements.*

## STRATEGIES & ACTION PLAN

### Strategy 3.1: Improve east-west connectivity to ease travel across Greenwood.

Action Steps:	Priority/Time:	Implementation Leader(s):
Continue to identify and implement manageable sized projects as part of the larger Main Street Streetscape Study.	High/On-Going	Engineering Division
Explore opportunities for grade-separated crossings over I-65, including an east extension of Sierra Drive to Chaney Avenue and an east extension of Pushville Road to CR 700 N.	High/Long-Term	Engineering Division, Planning Division
Create and update the Thoroughfare Plan to account for changing conditions, completed projects, and land use plan amendments.	High/Short-Term	Engineering Division

### Strategy 3.2: Balance pedestrian facilities and amenities with vehicular access and travel along Main Street through the downtown area.

Action Steps:	Priority/Time:	Implementation Leader(s):
Protect historic buildings and maintain the valuable character of the city along Main Street.	High/On-Going	Restore Old Town Greenwood
Continue to make streetscape improvements that enhance the pedestrian experience in downtown, including along the south side of Main Street west of Madison Avenue, along Madison Avenue between Main Street and Surina Way, and along Market Plaza.	Medium/On-Going	Mayor's Office

### Strategy 3.3: Work with Indianapolis to improve County Line Road and extend it to the east.

Action Steps:	Priority/Time:	Implementation Leader(s):
Partner with Indianapolis and the Indy MPO to help fund improvements within the existing County Line Road right-of-way.	Low/Long-Term	City of Indianapolis, MPO
Ensure an extension of County Line Road to the east serves Greenwood's development interests for the area.	Low/Long-Term	City of Indianapolis, MPO



## GOAL 4: ADDRESS EXISTING CONGESTED INTERSECTIONS AND ROADWAY SEGMENTS.

Concern about traffic congestion was a primary theme throughout community engagement efforts. Congestion typically occurs at or as a result of intersections. This may be due to high numbers of turning movements, intersections located too close to one another, poor signal timing, or temporary factors such as construction activity, traffic incidents, or bad weather. Some of these conditions are clearly beyond the control of the city. Additionally, some of the most travelled roads, and subsequently busiest intersections, are along state controlled routes (I-65, U.S. 31, and State Road 135). Changes to these intersections will largely be at the discretion of INDOT.

Greenwood will continue to explore opportunities to reduce congestion while ensuring the safety of motorists, cyclists, and pedestrians. Figure 6.1: Future Thoroughfare Map and Intersection Improvements identifies a number of intersections that could potentially be reconstructed and converted to roundabouts. Roundabouts are not appropriate at every intersection, but were practical, they can help improve safety and reduce congestion by lowering vehicle speeds through the intersection, reduce the number of vehicle to vehicle conflict points, and lead to improved performance because though added capacity and eliminating stop/start cycles. Roundabouts can also be cost effective in requiring less right-of-way and not having maintenance costs related to traffic signals. In all cases, the potential roundabout locations will need additional evaluation to confirm a roundabout at that location will function properly and produce the desired results.

The number of driveways or curb cuts along a street can also impact safety and traffic capacity. Greenwood should use access management practices to ensure new development and redevelopment sites are accessed from existing collector roads or consolidated access points along arterials. Access drives should be spaced so motorists have time to address one set of potential conflicts before worrying about another. Driveways should also be properly set back from intersections so as not to impair intersection function.



*The intersection of Main Street and U.S. 31 experiences back-ups during peak travel times.*

## STRATEGIES & ACTION PLAN

### **Strategy 4.1: Convert signalized and stop controlled intersections to roundabouts where feasible and implement design best practices to ensure pedestrian safety.**

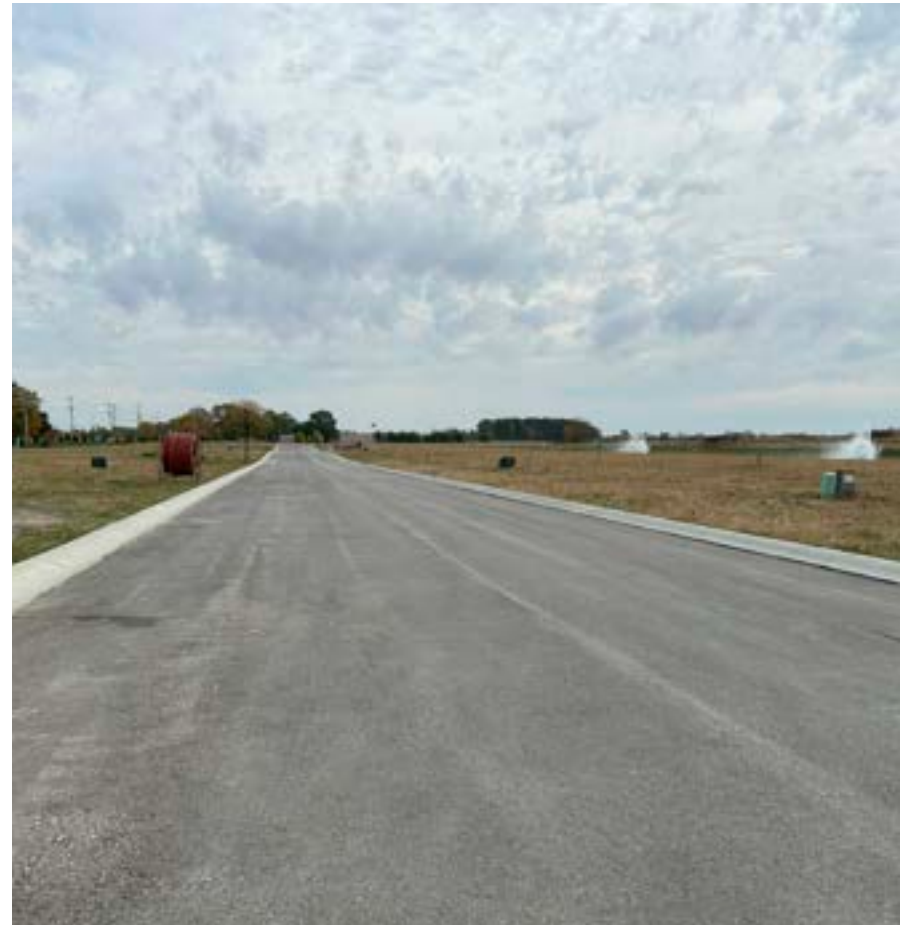
Action Steps:	Priority/Time:	Implementation Leader(s):
Ensure necessary public right-of-way to allow for needed improvements is dedicated as part of development and redevelopment projects.	High/On-Going	Engineering Division, Planning Division
Continue collaborative efforts with INDOT regarding improvements to intersections and interchanges between state controlled routes and local Greenwood streets.	Medium/On-Going	INDOT
Identify and monitor intersections with high crash rates and implement safety improvements.	High/On-Going	Engineering Division

### **Strategy 4.2: Use access management practices along all thoroughfares and require consolidation of curb cuts during redevelopment projects when sufficient access is provided elsewhere.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Evaluate and amend the Unified Development Ordinance (UDO) to better require closure, consolidation, or relocation of curb cuts during redevelopment.	Medium/Short-Term	Common Council, Plan Commission, Planning Division
Limit turning movements, such as only allowing right-in/right-out turns, or preventing left turns with a raised median, where warranted.	Medium/On-Going	Engineering Division
Incentivize shared parking lots and access drives along primary and secondary arterials.	Low/On-Going	Planning Division

## GOAL 5: USE NEW DEVELOPMENT TO MAKE ADDITIONAL ROADWAY CONNECTIONS.

Linking new subdivisions to existing neighborhoods is crucial for Greenwood in managing congestion along major arterials, giving residents route options instead of funneling all traffic to a single thoroughfare. Additional connectivity also serves a public safety purpose in cases of emergency. Stub streets in existing development are designed for this purpose, acting as locations for future street connections even if the adjacent land does not yet hold a development entitlement. Greenwood's southwestern corner and along Worthsville Road has areas where infill development should connect with existing neighborhoods, as well as all new residential growth east of I-65. Areas to the east are critical to assist the city in forming a more efficient road network and breaking down the larger county road grid network.



*New subdivisions should be required to link to existing stub streets in adjacent neighborhoods to encourage connectivity.*



## STRATEGIES & ACTION PLAN

### Strategy 5.1: Provide connections to undeveloped adjacent parcels and existing street stubs.

Action Steps:	Priority/Time:	Implementation Leader(s):
Communicate the benefits of connectivity to residents through the development review process.	High/On-Going	Planning Division, Engineering Division
Evaluate and amend the Unified Development Ordinance (UDO) to improve connectivity.	High/Short-Term	Common Council, Plan Commission, Planning Division

### Strategy 5.2: Encourage street networks that include through streets and minimize cul-de-sacs during the development review process.

Action Steps:	Priority/Time:	Implementation Leader(s):
In developing areas, create a local roadway network that breaks the larger county road grid into through streets at approximately one-quarter mile block increments.	High/On-Going	Engineering Division, Planning Division
Use future thoroughfare planning to identify and establish important roadway connections to be constructed as development occurs.	High/Short-Term	Engineering Division, Planning Division

## GOAL 6: ENHANCE THE STORMWATER MANAGEMENT NETWORK TO REDUCE FLOODING AND IMPROVE WATER QUALITY.

Between the city's multiple streams and older residential neighborhoods that lack modern stormwater infrastructure, Greenwood experiences issues with localized flooding during and after heavy rain events. Areas near the railroad crossing on Main Street and in neighborhoods between Honey Creek Road and State Road 135 were called out specifically during community engagement efforts. As new development occurs and increases the volume of impervious space it will be critical for the city to require adequate stormwater infrastructure in site designs and identify spaces that could be used for regional stormwater detention. Many of these strategies are called out in Greenwood's current Stormwater Master Plan, which has the purpose of protecting residents, properties, and water quality. Improvements to the streetscape in Old Town, such as stormwater planters at the corner of Main Street and Madison Avenue, are best management practices that could be replicated elsewhere in the community.

Stormwater management in residential, commercial, and industrial subdivisions typically takes the form of retention and detention ponds that store water and allow it to infiltrate back into the ground water supply or control the release rate to receiving streams. Residential subdivisions may have several ponds, which may also serve recreational purposes, while commercial and industrial areas may be served by a single, large pond. Larger stormwater infiltration areas are more adept at dealing with higher volumes of impervious services and can handle run-off from adjacent properties as well. Regional infiltration areas can also come in the form of park space, which allows Greenwood to proactively construct infrastructure to support upcoming development.



*Well designed landscaping can assist cities in managing stormwater, funneling water into planted beds and allowing infiltration to occur.*

## STRATEGIES & ACTION PLAN

### Strategy 6.1: Continue to plan capital improvements and implement the recommendations of the Stormwater Master Plan.

Action Steps:	Priority/Time:	Implementation Leader(s):
Identify stormwater management projects to be included in the five-year capital improvement plan.	High/Short-Term	Stormwater Department
Update the Stormwater Master Plan to protect Greenwood residents, properties, and water quality.	Medium/On-Going	Stormwater Department

### Strategy 6.2: Explore opportunities to create regional stormwater infrastructure improvements that can also serve as open space amenities.

Action Steps:	Priority/Time:	Implementation Leader(s):
Identify potential locations for larger-scale stormwater management infrastructure projects that serve flood prone areas.	Low/Medium-Term	Stormwater Department, Mayor's Office
In private development projects, promote fewer, larger stormwater infrastructure areas as opposed to number ponds or basins through a subdivision or business park.	Low/On-Going	Stormwater Department, Developers

### Strategy 6.3: Support the design and construction of green infrastructure stormwater management practices in both public and private developments.

Action Steps:	Priority/Time:	Implementation Leader(s):
Use city-led projects as examples of how to utilize green infrastructure stormwater management practices within the right-of-way, parking lots, and site landscape areas.	Medium/On-Going	Stormwater Department
Evaluate and amend the Unified Development Ordinance (UDO) to incentivize green infrastructure stormwater management in private development.	High/Short-Term	Common Council, Plan Commission, Planning Division

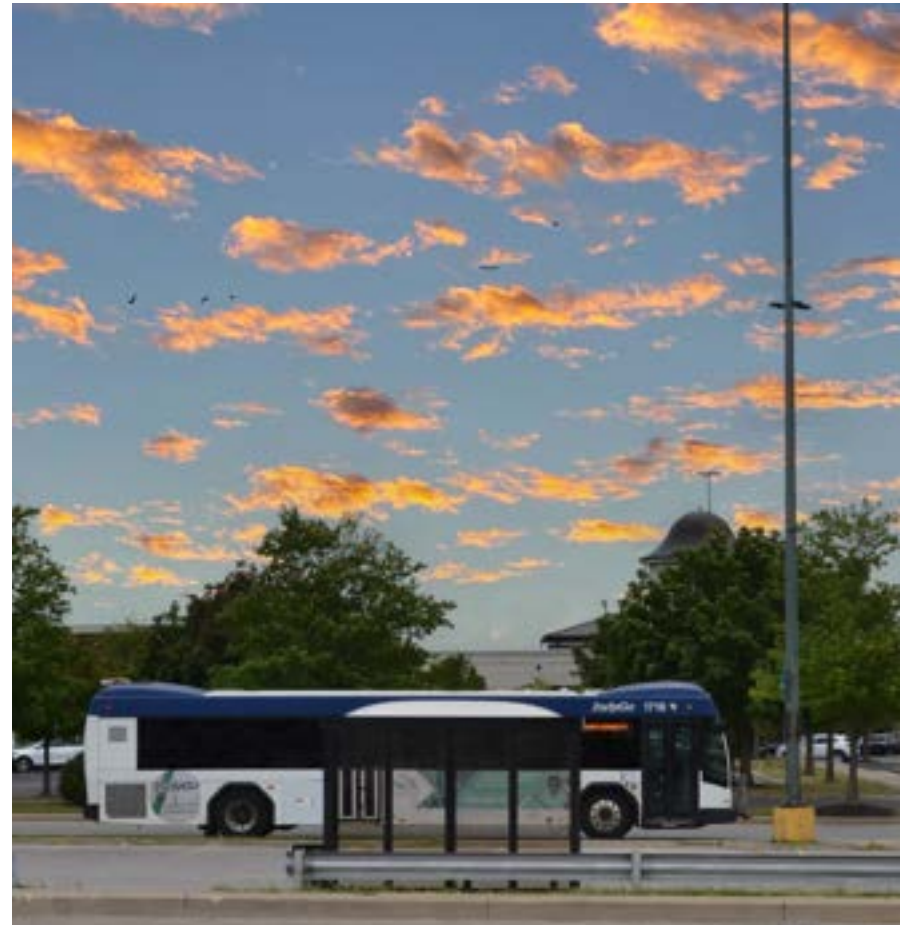


## GOAL 7: IMPROVE PUBLIC TRANSIT SERVICE TO KEY EMPLOYMENT AND SHOPPING DESTINATIONS WITHIN GREENWOOD.

Public transportation provides a means for residents and visitors to access key community services, retail destinations, and employment hubs. While available to all residents in a community, public transit plays a critical role in serving lower-income households who may lack the resources needed for personal vehicles. Greenwood has reached the size where alternative transportation options will be crucial to serve all residents in the community and as a means to draw in those looking to shop or find employment from outside city limits.

Greenwood has the ability to utilize existing public transportation networks as a means to improve accessibility, either through IndyGo or ACCESS Johnson County. IndyGo has three separate routes that enter Greenwood: one which travels down Emerson and turns around on Greenwood Spring Drive, one down Madison Avenue that turns around at Greenwood Park Mall, and a route that uses U.S. 31 to access Community Hospital South before turning at the mall. ACCESS Johnson County has Greenwood connector routes that link people along State Road 135 and County Line Road and from a loop on Emerson Avenue, Smith Valley, Madison Avenue, and County Line Road.

Greenwood should coordinate with these partners to continue linking existing routes to new destinations in Greenwood, specifically along the city's major corridors south towards Bargersville and east of I-65. Connections to Old Town on Madison Avenue, commercial development at Smokey Row Road and Worthsville Road, and the warehouses on Graham Road should be prioritized.



*The mall's northern parking lot along County Line Road is used for the southern-most stop for IndyGo buses.*

## STRATEGIES & ACTION PLAN

### Strategy 7.1: Support IndyGo routes and facilities in Greenwood.

Action Steps:	Priority/Time:	Implementation Leader(s):
Upgrade existing IndyGo bus stops and surrounding infrastructure to improve facilities and access.	Medium/ Medium-Term	IndyGo, Planning Division, City Engineer
Update the UDO to incorporate transit-oriented development uses and design elements, promoting high density uses, and parking reductions within close proximity to bus stops.	Medium/ Medium-Term	Planning Division
Consider incentives for projects near bus stops promoting housing and employment density, walkability, and transit-oriented development designs.	Medium/ Medium-Term	Economic Development, Mayor's Office

### Strategy 7.2: Encourage the extension of IndyGo's Red Line bus rapid transit service along Madison Avenue.

Action Steps:	Priority/Time:	Implementation Leader(s):
Preserve space for a potential stop along Madison Avenue near Main Street and Smith Valley.	Medium/ Medium-Term	Planning Division, Mayor's Office
Explore funding opportunities to support the Red Line extension to Greenwood.	Low/Long- Term	Economic Development, Mayor's Office

### Strategy 7.3: Promote local transit service where IndyGo expansions are unlikely.

Action Steps:	Priority/Time:	Implementation Leader(s):
Coordinate with ACCESS Johnson County and CIRTa to evaluate feasibility of a local Greenwood transit loop connecting significant ridership generators and community amenities.	Medium/ Medium-Term	Planning Division, City Engineer
Identify public and private incentives and funding to support new and expanded routes.	Medium/ Medium-Term	Economic Development, Mayor's Office

## GOAL 8: COLLABORATE WITH REGIONAL PARTNERS TO IMPLEMENT SHARED GOALS RELATED TO TRAILS, POTENTIAL PASSENGER RAIL SERVICE, REGIONALLY SIGNIFICANT ROADWAY CONNECTIONS, AND OTHER SHARED INTERESTS.

Greenwood's proximity to the Indianapolis Metro Area gives the city greater access to outside organizations and partners who can assist in implementing regional goals related to transportation. IndyGo, ACCESS Johnson County, Aspire Johnson County, INDOT, the Indianapolis Metropolitan Planning Organization (MPO) and other organizations with similar goals can be used to leverage local needs into regional projects. Connecting the city's trail network to Indianapolis, Whiteland, Franklin, and other destinations can be accomplished through county trail projects, while new bus routes can draw a larger workforce to Greenwood as economic development continues along the I-65 corridor. Although Greenwood does currently coordinate with the organizations that can make these projects happen, there are no regular meetings established to facilitate formal collaboration.

In addition to local and regional projects, the potential for passenger rail through Greenwood, linking Indianapolis to Louisville, is a possibility in the future. While the city may not have much say in deciding routes and rail usage, leadership should be part of any potential stakeholder groups when deciding locations for stops along the line. If a dedicated stop is possible for Greenwood, or immediately adjacent, there will be new potential for transit-oriented development.



*Existing trails on Worthsville Road can serve as the linking points between Greenwood and a county-wide trail network to the east.*



## STRATEGIES & ACTION PLAN

### Strategy 8.1: Develop a regional approach to transportation network improvements.

Action Steps:	Priority/Time:	Implementation Leader(s):
Coordinate long-range transportation and thoroughfare plans to confirm priority corridors for regional connectivity.	High/Short-Term	MPO, Greenwood, Johnson County, Whiteland, New Whiteland, Bargersville, Franklin, INDOT
Work with the Louisville and Indiana Railroad on safety improvements at rail crossings throughout Johnson County.	High/Long-Term	Planning Division, Engineering Division, Louisville and Indiana Railroad Company (LIRC)
Work together to support state efforts to develop passenger rail service between Chicago and Louisville, that would go through Greenwood.	High/Long-Term	LIRC, Amtrak, Federal Rail Administration (FRA), Mayor's Office





## INTRODUCTION

Schools, parks, community facilities, private development, programming, and community-wide policies all play a critical role in improving community quality of life. Greenwood has undergone major projects over the last decade, with others ongoing or planned, that focus on recreation, safety, culture, housing, and other factors that directly or indirectly improve the community for residents and businesses. While these projects may take longer to realize due to competing for funding with crucial city operations, Greenwood residents have voiced their support for new focus and funding of these initiatives, including the city actively acquiring property ahead of development to ensure new residential neighborhoods and commercial centers have access to recreational facilities.



## KEY FINDINGS

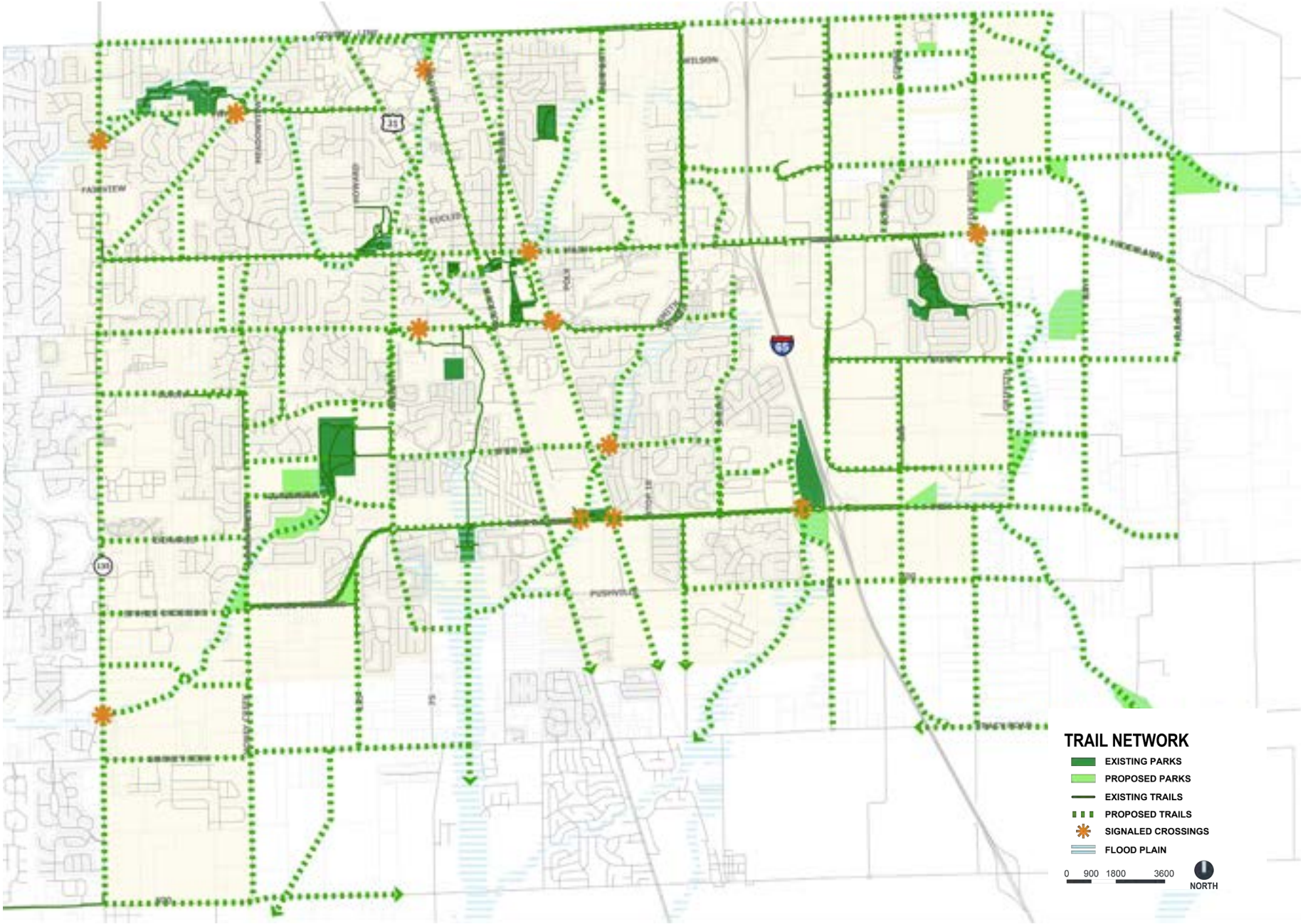
- Greenwood's current pedestrian infrastructure is a mix of sidewalks, trails, and multi-use paths along city streets and within park spaces or neighborhoods.
- There are more than 52 linear miles of multi-use trails and sidewalks in the community, largely focused around Old Town and along the city's major east-west arterials.
- Greenwood has stayed ahead of development in terms of emergency services, proactively building new fire stations and expanding police and fire capacity in front of new growth. During the development of the Greenwood Comprehensive Plan the site for a new fire station on Graham Road, south of the FedEx warehouse, was identified and acquired by the city.
- Greenwood has 17 parks in its current network that cover over 400 total acres of land, including sports facilities, an amphitheater, natural spaces, and event venues, each containing a variety of programs.
- Freedom Springs Aquatic Center and Freedom Park are the city's largest facilities and attract visitors from all over the southern Indianapolis Metro region.
- "Expand the bicycle and pedestrian trail network" and "Identify and fill sidewalk gaps..." were selected as the two most important quality of life statements at the Community Workshop.
- Greenwood Community High School students identified a need for more gathering places, events, and programming for teens. They would also like to see more placemaking and arts projects in Greenwood.
- Less than 22% of online survey respondents agreed with the statement "New housing development in the community is affordable to me."
- There was clear support from online survey respondents regarding many development types related to quality of life including: Entry Level/Workforce Attainable Single-family Housing, Senior Housing, Retail/Shopping, Restaurant/Entertainment, Public Parks & Recreational Amenities, and Preservation of Open Space and Natural Areas.

Greenwood's 52-linear miles of trails and sidewalks and 400 acres of park space set the community apart from others in the Johnson County. Continuing to strengthen this asset is a shared vision across the community from elected officials to businesses to residents. This vision includes both continuing to connect parks and city destinations through a robust trail network and identifying property for neighborhood-scale park spaces.

Local organizations in Greenwood are committed to bringing arts and culture to residents. The city has partnered with these groups to introduce public art installations, create spaces for local artists to perform or show their pieces, or hold events catering to different age groups and backgrounds.

Housing development is rapidly expanding to the east of I-65 and south along State Road 135 towards Bargersville. Although most new residential development in Greenwood has been single-family detached homes, multi-family structures have served as buffers between subdivisions and more intensive land uses in some areas around the city. As housing development continues, some residents are concerned about housing affordability, specifically for new home buyers, young families, and seniors looking to downsize.

FIGURE 7.1: FUTURE TRAIL NETWORK MAP





# PEDESTRIAN FACILITIES

Bicycle and pedestrian facilities are vital components in a community's transportation infrastructure. Not only do they reduce traffic congestion and pollution by providing alternate means of vehicular travel, they also provide recreational opportunities which encourage healthy lifestyles and thus enhance the quality of life within a community. These facilities can come in various forms for Greenwood, ranging from various paved pathways to structures to safety signage.

## Greenways

Greenways are typically shared-use paths along strips of undeveloped land, in urban or rural settings, that have been set aside for recreational or preservation purposes. They can be located in natural areas such as floodplains or preserved woodlands, or found along utility corridors and abandoned rail lines. Greenways are considered linear parks that typically have a paved pathway (10+ feet) used for recreation and commuting, but can also hold smaller recreation or commercial nodes as well.

## Shared-Use Paths

Shared-use paths are facilities catering to a variety of non-motorized users including bicyclists, in-line skaters, roller skaters, wheelchair users (both non-motorized and motorized) and pedestrians, including walkers, runners, people with baby strollers, people walking dogs, etc. These facilities are commonly designed for two-way travel or separated into lanes based on mode of use (i.e. bicycle vs. walking) and are paved paths (10+ feet) typically located within a road right-of-way, they can be an alternative to a sidewalk.

## Enhanced Sidewalks

Sidewalks are the standard pedestrian infrastructure found in communities across the nation. However, they are often narrow or constructed just wide enough to be ADA compliant. Enhanced sidewalks are wider along a street or right-of-way and allow for higher volumes of pedestrian traffic and the ability to seamlessly connect to shared-use paths or trail facilities. Their width also allows for buffering zones that can be used for separation or activities. These could also lead to pedestrian streets, transitional areas where people leave on space and transition to another. These transition areas can be pedestrian focused, instead of car oriented

## Cycle Track

Cycle tracks are exclusive bike facilities that combine a separated path with the on-street infrastructure of a conventional bike lane. A cycle track is physically separated from motor traffic and distinct from the sidewalk. Cycle tracks have different forms but all share common elements—they provide space that is intended to be exclusively or primarily used for bicycles, and are separated from motor vehicle travel lanes, parking lanes, and sidewalks. In situations where on-street parking is allowed cycle tracks are located to the curb-side of the parking (in contrast to bike lanes).

## Pedestrian Streets

Pedestrian streets are areas in the city where vehicular traffic is restricted. These streets are selected based on high pedestrian volume and offer activities like shopping, dining, and promenading. Pedestrian streets are typically found in downtowns, and can be implemented permanently, seasonally, or temporarily for special community events.



*Crosswalks at the intersection of Main Street & Madison show how color and textures can help crosswalks stand out.*



*Shared-use paths are can be separated based on traffic flow or user type.*



*A separated cycle track along an urban street.*





*HAWK Signals allow pedestrians to stop traffic to cross streets.*



*Trail lighting can improve safety for users in the early morning or late evening.*



*Benches and other pedestrian friendly installations can provide resting points along major trails or sidewalks sections.*

## Crossings

Safe and efficient pedestrian facilities and infrastructure is not only about traveling linearly along streets and routes, people must be able to safely cross major thoroughfares and be protected from vehicular traffic. While existing signalized intersections provide ways for pedestrians and bicyclists to cross, enhancements to existing and new crossing facilities should be constructed as Greenwood expands its trail network. These enhancements could include:

Highly Visible Crosswalks: Marking crosswalks can be a significant way to improve pedestrian safety and make crossing major roadways more easy and safe. High-contrasting paint, unique pavement materials and patterns, or raised crosswalks can be effective in not only slowing traffic but also directing pedestrians to specific locations for crossing.

Flashing Beacons (HAWK beacon): A HAWK beacon (high-intensity activated crosswalk beacon) is a traffic control device used to stop road traffic and allow pedestrians to cross safely. It is officially known as a pedestrian hybrid beacon. The purpose of a HAWK beacon is to allow protected pedestrian crossings, stopping vehicular traffic only as needed. The HAWK beacon is a type of traffic control alternative to traffic control signals and/or where an intersection does not meet traffic signal warrants. These are only to be used on well-marked crosswalks.

Bump Outs (curb extensions): Curb bump-outs are traffic calming road infrastructure that can be installed at intersections and mid-block to slow turning vehicles or near bus stops or transit stations to prevent cars from pulling over in front of traffic. Curb bump-outs extend from the curb, making it easier for pedestrians to see traffic as they attempt to cross the street.

Grade Separated Crossings: Grade separated crossings allow for bicycle and pedestrian access over or under major barriers, such as highways, rivers/streams, or railroads. These crossing completely separate users from vehicular traffic without breaking the continuity of the network.

Chicanes: Chicanes are designed curves in a road that divert the path of travel to control speeds of passing vehicles. They create a horizontal diversion of traffic and can be gentler or more restrictive depending on the design. Shifting a travel lane has an effect on speeds as long as the taper is not so gradual that motorists can maintain speeds

Pedestrian Refuge Islands: A pedestrian refuge island is a median with a refuge area that is intended to help protect pedestrians who are crossing a multi-lane road. They allows pedestrians to focus on one direction of traffic at a time as they cross, and give them a place to wait for an adequate gap in oncoming traffic before finishing the second phase of a crossing

## Supporting Amenities

In addition to the actual paved surfaces present in pedestrian facilities, there are several supporting amenities that can be built into Greenwood's greater system. These can cover a range from furniture to signage to landscaping, all with the purpose of improving user experiences. Benches, branded bike racks, wayfinding signage pointing to key destinations, lighting fixtures, and street trees and green infrastructure should all be included in Greenwood's future plans for expanding trails and sidewalks.

## GOAL 1: GROW THE GREENWOOD PARKS AND RECREATION SYSTEM TO BETTER SERVE THE COMMUNITY.

Greenwood continues to focus on expanding its parks network to encourage healthy lifestyles, provide unique programming, and as a means for resident and business attraction. City leadership has bold plans to create a safe and accessible pedestrian infrastructure network that links all residents to neighborhood and regional parks, while constructing new parks in areas east of I-65 where residential development is likely to occur.

New park space can be difficult to obtain when facing high volumes of development, as dedicated lands for recreational uses in subdivisions are too often the area left after lots have been laid out. Greenwood residents support the idea of the city taking a more proactive role in identifying properties that could be used for park space and other development in the future. Greenwood should also create development criteria that require right-of-way or undeveloped land in all future subdivisions be dedicated to the city for trail extensions and neighborhood-scale park facilities.

A recent example of Greenwood being proactive in acquiring park space is the property east of Greenwood Park Mall at the corner of County Line Road and Madison Avenue. Due to floodplain rendering the space not suitable for continued commercial use, the city purchased the land and has the opportunity to create a green gateway that is visible to anyone entering the community at the intersection. The space could also be connected to the mall property and integrated with future redevelopment plans on the mall's east side. Continuing the trail along Madison Avenue to the park space would then link pedestrians along the corridor to Old Town, the mall, a new regional park space, and Marion County.



*Freedom Park includes a number of recreation amenities including ball fields, sport courts, playgrounds, walking trails, and a disc golf course.*

## STRATEGIES & ACTION PLAN

### Strategy 1.1: Invest in neighborhood parks that serve Greenwood residents.

Action Steps:	Priority/Time:	Implementation Leader(s):
Conduct community outreach to understand desired improvements to existing parks.	Medium/On-Going	Parks & Recreation Department
Continue to make improvements to existing parks across Greenwood.	On-Going	Parks & Recreation Department
Acquire new park lands through purchase or acceptance as part of a development project and construct amenities that serve nearby residents.	Medium/On-Going	Mayor's Office, Parks & Recreation Department

### Strategy 1.2: Use the 5-year Parks & Recreation Master Plan to guide continued investments into community parks and programming.

Action Steps:	Priority/Time:	Implementation Leader(s):
Maintain a 5-Year Parks & Recreation Master Plan to stay eligible for Indiana Department of Natural Resources (DNR) grants.	High/On-Going	Parks & Recreation Department
Use the 5-Year Parks & Recreation Master Plan process to identify desired park amenities and programming, benchmark Greenwood against parks and recreation programming in peer communities and prioritize potential improvements to existing parks spaces.	Medium/On-Going	Parks & Recreation Department
Expand recreation programming for all ages to promote and support healthy lifestyles.	Medium-Term	Parks & Recreation Department



### Strategy 1.3: Expand the trail network and fill key gaps between existing facilities.

Action Steps:	Priority/Time:	Implementation Leader(s):
Conduct a high-priority gap analysis to identify critical trail connections needed to link and extend existing trails to major destinations, such as Greenwood Park Mall, parks, schools, libraries, and bus stops.	High/Short-Term	Parks & Recreation Department, Planning Division, GIS
Utilize stream corridors and utility easements for trail development.	Medium/On-Going	Parks & Recreation Department
Include multi-use path facilities in street construction and reconstruction projects in alignment with the Proposed Trails Map.	High/On-Going	Engineering Division, Planning Division
Require multi-use path construction along streets in alignment with the Proposed Trails Map.	On-Going	Engineering Division, Planning Division
Work with Johnson County and neighboring communities on a county-wide network, including a signature regional greenway.	Low/Long-Term	Mayor's Office, MPO, Engineering Division



*Greenwood continues to make investments in existing parks, such as the addition of seven pickleball courts to Craig Park.*

## GOAL 2: CONTINUE DEVELOPING OLD TOWN INTO AN ARTS, CULTURE, AND ENTERTAINMENT DESTINATION.

Old Town stands as a significant economic, historic, and cultural driver in Greenwood. Acting as a commercial core, Old Town is easily accessible through both pedestrian and vehicular means, and also provides a variety of housing options for residents wanting to be within walking distance of parks, restaurants, retail, and community activities. Old Town also has a dedicated group of residents who advocate for the neighborhood's interests, whether it be property upkeep, enhanced pedestrian infrastructure, or attracting critical businesses that are currently missing downtown.

Part of Old Town's success can be attributed to the City Center and many community facilities and parks that create activity and bring people to the area. Old City Park, trail networks, city-owned parking lots, and infill opportunities from Greenwood purchasing abandoned or blighted properties have led to high rates of reinvestment. Housing diversity is also a critical factor in Old Town's success, as private/public partnerships between the city and developers have led to new housing types, bringing in residents of all age groups and backgrounds.

Local groups, such as Greater Greenwood Arts Council and Southside Art League, are also dedicated to making Old Town a regional destination. By utilizing existing public spaces and introducing local art installations and programming, vibrant spaces unique to the community are being created. These groups are examples of how collaboration between the city, local non-profits, and businesses can create new activities, events, and festivals in Old Town that cater to all Greenwood residents and visitors.



*Old Town includes a mix of retail, restaurant, office, and civic uses as well as a number of historic homes. Source: Quincy Schuessler.*



## STRATEGIES & ACTION PLAN

### Strategy 2.1: Create gateways, parking, and wayfinding for Old Town Greenwood.

Action Steps:	Priority:	Implementation Leader(s):
Implement a wayfinding sign program to aid in navigating the Old Town area, identifying major destinations such as the City Center, Community Center, parks, and public parking areas.	Medium/Short-Term	Mayor's Office
Continue to assess parking needs in Old Town as development continues, and explore formal shared parking agreements with property owners.	Medium/On-Going	Planning Division, Mayor's Office
Use redevelopment, roadway and streetscape projects along Main Street and Madison Avenue to create gateway experiences into Old Town.	Medium/ Medium-Term	Engineering Division, Mayor's Office

### Strategy 2.2: Make festivals, programming, and public art easier on City properties.

Action Steps:	Priority:	Implementation Leader(s):
Conduct stakeholder meetings with community organizations and businesses that organize, promote, and operate local festivals and programs.	High/On-Going	Community Relations
Promote and communicate coordination efforts with city Community Relations as the liaison for non-city led programs and events in city parks and public spaces.	High/Short-Term	Community Relations

### **Strategy 2.3: Incentivize development of key city-owned properties in the Old Town area when they complement the established form and character of surrounding properties.**

Action Steps:	Priority:	Implementation Leader(s):
Continue to develop conceptual development plans for city-owned properties to communicate the desired vision and expectations to potential developers.	Short/On-Going	Mayor's Office, Redevelopment Commission, Planning Division
Use public-private partnerships to invest in district-wide parking solutions and transportation and utility infrastructure enhancements to serve redevelopment projects.	Medium/On-Going	Mayor's Office, Redevelopment Commission, Planning Division
Consider the use of other incentive tools, such as TIF funds, tax abatement, and fee waivers.	Medium/On-Going	Mayor's Office, Redevelopment Commission, Planning Division
Use a Request for Proposals (RFP) process to solicit proposals from potential developers to maximize return on city investments and ensure projects meet community goals.	On-Going	Mayor's Office

### **Strategy 2.4: Promote residential density to better support desired restaurants, shops, and entertainment attractions in Old Town.**

Action Steps:	Priority/Time:	Implementation Leader(s):
Utilize infill and redevelopment projects as a way to add apartments, condominiums, and townhomes to the downtown area.	High/On-Going	Mayor's Office, Planning Division, Developers
Use city investments in shared and structured parking to allow greater density in private development.	Medium/ Medium-Term	Mayor's Office
Create an accessory dwelling unit (ADU) guidebook to assist property owners interested in adding an ADU to their property.	Low/Long-Term	Planning Division

## Strategy 2.5: Continue to expand bicycle and pedestrian facilities across Old Town.

Action Steps:	Priority:	Implementation Leader(s):
Extend Old City Park Trail west across Madison Avenue to connect to City Center Park, and potentially continue along Pleasant Creek under U.S. 31.	Medium/ Medium-Term	Engineering Division, Stormwater Department, INDOT
Extend the Surina Square Park Trail to the northeast along Pleasant Creek to connect to Northeast Park and Northeast Elementary School.	Medium/ Medium-Term	Engineering Division, Stormwater Department, Developer
Improve existing sidewalks as roadway, utility, and streetscape projects occur.	High/On-Going	Engineering Division, Planning Division
Perform a feasibility study identifying locations and structures needed for safe pedestrian crossings on U.S. 31.	High/Short-Term	Engineering Division, MPO, INDOT

## Strategy 2.6: Incorporate public art into both City-led and private development projects.

Action Steps:	Priority/Time:	Implementation Leader(s):
Work with the Greater Greenwood Arts Council and other local organizations to create a community art master plan that describes community goals and identifies potential locations for art installations.	Medium/ Medium-Term	Mayor's Office, Parks & Rec Department, Greater Greenwood Arts Council
Create pop-up art installations in conjunction with community events and programs and as a way to test more permanent public art projects.	Medium/ Medium-Term	Greater Greenwood Arts Council
Evaluate and amend the Unified Development Ordinance (UDO) to ensure it permits a broad range of art installations on private property, including murals and sculptures, and that they are interpreted as art and not signage.	High/Short-Term	Common Council, Plan Commission, Planning Division



## GOAL 3: MAINTAIN ESTABLISHED NEIGHBORHOODS AS THE BUILDING BLOCKS OF THE COMMUNITY.

Whether in Old Town or the multitude of other residential neighborhoods, the sense of community and community culture built within Greenwood's neighborhoods serve as cornerstones for the city's unique character and charm. Maintaining these neighborhoods is critical for leaving positive lasting impressions on visitors and residents. Visual character and property upkeep were two items cited through public engagement as issues for the city to address through new policies and potential staff hires. Corridor beautification projects directed by the city could also assist in enhancing neighborhood character and demonstrate the city's commitment to these areas.

Ensuring current and future residents have access to quality housing, either owner-occupied or rental, is vital for Greenwood's future growth and health of existing neighborhoods. Diversifying housing options, especially in existing neighborhoods, can attract new residents and provide options for those looking to downsize, find their first home, or upgrade to fit a growing family. A Community Housing Development Organization in Greenwood or Johnson County would also be able to directly assist in filling affordable housing needs, utilizing state and federal resources for housing development.



*Both established and upcoming residential subdivisions add to Greenwood's character and act as centers of community engagement.*

## STRATEGIES & ACTION PLAN

### Strategy 3.1 Promote beautification and maintenance efforts.

Action Steps:	Priority/Time:	Implementation Leader(s):
Continue funding the owner-occupied housing repair program with Community Development Block Grant (CDBG) funds and increase promotion of the program to potential applicants.	High/On-Going	Mayor's Office
Create a neighborhood beautification grant program to enhance entrance and open space areas in established neighborhoods.	Low/Long-Term	Mayor's Office
Support neighborhood service day to support residents who need assistance in maintaining their home or property.	Medium/Short-Term	Mayor's Office, Community Relations

### Strategy 3.2: Ensure rental properties are maintained to the standards of the surrounding neighborhood.

Action Steps:	Priority/Time:	Implementation Leader(s):
Explore the feasibility of creating a rental registration ordinance and program to require landlords to register rental properties with the city. Organize a committee of city staff, elected leaders, landlords, and tenants to determine program parameters.	Medium/ Medium-Term	Mayor's Office
Continue to use code enforcement efforts to ensure properties comply with city ordinances and do not negatively impact the health, safety, and value of neighboring properties.	High/On-Going	Code Enforcement, Police, Planning Division

### Strategy 3.3: Support efforts to create a Community Housing Development Organization (CHDO).

Action Steps:	Priority:	Implementation Leader(s):
Conduct outreach to local leaders and residents regarding the benefits of having a CHDO in Greenwood.	High/Short-Term	Community Relations, Planning Division
Partner with existing organizations related to affordable housing to determine if one can meet eligibility requirements to become an Indiana Housing and Community Development Authority (IHCDA) certified CHDO. If an existing organization can't grow into a CHDO, gather regional partners and support formation of a new organization.	Medium/Medium-Term	Mayor's Office, Planning Division
Promote IHCDA resources related to capacity building, operational funding, and program funding.	Low/Long-Term	Community Relations, Planning Division

### Strategy 3.4: Consider city initiatives and policies that could be implemented to ensure housing affordability and prevent displacement of existing residents.

Action Steps:	Priority:	Implementation Leader(s):
Monitor assessed valuation trends to identify city areas most likely to face displacement pressures.	Low/On-Going	Mayor's Office
If feasible, develop program parameters such as income limits or length of ownership requirements for property tax relief.	Low/Long-Term	Mayor's Office
Consider creating grants or programs to assist with owner-occupied maintenance costs.	Low/Medium-Term	Mayor's Office





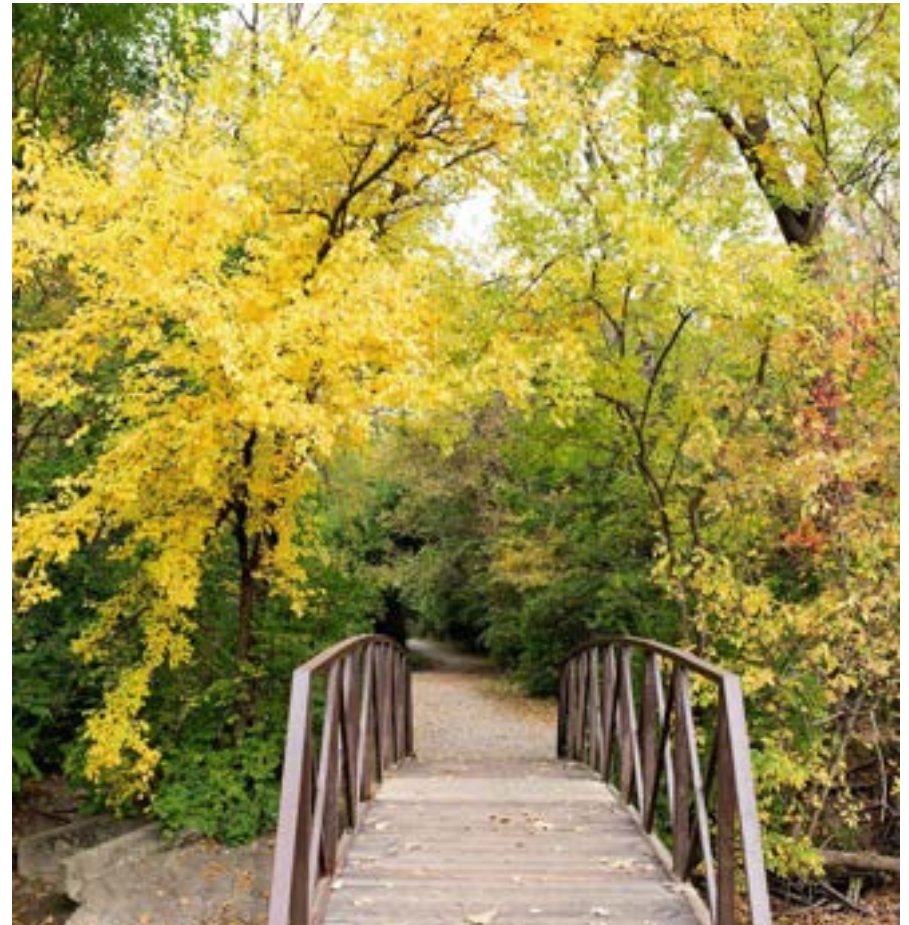
*Housing diversity is critical in Greenwood in order to provide for the changing needs of current residents and to stay competitive with other cities in the metropolitan region when attracting a younger workforce and new industries.*

## GOAL 4: CONTINUE TO DEVELOP THE GREENWOOD TRAIL NETWORK.

One of Greenwood's visions is to connect all destinations and neighborhoods in the community via pedestrian infrastructure, through trails, sidewalks, or multi-use paths. Initial connections should be focused around Old Town and Freedom Park, with additional expansions occurring alongside development near Honey Creek Road, Smokey Row Road, Greenwood Park Mall, the Smith Valley Road corridor, and surrounding all city parks. Areas with existing pedestrian safety concerns such as the U.S. 31 and State Road 135 corridors should also be a high priority for sidewalk enhancements and intersection improvements.

Figure 7.1 identifies locations where future trails and multi-use path connections should occur. Waterways and associated flood hazard and riparian areas can be used as a guide when creating pedestrian infrastructure, with some providing corridors across multiple neighborhoods in and outside city limits. The map also shows locations where additional pedestrian infrastructure, such as a bridge or tunnel/underpass, may be needed for safe passage across major roadways.

In addition to trails within Greenwood, thought should be given for expanding the network outside incorporated limits. Explore Johnson County Trails is an initiative working to extend the network across the county to improve recreational access and safety for residents.



*Trail and bridge over Pleasant Run Creek in Westside Park.  
Source: Savannah Battey.*

## STRATEGIES & ACTION PLAN

### Strategy 4.1: Implement trail projects identified on the Proposed Community Facilities map and other city parks and trails documents.

Action Steps:	Priority:	Implementation Leader(s):
Use existing and planned facilities along E. Main Street and Smith Valley Road as the “heart” of the city’s trail network.	Medium/ Medium-Term	Engineering Division, Planning Division
Connect all of Greenwood to Old Town and Freedom Park via the trail network.	High/Long-Term	Parks & Recreation Department, Engineering Division, Planning Division, Stormwater Department
Prioritize the list of trail projects with a focus on filling key gaps, connecting destinations, and expanding facilities in under-served areas of the community.	High/Short-Term	Planning Division, Engineering Division, Parks & Recreation
Require trail construction as part of development projects when a trail had been identified through or adjacent to the subject property.	High/On-Going	Planning Division, Engineering Division, Parks & Recreation
Partner with INDOT to include shared-use paths withing the right-of-way as roadway and other improvements are made.	On-Going	Engineering Division, Planning Division, INDOT

### Strategy 4.2: Lead the effort to develop a Johnson County regional trail to connect communities.

Action Steps:	Priority:	Implementation Leader(s):
Support Johnson County Trails efforts to plan and implement bicycle and pedestrian facilities across the county.	Medium/On-Going	Johnson County, MPO, Engineering Division, Planning Division
Evaluate potential route alternatives for a regional greenway.	Medium/Long-Term	Johnson County, MPO, Engineering Division, Planning Division
Identify a preferred route, pursue funding, and construct greenway as funding is available.	Long-Term	Johnson County, MPO, Engineering Division, Planning Division
Construct greenway segments as funding is available.	Long-Term	Planning Division







## INTRODUCTION

Many residents who participated in the comprehensive planning process expressed concerns about community safety and a need for additional investment in public safety staffing, equipment, and training. Everyone should feel safe in their community, and perceptions that a community is not safe can have a significant impact to the quality of life of residents. While these feelings of being less safe should not be discounted, recent data trends between 2017 and 2022 show a decrease in crime rates and call volumes to the Greenwood Police Department. The City of Greenwood has increased investments in the police and fire departments at a rate much faster than the population has grown. Police department funding has increased 63% from \$6.8 million in 2013 to \$11.1 million in 2023, while the fire department funding has increased 122% from \$4.9 million in 2013 to \$10.9 million in 2023. It is estimated that Greenwood's population has grown approximately 28% over this period.

## KEY FINDINGS

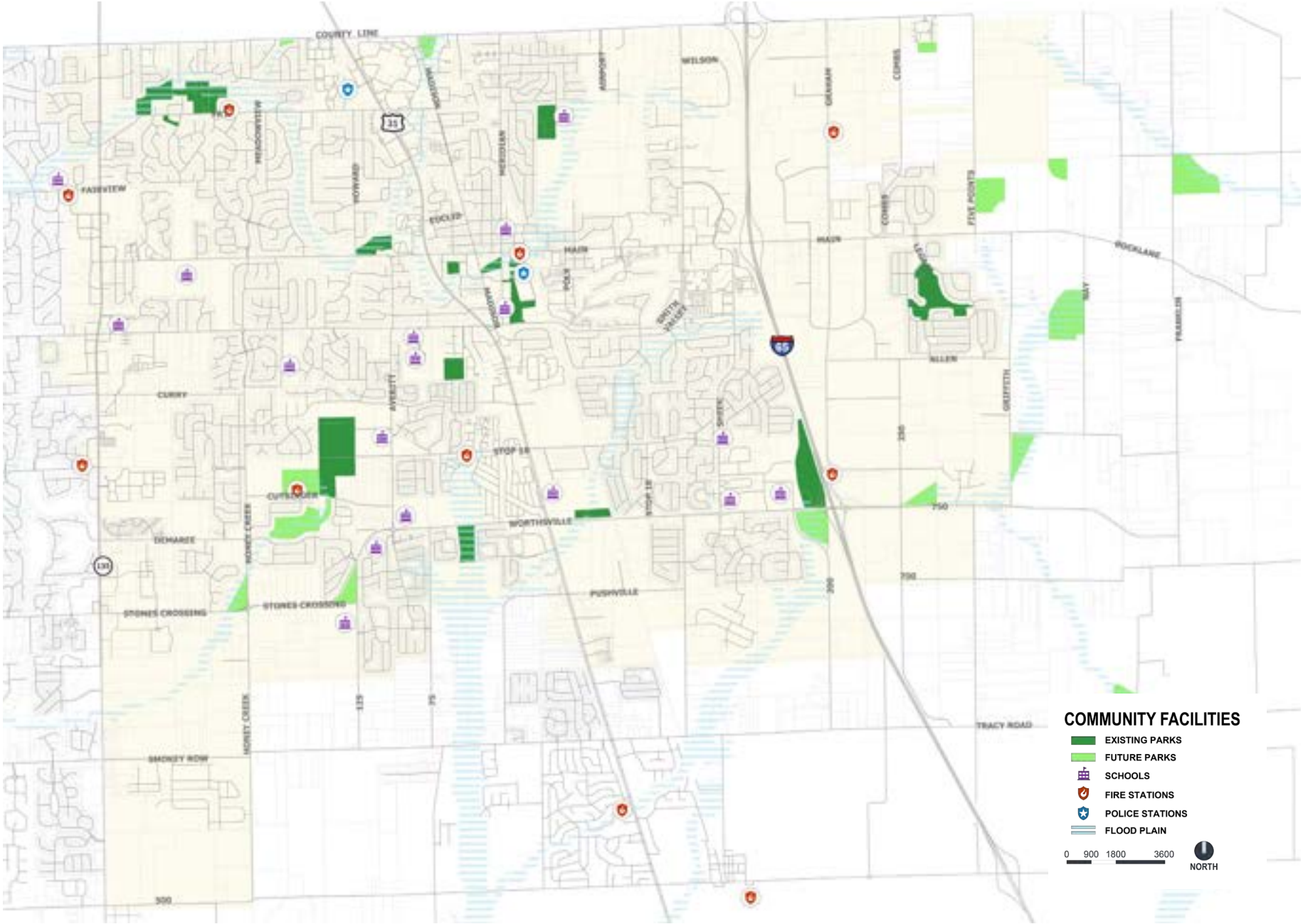
- Greenwood Police Department reporting shows a decrease in call volumes and crimes in recent years. From 2017 to 2022 there was a 3% decrease in responded calls and a 26% decrease in crimes reported to the FBI (NIBRS tracking).
- The number of arrests in Greenwood increased 18% from 2017 to 2022 with a greater proportion of those arrested being non-Greenwood residents (60% of arrests were non-residents in 2017 and 66% in 2022).
- Although violent crimes and property crimes are both lower in Greenwood today than over a decade ago (FBI Crime Data Explorer), input from community engagement showed residents perceive crime has risen, either community-wide or specific to individual neighborhoods and corridors.
- Public safety leaders also estimate the vast majority of police and fire department employees live outside of Greenwood.
- As of December 31, 2023, the Greenwood Police department is authorized for 77 police officer positions and 9 full time civilian positions. The police department budget was increased 11.4% from 2022 to 2023.
- The Greenwood Fire Department consists of seventy-three (73) full-time employees and sixteen (16) part-time employees. White River Township Fire Department has two stations adjacent to State Road 135 and serve areas on the western side of Greenwood.
- The fire department is in the process of staffing and planning for Fire Station 95, which will be located on S. Graham Road, near the I-65 and Worthsville Road interchange.
- Increased code enforcement was identified as a need by residents as part of the community workshop and online survey. Public safety leaders and other staff expressed concern that the monetary fines for many violations are not enough of a deterrent for business or property owners to address recurring issues.
- Over 85% of survey respondents strongly agree or agree that the Greenwood Fire Department and White River Township Department provide an excellent level of service to the community. Over 70% of survey respondents strongly agree or agree that the Greenwood Police Department provides an excellent level of service to the community.

As police and fire budgets have increased, so have staffing levels, demonstrating the city's commitment to public safety. Police and fire department leaders are dedicated to enhancing their teams, despite the evolving challenge of attracting and retaining staff. The benefits package is robust, featuring perks like free membership to the Greenwood Community Center. However, recent changes to state statutes have made transferring to other districts easier, creating healthy competition between communities.

The city invests significantly in the training and certification process, and this commitment underscores the value placed on high-quality public safety personnel. One consideration for police and fire personnel in Greenwood is the housing market. It will continue to be important for there to be a diversity of housing options to attract a growing public safety workforce. Department leaders remain optimistic, with an estimated one-quarter of public safety staff employed by the City of Greenwood residing in the community.



FIGURE 8.1: FUTURE PUBLIC FACILITIES AND PARKS MAP



## GOAL 1: EXPAND POLICE AND FIRE SERVICES IN CONJUNCTION WITH COMMUNITY GROWTH.

Greenwood's past and projected growth necessitate the need to expand emergency services throughout the community in order to maintain the same, high-quality levels of service. These services are an integral part of the city's ability to maintain safety for all residents, workers, and visitors. Police and fire staff were engaged during the planning process to ensure their needs were adequately met through the plan's strategies and action items. These conversations identified how challenges facing each department have largely been centered around attracting and retaining staff, as Greenwood has done a great job investing in public safety facilities and equipment.

During the creation of this plan, the city identified a site for Fire Station #95, located on Graham Road, southwest of the FedEx warehouse. As growth continues eastward, fire station in addition to Fire Station #95 will be needed to cover future residential growth and newly annexed areas between County Line Road and Main Street. Continued growth to the east will also create the need for coordination between city and county public safety services.

Although much of the western edge of Greenwood is already developed, pockets of undeveloped land could be covered by the White River Township Fire Department. There are two stations near State Road 135, on Fairview Road and County Road 450 W, that serve Greenwood residents and businesses. They should be coordinated with as new growth occurs near the state highway.



*The Greenwood Police Department are dedicated to ensuring the safety of all residents, visitors, and property within Greenwood.*

## STRATEGIES & ACTION PLAN

### Strategy 1.1: Plan for additional fire stations to maintain service levels with development to the east, beginning with Fire Station 95.

Action Steps:	Priority:	Implementation Leader(s):
Estimate approximate populations, development intensity, and travel times that will necessitate the need for additional eastside fire stations.	High/Short-Term	Fire Department
Identify potential sites that could be acquired for a new fire station.	Medium/Short-Term	Mayor's Office, Fire Department
Determine an appropriate location, identify funding, and construct a new fire station to serve growth to the east.	Medium/Long-Term	Mayor's Office, Fire Department

### Strategy 1.2: Ensure public safety equipment keeps up with community needs.

Action Steps:	Priority:	Implementation Leader(s):
Identify and prioritize potential investments to be included in the 5-Year Capital Improvement Plan.	High/Short-Term	Mayor's Office
Increase public safety funding in alignment with community growth.	High/Short-Term	Mayor's Office
Evaluate new and emerging technological advances to ensure equipment stays modern and provides effective service.	High/On-Going	Fire Department, Police Department
Continue collaboration between the Police Department, Fire Department, Emergency Medical Services (EMS), and Community Development Services to communicate potential growth rates and areas, as well as building and development types that may necessitate different equipment.	High/On-Going	Fire Department, Police Department, Community Development Services



### Strategy 1.3: Better advertise the City benefits package and consider additional incentives to attract and retain staff.

Action Steps:	Priority:	Implementation Leader(s):
Use city social media to advertise the high quality benefits offered to Greenwood public safety employees.	Medium/On-Going	Community Relations
Invest in recruiting strategies to target potential candidates.	Medium/Short-Term	Human Resources, Fire Department, Police Department
Identify additional benefits that could be offered to public safety professionals to further enhance the city's benefits package; this could include housing incentives, retention bonuses, and ongoing trainings and certifications.	High/On-Going	Human Resources, Fire Department, Police Department
Protect the established reputation of a quality public safety services and the positive work environments of the Police Department, Fire Department, Emergency Medical Services (EMS).	Medium/On-Going	Fire Department, Police Department, Community Relations



*The Greenwood City Center is home to most city offices and serves as an anchor for Old Town.  
Source: Noah Brosius.*

## GOAL 2: IMPROVE CITY COMMUNICATIONS WITH RESIDENTS AND BUSINESS OWNERS.

Strong channels of communication between the city and residents, businesses owners, and community leaders is crucial for the city's successful implementation of projects within this document and any other strategic planning or policy-based decision making. Strong communication can assist city leadership in understanding the needs of individual neighborhoods and the community as a whole, as well as assist in sharing upcoming policy changes, development approvals, or events.

Residents commented on the city's communication during community engagement events and in the online survey, citing they believed the city should improve how they send and receive news, warnings, and important bulletins. Greenwood has already taken strides in improving access to information through online and print materials, including live-streams, signage, and an increased social media presence.

This planning document is not intended to be implemented by a single department and will require assistance and collaboration by city, private, non-profit, and resident groups in the community to fully realize the city's vision of growth. Communication with these groups should be an ongoing process, through both in-person and digital channels of communication that ensure all groups within Greenwood are on the same page moving forward.



*Greenwood's administration has worked to increase in-person engagement opportunities with residents.*

## STRATEGIES & ACTION PLAN

### Strategy 2.1: Identify a City staff position to serve as a communications liaison with Old Town business owners and residential leaders.

Action Steps:	Priority:	Implementation Leader(s):
Determine an existing city staff position well-suited to serve as a communications liaison with business owners and residents.	High/Short-Term	Mayor's Office, Human Resources
Incorporate communications responsibilities into the staff position description.	High/Short-Term	Human Resources
Conduct initial outreach and listening sessions with business owners and leaders.	High/Short-Term	Community Relations
Establish a formal process and mechanisms for maintaining communication between the city and Old Town representatives.	High/Short-Term	Community Relations

### Strategy 2.2: Continue exploring ways to better engage residents, both online and with in-person opportunities.

Action Steps:	Priority:	Implementation Leader(s):
Conduct outreach to residents to understand in what ways they would like to be able to interact with city staff and leaders.	Medium/Short-Term	Community Relations
Organize periodic engagement sessions in different areas of Greenwood, attended by different department staff and elected leaders, to provide in-person meeting opportunities outside of formal council and commission meetings.	Low/Medium-Term	Community Relations
Promote the MyGreenwood app as a primary means of accessing city resources and submitting service requests.	Medium/Medium-Term	Community Relations, Communications Consultant
Continue utilizing existing social media platforms and keep the city website up-to-date.	Medium/On-Going	Community Relations, Communications Consultant



## Strategy 2.3: Conduct a series of roundtable discussions with key user groups after the comprehensive plan has been adopted.

Action Steps:	Priority:	Implementation Leader(s):
Create a comprehensive plan implementation committee.	High/Short-Term	Planning Division, Mayor's Office
Identify user groups (implementation leaders, residents, business owners, developers, non-profit organizations, neighboring community leaders) and organize roundtable discussions to share the recommendations of the comprehensive plan and how they can support implementation.	High/Short-Term	Planning Division, Mayor's Office



*Recent Main Street streetscape enhancements required significant coordination with Old Town business owners. Source: Spuddle Funk Photography.*

## GOAL 3: ENSURE BUILDING, ZONING, FIRE, AND PUBLIC SAFETY CODES ARE UNDERSTOOD AND RESPECTED.

Building, zoning, fire, and public safety codes give Greenwood the ability to directly address the built environment, quality of place, and safety of residents and visitors. These codes help minimize conflicts between adjacent land uses and give Greenwood's emergency services oversight on development to ensure they can properly serve a property. Through discussions with Greenwood Fire and Police Departments, it was found that the largest challenges facing each group relate to disregarded codes. These reoccurring violations force emergency services to expend resources that may be needed elsewhere.

Code enforcement is an uphill battle for a growing community like Greenwood, as new development continues the workload for enforcement officers increases. While staff expansions may be needed in Greenwood, it will also be critical to address the root issues, reoccurring violations with little to no enforceable repercussions for repeat offenders. Updating violation fines and giving city staff and emergency services greater means to tackle these violations is key to improving efficiency and preserving valuable resources.



*Greenwood's Fire Department responds to calls across a 25-square-mile area with over 50,000 people. The White River Township Department covers the western edge of Greenwood and 26 square miles in total.*

## STRATEGIES & ACTION PLAN

### Strategy 3.1: Increase code enforcement to target recurring issues.

Action Steps:	Priority:	Implementation Leader(s):
Conduct strategic code enforcement campaigns by identifying recurring issues, creating informational materials regarding the respective ordinance requirements, advertising a grace period to allow for remediation of the issues across the city, and then pursuing enforcement of violations that exist after the grace period.	Short-Term	Mayor's Office, Community Relations, Communications Consultant

### Strategy 3.2: Review and amend violation fines, especially for frequent and repeated violations.

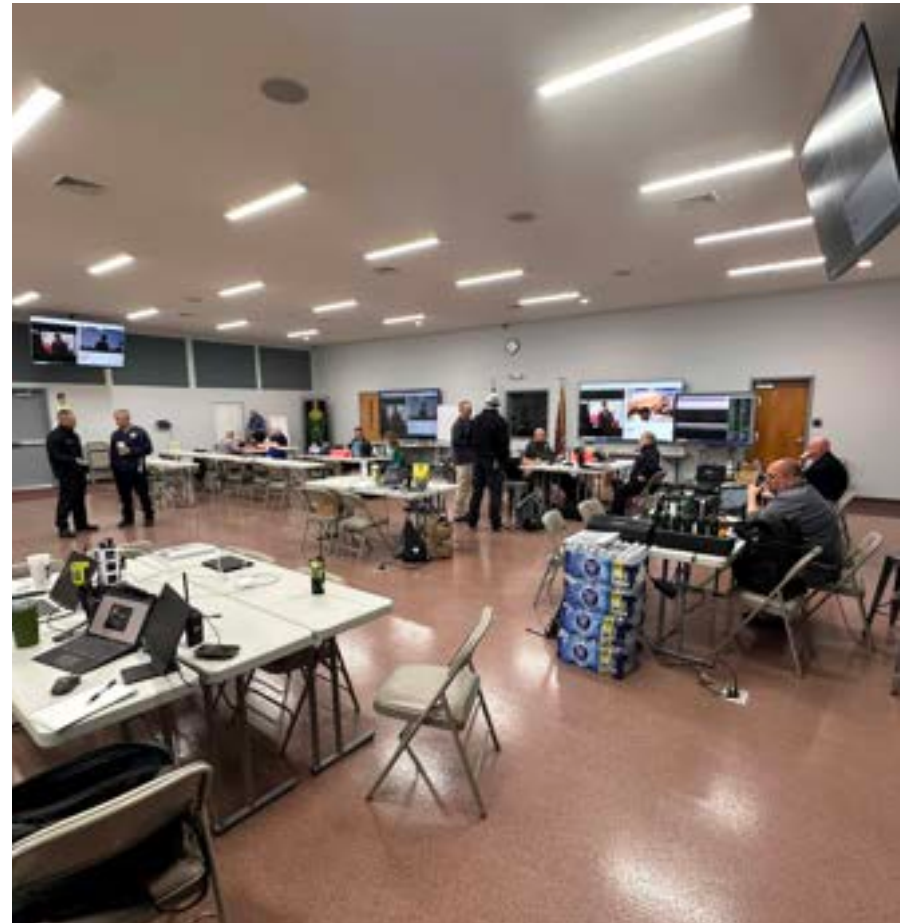
Action Steps:	Priority:	Implementation Leader(s):
Work with city departments to understand the actual cost of public safety runs and ordinance enforcement efforts.	Medium/Short-Term	Mayor's Office
Create a committee that includes city staff and elected officials to review ordinance violation occurrences and recommend changes to violation fines.	Medium/Short-Term	Mayor's Office
Amend applicable ordinances to update violation fines.	Medium/ Medium-Term	Planning Division, Police, Code Enforcement



## GOAL 4: WORK WITH JOHNSON COUNTY AND REGIONAL PARTNERS ON EMERGENCY MANAGEMENT AND DISASTER PLANNING.

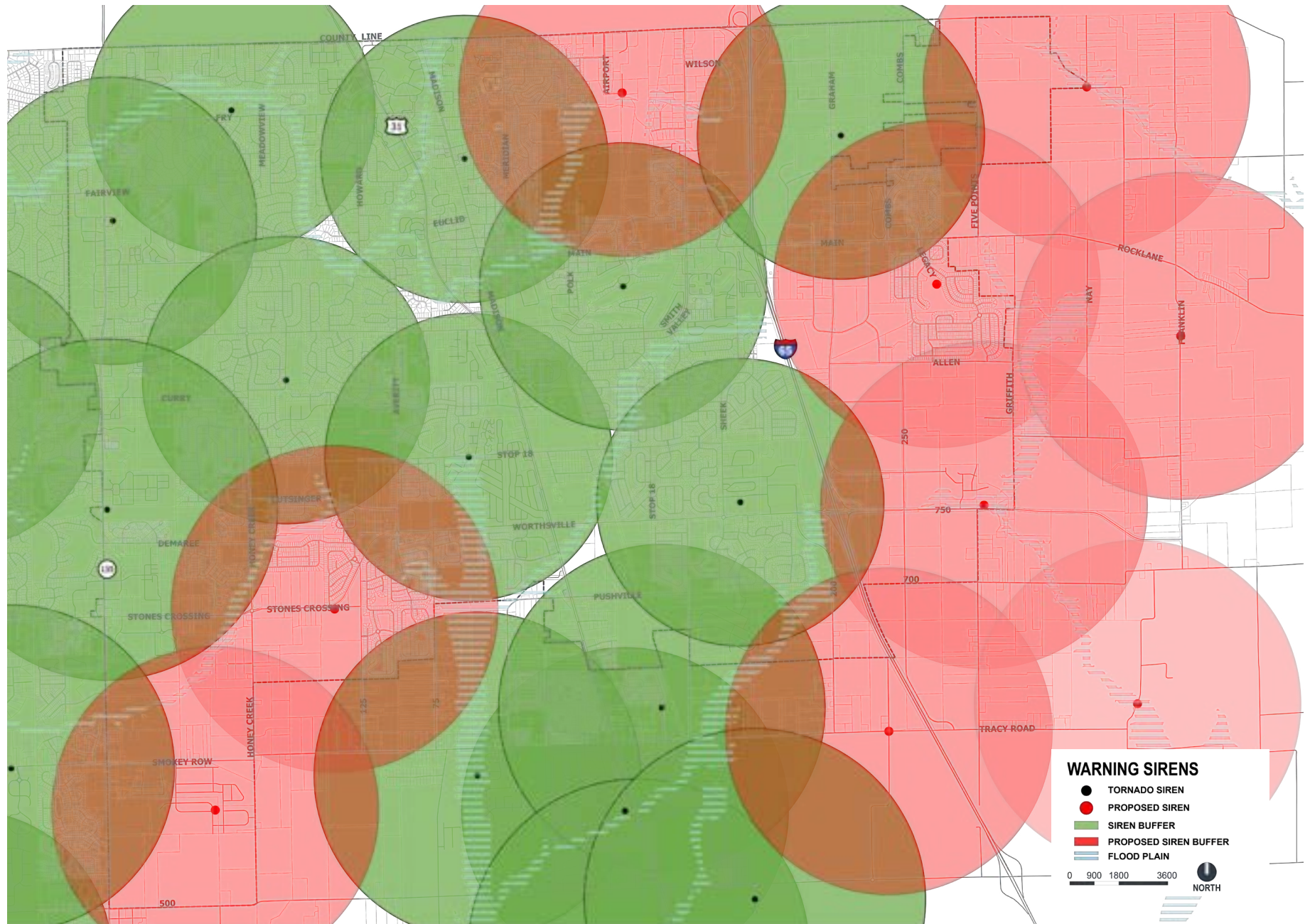
Johnson County was hit by an EF-3 tornado in the spring of 2023, causing major damage to areas in and surrounding Whiteland that were still being addressed during the creation of this plan. The Johnson County Emergency Management Agency led the relief efforts immediately following the disaster and continued to manage the aftermath over a year after the initial event. While major disasters are difficult to predict, Greenwood and Johnson County should lay the groundwork to efficiently manage resources and recovery efforts in the case of a future disaster. This process should also include placing new warning sirens as development continues east, as there is a lack of emergency infrastructure in that area currently (see Figure 8.2). Improved communication should be the foundation of these efforts, between all governmental organizations and communities in Johnson County and with residents.

Greenwood will continue its efforts in removing structures from flood hazard zones, especially those prone to annual flooding that are not immediately occupied for residential uses. Gaining control of these sites allows the city to better protect private property while using them for new public spaces such as parks or natural preservation areas.



*Johnson County EMA set up various mobile headquarters when dealing with the aftermath of the tornado hitting the community.*

**FIGURE 8.2: WARNING SIREN MAP**



## STRATEGIES & ACTION PLAN

### Strategy 4.1: Use recent lessons learned to update the Johnson County Emergency Management Plan.

Action Steps:	Priority:	Implementation Leader(s):
Inform and educate the community about the types of hazards Greenwood and Johnson County are exposed to, where they may occur, and recommended responses should they occur.	Medium/On-Going	Community Relations, Communication Consultants
Share and promote Johnson County Emergency Management Agency (EMA) warnings, communications, and field team operations through Greenwood communication methods.	Medium/On-Going	Community Relations, Communication Consultants
Continue inter-community coordination that followed the March 31, 2023 tornado that hit parts of Whiteland and Johnson County.	Medium/On-Going	Mayor's Office
Organize a yearly meeting and training session for city, town, and county staff that will be a part of future response and recovery teams.	Low/Short-Term	Mayor's Office

### Strategy 4.2: Continue efforts to remove structures from flood hazard areas.

Action Steps:	Priority:	Implementation Leader(s):
Promote removal of existing structures in flood hazard areas through buyout programs offered by FEMA and the Department of Housing and Urban Development.	Medium/Long-Term	Stormwater Department
Consider city purchase of flood prone properties when they would support parks, trails, and open space development goals.	Medium/Long-Term	Mayor's Office





*Areas east of I-65 with development potential lack warning siren infrastructure. As development occurs, it will be critical that room is set aside for these sirens in addition to other emergency service facilities.*





## INTRODUCTION

Greenwood's proximity to Indianapolis and major transportation thoroughfares have made it an ideal location for commuters and logistics-based industries who rely on quick access to outside markets. The combination of these two factors has led to population growth and industrial development in Greenwood over the last several years, which in turn has attracted commercial development to serve new residents and workers. While warehousing and large-box industrial construction have been positive for Greenwood, the city understands the need to diversify industries and employment types, support the success of local entrepreneurs, and ensure the longevity of existing anchor institutions.

Greenwood's development pattern for commercial, industrial, and employment-focused industries has primarily occurred along the city's north/south corridors including I-65, U.S. 31, and State Road 135. East of I-65 lies the bulk of the logistics warehousing uses, with companies such as FedEx, Amazon, and ULTA using Greenwood as a regional hub for distribution to the greater metropolitan area. This industrial corridor east of I-65 is slowly approaching full build out, as growth approaches both County Line Road to the north and Worthsville Road to the south. Greenwood's other industrial areas are located on the U.S. 31 corridor, starting near Stop 18 and continuing south towards city limits. These uses are more manufacturing in nature, holding a wider range of small-scale shops along with a community anchor institution, Endress+Hauser. Similar to the areas east of I-65, the U.S. 31 corridor has limited space for new, large-scale developments, although there are several infill opportunities.



## KEY FINDINGS

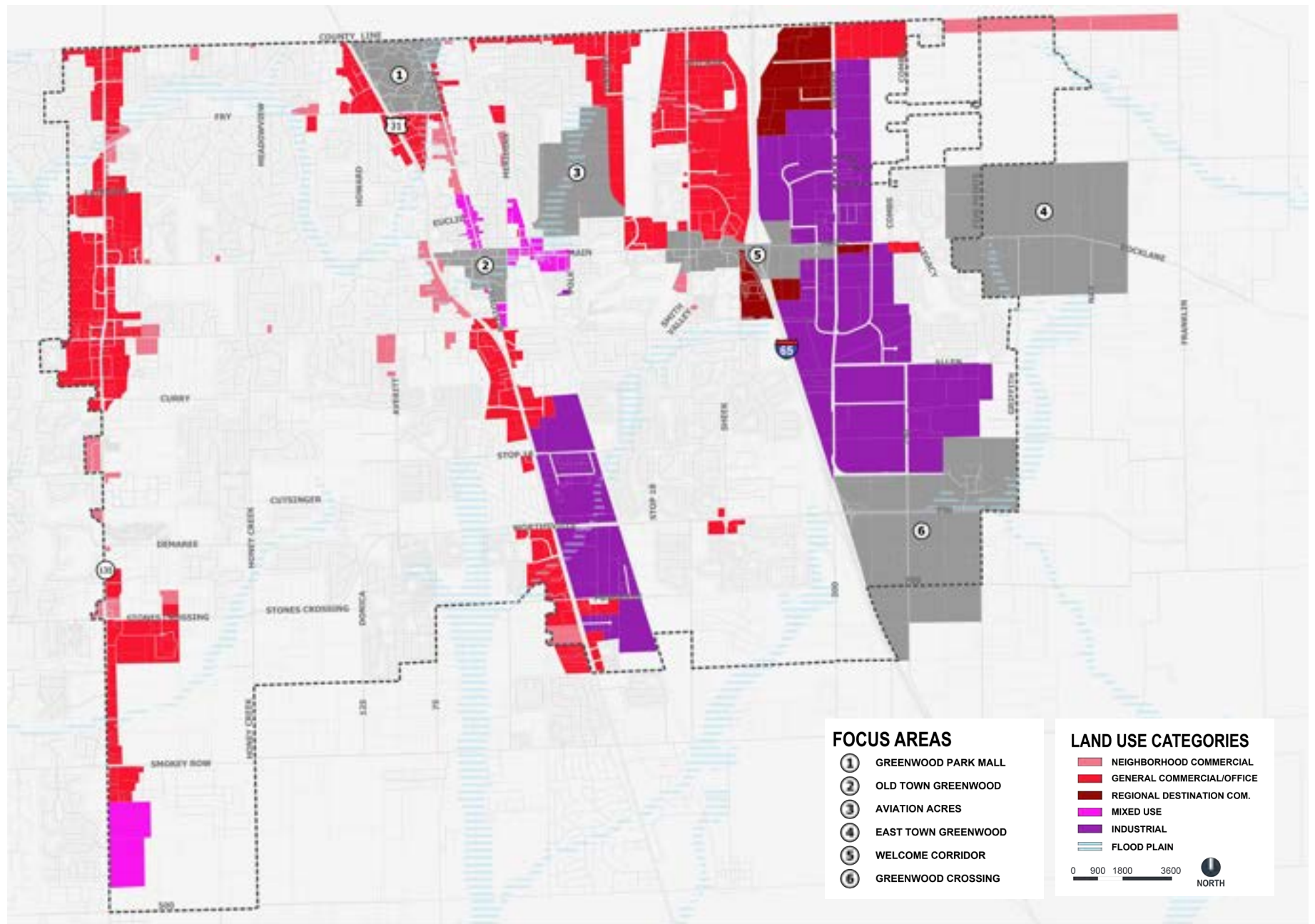
- Greenwood's population has seen an increase in college level educational attainment since 2010.
- The community's three public school districts, various private options, and adult/secondary educational resources make Greenwood highly competitive for attraction and retention of a skilled workforce.
- Greenwood residents voiced their concerns at public engagement events on the continued development of logistics and warehouse buildings east of I-65, although they also agreed these developments were helpful in supporting employment options and diversifying the tax base.
- Support for local businesses and investing in downtown entrepreneurship were highly discussed at public engagement events and through talks with the steering committee and focus groups.
- The majority of Greenwood's land zoned for industrial or heavy commercial purposes has been developed. With limited space available along the U.S. 31 corridor and east of I-65, it will be critical for city officials to identify opportunities for infill or reuse of existing, underutilized spaces.
- The Greenwood Park Mall has remained at or near full capacity in the face of other mall closures across the country. Through facility enhancements focused on safety and placemaking, the mall has successfully attracted new anchor stores and a wide variety of restaurants and retail options that serve the region.
- Although the Greenwood Park Mall has been very successful in attracting new businesses, the vacant Sears structure has remained unfilled since its closing.

While commercial uses are scattered throughout the community, regional providers and big box stores are primarily located on U.S. 31 and State Road 135. Accessibility plays a key role in these corridors acting as retail and entertainment hubs, with proposed roadway enhancements expanding access for nearby pedestrians. Each corridor has infill potential, with State Road 135 having the capacity for both greenfield development and residential subdivisions to the south.

Old Town Greenwood is the city's oldest commercial hub, now holding a variety of local businesses catering to the entertainment, retail, and restaurant needs of residents. Old Town is unique within the community for being truly mixed use, both horizontal and vertical, and acts as a gathering point within the community.

In addition to standard commercial and industrial uses, Greenwood has two unique assets that are drivers of economic growth in the community. The Greenwood Park Mall and Indy South Greenwood Airport are two sites which can draw outside investment that relies on the mall or airport functions as a tool for success. Both sites have their own strategic planning efforts for future development and expansion of facilities that will impact the city's goals for growth along County Line Road, Madison Avenue, and Emerson Avenue.

FIGURE 9.1: POTENTIAL EMPLOYMENT ZONES



## GOAL 1: ATTRACT HIGHER PAYING JOBS FOR YOUNG PROFESSIONALS AND FAMILIES.

Diversifying employment opportunities to include a variety of professional office space, advanced manufacturing, headquarters, and logistics hubs can assist Greenwood's marketing efforts towards attracting young professionals and families. In today's market, attracting talent to Greenwood helps the city leverage future capital investment from major employers as they relocate in areas with an educated workforce. This cycle often occurs in communities that also recognize the benefit of investing in quality of place as vibrant cities attract and retain young talent, made of young adults who are more inclined to move from city to city or work remotely.

Greenwood's ability to be selective when permitting new industrial, office, or retail development should be applied when considering properties with major potential for innovation, tech, marketing, professional services, and other employers who would supply jobs paying at or above Greenwood's median household income. Being selective when presented with multiple proposals does not mean the city's elected officials should turn down all businesses that do not meet a specific criteria, only that highly visible and easily accessible sites should be held to higher standards when evaluating future development.



*Greenwood's staff and community leadership support projects that enhance quality of place as tools to attract new residents and encourage additional development.*



## STRATEGIES & ACTION PLAN

### Strategy 1.1: Target innovation and advanced manufacturing businesses for available employment sites.

Action Steps:	Priority:	Implementation Leader(s):
Evaluate existing economic development incentives and their effectiveness is attracting businesses that diversity Greenwood's industries and jobs.	Medium/Short-Term	Mayor's Office, Aspire Economic Development
Market interchange areas for continued employment generating development with supporting transportation and infrastructure investments.	Medium/On-Going	Aspire Economic Development, Communication Consultant
Work with Aspire Johnson County Economic Development to target specific industries that align with Greenwood's development goals and area workforce skills.	High/On-Going	Mayor's Office
Foster partnerships between area school corporations, colleges and universities, and employers to develop and offer programs that will align workforce skills with target industries.	Medium/Medium-Term	Community Relations

### Strategy 1.2: Encourage quality office space to be included in mixed use developments, business parks, and as infill developments in warehouse and logistics areas.

Action Steps:	Priority:	Implementation Leader(s):
Use existing quality of life amenities and housing stock to advertise Greenwood as an ideal location for professional office space.	High/On-Going	Aspire Economic Development, Communication Consultant
Evaluate and amend the Unified Development Ordinance (UDO) to allow offices in more zoning districts.	High/Short-Term	Common Council, Plan Commission, Planning Division

## GOAL 2: SUPPORT AND GROW THE LOCAL BUSINESS COMMUNITY.

No matter how large and commercially diverse a community becomes, local businesses and entrepreneurs are cornerstones for a healthy economic climate. While Greenwood has seen recent success in recruiting major industries that serve as regional centers of employment, city officials understand the benefits smaller establishments bring to the community. Local businesses can be more connected with their neighbors and those they serve on a daily basis, and can be more engaged with community initiatives and events as owners and staff typically live in the community themselves.

Assisting local businesses and entrepreneurs in Greenwood can occur in a variety of mediums and do not need to be strictly monetary in nature. While programs such as facade improvement grants, small-businesses revolving loan funds, or tax abatements can be extremely beneficial, support in the form of advanced education, training, or reducing policy barriers at the city level can show major impacts as well. Building and sign permits are items often cited in communities as being hard to find in digital forms or difficult to submit. Greenwood has made critical improvements to the city's website over the years that has helped address these concerns.

Although Greenwood's Economic Development team is dedicated to assisting businesses of all sizes, they are not the only group active in the community. Aspire Johnson County + Chamber Alliance are regional partners with strong ties to Greenwood who focus not only on attracting new industries and major employers to the community, but assist in coaching, micro-lending, and research for businesses pulled from national databases.



*Main Street has a diverse mix of businesses operated by new and lifelong residents that attract consumers from the entire region.*

## STRATEGIES & ACTION PLAN

### **Strategy 2.1: Use City communications to collectively market the small business community and highlight success stories and special events.**

Action Steps:	Priority:	Implementation Leader(s):
Create a business spotlight program to periodically feature a local small business and promote the services or products they offer.	Medium/Short-Term	Community Relations, Communication Consultant
Work to engage small businesses in more community events.	Medium/On-Going	Community Relations

### **Strategy 2.2: Assist Aspire Johnson County Economic Development with their efforts related to small business support.**

Action Steps:	Priority:	Implementation Leader(s):
Advocate for local businesses when they are pursuing funding opportunities through regional economic development programs.	Medium/On-Going	Community Relations
Identify a small business point person within the City of Greenwood for new business owners and entrepreneurs to receive guidance regarding permitting and other city services.	Medium/Short-Term	Mayor's Office
Support networking, marketing, and mentorship programs for entrepreneurs and small business startups.	High/On-Going	Community Relations



## Strategy 2.3: Review and reduce potential City barriers to small business startups.

Action Steps:	Priority:	Implementation Leader(s):
Explore opportunities to increase communication to startups and small businesses that serve community goals.	Medium/Short-Term	Mayor's Office
Evaluate and amend the Unified Development Ordinance (UDO) to ensure a wide range of home-based businesses are permitted and that regulations on home occupations are directly related to the negative impacts that may be created.	High/Short-Term	Common Council, Plan Commission, Planning Division



*An excellent example of how to appropriately convert a residential structure to commercial use on N. Madison Avenue. Source: Bette Hoffa.*

## GOAL 3: ENSURE GREENWOOD PARK MALL STAYS VIBRANT AND SAFE.

The Greenwood Park Mall is one of the largest commercial anchors on the south side of Indianapolis and attracts thousands of visitors to the city each day. The mall, owned and managed by Simon Property Group, sits adjacent to U.S. 31, Madison Avenue, and County Line Road, and acts as a northern gateway into Greenwood. With high occupancy rates, strong anchor stores, a growing number of food options, and plans for major facility overhauls, the Greenwood Park Mall is well positioned for the future.

The mall property and outlying lots must remain flexible to a changing retail environment and the city must work to support property owners in allowing for varied use and reinvestment that advances broader goals for the area and ensures continued vibrancy. The city needs to evaluate and update the Unified Development Ordinance (UDO) to allow for pedestrian-scaled mixed use development.

Ensuring the Greenwood Park Mall stays safe and vibrant can be further detailed through the design principles listed in the Greenwood Park Mall Focus Area Plan ([page 140](#)). The idea of shifting the site into an entertainment destination complete with recreational facilities, housing, and infill commercial development could attract a wider range of users while infilling unused parking lots, outlots, and vacant structures.



*Greenwood Park Mall has spearheaded multiple initiatives to improve user safety and increase retail and dining options.*

## STRATEGIES & ACTION PLAN

### **Strategy 3.1: Plan for mixed use infill and redevelopment, especially in excess parking areas and the former Sears space on the east side of the property.**

Action Steps:	Priority:	Implementation Leader(s):
Continue discussions with owners of mall parcels regarding long-term plans for the property.	High/On-Going	Mayor's Office, Planning Division
Evaluate and amend the Unified Development Ordinance (UDO) to remove potential barriers to mall area redevelopment.	High/Short-Term	Common Council, Plan Commission, Planning Division

### **Strategy 3.3: Facilitate quality of life and placemaking efforts on the mall property including public art, spaces for gathering and entertainment, and events and programming to attract more people.**

Action Steps:	Priority:	Implementation Leader(s):
Continue the Madison Avenue trail north of Fry Road to Greenwood Park Mall and a potential park on the southeast corner of County Line Road and Madison Avenue.	Medium/ Medium-Term	Mayor's Office, Parks & Recreation Department, Engineering Division
Encourage development of a flexible public plaza and gathering space on the east side of the mall to host events and serve as a new entry feature.	Medium/Long-Term	Mayor's Office, Planning Division
Allow for a range of temporary uses and events on mall property when done in a way that supports existing businesses and further activates the area.	Medium/ Long-Term	Mall



### Strategy 3.2: Continue to invest in infrastructure projects that support the mall and surrounding properties.

Action Steps:	Priority:	Implementation Leader(s):
Use the existing tax increment financing (TIF) districts as an economic development incentive for mall area redevelopment and infrastructure improvements.	Medium/ Medium-Term	Mayor's Office, Redevelopment Commission, Aspire Economic Development
Use continued city investments along Madison Avenue to support new development in parking areas on the east side of the mall.	Medium/On- Going	Mayor's Office, Redevelopment Commission,
Partner with the City of Indianapolis to improve County Line Road.	Medium/On- Going	Mayor's Office, Engineering Division
Create a more significant gateway and entry experience into Greenwood at County Line Road and Madison Avenue and County Line Road and U.S. 31.	Medium/Long- Term	Mayor's Office, Engineering Division





## INTRODUCTION

The six focus areas described in this chapter were identified during the planning process because of their existing significance to Greenwood and the opportunity they hold to advance key goals of the community. The recommendations for each area provide additional level of detail related to land use mix, open space, vehicular access, bicycle and pedestrian connectivity, and overall character. They should be used when reviewing and evaluating development petitions in these areas.

The focus areas are:

- Greenwood Park Mall Area
- Old Town Greenwood
- Aviation Acres
- East Town Greenwood
- Welcome Corridor
- Greenwood Crossing



## GREENWOOD PARK MALL AREA

The retrofit and future urban design framework for the mall site centers on encouraging and cultivating a vibrant, pedestrian-focused, mixed use neighborhood. Future (re)development in this focus area may either support and be ancillary to the continuing operation of the shopping mall (i.e., development of a current parking lot into multi-family housing) or serve as the basis of a site-wide transformation that reimagines the site as destination for other uses outside traditional retail.

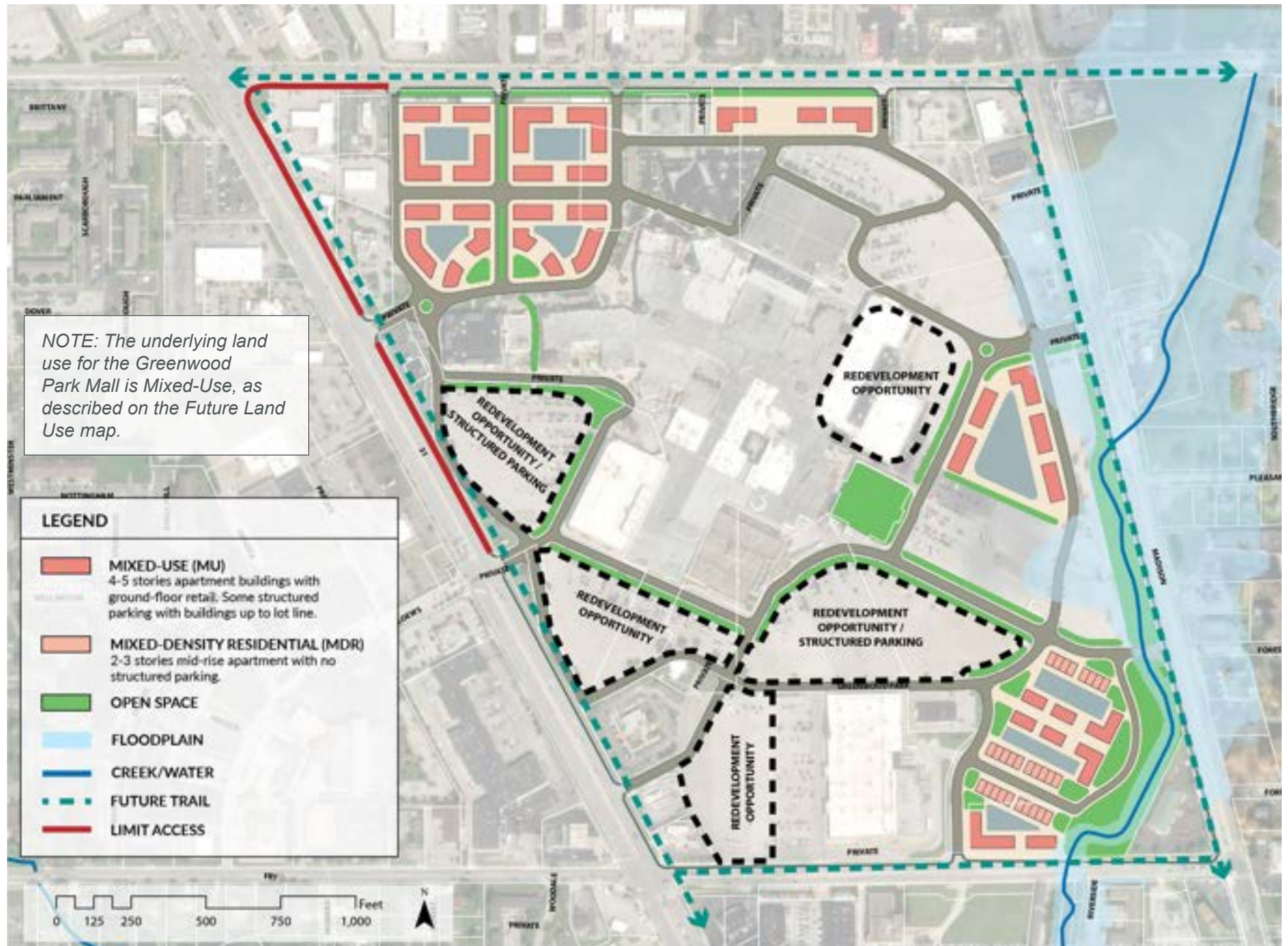
In all future development scenarios, the site is envisioned to include wide, tree-lined streets and walkways that establish a series of pedestrian-oriented blocks while blending commercial, multi-family, and mixed use buildings. Ground-floor retail and restaurants are clustered and connected by an intersecting series of public spaces that range from quaint pocket parks to a central green that serves as a community gathering place.

Innovative sustainability features are incorporated throughout. Buildings incorporate solar panels and green roofs, enhancing energy efficiency and resource management, while enhanced landscape and site design solutions provide efficient stormwater management and sustainability measures. Future development on the site champions accessibility, ensuring that all amenities are within a pleasant walking distance or supported by transit connections that integrate into the broader community.



*The eastern portion of the mall property has seen limited use since the closing of Sears, leaving the anchor building, parking lot, and satellite structure available for new uses or larger redevelopment.*

FIGURE 10.1: GREENWOOD PARK MALL AREA CONCEPTUAL PLAN





## DESIGN PRINCIPLES

- **Development Patterns:** As the transformation of the mall site occurs, a logical street network based on comfortable pedestrian block dimensions will provide increased connectivity, define outdoor pedestrian space, and allow for the development of buildings that help define the public realm.
- **Land Use:** While the use mix for the mall site will continue to be primarily commercial in nature, mixed use and multi-family development at a higher density will allow support for a wider range of amenities and options such as retail/restaurant kiosks, food trucks, and additional public space.
- **Connectivity:** The mobility network (streets, sidewalks, trails, and transit) should provide enhanced multi-modal connectivity to adjacent neighborhoods and the entire community. Interconnected streets and delineated pedestrian connections should be connected and comprehensive, including access from parking locations.
- **Pedestrian Access:** Connections between adjacent nonresidential development parcels and residential neighborhoods should be provided by siting access points at safe intersections. The intersections that surround the mall site should be considered for safety enhancements to encourage increased multi-modal access.
- **Open Space:** The open space framework for the site provides the opportunity to create an accessible network of formal and informal outdoor activities that support current and future development. Public open space should be provided in conjunction with the infill or redevelopment of the site's parking lots or existing buildings. Depending on the scale of the transformation, a range of open spaces should be applied (e.g., a small plaza to a central neighborhood green).
- **Landscaping:** A more pedestrian-friendly and walkable neighborhood at the mall site should be supported by tree-lined streets and lush public spaces. The perimeter of the area that is adjacent to thoroughfares should include street trees, perimeter landscaping, and green infrastructure (bioswales or rain gardens) to ease the transition to adjacent uses, increase the city's tree canopy, and improve permeability for stormwater. Landscaping should also be used to screen the view of parking from adjacent uses and streets.
- **Vehicle Access:** Vehicle access and circulation throughout the site should provide for an interconnected street network. Access points along thoroughfares should be reduced and consolidated concurrent with new developments to provide safe vehicular and pedestrian environments. Access to surface or structured parking that is interior to a newly developed block should not be located on primary commercial streets.
- **Parking:** Where possible, parking should be located at the rear or side of new buildings to reduce street-facing or thoroughfare-facing parking. Higher density development may be supported by structured parking that is developed internal to the development. Landscape islands should be included in parking lots to minimize the impact of parking and to increase tree canopy and perviousness.
- **Drive-throughs:** Drive-throughs should be compatible with the development that they are located within and integrated into the overall building development scheme. Access should be from drives/streets that are internal to the development. New drive-throughs are discouraged along Madison Avenue and County Line Road. New drive-throughs in the mall area should be limited along U.S. 31 and only when they are within 150' of right-of-way.
- **Service and Loading Access:** Strip centers should have a clear and consolidated service and loading that is located away from primary building entries and pedestrian areas.
- **Building Orientation:** Commercial and residential buildings should be arranged to define streetscapes and open spaces. Active building frontages should be oriented toward a common street or common open space to increase accessibility and walkability.



## PRECEDENT IMAGES



*Key to the continued success of the mall property will be the introduction of a central gathering place for the community. Open space that invites the full spectrum of the community, either for programmed events or informal play, will help build a sense of community as well as economic viability into the future.*



*Future housing options on the site will bring with it the continued demand for commercial activity. Mixed use development in a walkable setting will provide greater amenities for the increasing number of households that are seeking walkable, urban environments.*





*Pedestrian-oriented streets and storefronts will create a more inviting and comfortable public realm for visitors, residents, and workers throughout the site.*



*Ground floor retail example.*



*Providing connectivity throughout the site through a dynamic public realm network (both mobility and open space) will allow enhanced access for pedestrians while providing the opportunity for environmental solutions, such as stormwater management through a decrease in impervious surfaces.*





*Art and placemaking elements should be incorporated throughout the public realm. This will allow the community to help define the future of the mall while expressing those cultural elements that are most important to capture during any future transformation on the site.*



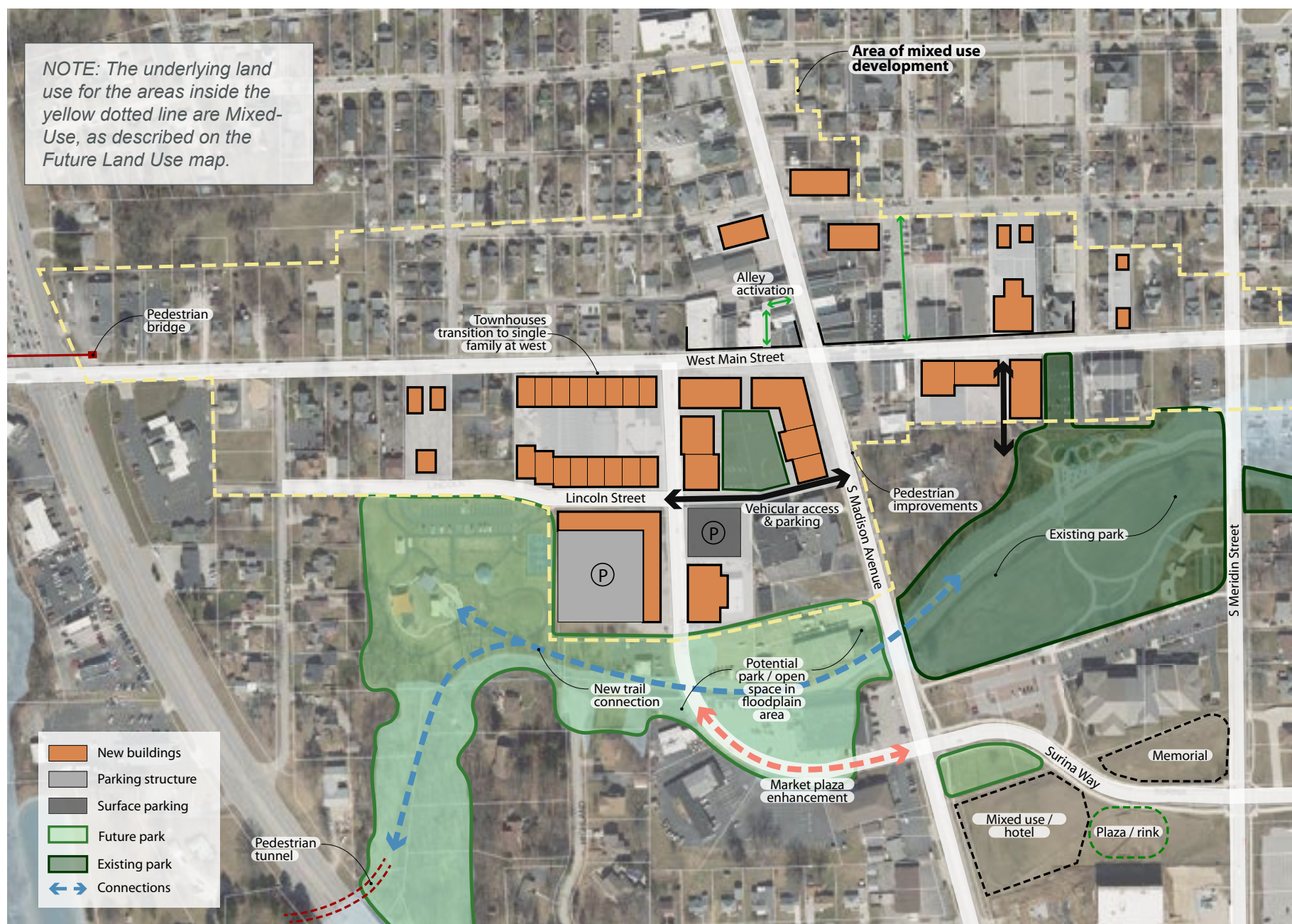
## OLD TOWN GREENWOOD

Building on the successful downtown revitalization efforts in recent years, this focus area illustrates how additional infill development can help build out the historic, walkable urban form of the city center. Connections across Madison Avenue are reinforced by a new pedestrian crossing. The open space network can be expanded in the flood-prone areas and connect Old City Park to City Center Park. Current buildings in the floodplain are able to be maintained and continue into the future. However, if they sustain significant damage or become obsolete, a more natural floodplain should be considered. A new trail connection makes it possible to walk/bike from Old City Park through the extended open space, ultimately connecting west to U.S. 31 and beyond. Underutilized alleys, especially near the intersection of Main Street and Madison Avenue are highlighted for activation. Structured parking is provided on municipal land near the City Center to serve local businesses, yet still allowing on-street parking in key locations. As downtown redevelopment progresses, additional structured parking may be needed, especially east of Madison Avenue. This should occur in an above ground parking garage(s) or below ground as part of new development. While downtown has great potential for new investment, it is critical that redevelopment maintains the same character already present within Old Town.



*While used to serve the broader downtown commercial area, the public parking lot at the corner of Main Street and Madison Avenue holds major redevelopment potential to extend building mass and offer new office, retail, and residential uses.*

**FIGURE 10.2: OLD TOWN GREENWOOD CONCEPTUAL PLAN**





## DESIGN PRINCIPLES

- **Public Space Continuity:** Plan for connections between existing and future elements of the public realm, providing ample opportunity for outdoor activities and community events. These spaces should be diverse, ranging from active recreational facilities to quiet block gardens.
- **Core Pedestrian Network:** Extend the excellent pedestrian network downtown to new public alleys, street crossings, and trails. These pathways should be attractive, safe, and functional, promoting walking as the primary mode of transit within the area.
- **Diverse Housing Options:** Offer a range of housing options to cater to various demographics, including singles, families, and seniors. This could involve a mix of affordable housing units, market-rate apartments, and townhouses.
- **Compatible Urban Form:** Regulate infill development to maintain compatibility with existing development. Four stories (50 feet) is an appropriate limit on height. Mixed use and multi-family structures may include for-sale condominiums or rental apartments. Townhouses can be used to transition from new 4-story mixed use or residential buildings to single-family housing just outside of downtown core.



*All redevelopment should be consistent with existing character in Old Town Greenwood.*



*Old Town Greenwood has seen diversified housing options developed in the past year, offering new options for those wishing to live near downtown activity hubs.*



## PRECEDENT IMAGES



*Mixed use residential structures with first floor retail and office space already exist in Old Town's historic structures and should be replicated in new development, similar to The Madison.*



*Infill development in Old Town Greenwood should consist of a mix between typical single-family homes and multi-family options that match the character of surrounding structures.*

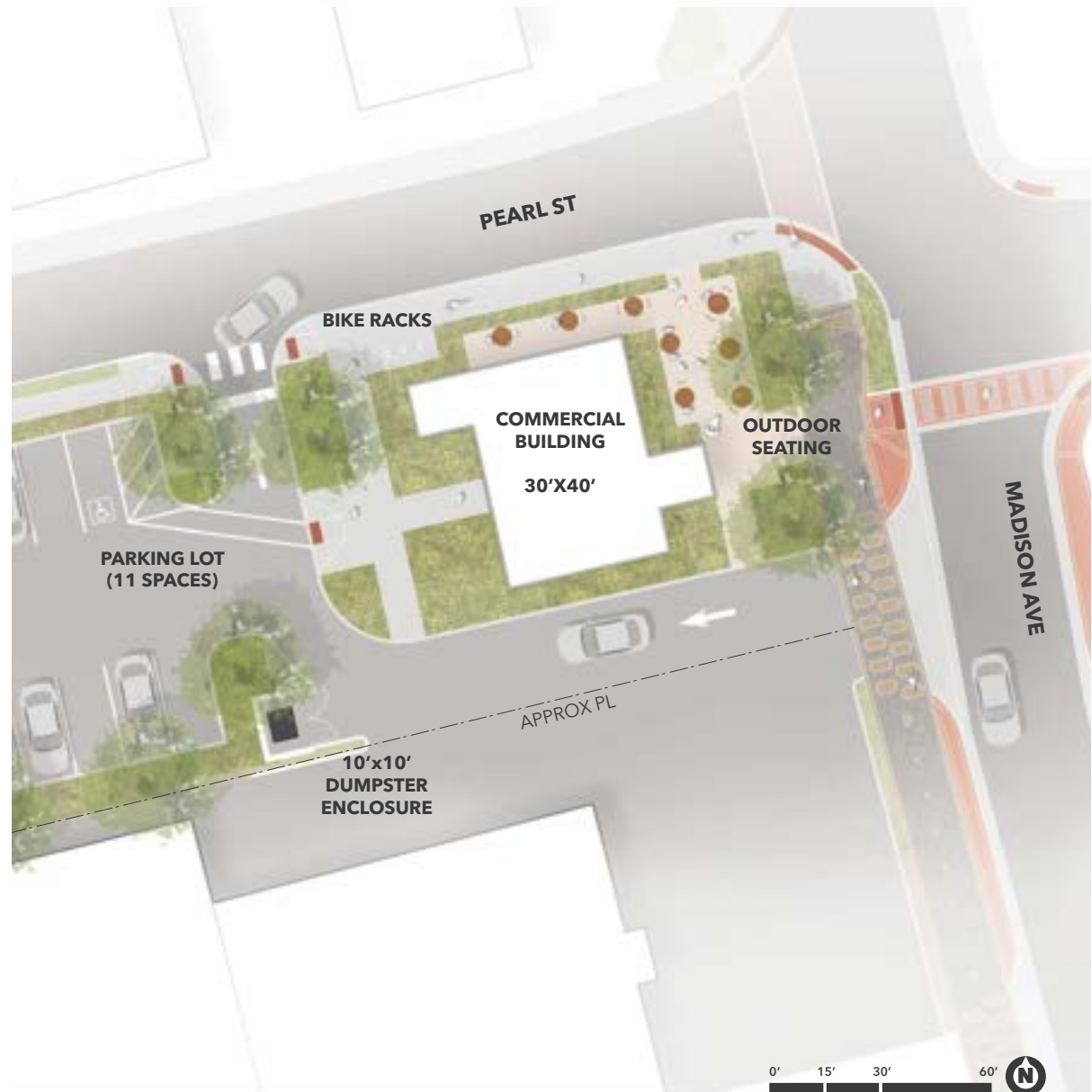
## ADDITIONAL DOWNTOWN PLANNING CONCEPTS

Prior to the comprehensive planning process, the City of Greenwood, through the Redevelopment Commission, developed concepts for key city-owned parcels in and around the Old Town area. These properties include:

- 102 S. Madison Avenue (southwest corner of Madison Avenue and Pearl Street)
- 102 – 200 E. Main Street (north side of Main Street between McKinley Street and the railroad)
- 411 S. Madison Avenue (open space just north of the Greenwood Fieldhouse)

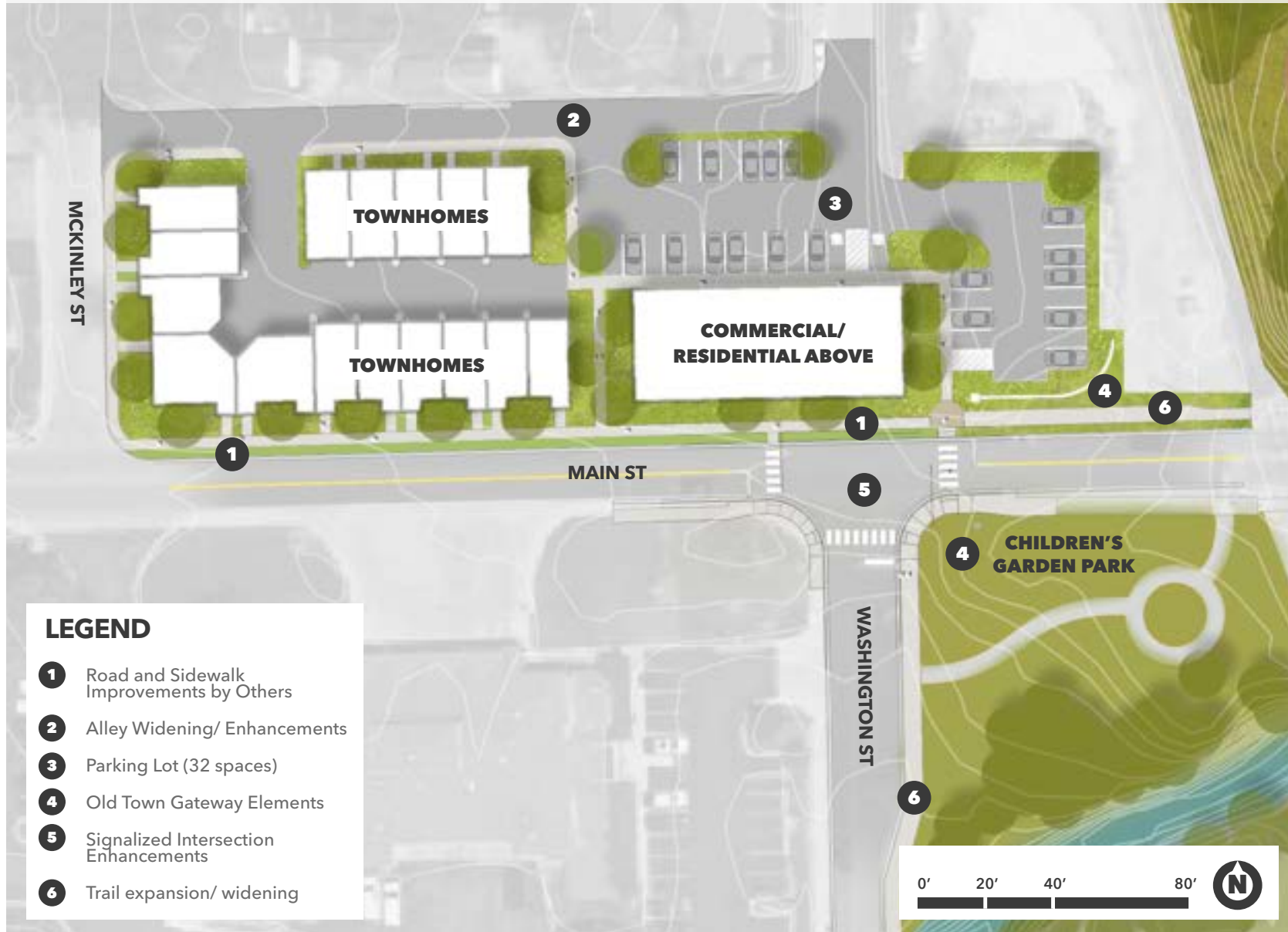
The plans and renderings on the following pages were completed by other consultants outside of the comprehensive plan process but are included to show the additional planning that has been done for the Old Town area. They also reinforce the guiding principles for development and redevelopment in Old Town and should be used to guide future investments.

Madison and Pearl Conceptual Plan (Source: Rundell Ernstberger Associates).



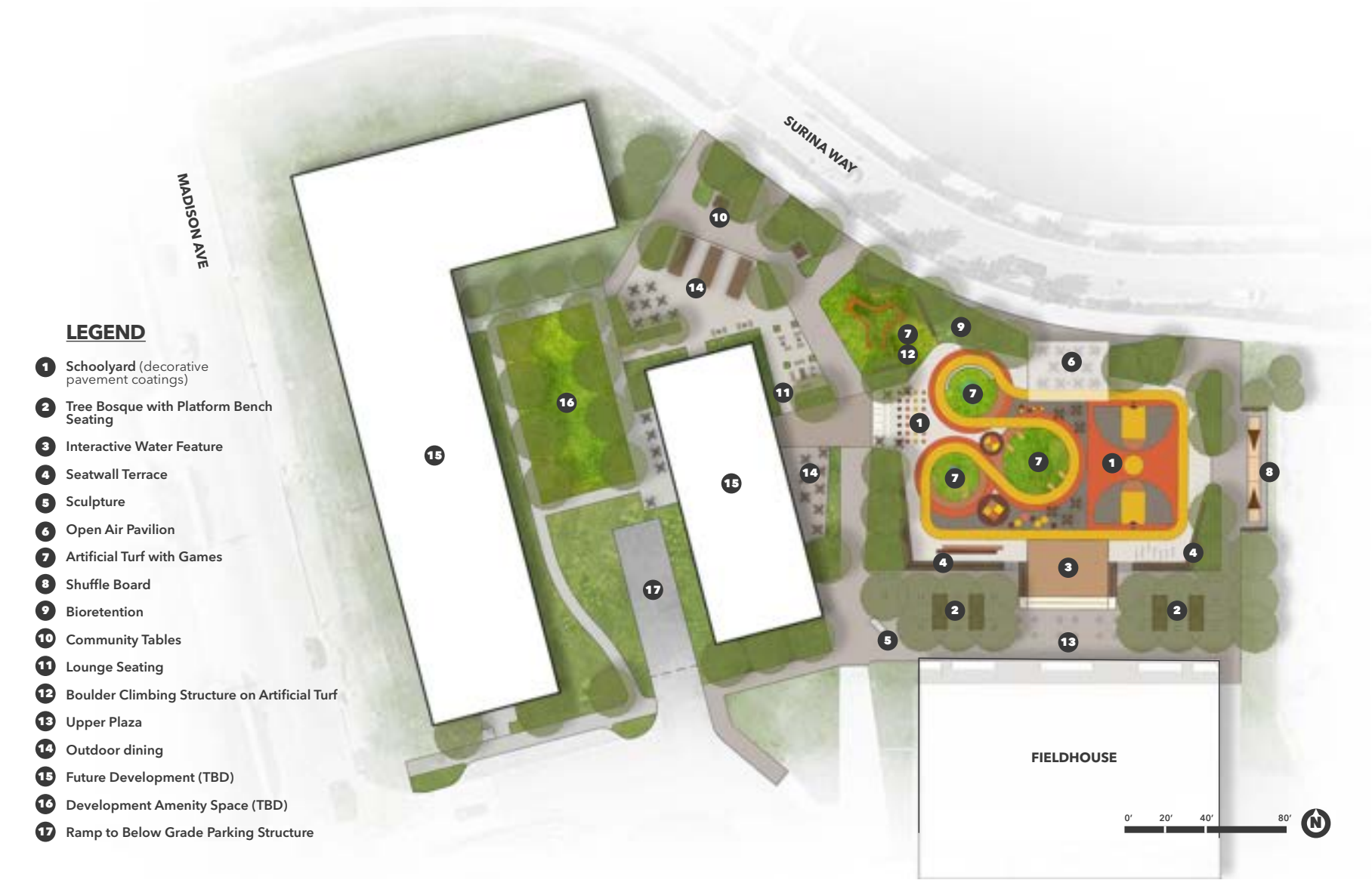


Main and Washington Conceptual Plan (Source: Rundell Ernstberger Associates).





Fieldhouse Plaza Conceptual Plan (Source: Rundell Ernstberger Associates).



Fieldhouse Plaza Illustration (Source: Rundell Ernstberger Associates).





## AVIATION ACRES

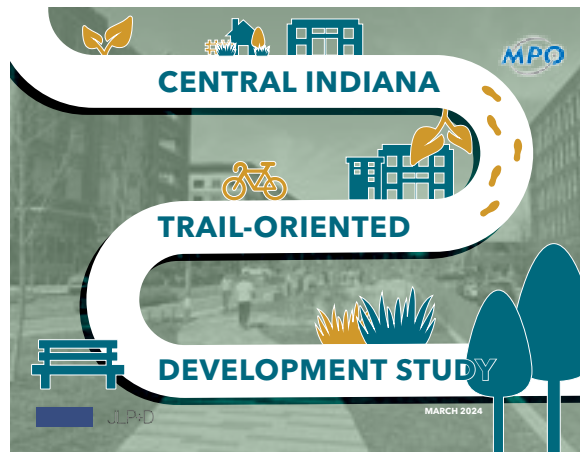
The area just west of Indy South Greenwood Airport represents a unique infill development opportunity to serve the growing airport and incorporate new housing in a traditional neighborhood design. While there have always been plans to connect Airport Parkway from its north and south stubs, the land surrounding the proposed road has lacked a vision for development. This space should be utilized for a mix of land uses that capitalize on the airports ability to attract new commercial growth and the opportunity to expand existing neighborhoods to diversify housing options near downtown. Commercial uses in this area should not be the same intensity as those along Emerson Avenue or County Line Road to limit semi-truck traffic.

In addition to new development and infill opportunities in this area, there lies the potential for linear recreational amenities that follow Pleasant Creek and the accompanying flood plain. The creek should be utilized to expand the trail network from Main Street to County Line Road with the potential for additional park space. New residential development should be trail-oriented and integrate with the trail and linear park space by fronting on this high quality amenity. Trails developed along the creek can also extend to downtown and link with a proposed regional trail running alongside the railroad (page 97).

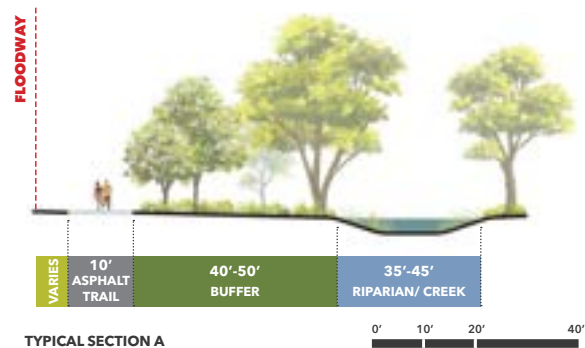


*Greenwood Northeast Elementary and Northeast Park are anchors for a planned trail following Pleasant Creek, linking Main Street and Old Town to County Line Road.*



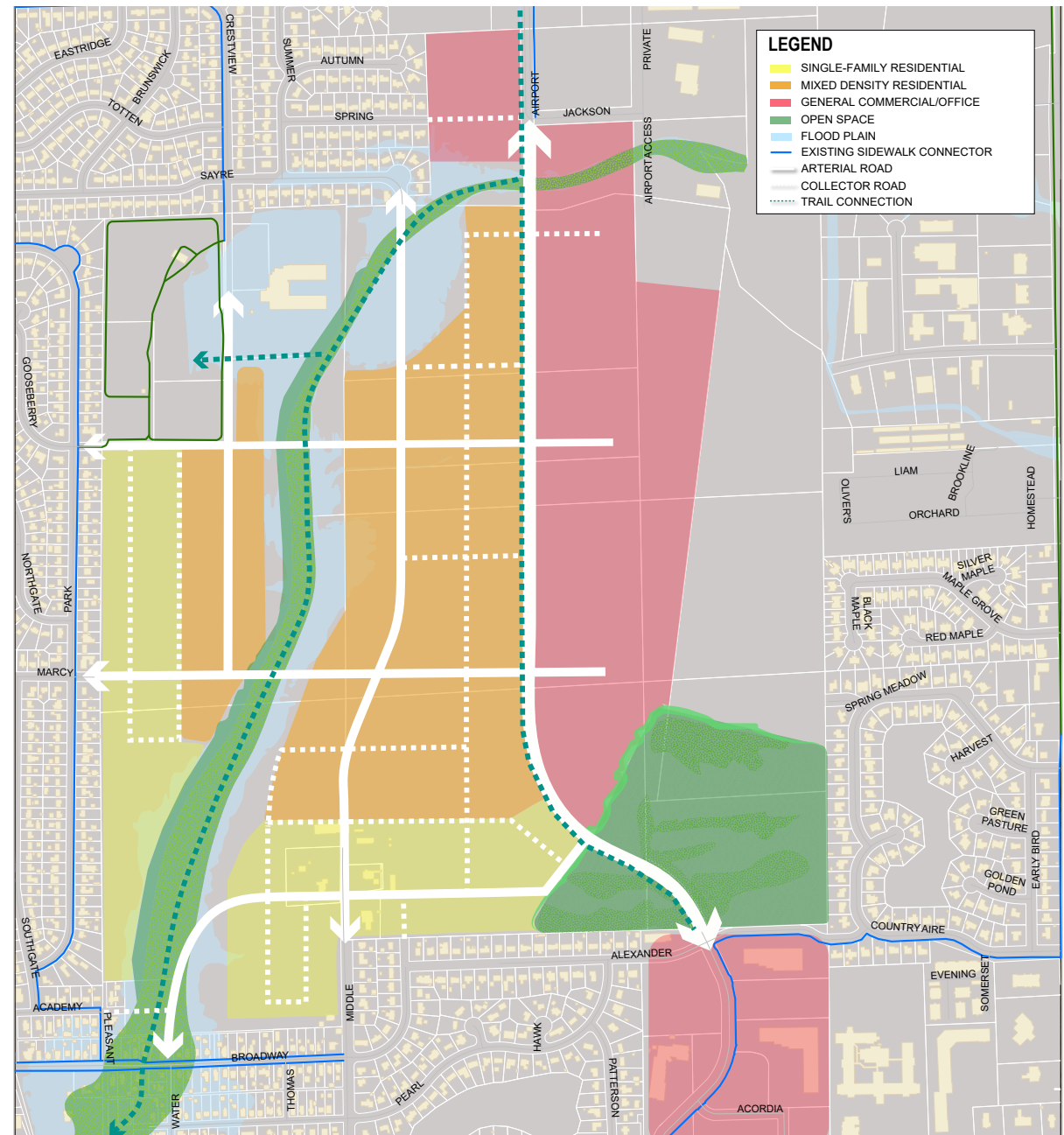


The Indianapolis Metropolitan Planning Organization (IMPO) recently prepared the “Central Indiana Trail-Oriented Development Study” to help guide future development along trail corridors. Source: IMPO



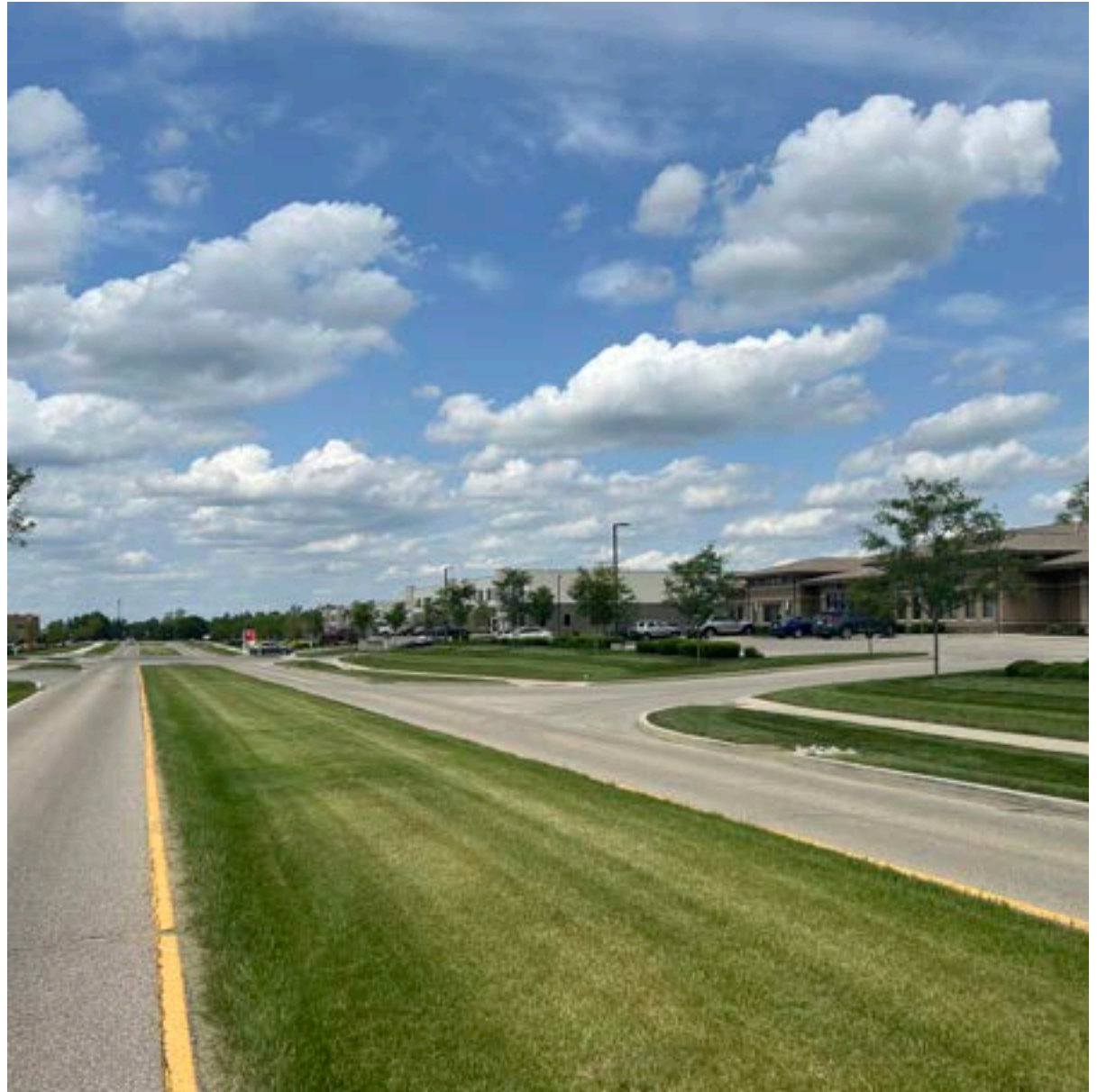
This typical trail and creek section was developed as part of a conceptual plan for downtown redevelopment and public space improvements along Main Street that also emphasized a trail connection north along Pleasant Creek into the Aviation Acres area. Source: Rundell Ernstberger Associates

FIGURE 10.3: AVIATION ACRES CONCEPTUAL PLAN



## DESIGN PRINCIPLES

- **Connectivity:** Connect the existing north and south stubs of Airport Parkway as a new north/south corridor between Main Street and County Line Road, and expand the existing grid street pattern into the area.
- **Airport Sustainability:** Provide opportunities for expansions of airport facilities including additional commercial and airport flex uses, as well as protection of important runway approach areas.
- **Integrated Recreation Space:** Utilize Pleasant Creek and the floodplain to expand open space and the trail network, with connections to Northeast Park and Northeast Elementary that continue south towards Main Street.
- **Diverse Housing Options:** Scale up residential intensity to the north and east to include smaller lot single-family homes, townhomes, and other medium density residential dwelling types that act as a buffer between existing single-family neighborhoods and more intensive land uses.
- **Compatible Infill:** Promote infill and redevelopment of the South Airport Parkway area to serve new and existing residential neighborhoods.
- **Trail-Oriented Design:** New development should be designed to address the trail as a key amenity and site feature.



*The northern stub of Airport Parkway has a mix of office, retail, and light industrial uses that should be continued south after the road is connected to the south.*



## PRECEDENT IMAGES



*Single-family homes will make up the majority of new residential in this area, with smaller lots to increase affordability and allow diverse design.*



*Townhomes and similar scale multi-family structures can be constructed in the area to attract a wider audience ranging from young adults to seniors looking for more affordable housing options.*



*Pleasant Creek and the future trail running through the site allow for recreational amenities to be integrated into new housing developments.*



## EAST TOWN GREENWOOD

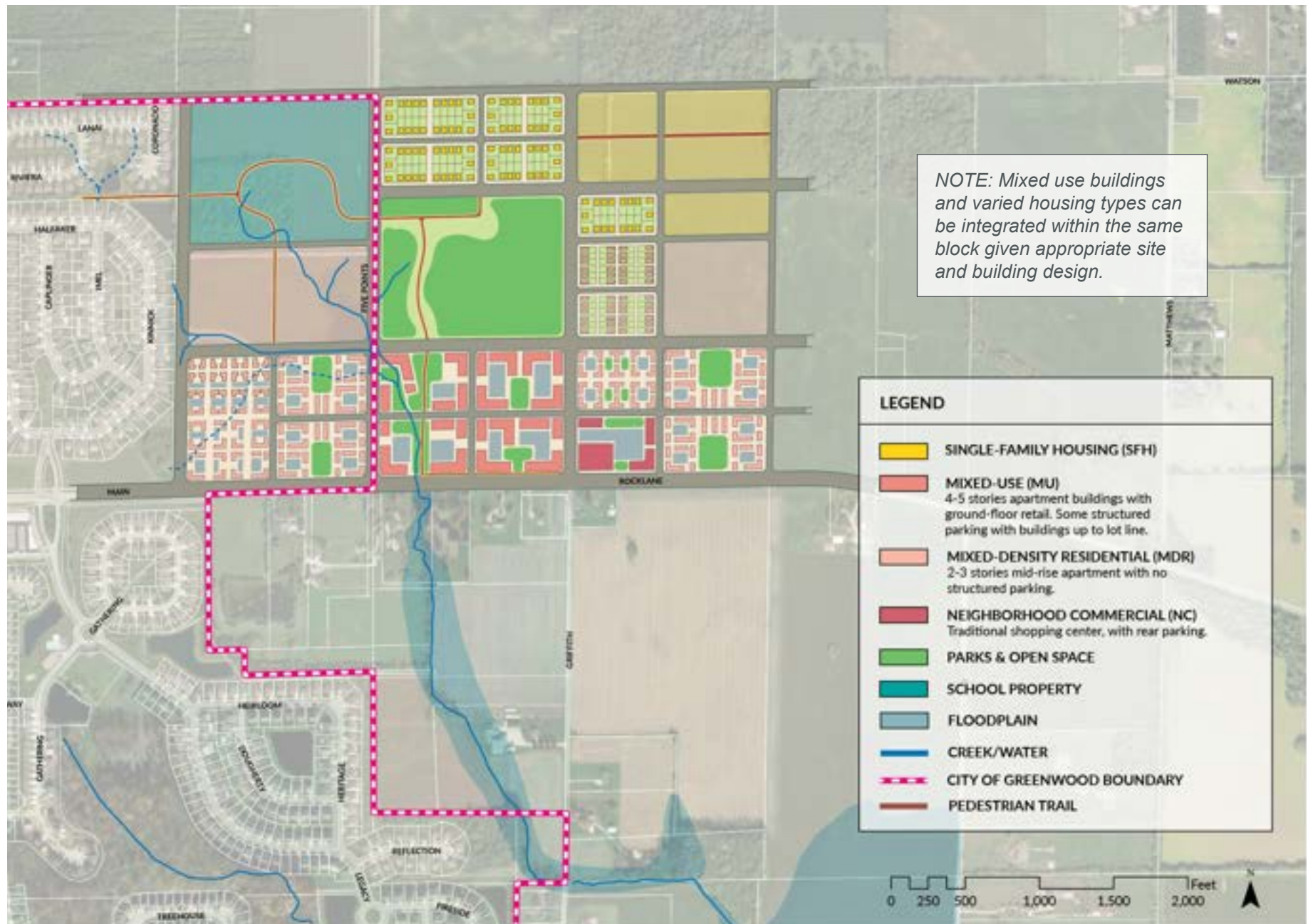
Situated at the eastern edge of Greenwood, East Town Greenwood emerges as a model for sustainable suburban development. Designed to anchor the surrounding low density residential areas and transition agricultural land into urban use, this town center prioritizes pedestrian circulation and community connectivity. The district is laid out in compact, walkable blocks, with a mix of housing types that surround a vibrant commercial and cultural core.

Green corridors link various open spaces – ranging from active parks to small community gardens, all designed with sustainability in mind, including water-sensitive urban elements like bioswales and permeable pavements. The public realm is crafted to foster social interactions, integrating local elements into the architectural expressions to provide these new communities an identity and sense of place.



*The intersection of Griffith Road and E Main Street/Rocklane Road holds potential for a mix of new residential, retail, and recreational land uses that connect to existing neighborhoods.*

FIGURE 10.4: EAST TOWN GREENWOOD CONCEPTUAL PLAN





## DESIGN PRINCIPLES

- **Walkable Urban Blocks:** Create compact, walkable blocks that encourage a mix of uses and housing types, reducing the need for long trips by car within the neighborhood.
- **Core Pedestrian Network:** Design the activity center with a strong emphasis on pedestrian corridors that connect different parts of the development seamlessly and safely. These pathways should be attractive, safe, and functional, promoting walking as the primary mode of transit within the area.
- **Public Space Continuity:** Plan for a continuous network of public and green spaces that are interlinked, providing ample opportunity for outdoor activities and community events. These spaces should be diverse, ranging from active recreational facilities to quiet block gardens.
- **Diverse Housing Options:** Offer a range of housing options to cater to various demographics, including singles, families, and seniors. This could involve a mix of affordable housing units, market-rate apartments, and townhouses.
- **Water-Sensitive Urban Design:** Use water-sensitive design strategies to manage stormwater and reduce runoff. This can include permeable pavements, rain gardens, and the integration of blue-green corridors that enhance biodiversity while managing water resources effectively.



*A range of open space amenities will provide opportunities for enhanced connectivity and recreational activities.*



*A connected network of green spaces includes a park with nature conservation area.*



## PRECEDENT IMAGES



*A future activity center should accommodate a mix of uses and amenities, including public open space, active building fronts, and a pedestrian-friendly public realm.*



*Areas for mixed use buildings with open space help create a live-work-play environment within the site.*



*Missing middle housing can bridge the gap with diverse options in these small neighborhoods.*



*Providing a range of multi-family housing options in proximity to activity centers or as a transition to single-family development will enhance housing accessibility and increase patronage of commercial and community amenities in a walkable and pedestrian-friendly environment.*



## WELCOME CORRIDOR

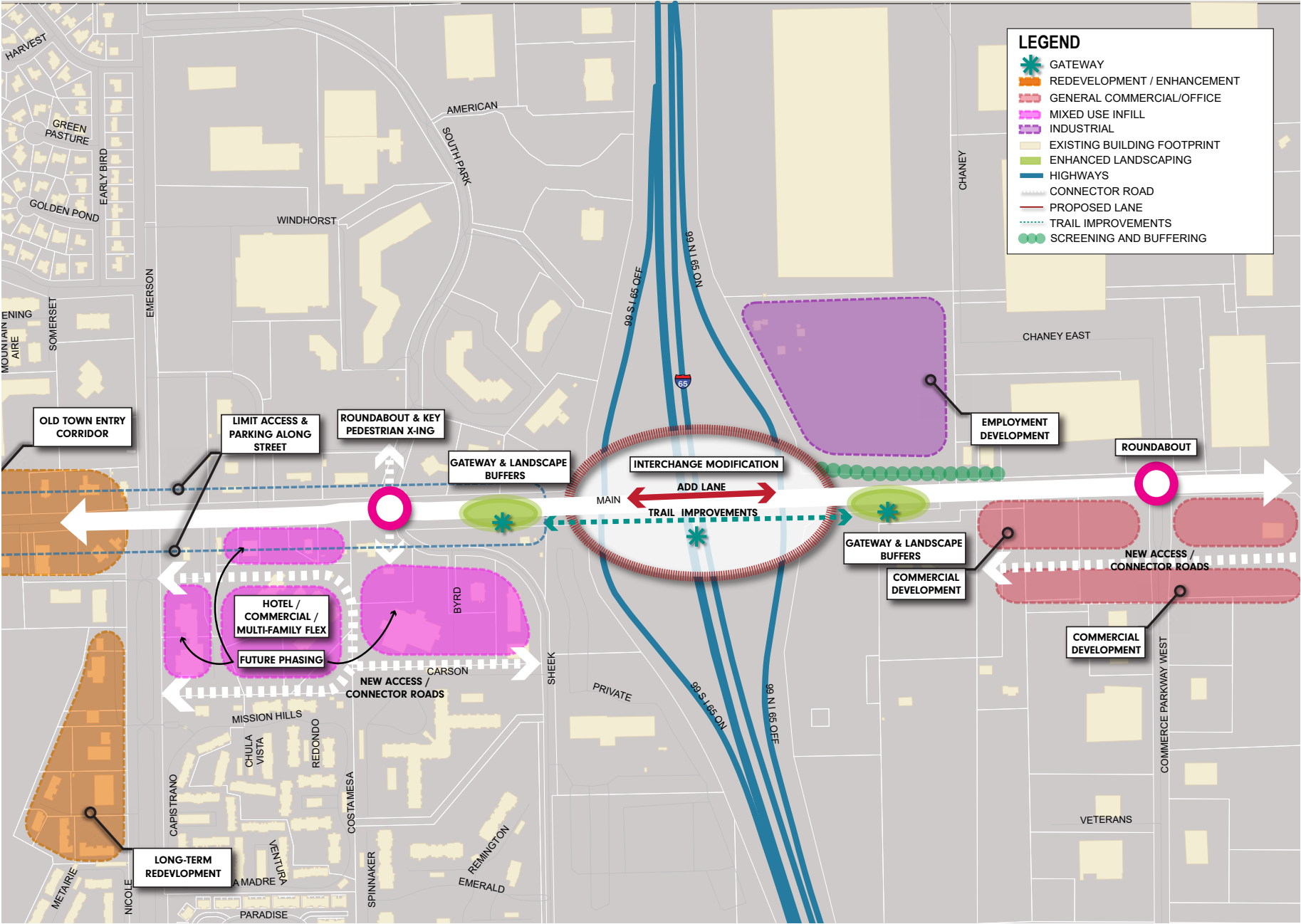
Planned modification of the interchange by INDOT and other changes to the area present an opportunity for transportation and aesthetic improvements to this main entry point into Greenwood. The Main Street interchange stands as a primary access point for those entering the community, specifically for visitors traveling to Greenwood, the commercial options surrounding the interchange, or the employment hub to the east. Because of this, it is imperative that accessibility and visual aesthetics are held to a higher standard. Either through landscaping along Main Street or signage and landscaping within INDOT's right-of-way, visual enhancements would help improve the entry experience for first-time visitors to the community, Greenwood residents, and area employees.

As the city performs a study alongside INDOT to assess potential solutions to improve traffic flow from I-65 to Main Street and Emerson Avenue, and works to complete projects identified in the Main Street Corridor Plan, pedestrian safety and expanding pedestrian infrastructure is critical. Plans to fill the sidewalk gaps along Main Street should also address how infill development will interact with the streetscape and contribute to pedestrian connectivity.



*An E Main Street & I-65 interchange study was started in 2024 in repose to major traffic congestion on Main Street during high-traffic times, backing up to Emerson Avenue in some cases.*

FIGURE 10.5: WELCOME CORRIDOR CONCEPTUAL PLAN





## DESIGN PRINCIPLES

- **Vehicular Efficiency:** Traffic congestion due to the multiple lights and the I-65 interchange is a critical barrier to overcome in this area, but can be achieved through interchange modifications to improve safety and efficiency, two through lanes for each direction of Main Street under I-65, potential roundabout intersections at South Park Blvd / Sheek Rd and Commerce Parkway, and limiting curb cuts near I-65.
- **Beautification:** Gateway and landscape enhancements to create a more attractive entrance to the community. Signage should be at a pedestrian scale and not intended for interstate travelers.
- **Pedestrian Connectivity & Safety:** Enhanced multi-use trails on both sides of Main Street under I-65 with barriers from the roadway and property marked crossing with signaling.
- **Compatible Infill:** Commercial infill and redevelopment should further elevate the corridor as a key gateway to Old Town and all of Greenwood. New development and redevelopment should better address Main Street with buildings closer to the street and parking lots away from the corridor frontage. Access should be from side or cross streets wherever possible.



*The block at the corner of Emerson Avenue and E Main Street holds major infill potential and internal connectivity improvement after the demolition of the Red Carpet Inn.*

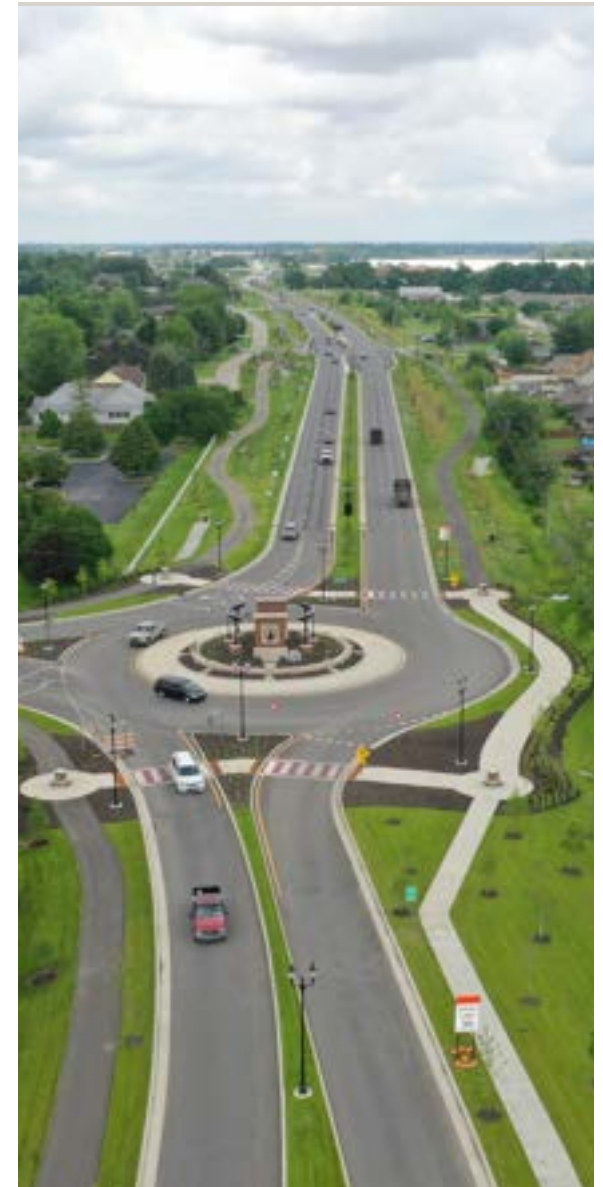
## PRECEDENT IMAGES



*Landscaping and monuments on King Street in Franklin are an example of how streetscape enhancements can create a community gateway near an interchange.*



*Greenwood can use streetscape improvements and roundabouts as a way to integrate public art into gateways and along highly visible corridors.*



*Roundabout improvements planned for E Main Street should also include separated pedestrian infrastructure.*



## GREENWOOD CROSSING

Large parcels of developable land and convenient access to I-65 create an opportunity for development of commercial, entertainment, and recreation uses that serve as a regional destination east of the interstate along Worthsville Road. With residential and industrial development pressures continuing down from the north, it is critical this area holds a strong set of development criteria to ensure new development allows the city to grow its tax base while protecting adjacent rural lifestyles.

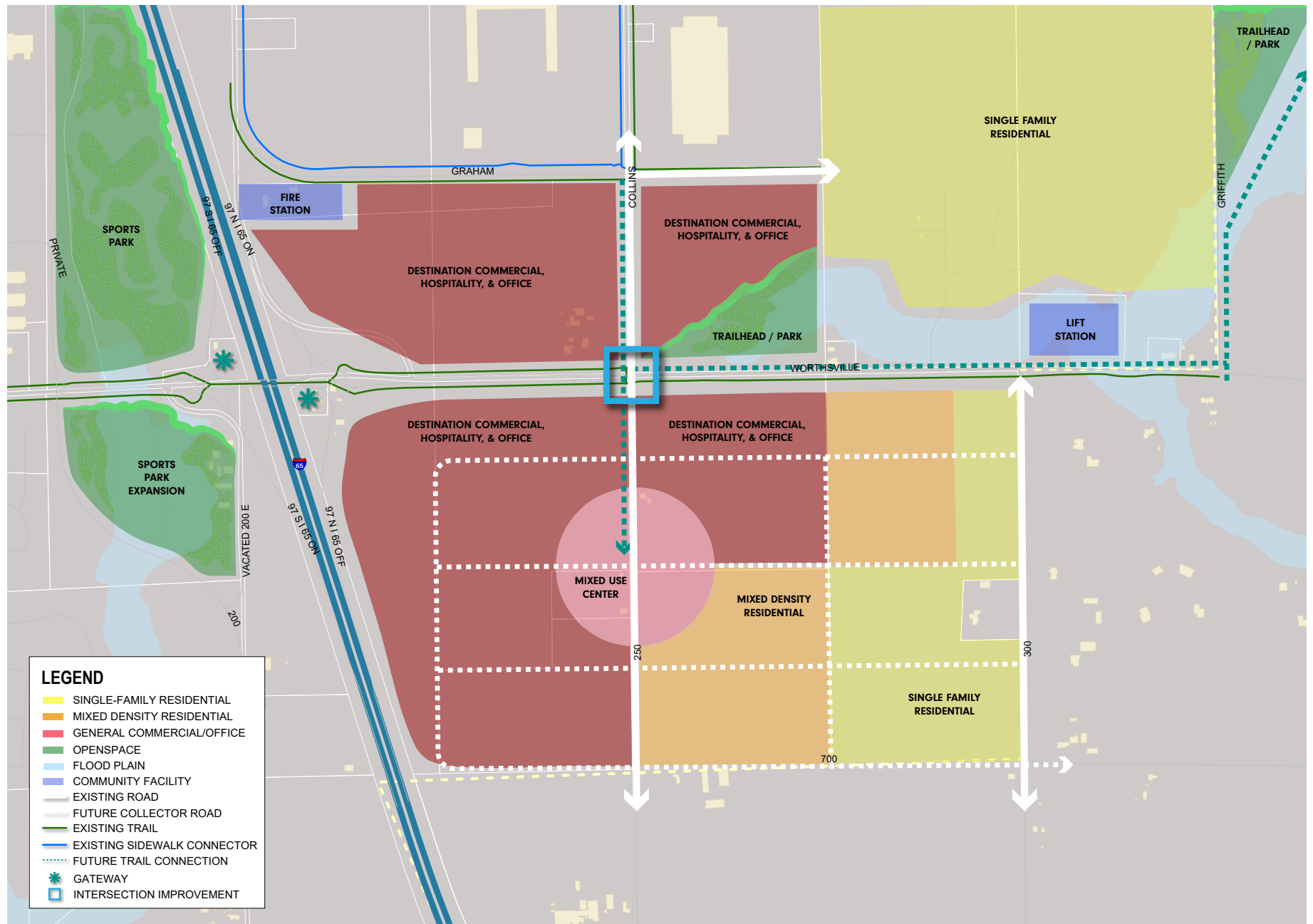
In addition to development potential, Greenwood Crossing has existing pedestrian infrastructure that sets the stage for additional public uses. Flood hazard areas can be preserved for passive or active recreation, with creeks to the east utilized for linear parks and trail heads connecting to East Town Greenwood to the north. Plans for new school and utility facilities within or adjacent to this focus area should also be considered in connectivity plans, especially when linking residential subdivisions.



*A multi-use trail runs along the southern side of Worthsville Road from the I-65 interchange to Griffith Road.*



**FIGURE 10.6: GREENWOOD CROSSING CONCEPTUAL PLAN**



## DESIGN PRINCIPLES

- **Destination Hub:** Develop a walkable, mixed use activity center serving as the anchor of new investment south of Worthsville with a mix of commercial, hospitality, and office flex uses that capitalize on interstate visibility and access and have the potential to diversify the city's employment base, attract visitors, and fill the daily needs of nearby residents.
- **Address The I-65 Corridor:** Buildings should address I-65, Worthsville Road, and a local road network organized around the mixed use center. Landscaping within new development should be held to a higher standard when facing the major corridors.
- **City Investments:** Development should create a return on significant city investments in the area, including the sanitary sewer lift station, sports park, continued extension of multi-use trails, and soon to be Fire Station 95.
- **Sensible Residential Growth:** Opportunities for single-family, mixed density, and multi-family housing should be balanced with preservation of natural landscapes and rural character outside city limits.



*In the response to future growth along the Worthsville Corridor, Greenwood will need to expand utility infrastructure and should actively acquire suitable sites.*



*Greenwood residents expressed their concern throughout the planning process about industrial development would continue south past Worthsville Road.*



## PRECEDENT IMAGES



*Commercial development should be an appropriate scale to match surrounding character.*



*Visual aesthetics are critical for first-impressions and quality of place.*



*As the area becomes a destination for public transit options the city should assist in building related infrastructure along existing pathways.*



*Mixed use structures allow for a variety of retail and office spaces that fill needs for surrounding residential neighborhoods.*







## INTRODUCTION

Implementation of the Greenwood Comprehensive Plan will be carried out by elected and appointed officials as they make decisions about future development proposals and how to allocate city funds for various programs and capital improvements. It will also guide city staff across multiple departments as they review development petitions, write staff reports and make recommendations, and administer programs and projects created by the Mayor of Greenwood, Common Council, and other city boards and commissions. Successful implementation of the comprehensive plan goals and recommendations also requires buy-in and support from residents, business owners, property owners, developers, and organizations working in the community.

The strategies and action plans included with each topic chapter (Land Use, Infrastructure, Quality of Life, Public Safety, Economic Development) serve to translate the broader goals into incremental, day-to-day actions of city government. Some plan recommendations are centered around continuing existing city programs and policies, while others focus on initiatives that have just been introduced. Still, some recommendations will take much longer to realize and will be based on private property owner interest, market demand, city resources, and in some cases, the ability to obtain additional resources through grants and other funding opportunities. The plan must continue to evolve as conditions change, development occurs, and city goals are updated.

## MONITORING AND UPDATES

Planning is an on-going process that responds to new information and circumstances, and incorporates changing conditions into decisions. Circumstances that may change include physical conditions of buildings and infrastructure, economic climate, and social and community goals. Once adopted, the plan will need to be revised from time to time to ensure that it stays consistent and relevant to current conditions and community interests in Greenwood. On an annual basis, city staff, Plan Commission, and Common Council should review implementation progress and how the plan was used to make development decisions over the previous year. Noting areas of the plan's success can help build support for future planning initiatives and implementation. Conversely, if decisions were made that are contrary to plan recommendations or if conditions have changed that make recommendations no longer applicable, plan amendments are likely needed.

Incremental plan updates and amendments are part of successful implementation and will extend the life of the comprehensive plan. The purpose of these updates are to re-evaluate the goals, policies, and strategies contained within this plan, noting those to change and those to remove. New goals and recommendations should be added as needed, to make sure the plan is effective and provides the needed direction. The intent is to make the plan dynamic over time and not keep it in its original form for a number of years until it has to be systematically rewritten.

## UNIFIED DEVELOPMENT ORDINANCE UPDATE

The City of Greenwood Unified Development Ordinance (UDO) combines zoning, subdivision, and other land development regulations into one document and is a primary mechanism used to implement the recommendations of the comprehensive plan. Whereas the comprehensive plan is adopted by resolution and serves as a guide for staff and officials, the UDO is an ordinance

adopted as a formal set of requirements and legal processes for all properties within Greenwood incorporated limits. The purpose of the UDO is to protect the rights of individual property owners while promoting the public health, safety, and general welfare of the city. The zoning map then divides Greenwood into different districts that regulate uses, buildings, and site features on each property.

Many of the strategies and action items detailed previously in the comprehensive plan reference review and amendment to various sections of the UDO. Although Greenwood adopted a new UDO in 2020, it's important for the UDO to align with and reinforce the recommendations of the comprehensive plan. As part of implementing the recommendations of the comprehensive plan, Greenwood should organize a UDO committee and conduct a process to review and amend the UDO to ensure it supports development in alignment with the broader community vision and goals of the comprehensive plan.

This process should also be used to review the city's zoning map and explore form based zoning. In areas where the existing use is recommended as the desired future use, it is important to align zoning to current use and minimize instances where required development standards don't reflect the built environment. The official zoning map and future land use map included in Chapter 05 Land Use do not have to align completely. It is appropriate to keep properties in an agriculture or low density residential zoning district until they can be served by public utilities and services. At that time, a property owner or developer can apply for a zoning map amendment (rezone) to a different district that would support their development goals. It is at that time that staff would review the petition, the Plan Commission would hold a public hearing and make a recommendation to the Common Council, and ultimately the Common Council would approve or deny the petition based on how it aligns with the comprehensive plan and future land use map, current conditions and surrounding character, and desired use for the property.



## KEY INITIATIVES

### CONTINUE TRANSPORTATION IMPROVEMENTS TO ENHANCE SAFETY AND REDUCE CONGESTION.

A safe and effective transportation network is critical in supporting residents' quality of life and realizing economic development goals. As Greenwood continues to expand to the east and south, it will be critical for leadership to ensure the city's transportation network stays ahead of growth. The city's network should allow residents to efficiently and safely access key destinations in the community while also catering to the accessibility needs of businesses. Most transportation improvements will be led by the city, either through general road maintenance or projects targeting specific road segments and concerns, as well as private developers playing a hand in network enhancements. New developments should act as seamless extensions of the network, creating alternative routes for local traffic and connecting to adjacent development to avoid islands or areas cut off from surrounding neighborhoods and community facilities.



*Congestion at major intersections leads to both vehicular and pedestrian safety concerns.*

### ENHANCE THE BICYCLE AND PEDESTRIAN NETWORK THROUGH CONTINUED TRAIL DEVELOPMENT AND CROSSING IMPROVEMENTS AT MAJOR THOROUGHFARES.

Greenwood residents value the many trails already in the community, but key gaps remain and major thoroughfares like State Road 135, U.S. 31, and I-65 act as connectivity barriers. These routes are difficult for pedestrians and bicyclists to cross due to high volumes of traffic and lack of safety-focused infrastructure. It is critical for these roadways to incorporate pedestrian facilities since they split the community separating residents from daily needs. While Greenwood has the ability to address many of the needed enhancements throughout the community, these major thoroughfares are outside the city's jurisdiction and will rely on partnerships between Greenwood and INDOT.

The city must focus on completing key routes and making crossings safer so that all residents can access Old Town, community parks, and other destinations by walking or biking. Identified through public engagement as the highest priority, identifying the feasibility of constructing a grade-separated passage over or under U.S. 31 near Main Street should be a first step in achieving that priority. With INDOT coordination, the city should construct such a crossing as to align with the master plan for trail systems, using it as an opportunity to link residents on both sides of U.S. 31 with parks.

## **SUPPORT REDEVELOPMENT OF AND REINVESTMENT IN VACANT AND UNDERUTILIZED PROPERTIES TO STRENGTHEN ESTABLISHED AREAS AND ADD VALUE TO THE COMMUNITY.**

Redevelopment and reinvestment in existing areas provides several benefits. It is efficient because it often utilizes existing infrastructure and doesn't require costly extensions, it grows the city tax base as post-redevelopment assessed value should represent a significant increase over the value of vacant sites and buildings, and reinvestment turns what are frequently less attractive properties into energetic projects that can have a spillover effect on the surrounding area.

Supporting redevelopment and reinvestment initiatives at a community level at this point in time will assist the Plan Commission and City Council when areas to the east and south become fully built out. It is critical for the foundation to be laid which eases property owners and developers ability to thrive within existing neighborhoods, commercial centers, and industrial parks.

Greenwood's existing neighborhoods, especially Old Town and those surrounding the downtown core, have developed unique character that residents and businesses strive to maintain. Redevelopment of vacant sites can not only bring new residents or businesses, but can further support an area's identity. Greenwood has a history of successful building reuse and adaptations in and surrounding Old Town, the lessons learned be should applied to other areas of the city moving forward.

## **GROW PUBLIC SAFETY AND OTHER COMMUNITY SERVICES IN CONJUNCTION WITH POPULATION AND JOB INCREASES.**

Everyone should be able to live in a safe community, and safety is what has attracted residents to Greenwood for decades. Community perceptions voiced during the planning process indicate residents feeling less safe, despite actual reductions in many crime statistics going back over the past several years. Whether real or perceived, Greenwood must continue investing in public safety to provide the quality services residents expect and deserve.

While Greenwood's emergency services have been successful in growing alongside the community, leadership from the Greenwood Police Department and Fire Department have cited challenges with further growth, largely the battle each department faces when competing with adjacent communities for a limited workforce. Outside of staffing concerns, facilities are the next challenge for the departments as growth continues to expand east of I-65. Although a new fire station site has been aquired, additional facilities will be needed if land use patterns follow the plan's outlined for East Main Street and Worthsville Road. Residents attending the Big Idea's Open House stated they support the city taking a proactive approach in acquiring land for public use. It will be up to the City Council and Plan Commission to determine if they are best suited to filling this role or if a new city department or organization needs to be created and dedicated to acquiring these lands.

## USE NEW FOCUS AREAS TO DIVERSIFY HOUSING AND JOB OPPORTUNITIES.

It can be difficult to incorporate new building types into developed areas of the community given the already established character, scale, and intensity. As such, new growth areas should be looked at as an opportunity to develop more varied housing types serving residents of all ages, and interchange areas should be used to attract quality jobs that help to diversify the Greenwood economy.

Greenwood has the benefit of being along major transportation corridors which give residents the ability to commute outside the city for work, but also presents an opportunity for businesses who are looking to attract people into the community for work. As development continues the city will soon feel the strain of limited greenfield development space for new office or industrial development. Building conversations, adaptive reuse, and infill will be critical for the Plan Commission and City Council to focus on to continue attracting a highly educated workforce through quality job availability.

## INVEST IN UTILITY INFRASTRUCTURE TO GUIDE DEVELOPMENT AND MANAGE THE PACE OF GROWTH.

Sanitary sewer service is critical infrastructure for almost all development. Extending sewer is not limited to areas within Greenwood's existing boundary and should occur in areas the city would conceivably annex in the future. By annexing property into town limits and providing sewer service, Greenwood is in a much stronger position to manage the type, intensity, and timing of new development. As stated previously, residents support the city taking a proactive approach to expanding utility infrastructure and acquiring properties ahead of development.

While growing the utility network helps achieve many goals within this planning document, Greenwood needs to determine what constitutes "fiscally responsible" growth. Since it cannot serve the entire northern part of the county, it must identify the critical point where a wastewater treatment plant transitions from being optional to essential.



*Greenwood's industrial areas east of I-65 are quickly filling. Once the parks are fully built-out the city will need to turn to infill development or adaptive reuse if the community no longer wants to expand industrial zoning.*



# FUNDING

The implementation of the comprehensive plan will require the City's financial commitment and support. The adoption of the Comprehensive Plan does not authorize expenditures for its implementation. The Greenwood Common Council, Redevelopment Commission, and other commissions, boards, and departments, in accordance with state statutes and the City's policies, may authorize the financial resources to implement the plan. Additional funding may be available from outside sources. When opportunities become available and make sense financially, the City should seek these funds through federal, state, or local grants, loans and other resources.

Key considerations when evaluating potential funding solutions include:

- Greenwood is a fast-growing city whose significant growth and high quality of life has increased demand for local financial resources to maintain current levels of service for municipal infrastructure, services, and amenities.
- Greenwood is not well positioned to compete for funding solutions targeted at addressing the needs of rural, low-income, minority, or historically disadvantaged communities.
- Greenwood is best positioned to compete for funding solutions related to capital improvements to support job growth or job creation, transportation mobility, water/wastewater capacity, multi-modal transportation facilities, and low-income/affordable housing.
- Through robust planning efforts, Greenwood has increased their competitiveness and eligibility for discretionary funding programs; however, additional planning studies may be needed to support or address specific grant requirements.

## ELIGIBILITY

The comprehensive planning process identified several priority categories for funding consideration which include bicycle and pedestrian infrastructure, transportation improvements, utility infrastructure enhancements, redevelopment, infill development, housing, and parks and recreation improvements. A review of available grants and funding programs was conducted to determine which project types were eligible and competitive for state, federal, and private funding opportunities. Many of the projects were able to be matched with funding solutions. Limited funding solutions are available in Indiana for parks and recreation facilities, while an abundance of grants are offered for public safety for support, supplies, and training.

As previously noted, Greenwood is in the Indianapolis Urbanized Area and does not contain any designated disadvantaged Census Tracts. Under the Justice40 initiative, a minimum of 40% of all federal investments must be directed at disadvantaged communities. Due to these designations, Greenwood is ineligible for rural grant programs and likely less competitive in federal grant programs that target equity, poverty, or under-resourced communities.

# FUNDING MATRIX

A funding matrix was prepared to assist City leaders and staff in aligning comprehensive plan priorities with potential funding sources. This matrix is maintained outside of the comprehensive plan document because these programs change from time to time and funding may not always be available in a given budget year. Greenwood should continue to search for and monitor grants and other funding programs to identify new opportunities as they are available.

Potential funding sources have been identified for:

- Bicycle and pedestrian infrastructure
- Transportation improvements
- Water and sewer infrastructure
- Redevelopment and infill
- Housing
- Parks and recreation
- Public Safety

FUNDING SOURCES FOR TRANSPORTATION IMPROVEMENTS							
Program	Type	Agency	Purpose / Goals	Eligible Applicants	Eligible Use of Funds	Terms	Additional Requirements/ Notes
Annual Call for Projects for Funding	Federal > MPO	Indianapolis Metropolitan Planning Organization	Competitive grant process managed by the Indianapolis MPO for the purposes of funding regionally significant surface transportation projects, including trails and greenways. These funds are largely sourced from Surface Transportation Block Grants (STBG), the Highway Safety Improvement Program (HSIP), Congestion Mitigation and Air Quality Program (CMAQ), and Transportation Alternatives (TA).	Localities within the Indianapolis MPO planning area.	Capital construction activities for regionally significant surface transportation projects.	Minimum 20% local match.	
Bus and Bus Facilities Program	Federal	Federal Transit Administration	Provides Federal resources to direct recipients to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities (ex. maintenance facilities, bus stops).	Designated recipients that allocate funds to fixed-route bus operators, States, or local government entities that operate fixed route bus service, and Federally-recognized Tribes.	Capital projects to replace, rehabilitate and purchase buses, vans, and related equipment, and to construct bus-related facilities, including technological changes or innovations to modify low or no emission vehicles or facilities. Additionally, 0.5% of a request may be for workforce development training, and an additional 0.5% may be for training at the National Transit Institute	Varies depending on Project type. Projects with the purpose of purchasing or leasing transit buses or for the purposes of complying with the Clean Air Act and the Americans with Disabilities Act are eligible for a Federal match up to 85% (including clean fuels or alt fuels). Projects with the purpose of acquiring, installing, or constructing vehicle-related equipment or facilities (including clean fuel or alt fuel) for the purposes of complying with or maintaining compliance with the CAA or ADA is 90%. Everything else is limited to an 80% Federal share.	
Charging and Fueling Infrastructure Grant Program	Federal	United States Department of Transportation	The Charging and Fueling Infrastructure Grant Program (CFI) provides funding to strategically deploy publicly accessible EV charging and other alternative fueling infrastructure.	State governments, local governments, Federally-recognized Tribes, planning and project organizations, transportation providers and operators, U.S. territories.	Planning, equipment and materials, technology demonstrations and deployment, climate and sustainability, accessibility.	Minimum 20% local match.	
Community Crossings	State	Indiana Department of Transportation	The Community Crossings Matching Grant Program provides funding to cities, towns, and counties across Indiana to make improvements to local roads and bridges.	Localities in Indiana.	Funds for the purposes of construction or state of good repair activities for roads and bridges. This includes bringing public rights of way into compliance with ADA.	Cities and towns with a population of fewer than 10,000 will receive funds using a 75/25% match. Cities and towns with a population of greater than 10,000 will receive funds using a 50/50% match. Counties with a population of fewer than 50,000 people will receive funds using a 75/25% match. Counties with a population of greater than 50,000 people will receive funds using a 50/50% match.	Award maximum is \$1.5 million.
Consolidated Rail Infrastructure and Safety Improvements Grant Program (CRISI)	Federal	Federal Railroad Administration	Improve the safety, efficiency, and reliability of intercity passenger and freight rail.	States, groups of States, political subdivisions of States, Native American tribal governments, TRB/universities engaged in research, Amtrak, and other railroads.	Deployment of safety technology, capital projects that address congestion and challenges affecting rail service, highway grade crossing improvements, rail line relocations, regional rail and passenger rail service enhancements, research and development.	80% Federal, 20% local match.	FRA strongly encourages applicants to seek funding for the appropriate Lifecycle Stage of a Capital Project, consistent with these application tracks. To the extent possible, applicants should describe their projects consistent with FRA's Capital Projects Guidance, which provides a detailed description of each Lifecycle Stage and its required activities:  <a href="https://railroads.dot.gov/elibrary/fra-guidance-development-and-implementation-railroad-capital-project">https://railroads.dot.gov/elibrary/fra-guidance-development-and-implementation-railroad-capital-project</a> .

A sample of the "Funding Sources for Transportation Improvements" sheet in the Funding Matrix Excel file.







# GREENWOOD COMPREHENSIVE PLAN

## EXISTING CONDITIONS REPORT

APPENDIX A

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## INTRODUCTION

Greenwood has undergone major changes within the last two decades and is expected to continue growing in the future. Given growth across the Indianapolis metropolitan area and Greenwood's location along major transportation corridors, new opportunities and challenges will appear in front of community leaders as commercial, industrial, and residential growth continues to occur.

The city's current comprehensive plan was adopted in 2007 and updated in 2012. Many of the goals and recommendations included in the plan have been accomplished and changing conditions have resulted in other goals needing to be updated. In order to make sure the comprehensive plan reflects the vision of current residents and results in amenities and growth that meets community expectations, a new comprehensive plan is needed.

The comprehensive plan will serve as a long-range guide for development, infrastructure, and community investment. It will evaluate the existing conditions present in Greenwood, establish a unified vision for the future, and translate the goals and strategies into actionable projects and initiatives. It will be used by elected and appointed leaders, city staff, builders and developers, and property owners when making land use, transportation, utility, and other decisions. It also serves as a marketing tool communicating the aspirations of the City of Greenwood.



*Single-family residential neighborhood on Honey Creek Road.*



*Greenwood is recognized as a great community for families, with quality schools and amenities for kids.*



## PURPOSE

The following report includes a preliminary analysis of the current demographic and socioeconomic conditions and trends occurring in Greenwood. This report provides a frame of reference when developing and reviewing the plan's goals, strategies, and implementation projects. While shifting demographic and socioeconomic conditions may not be the sole reason behind the community's vision, these factors influence how policy changes and development projects are implemented in the future. The following analysis focuses on topics including population, housing, employment, transportation, physical characteristics, and more.

The demographic and socioeconomic data presented on the following pages was primarily gathered from the U.S. Census Bureau's Decennial Census counts and American Community Survey 5-Year Estimates; additional sources are cited directly. Maps were created by HWC Engineering using data acquired from IndianaMap, the City of Greenwood, and Johnson County.

## PLANNING AREA

Located in Johnson County, Greenwood, Indiana is the largest suburban community on the south side of Indianapolis. Spanning nearly 29 square miles and encompassing three townships, Greenwood boasts a unique mix of urban and rural landscapes crossed by multiple state highways. With recent and anticipated extensions of Greenwood's corporate limits, the scope of this study looks beyond current

borders. To the extent possible, this plan will address areas to the south and east with the greatest growth potential, identifying both land use and programmatic policies in line with the community's vision. These growth areas are critical for Greenwood given that the city's north and west sides are fully developed, limiting the necessity for future annexation.

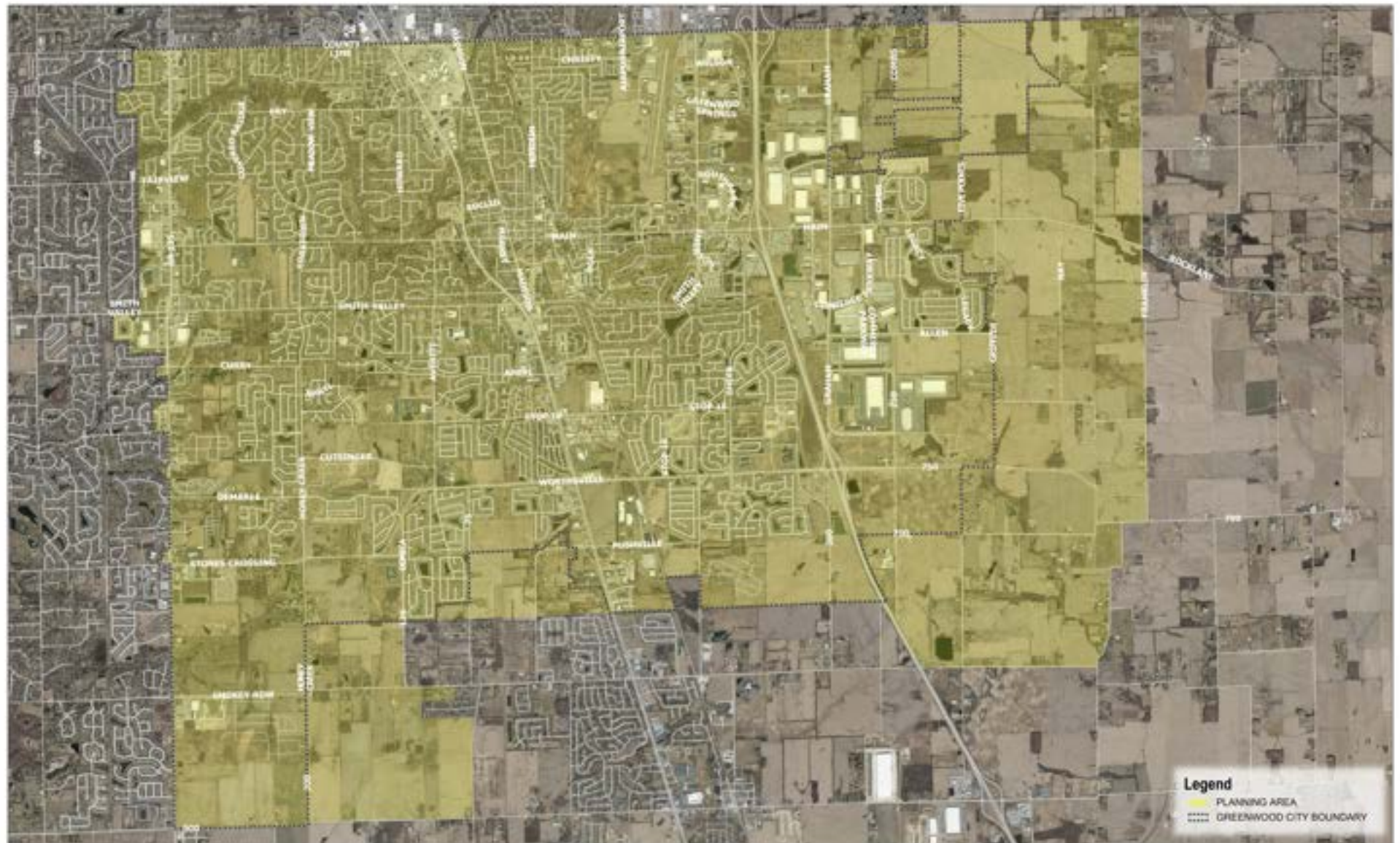
## SURROUNDING CONTEXT

Greenwood's northern border is immediately adjacent to Marion County and the City of Indianapolis. To the east of Greenwood is unincorporated Johnson County, which is mostly rural to the county line. Portions of Greenwood's southern incorporated limits are adjacent to the towns of Whiteland and New Whiteland, while the eastern and western extents of the south side of the community are next to more rural areas of unincorporated Johnson County. West of Greenwood is also unincorporated Johnson County, but as opposed to the rural character of other adjacent areas, much of White River Township has been developed with single-family residential subdivisions and supporting schools, religious institutions, and neighborhood commercial centers.



*Greenwood Fire Station 93, located on Cutsinger Road.*

### FIGURE 1.0 - Planning Area



## PLANNING AREA

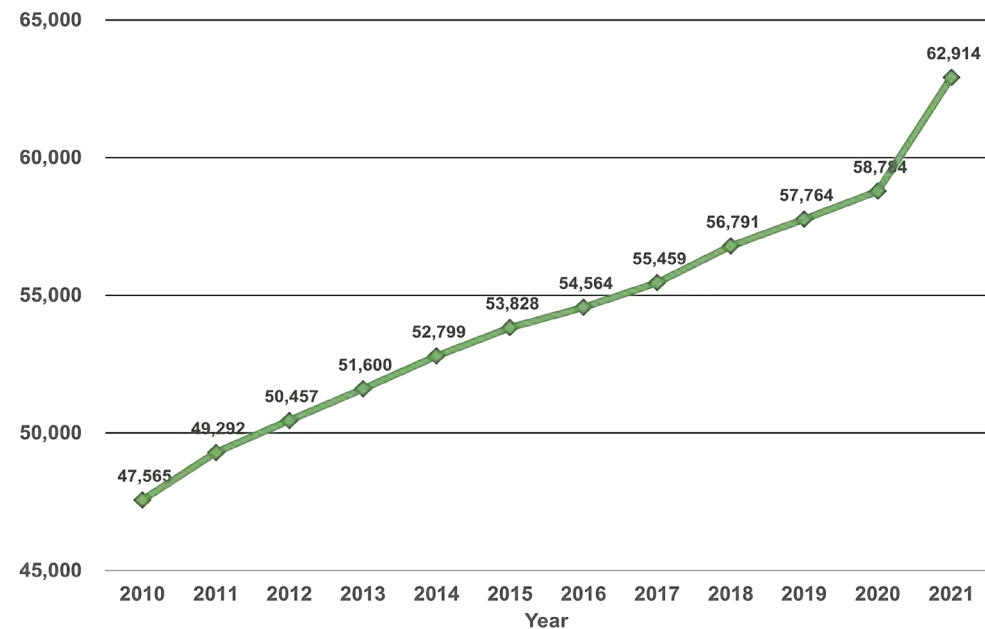
Greenwood Comprehensive Plan



## WHO LIVES IN GREENWOOD?

Greenwood's population at the time of the 2020 Census was 63,830, an increase of over 30% from the 2010 population of 49,791 (2010 Decennial Census). This growth rate far outpaces the state's population change of 4.9% but is on par with comparable suburban communities in the Indianapolis metropolitan area. Greenwood comprises 38.3% of Johnson County's population and has fueled the county's 17.3% population growth over the past decade. Due to its proximity to Indianapolis and nationwide movement towards metropolitan regions, growth in Greenwood is likely to continue outpacing population trends throughout the rest of the state.

**FIGURE 2.0 - Population Change of Greenwood, 2010 - 2021**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2010 - 2021.

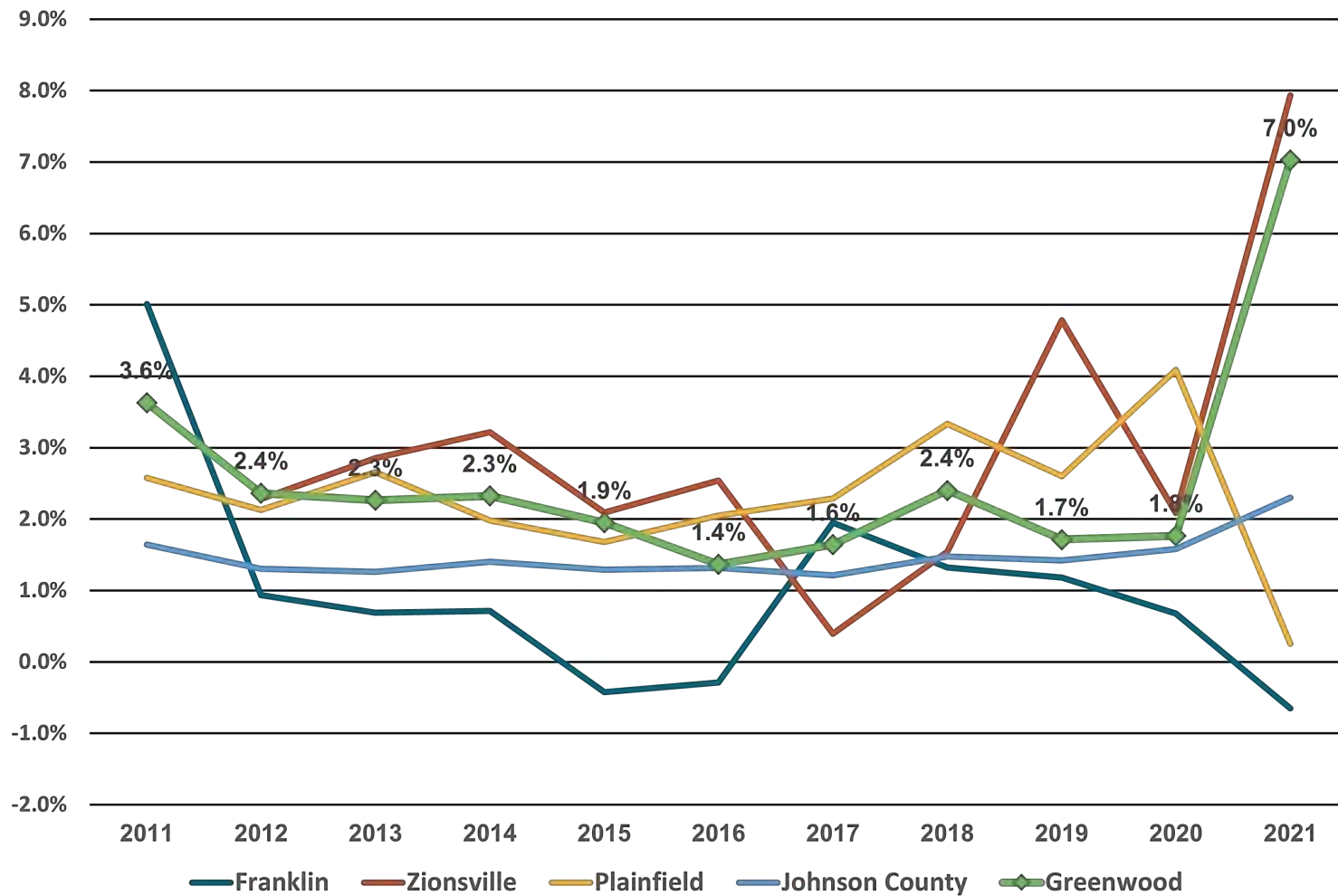
**TABLE 1.0 - Population Change of Greenwood and Peer Communities, 2000 to 2020**

Community	2000 Population	2010 Population	2020 Population	2000 to 2020 Population Change (%)
Greenwood	36,037	49,791	63,830	77.1%
Franklin	19,463	23,712	25,313	30.1%
Plainfield	18,396	27,631	34,625	88.2%
Zionsville	8,775	14,160	30,603	248.8%
Johnson County	115,209	139,654	161,765	40.4%
Indiana	6,080,485	6,483,802	6,785,528	11.6%

Source: U.S. Census, Decennial Census, 2000, 2010, 2020.



**FIGURE 3.0 - Annual Percentage Population Growth of Greenwood and Peer Communities, 2011 - 2021**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2010 - 2021.

One factor that distinguishes Greenwood from similar communities with rapidly growing populations is its appeal to diverse groups of people. The city's population has grown more diverse over the last decade, changing from 94.3% of residents identifying as Caucasian in 2010 to 88.0% of residents in 2021.

This trend can also be seen when looking at the primary language spoken at home for each household in Greenwood. In 2021, 11.2% of households spoke a language other than English at home, an increase from 5.8% of households in 2010. Of the homes with a primary language other than English, 4.6% speak Spanish, 3.7% speak some form of Indo-European language, 2.2% speak an Asian or Pacific Island language, and 0.7% speak another language. If this trend continues, it will be critical for Greenwood to begin identifying programming catering towards growing population groups within the community.

## WHERE PEOPLE LIVE

Greenwood's residents are not distributed equally across the city. Figure 5.0 on the following page shows population density across Greenwood by 2020 Census Block Group geography. The highest population densities, represented in dark green, reflect the locations of some of the city's larger apartment and mobile home complexes and include more than 6,000 residents per square mile. Greenwood's original neighborhoods east and west of Old Town and near County Line Road, west of the airport, are some of the denser neighborhoods.

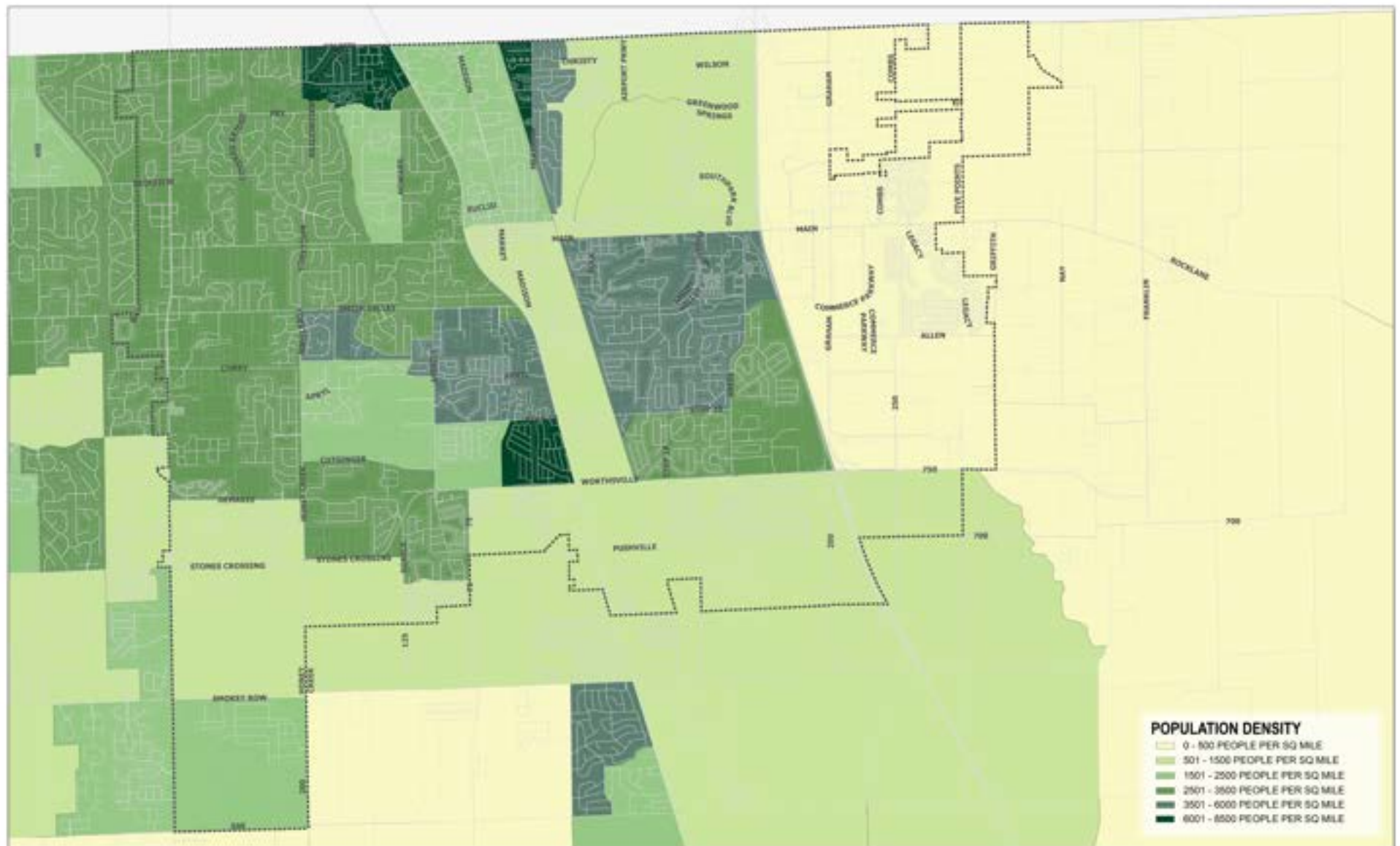
**FIGURE 4.0 - Change in Population Diversity, 2010 - 2021**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2010 and 2021.

Despite being the location of many of the newer subdivisions, population density east of I-65 is the lowest in the city, under 500 people per square mile. These block groups are relatively large in area and include industrial and agricultural parcels, thereby reducing population density for each block group as a unit.

**FIGURE 5.0 - Population Density by Census Block Group, 2020**



## 2020 POPULATION DENSITY BY CENSUS BLOCK GROUP

Greenwood Comprehensive Plan





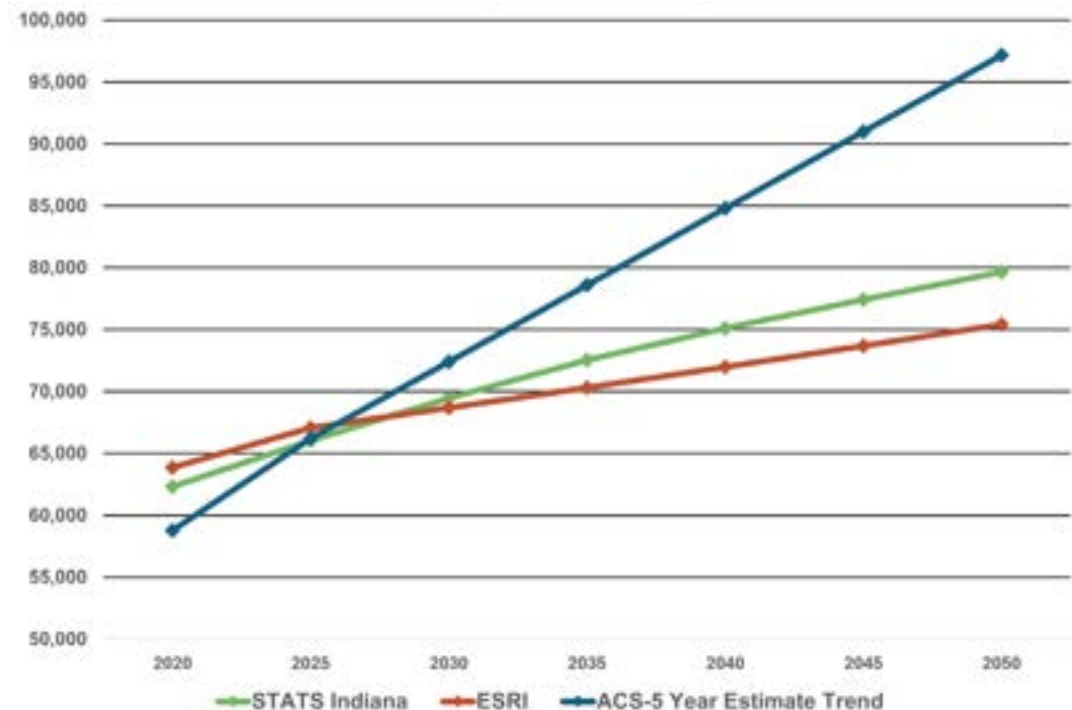
## POPULATION PROJECTIONS

The fast-paced growth experienced by Greenwood over the last two decades is also expected to continue. Based on past rates of population growth, the community could see increases between 18% and 65% by 2050. Population trends are influenced by a range of factors, including employment, housing and available services. Below, you can find the methodology used for each source, along with a chart illustrating potential growth.

- STATS Indiana uses historic census data to provide county level population projections. Although they do not calculate future population statistics at the town and city level, growth can be approximated based on a community's past population size. Greenwood accounted for 39.3% of Johnson County's population in 2022, if that trend continues in the future the city could reach close to 80,000 residents by 2050.
- ESRI Business Analyst calculates their own population projections based on annual growth rates. In Greenwood's case, the annual growth rate was calculated at 0.47% per year. This conservative growth would mean a population in 2050 of just over 75,000.

- ACS 5-Year Census Data is updated yearly and can produce results with higher degrees of range. For Greenwood, the city's population projections over the last decade were graphed, and a best fit line identified, providing the formula to calculate the city's growth to over 97,000 residents in 2050 if continuing recent trends.

**FIGURE 6.0 - Estimated Population Projections**



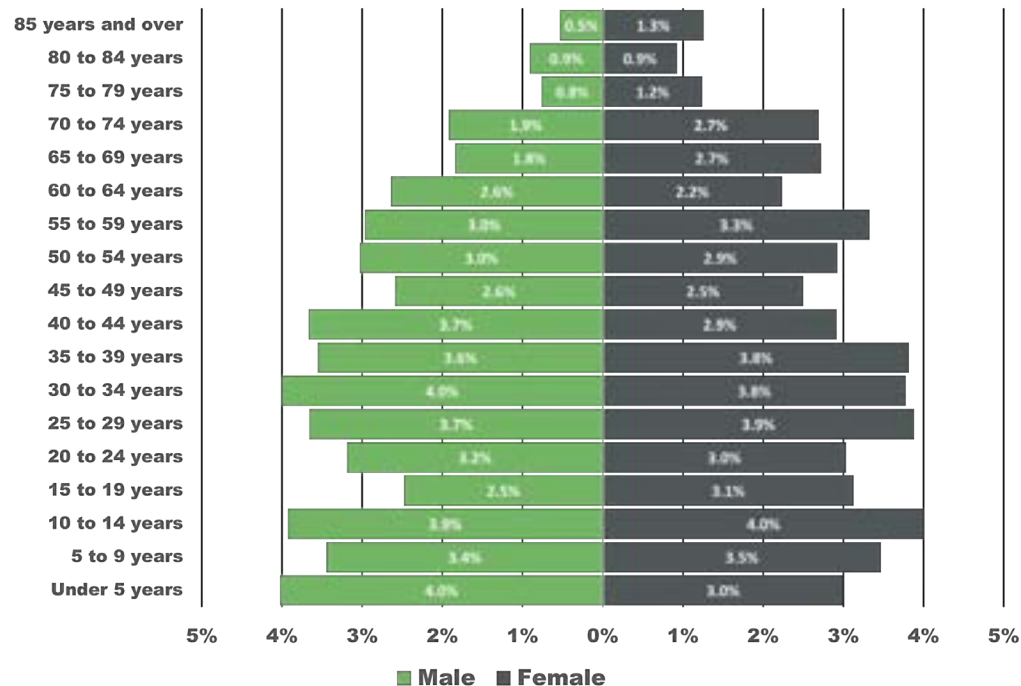
Source: STATS Indiana, ESRI, U.S. Census Bureau, American Community Survey 5-Year Estimates, HWC Engineering.

## AGE

The age of a community has strong implications for the workforce, housing needs, and the capacity to care for those aging in place. Because of this, every city needs a healthy balance of residents of each age to thrive. Communities strive to accommodate the evolving housing and healthcare needs of their aging residents, while also attracting the innovation and energy of younger generations.

A common theme in communities throughout Indiana is the aging of the population. Greenwood is no exception to this statewide trend with a median age of 35.8, which is 1.9 years older than in 2010. This increase in age over the last decade slightly outpaces the statewide median increase of 1.3 years. However, the community has also seen a rise in children under the age of 20 (27.4% of total population in 2010 to 29.2% in 2021) and young adults between the ages of 20 and 30 (13.7% of total population in 2010 to 15.2% in 2021).

**FIGURE 7.0 - Population Age Pyramid, 2021**



The age pyramid in Figure 7.0 shows the breakdown of Greenwood's population based on age and sex. Fast growing communities tend to have a wider base with a higher number of school-aged children, while communities losing population tend to show the opposite. Greenwood's population shows a balance of growth between typical birthrates (Johnson County had 1,878 births in 2021 according to the Indiana State Department of Health) and migration. Of the city's population over the age of one year, 9.6% moved to Greenwood from a different county and 2.9% from a different state. The age groups with the highest rates of migration to Greenwood are 18 to 24 years (26.8% of the age group moved to Greenwood from out of the county of state) and 25 to 34 years (25.3%).

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2021.

## EDUCATION

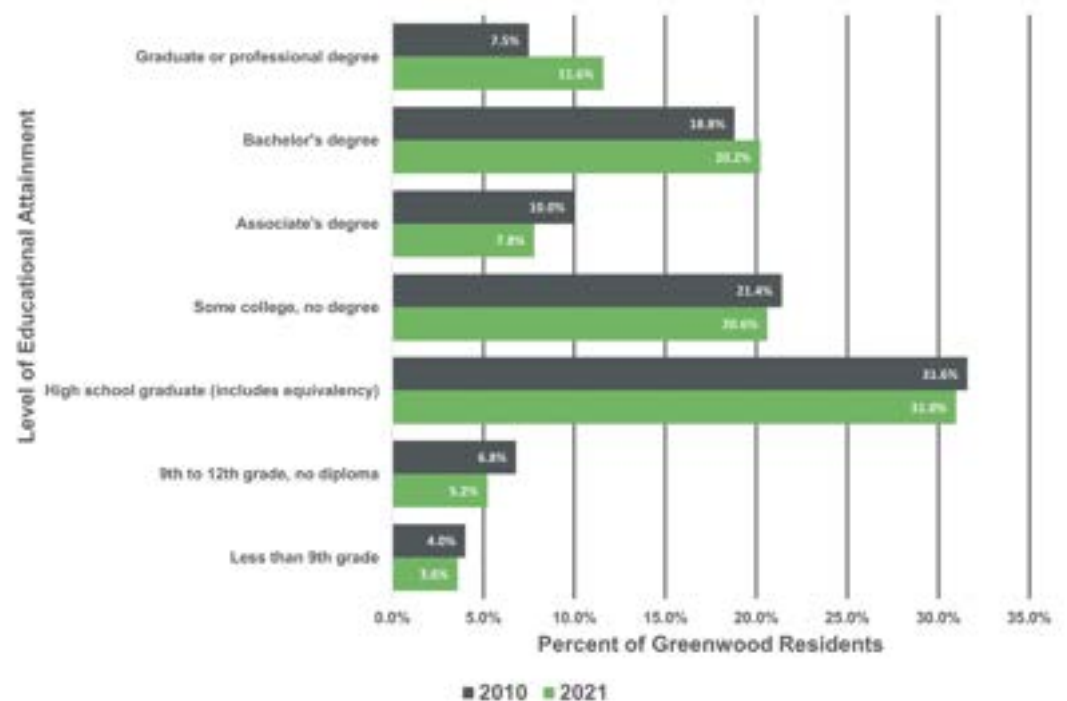
Greenwood has largely followed statewide trends for educational attainment, in which rates of high school graduation have remained relatively unchanged while the percentage of residents holding at least a bachelor's degree has seen a significant increase. Of the 30,604 residents aged 25 years or older, 91.2% have graduated with a high school diploma, an increase of 1.9% over the previous decade. Meanwhile, the percentage of Greenwood residents that have graduated with at least a bachelor's degree has risen just above 30% of the population, which is 4.3% higher than in 2010.

Greenwood is divided into three separate school districts. Greenwood Community Schools cover the majority of the downtown and neighborhoods surrounding the U.S. 31 corridor, Center Grove Community Schools cover the west side of Greenwood near SR 135, and Clark-Pleasant Community Schools encompasses neighborhoods to the south as well as east of I-65. While these districts represent major schools in Greenwood, multiple private schools existing within city limits such as Our Lady of the Greenwood Catholic School, Center Grove Montessori, and Greenwood Christian Academy. New residential neighborhoods are likely to be captured by Center Grove or Clark-Pleasant, as they cover areas of the city with the highest new development potential. Greenwood Community Schools have not pushed for district expansion over the last several decades as the school is comfortable with its size with no current intention of growth.



According to ACS 5-Year estimates, bachelors degree attainment increased 4.3% from 2010 to 2021.

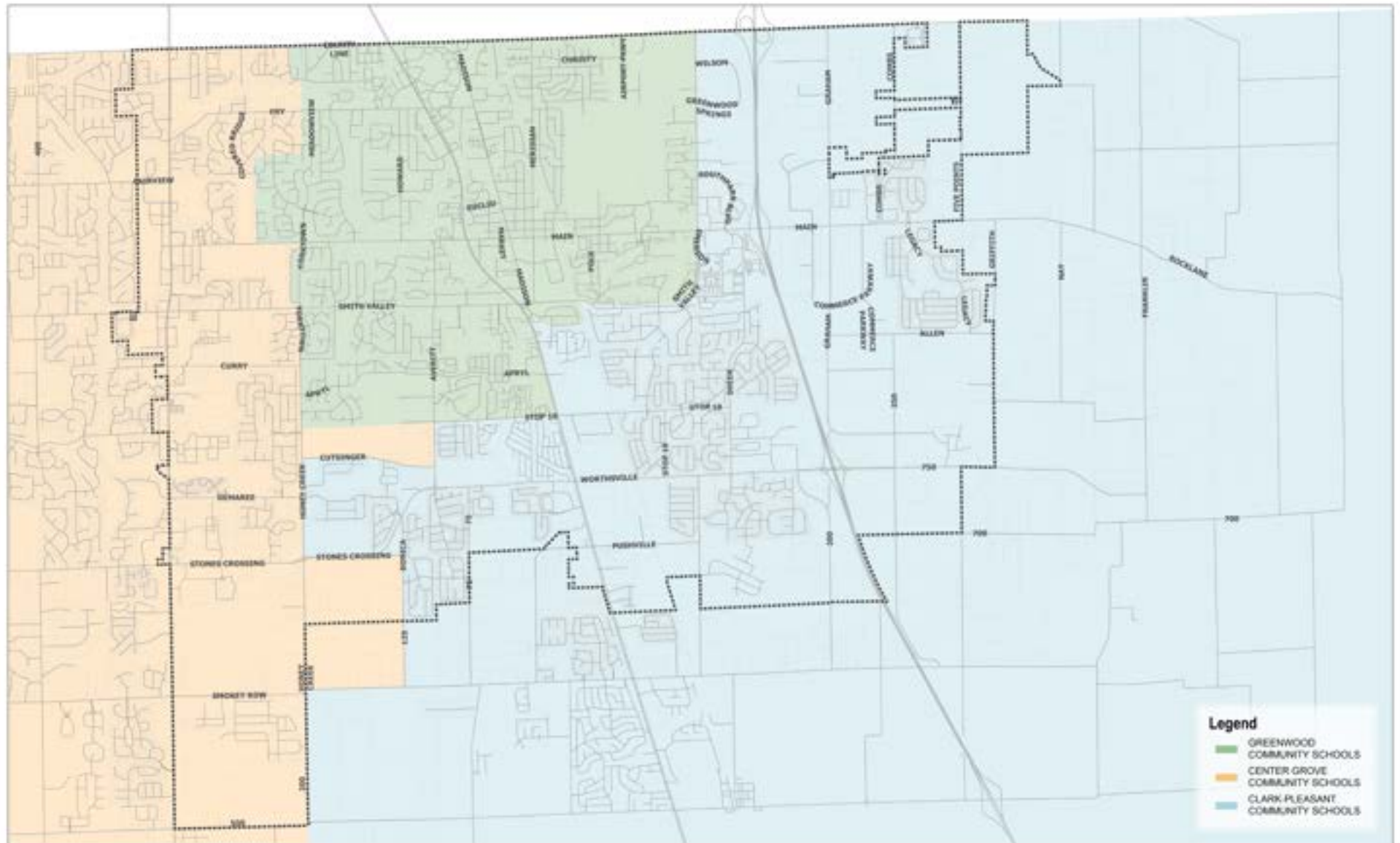
**FIGURE 8.0 - Change in Educational Attainment, 2010 - 2021**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2010 and 2021.



**FIGURE 9.0 - Community School Districts in Greenwood**



## SCHOOL DISTRICTS

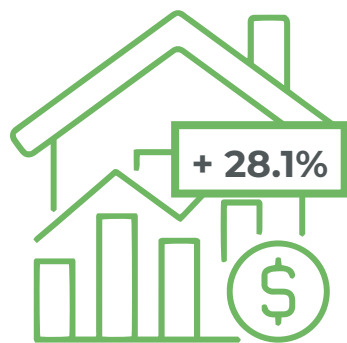
Greenwood Comprehensive Plan



## SOCIOECONOMIC CONDITIONS

As education has risen in Greenwood over the past decade, so have household incomes. The city's median household income of \$71,159 in 2021 represents a significant increase from the median household income in 2010 of \$55,560. Household incomes in Greenwood have increased at slightly higher rates (28.1%) when compared to Johnson County and other major cities in the greater metropolitan region. Greenwood's wage growth is supported by county wage data gathered by the Bureau of Labor Statistics (BLS), which reported an increase of 48.5% (\$30,460 to \$45,240) in average wages from 2010 to 2021.

While Greenwood's median income is roughly five thousand dollars more than the statewide average, nearly 32% of households in Greenwood make less than fifty thousand dollars per year. This, coupled with housing costs which have outpaced income increases, can create hardships for residents and strains on local social services.



*According to ACS 5-Year estimates, median household income increased 28.1% from 2010 to 2021.*

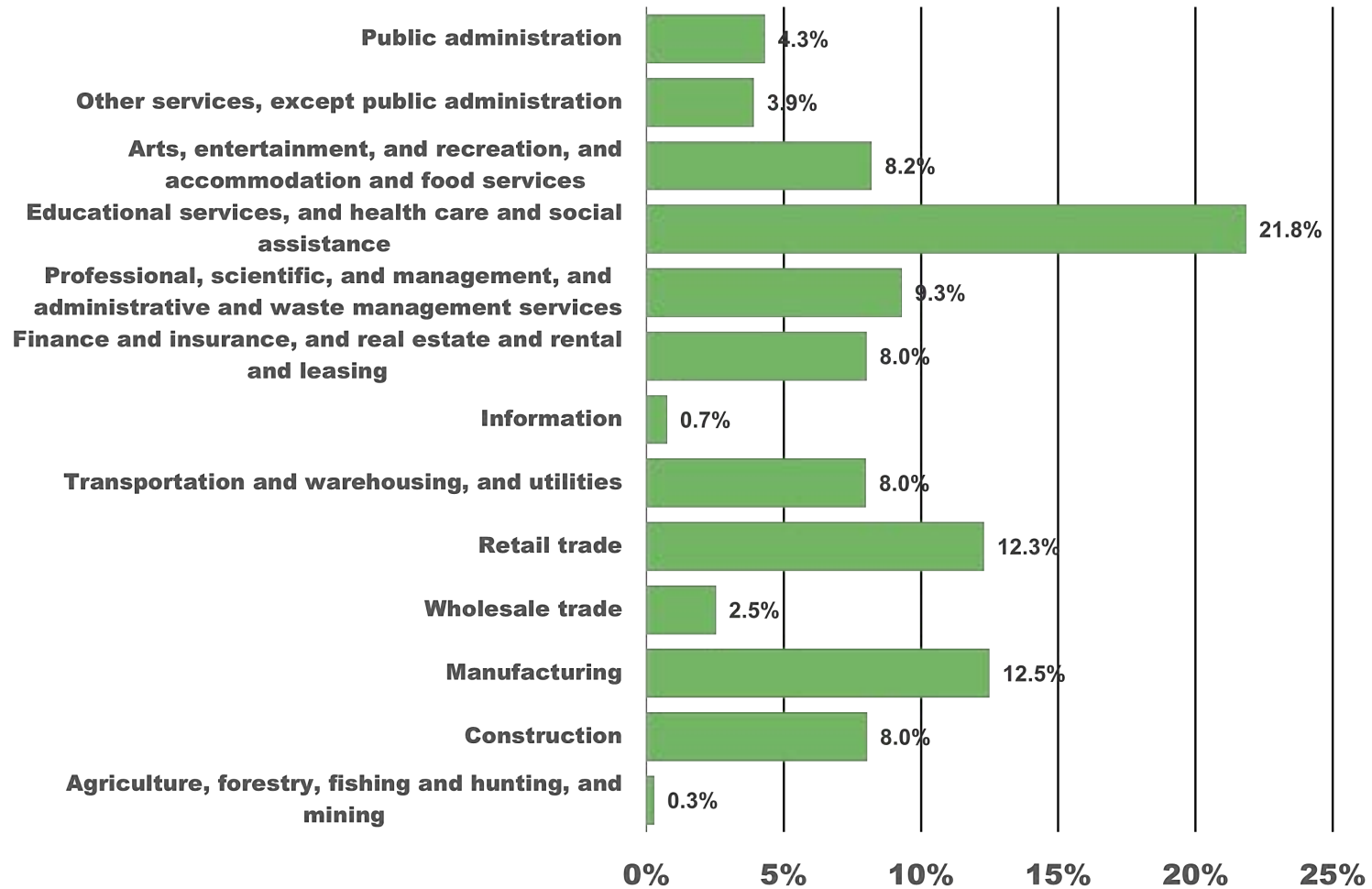
## EMPLOYMENT

Due to the city's proximity to major transportation corridors including I-65, U.S. 31, and SR 135, Greenwood has become an employment hub on the south side of Indianapolis. Industrial and warehouse development is primarily focused east of I-65 and has continued to expand along the corridor as new construction occurs. Commercial growth within Greenwood has been centered around the interchanges, along the U.S. 31 and SR 135 highway corridors, adjacent to the Greenwood Park Mall, and focused in Greenwood's downtown core. The city's commercial development not only provides employment opportunities for residents but attracts daily visitors from outside the city.

A community's labor force is comprised of residents over the age of 16 who are either actively working, able to work in some capacity, or searching for work. Approximately 33,581 (69.3%) of Greenwood's population over the age of 16 are in the labor force, one percent higher than the state and most suburban city's surrounding Indianapolis.

Manufacturing (12.5%), transportation and warehousing (8.0%), and retail trade (12.3%) industries account for nearly a third of the industry types in which Greenwood residents are employed, which coincides with land use patterns and new development seen across the city. However, educational services and healthcare related industries employ the most Greenwood residents, with 21.8% of the civilian labor force.

**FIGURE 10.0 - Employment by Industry Type, 2021**



*Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2021.*

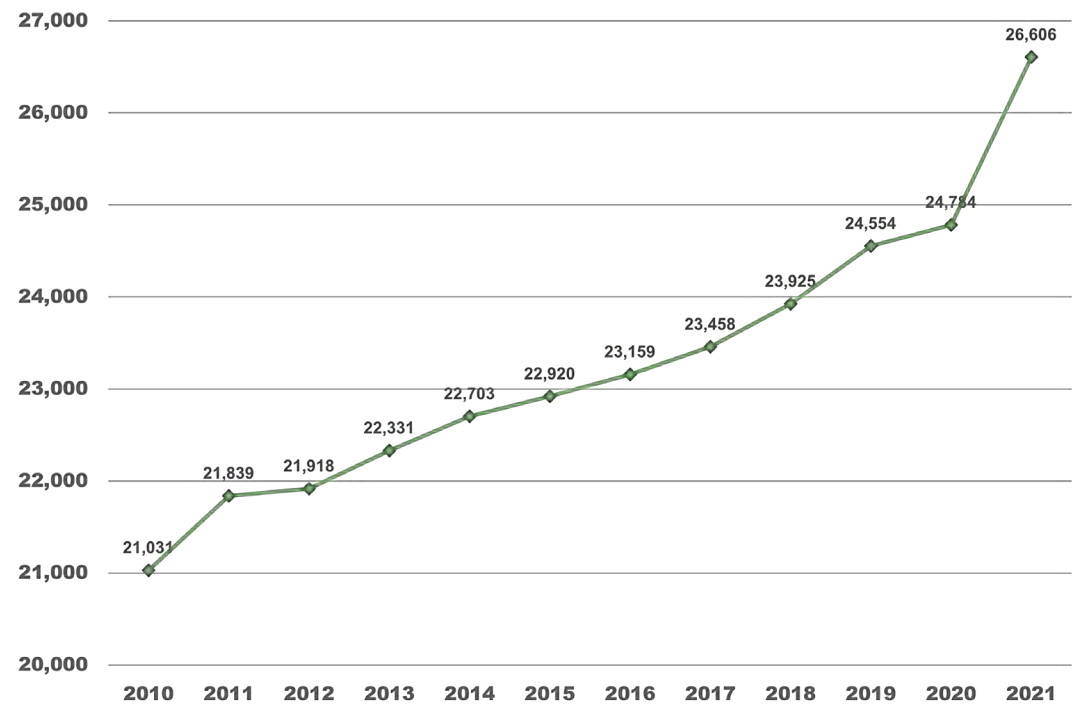


## HOUSING

Greenwood has more than 26,000 total housing units. Of the 25,212 occupied units, 61.1% of them are owner-occupied and the remaining 38.9% are renter-occupied. The percentage of renter-occupied housing units has grown since 2010 (36.2%) while the share of owner-occupied housing units has shrunk (63.8%). Greenwood's housing stock increased by 26.5% over the decade, which is slower than the rate of population growth. A helpful metric to track whether the demand for housing in the area is being met is by tracking the availability of units, or the vacancy rate. Greenwood's vacancy is estimated to be 5.2%, or just under 1,400 vacant units. The number of vacancies fell by 28.5% from 2010 to 2021, bringing Greenwood well below the state average (9.1%). This trend is comparable to the surrounding Indianapolis suburbs whose development has not been able to keep pace with robust housing demand.

The lack of availability is a likely contributor to the increase in rents; median rent is now 43.4% more costly than it was in 2010, with median rent in 2021 being \$1,100 per month. This is comparable to other suburban communities like Plainfield, whose median gross rent is now \$1,114, up 35.2% from 2010. One indicator for rental affordability in communities is to assess the percentage of income used for rent, with anything over 30% of a renter's total income considered a cost burden. Approximately 36.1% of renters in Greenwood spend more than 30% of their income on housing costs, which while still high, is an improvement from the 45.3% of renters spending over 30% of their income on rent in 2010.

**FIGURE 11.0 - Total Housing Units, 2010 - 2021**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2010-2021.



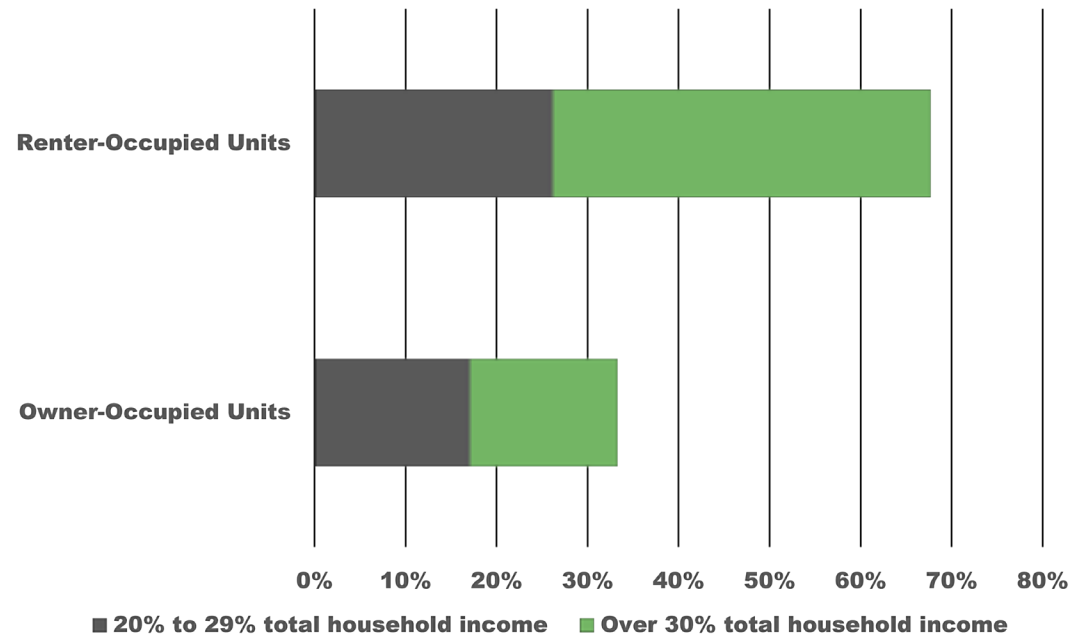
According to Zillow Home Sale data, median home sale prices grew 65% from 2010 to 2021.

**TABLE 2.0 - Housing Occupancy Characteristics, 2010 and 2021**

	2010		2021	
	Units	%	Units	%
Owner-Occupied	12,164	57.8%	15,396	57.9%
Renter-Occupied	6,916	32.9%	9,816	36.9%
Vacant	1,951	9.3%	1,394	5.2%
Total	21,031	100%	26,606	100%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2010 and 2021.

**FIGURE 12.0 - Cost Burdened Households, 2021**

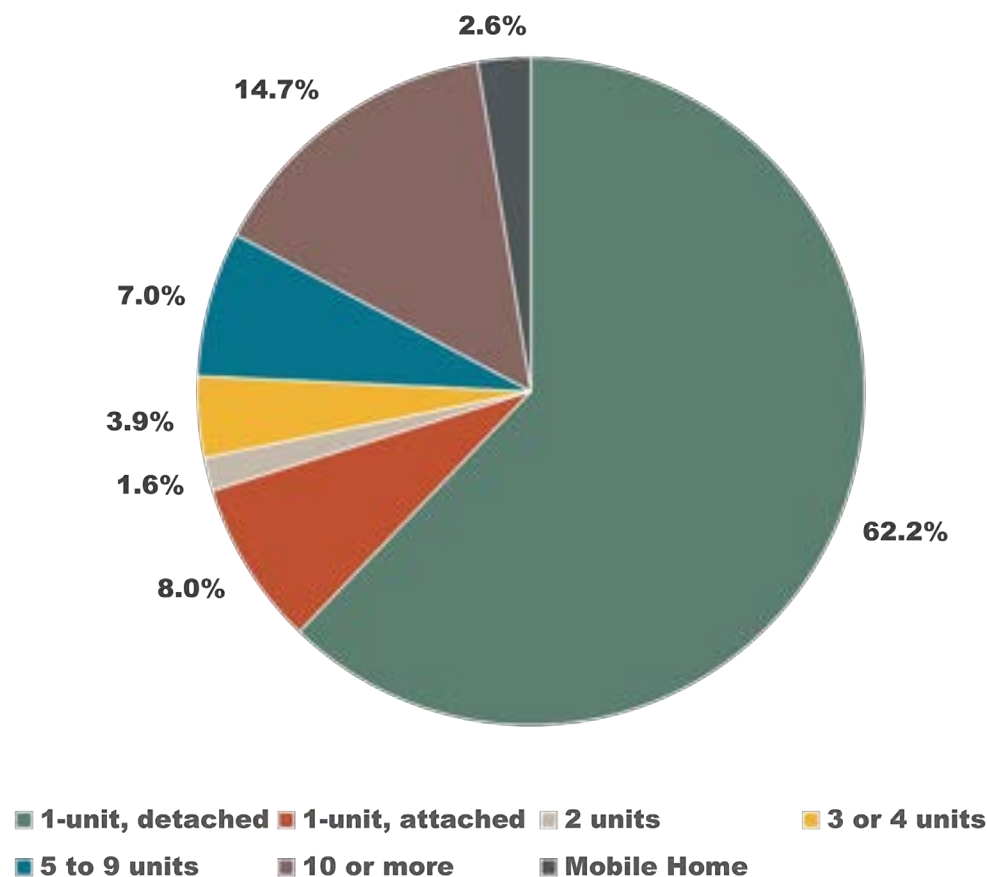


Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2021.

Median home values have likewise increased in Greenwood, appreciating to roughly \$181,700, an increase of 35.8% from 2010 to 2021. While median home values (based on assessed values) have risen a considerable amount in the last decade, home sale values (based on Zillow Home Sale Data) have experienced even greater increases. Median home sale values grew from \$160,849 in 2010 to \$265,387 in 2021, a 65.0% increase that is similar to trends surrounding Indianapolis but outpaces the state. Greenwood's median home value and home sale values have both risen at a faster rate compared to median household income (28.1%), which indicates a rising cost of living.

The majority (62.2%) of Greenwood housing units are single-family detached dwellings. Multi-family apartment and condominium structures (10 or more units) make up the next largest share of housing (14.7%). Single-family attached housing, such as townhomes, and mid-size apartment buildings (5 to 9 units) make up 8.0% and 7.0% of the housing stock, respectively. Duplexes, tri- and fourplex structures combine to represent only 5.5% of the city's housing units. This data shows Greenwood's housing stock primarily consists of single-family homes and larger apartment complexes; the low percentage of duplexes, fourplexes, and townhomes supports the concept of "missing middle housing." These middle building types often represent housing options at more attainable price points and help to generate the intensity needed to support neighborhood commercial businesses and amenities.

**FIGURE 13.0 - Housing Units by Type, 2021**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2021.



## TRANSPORTATION

Greenwood's roadway network is defined by three major north-south corridors. From east to west, they are: I-65, U.S. 31, and SR 135. Additional north-south roadways of note include Graham Road, Emerson Avenue, Sheek Road, Madison Avenue, Averitt Road, and Honey Creek Road. Primary east-west corridors are County Line Road, Main Street, Smith Valley Road, and Worthsville Road/Stones Crossing Road. It is important to note that while County Line Road serves an important transportation function for Greenwood, it is under the control of the City of Indianapolis. I-65 interchanges are present at County Line Road, Main Street, and Worthsville Road. Other important east-west roads include Fry Road, Curry Road, Apryl Drive, Stop 18 Road, Cutsinger Road, and Pushville Road.

Although Greenwood can be considered a

major employment hub south of Indianapolis, it still contains a significant number of commuters leaving the community or county for work each day. Nearly 67% of employed residents leave Greenwood daily for work, with 57.1% working outside Johnson County. These commuting patterns may continue to shift as new residential development occurs near the border of Marion County and public transportation systems are integrated into the community. According to STATS Indiana, over 31% of Johnson County's workforce commutes outside the community daily for work, with 23.1% traveling to Marion County.

When looking at the number of workers commuting into Johnson County daily, approximately 8,500 travel from Marion County, 1,500 travel from Morgan County, 1,000 travel from Shelby County, and 970 travel from Bartholomew County.



*Key roundabouts have helped ease east-west traffic congestion on high-traffic roads.*

## FUNCTIONAL CLASSIFICATION

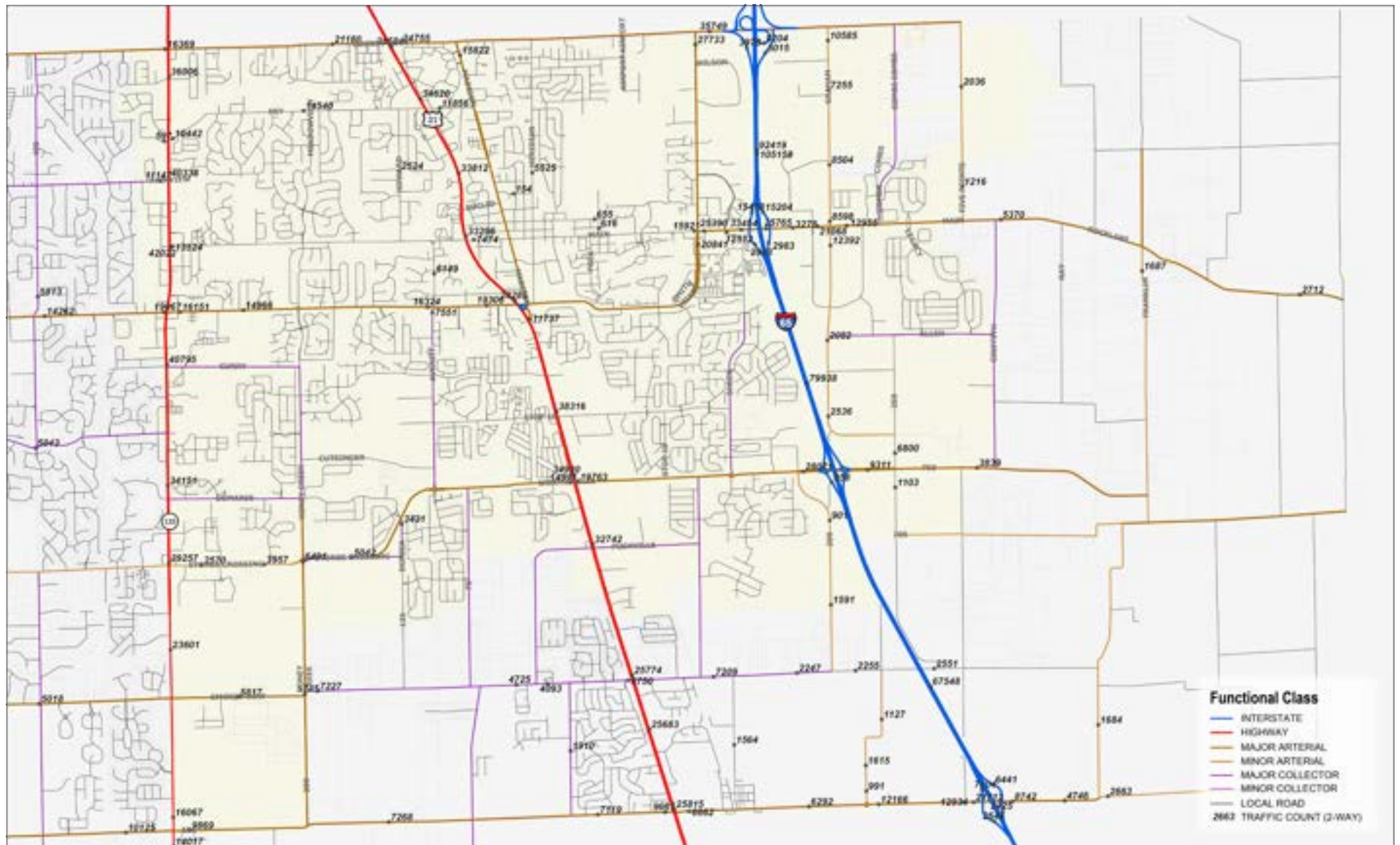
The Federal Highway Administration (FHWA) defines functional classification designations based on the type of service the roadway provides and how it balances or prioritizes through-traffic mobility versus access to adjacent properties. In other words, streets are designed along a spectrum to either connect to properties along the roadway or to carry through-traffic. Other important factors related to functional classification include access control, speed limit, traffic volume, number and width of travel lanes, and significance within the regional network. The Existing Road Network Map (Figure 14.0) shows Greenwood roadways by their federally recognized functional classification. Each classification is described in more detail below.

- Interstates, such as I-65, are the highest classification of roadway. They prioritize vehicular mobility and have very limited access. Interstates are high speed and high volume and have statewide or national significance. They are planned and maintained by state authorities with federal oversight.
- Principal (Major) Arterials carry high volumes of regional traffic. They serve major cities from multiple directions and provide connectivity between cities in a region. Arterials provide direct access to adjacent land but may limit the number of intersections and driveways to give generally higher priority to through-traffic. Principal Arterials are generally

spaced at two to three mile intervals in suburban areas and farther apart in rural areas.

- Minor (Secondary) Arterials are similar to Principal Arterials but are spaced more frequently and serve trips of moderate length. Spacing of minor arterials is one to three miles in suburban areas and further apart in rural areas. Minor Arterials connect most cities and larger towns and provide connectivity between Principal Arterials.
- Major Collectors gather traffic from the local roads and connect them to the arterial network. They provide a balance between access to land and corridor mobility. Major Collectors provide connectivity to traffic generators not already on the arterial system, such as schools, parks, and major employers.
- Minor Collectors are similar to Major Collectors but are used for shorter trips. They provide traffic circulation in lower density developed areas and connect rural areas to higher classified roadways.
- Local Roads make up the largest percentage of roadways within the city. Their primary function is to provide access to parcels. Trips are short, speeds are lower and through-traffic may be discouraged. All remaining roads that are not arterials or collectors are considered local roads. In most cases, local roads are not part of the system of roads eligible for federal funding.

**FIGURE 14.0 - Existing Road Network Functional Classification and Traffic Counts (INDOT)**



## EXISTING ROAD NETWORK

Greenwood Comprehensive Plan

SCALE: 1" = 1,800 FT  
0 900 1800 3600  
NORTH





## TRAFFIC VOLUMES

The Existing Road Network Map (Figure 14.0) includes traffic counts as reported by the Indiana Department of Transportation (INDOT) on many roads across the city. These counts represent the annual average daily traffic (AADT) and include vehicles traveling in both directions on each road segment. The majority of the traffic counts were collected in 2023, with some coming from 2021 and 2024. Traffic volumes are generally higher in the northern portions of the city. This can be attributed to Greenwood residents traveling to and from Indianapolis for work, and Indianapolis residents traveling into northern Greenwood for shopping, dining, or employment in the commercial centers on SR 135, U.S. 31, and Emerson Avenue.

Along I-65, traffic counts decrease from over 92,000 vehicles per day between County Line Road and Main Street, to under 80,000 vehicles between Main Street and Worthsville Road, and then under 70,000 vehicles south of Worthsville Road. U.S. 31 is busiest between Main Street and Worthsville Road, likely a result of fewer north-south alternatives through this area. SR 135 is busiest just north and south of Smith Valley Road, given the concentration of major commercial centers. Traffic volumes decrease further north and south along SR 135. Traffic volumes on east-west routes are generally highest near I-65 interchanges and then decrease as that traffic distributes across the local road network.

## INDOT ROADWAY INVENTORY

INDOT maintains the Certified Road Inventory for counties and municipalities across the state. This inventory is used to allocate state transportation funding by road centerline miles. Table 2.0 shows Greenwood's road inventory for years 2015 through 2022. Greenwood has averaged approximately 2.65 new road miles per year over this timeframe. These increases can be attributed to annexation, city-led road construction projects, and construction of roads as part of new development projects that are then dedicated to the city. The figures do not include private roads.

**Table 3.0 - Centerline Mile Inventory**

Year	Miles
2015	209.8
2016	210.1
2017	213.2
2018	216.2
2019	220.7
2020	222.2
2021	222.2
2022	228.4

*Source: INDOT*

## PUBLIC TRANSIT

Greenwood has two public transit service providers, IndyGo and ACCESS Johnson County Public Transit. IndyGo presently has three bus routes that come in and out of Greenwood. All three routes operate at 60-minute frequencies, which is the longest interval in the IndyGo system. All routes serve major commercial destinations on the north side of Greenwood. There is little fixed route bus service within the majority of the city. The three IndyGo routes are:

- Route 16, known as the Beech Grove route, connects downtown Indianapolis to Beech Grove, Southport, and the northeast side of Greenwood. Specifically, this bus route uses Emerson Avenue to serve the Walmart Supercenter and nearby commercial development on the south side of County Line Road.
- Route 31, the 31-Madison route, runs from downtown Indianapolis to Greenwood Park Mall and also includes a stop on County Line Road in front of Community Hospital South.
- Route 902, the Greenwood Extension, connects the terminus of IndyGo's bus rapid transit Redline at the University of Indianapolis to Greenwood Park Mall. This route primarily travels along Madison Avenue.

ACCESS Johnson County Public Transit operates both fixed route and on-demand service across Johnson County. Their fixed routes are called ZIPLINES, operate on weekdays, and include two routes within Greenwood and a line connecting Greenwood and Franklin along U.S. 31. Zip Connect/Connector Flex Rides provide for some deviation, up to one mile on either side, of the fixed routes. Finally, the Zone to Zone Demand Response service provides curb to curb transportation Monday through Friday between 6:15 am and 7:30 pm. Trips must be scheduled at least 24 hours in advance.

While these transit services are community assets, access to them is not equal across Greenwood. With the exception of IndyGo routes serving commercial areas along County Line Road, the majority of Greenwood is covered by routes or on-demand service during weekdays only. Additionally, there are no fixed routes that serve employment areas east of I-65.

## BICYCLE & PEDESTRIAN NETWORK

Greenwood's current bicycle and pedestrian network consists of sidewalks, shared-use paths along city streets, and trails through parks and along natural features. Shared-use paths are typically 8- to 12-foot wide paved facilities located within the public right-of-way. The city has worked diligently to build out the shared-use path and trail network as part of roadway and streetscape projects, and through park construction and enhancement. As private properties have been developed or redeveloped, the frontage along key thoroughfares has been designed to include a shared-use path. Within new residential developments, sidewalks are required on both sides of all local streets and a shared-use path is typically included along perimeter street frontages. The Existing Community Facilities Map (Figure 15.0) depicts the current shared-use path and trail system in Greenwood. There are more than 52 linear miles of multi-use trails and pedestrian friendly walkways in the community.

Because wider shared-use facilities are replacing sidewalks as investment occurs, it has created inconsistent bicycle and pedestrian facilities along some major corridors. This is most noticeable along Main Street between downtown and the eastern city limits. The city has been improving bicycle and pedestrian infrastructure as street segments are being reconstructed along Main Street, and this will continue through future project phases.

Graham Road and Honey Creek Road are other examples of major corridors with shared-use path gaps that will need to be completed as development occurs.

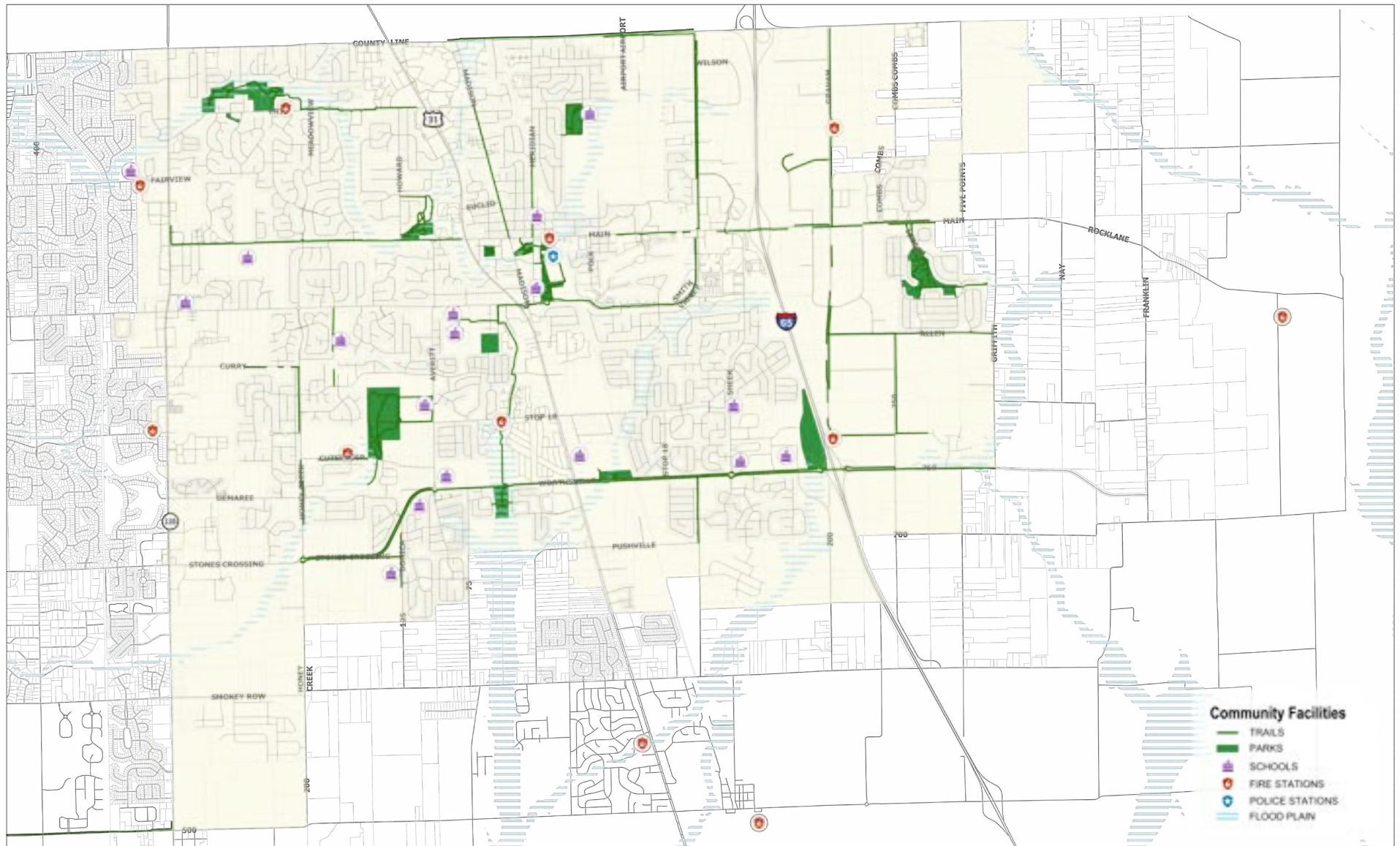
Most residential streets in Old Town Greenwood and newer subdivisions include sidewalks on both sides of the street, but there are a number of residential neighborhoods elsewhere that lack sidewalks. These were either developed before the city required them, were granted waivers to not include them, or were developed under Johnson County standards before being annexed into Greenwood. It would be difficult for the city to retrofit all of these streets with sidewalks, but shared-use paths should be added along adjacent thoroughfares where feasible, allowing residents of these neighborhoods to safely access the broader bicycle and pedestrian network and connect to key destinations.



*Pedestrian and bicycle signage.*



**FIGURE 15.0 - Existing Community Facilities**



## EXISTING COMMUNITY FACILITIES

Greenwood Comprehensive Plan

SCALE: 1" = 1,800 FT  
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NORTH



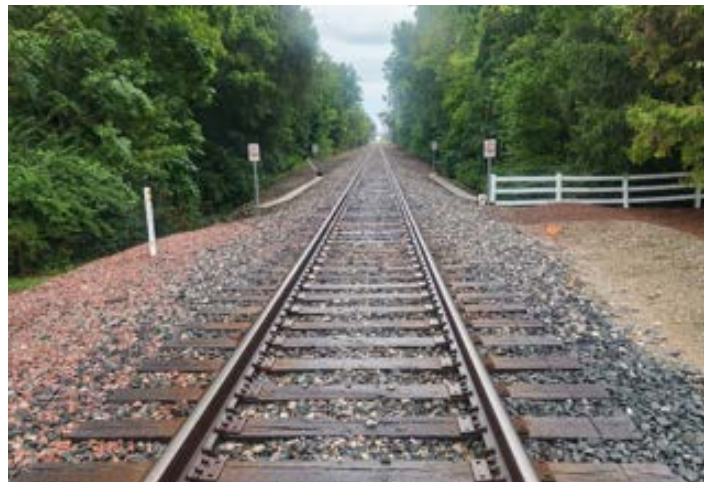
## AIRPORT

Greenwood is home to the Indy South Greenwood Airport. The airport is owned and operated by the city and overseen by the Board of Aviation Commissioners, a four member board appointed by the mayor. The airport is classified by the Federal Aviation Administration (FAA) as a general aviation (GA) airport, as opposed to larger commercial service or reliever airports. The runway is 5,102 feet long. There are a number of factors that go in to determining if runway length can accommodate an aircraft. In general, a runway of 5,000 can accommodate turbo prop planes and most small to mid-size jets. In 2022, there were 96 aircraft based at the airport and a total of 27,944 operations occurred. This averages almost 77 operations per day and includes take offs and landings of both planes and helicopters.

Extending the runway is limited due to nearby constraints, County Line Road to the north, and existing residential and commercial development to the south. An airport master plan was most recently created in 2012. There are no expansion plans for the current runway and no plans to add a cross wind runway. There is limited area available on the airport property to add aircraft hangars and airport related or support businesses. Current businesses at the airport include aircraft maintenance, flights schools, charter services, and aircraft sales.

## RAILROAD

There is one rail line that travels through Greenwood. It is owned by the Louisville & Indiana Railroad (LIRC) and as the name suggests, runs between Indianapolis and Louisville. It connects to CSX and Indiana Rail Road Company lines in Indianapolis. It runs parallel to Madison Avenue and U.S. 31, approximately 1,500 to 2,000 feet to the east. It serves purely as a through line in Greenwood, with no spurs or access to local sites. All street crossings of the railroad are at-grade, with the exception of Smith Valley Road, which bridges over the rail line.

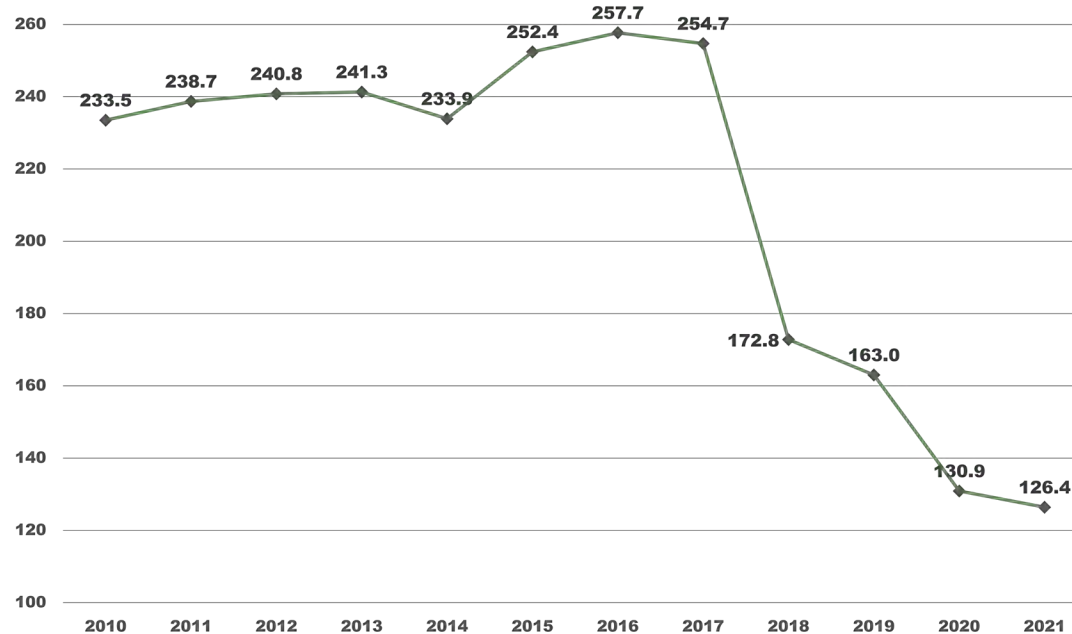


*The Louisville & Indiana Railroad (LIRC) through Greenwood. Source: Kimmy Rogers.*

## COMMUNITY SERVICES POLICE

Greenwood Police Department reporting shows a decrease in call volumes and crimes in recent years. From 2017 to 2022 there was a 3% decrease in responded calls and a 26% decrease in crimes reported to the FBI (NIBRS tracking), of which 51% were crimes reported against property. In an opposite trend, the number of arrests in Greenwood increased 18% from 2017 to 2022 with a greater proportion of those

**FIGURE 16.0 - Crime Index, 2010 - 2021**



*Source: city-Data.com. The city-Data.com crime index weighs serious crimes and violent crimes more heavily. A higher number means more crime; the U.S. average is 246.1. The number is adjusted to reflect visitors and daily workers commuting into cities.*

arrested being Greenwood residents (60% of arrests were residents in 2017 and 66% in 2022).

According to city-Data.com, an online database of crime statistics utilizing NIBRS data and covering communities across the United States, Greenwood's crime index in 2021 was 126.4, less than half of the national average. Crime indexes are calculated based on the number of crime related incidents per 100,000 people and range from theft and burglaries to arson, assault, and more. From 2010 to 2017 Greenwood's crime index remained in the mid 200's and aligned closer with national levels. In 2018, there was a sharp decline that has continued on to present day. Although the city has seen a decrease in crime in recent years, Greenwood's crime index is still higher than 58% of U.S. cities including the neighboring communities of Mooresville (17.9), Whiteland (37.6), Fishers, (49.0), and Bargersville (94.1). However, the smaller size and isolation of these neighboring communities may be the cause for the difference in statistics. For comparison, Indianapolis has a crime index of 465.4, Beech Grove is 280.8, and Franklin is 145.7. When breaking down Greenwood's crime statistics, the community has lower rates in most categories when compared to state averages. The largest change has been the decrease in assaults, which dropped from 276 per 100,000 people in 2017 to 34 per 100,000 people in 2021. The only category Greenwood exceeded the state average in was thefts, with a rate of 1,573 per 100,000 people.



## PUBLIC HEALTH

Indiana INdicators is a database developed in partnership with the state's Department of Health to assess and compare health-related factors within Indiana's communities. Various categories are addressed such as chronic diseases and conditions, mental health, mortality, birth rates, and public health capacity, all presented on a county level. Indiana INdicators reports Johnson County residents, on average, have greater access to healthcare compared to the state as a whole, with a higher number of primary care physicians per 100,000 residents (82.0 for Johnson County, 67.0 for Indiana) and a lower proportion of the adult population lacking health insurance (8.0% for Johnson County, 10.0% for Indiana). The county also has significantly less children in poverty (9.0% compared to 16.0% for the state). Regarding preventable diseases, 33% of Johnson County adults fit the medical criteria for obesity, 19% report excessive drinking, and 18% habitually smoke. Drinking and smoking have both risen about 6% in the past four years while obesity rates have increased almost 14%. Although Johnson County tends to outperform Indiana in most metrics covered by Indiana INdicators there are some categories that show the reverse, typically related to illnesses or injuries caused by a higher number of elderly patients. Examples of this trend include a higher number of hospitalizations due to hip fractures and Alzheimer's disease deaths.



*Indoor public recreational amenities at the Greenwood Fieldhouse.*

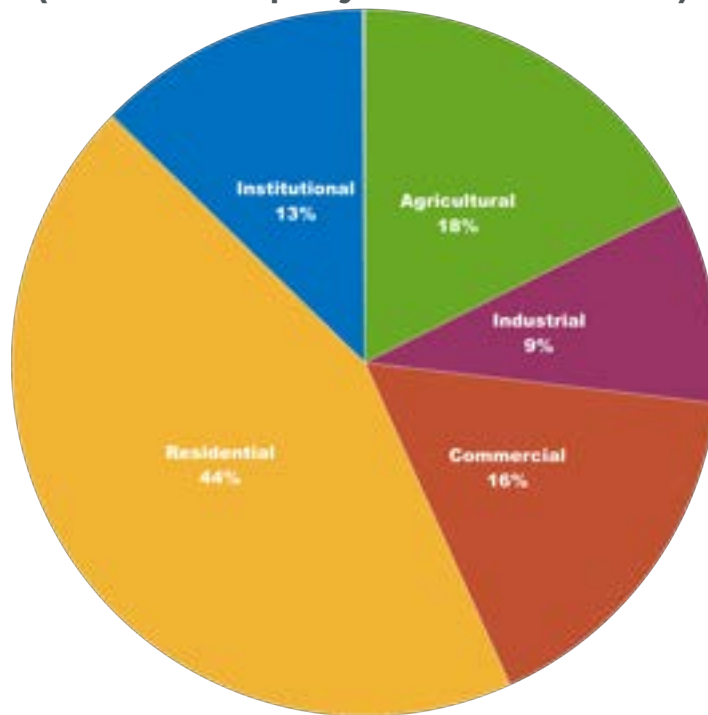


*Nachi Tool America, headquartered in Greenwood, has built new greenspaces through community outreach.*

## PHYSICAL DEVELOPMENT CONSIDERATIONS

**Environmental Assets.** Environmental assets within Greenwood include multiple water bodies, streams, wooded areas, and passive recreation areas. Although the city has become more urban over the years, there are still multiple areas that could be preserved and utilized as parks or open space. One

**FIGURE 17.0 - Existing Land Use Distribution Within city Limits  
(Based on Property Tax Classifications)**



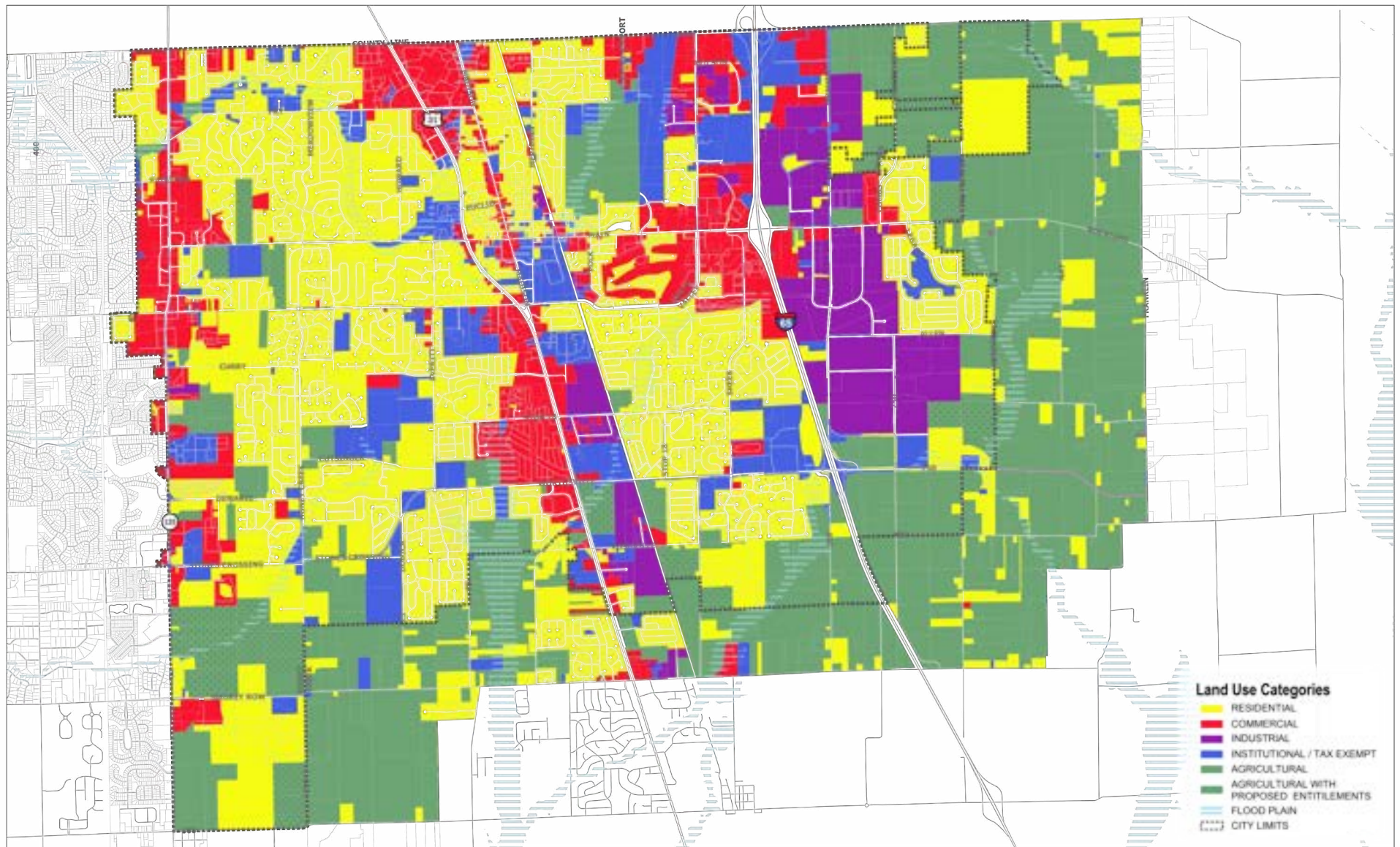
Source: City of Greenwood, HWC.

opportunity Greenwood has begun capitalizing on is using streams and floodplains to guide trails and multi-use paths. Using dedicated land next to these riparian areas allows the city to gain valuable recreational spaces, while preserving environmentally sensitive areas. The Existing Community Facilities Map (Figure 15.0) identifies floodplain areas that have the potential to become future recreational assets.

**Existing Land Use.** Greenwood's existing land uses are heavily influenced by the city's transportation network, specifically the north/south state routes and I-65. Outside of Old Town Greenwood, which holds a variety of uses consistent with typical downtown cores, the majority of commercial land uses lie adjacent to SR 135, U.S. 31, and Emerson Avenue near both interchanges. Uses range from aging retail strips to big box stores, new mixed use developments, and standalone businesses, with the Greenwood Mall taking the role of the city's commercial anchor. I-65 has expanded the need for land uses catering to those traveling along the interstate with recent demand for truck/semi oriented businesses. Greenwood has three interchanges, two of which are nearing full build out with the southern interchange open for new development. Industrial land uses in Greenwood are primarily located east of I-65, with smaller facilities on the southern end of the city between Madison Avenue and U.S. 31. View the Existing Land Use Map (Figure 18.0) to see Greenwood's existing land uses based on property tax codes.



**FIGURE 18.0 - Existing Land Use**



## EXISTING LAND USE

Greenwood Comprehensive Plan

SCALE: 1" = 1,800 FT  
0 900 1800 3600  
NORTH





**Parks & Recreation.** Greenwood has a robust parks and recreation system that combines excellent physical spaces and quality program offerings. There are currently 17 parks in the Greenwood parks network that comprise more than 400 total acres. Parks range in size from small, neighborhood-serving amenities to the much larger Freedom Park, which includes multiple sports fields and courts, a 1.5 mile walking trail, and the Freedom Springs Aquatic Center, that serves a major regional draw. Greenwood parks also include more than 20 miles of multi-use trails. Park properties and trails within parks are included on the Existing Community Facilities map on page 25.

In addition to parks open spaces, the Greenwood Parks and Recreation Department manages the Greenwood Community Center, Greenwood Fieldhouse, and Greenwood Amphitheater which hosts both summer and fall concert series. The Parks and Recreation Department also offers a number of programming events and activities including Breakfast with the Bunny, Freedom Fest, Puppy POOLooza, Monster Mash, and KiD CiTY Christmas.



*The redesigned Old City Park, in the heart of Old Town Greenwood, opened in 2020.*

**Public Facilities & Services.** Pedestrian infrastructure and connectivity has been a major goal for Greenwood over the last decade. The city has continually pushed for new trail and sidewalk connections that provide residents across the community access to recreation-based amenities and key destinations. As new development occurs near or beyond current town boundaries, the city has expressed its commitment to extending facilities accordingly, with current goals to connect southern and eastern areas of the community and prioritize connections on major thoroughfares. Along similar lines, emergency services are being expanded to properly cover

new development as it extends to the south and east, specifically with the construction of new fire stations. View the Existing Community Facilities Map (page 25) to see the location of public facilities and pedestrian infrastructure within Greenwood.



*The Greenwood Fire Department plans on constructing a new station east of I-65.*

## QUALITATIVE ANALYSIS

**Greenwood Park Mall.** Simon has been investing in the Greenwood Park Mall property and has low vacancy rates, however, there are still prime development opportunities on the southeast corner of the property along Madison Ave. The Greenwood Park Mall is a major commercial anchor for both Greenwood and the surrounding region, acting as a hub for employment and attracting visitors from across the greater metro region. Although the mall has low vacancy and has invested in landscaping and facade improvements over the last decade, the east and southeast corner of the property has remained underused since Sears closed. New development in this space could help revitalize the parking lot while building streetscape on the northern portions of the Madison Avenue corridor.

**Future Expansion.** Greenwood has limited room to expand outward due to adjacent municipalities, but has growth opportunities to the south and east. Greenwood is able to expand and annex areas east of I-65 and along the southern border west of New Whiteland. However, once these areas are built out, the city will face the possibility of becoming land locked due to growing adjacent municipalities and a Johnson County I-65 TIF district to the east, created in 2021. It is important to recognize this decreasing supply of developable land and plan accordingly while outward growth opportunities still exist.

**Development Standards.** Design guidelines are necessary for Greenwood to maintain quality structure appearances along major corridors and in Old Town Greenwood, however, they have impacted housing affordability in recently constructed neighborhoods. Greenwood's current design guidelines within the UDO may negatively impact the city's commitment to providing opportunities for more affordable housing. There may be a need to reassess strict material requirements, density measures, and minimum building footprints to allow for housing development that will fill the needs of the community.



*The Greenwood Park Mall is the major commercial anchor for the region.*



**Community Safety.** There has been a perceived decrease in community safety in the recent past, which is not supported by crime numbers. Both violent crime and property crime numbers have decreased considerably over the past decade. There is a disconnect between how Greenwood residents perceive the city's safety, compared to the advancements in crime prevention and response by Greenwood's emergency services. Although violent crimes and property crimes are both lower in Greenwood today than over a decade ago (FBI Crime Data Explorer) input from community engagement showed residents believe crime has risen, either community-wide or specific to individual neighborhoods and corridors.

**Divided by School Districts.** Greenwood is unique due to its three separate school districts, as well as additional private school options. While residents have the opportunity to choose educational options based on their needs, it can potentially cause divides within Greenwood as different areas of the city compete against each other and schools compete for students.

**Highway Barriers.** Major north-south corridors (I-65, U.S. 31, SR 135) create physical and perceived divisions across Greenwood. What used to be east versus west depending on what side of U.S. 31 someone lived, is now an eastern, central, and western divide. Although Greenwood has been very successful in developing quality of life amenities and creating pedestrian focused infrastructure, a majority of these amenities are only present between U.S. 31 and I-65. Areas outside the central areas of the community may not have access to the same quality of life attributes seen elsewhere including parks and recreation amenities, convenience shopping, restaurant availability, and entertainment opportunities.



*U.S. 31 and SR 135 are challenges for pedestrian connectivity.*

## CONCLUSION

The data and analysis included in this report demonstrate the significant investments that have been made in Greenwood, both by the city and as part of private development. Since 2010, Greenwood has grown by more than 14,000 residents and added over 5,000 homes. Combined with commercial and industrial growth, this new development has added to the city's tax base and allowed for investments in quality of life amenities and critical infrastructure, while also necessitating increased investment in city services such as police and fire protection.

It is important to have an understanding of past trends and current conditions to make informed decisions for the future. It is also critical in establishing attainable goals and being able to measure progress toward achieving them. This existing conditions information will be used together with the input gathered through significant community engagement efforts to form the comprehensive plan goals and strategies organized around the topics of land use, infrastructure, quality of life, public safety, and economic development.



*The purpose of the comprehensive plan is to ensure Greenwood remains a vibrant and desirable community for both existing and future residents and businesses.*

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# **GREENWOOD COMPREHENSIVE PLAN**

## **COMMUNITY ENGAGEMENT REPORT**

APPENDIX B

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## INTRODUCTION

Community engagement and outreach drive the success of long-range planning efforts. They are vital to not only understanding the needs of residents and businesses but are the means to build support for implementation of plan recommendations. Although Greenwood has grown considerably over the last decade, it still retains a small-town culture where residents want to get involved in shaping the future of their city. This report includes a summary of findings from the initial round of community engagement efforts, which included an in-person community workshop, online survey and mapping exercise, series of stakeholder meetings, and pop-up events at the Greenwood Farmers Market and Greenwood High School football game.



*Participants at the September 12, 2023 Community Workshop.*



*Booth at the Greenwood Farmers Market on September 9, 2023.*



# IN-PERSON ENGAGEMENT

## COMMUNITY WORKSHOP

A community workshop open to all those interested in the future of Greenwood was held at the Greenwood Public Library on September 12, 2023. The workshop invited those who wished to share their thoughts on the current direction of Greenwood and discuss the city's current strengths, future challenges, and goals for growth and development. The meeting was held in an open house style, allowing participants to come and go at times convenient for them, with a brief presentation given twice by Mayor Mark W. Myers and representatives of the consulting team. The workshop was organized around facilitated input opportunities, ranging from identifying opportunities and issues, mapping potential future development areas, and identifying potential goals related to the topics of quality of life, infrastructure, economic development, and public safety. Over 100 people attended the workshop. The major themes and takeaways from the workshop included:

- Make Old Town the premier destination south of Indianapolis.
- Beautification of major roads and gateways.
- Utilizing placemaking and quality of life projects as tools for resident and business attraction.
- Improve congested intersections.



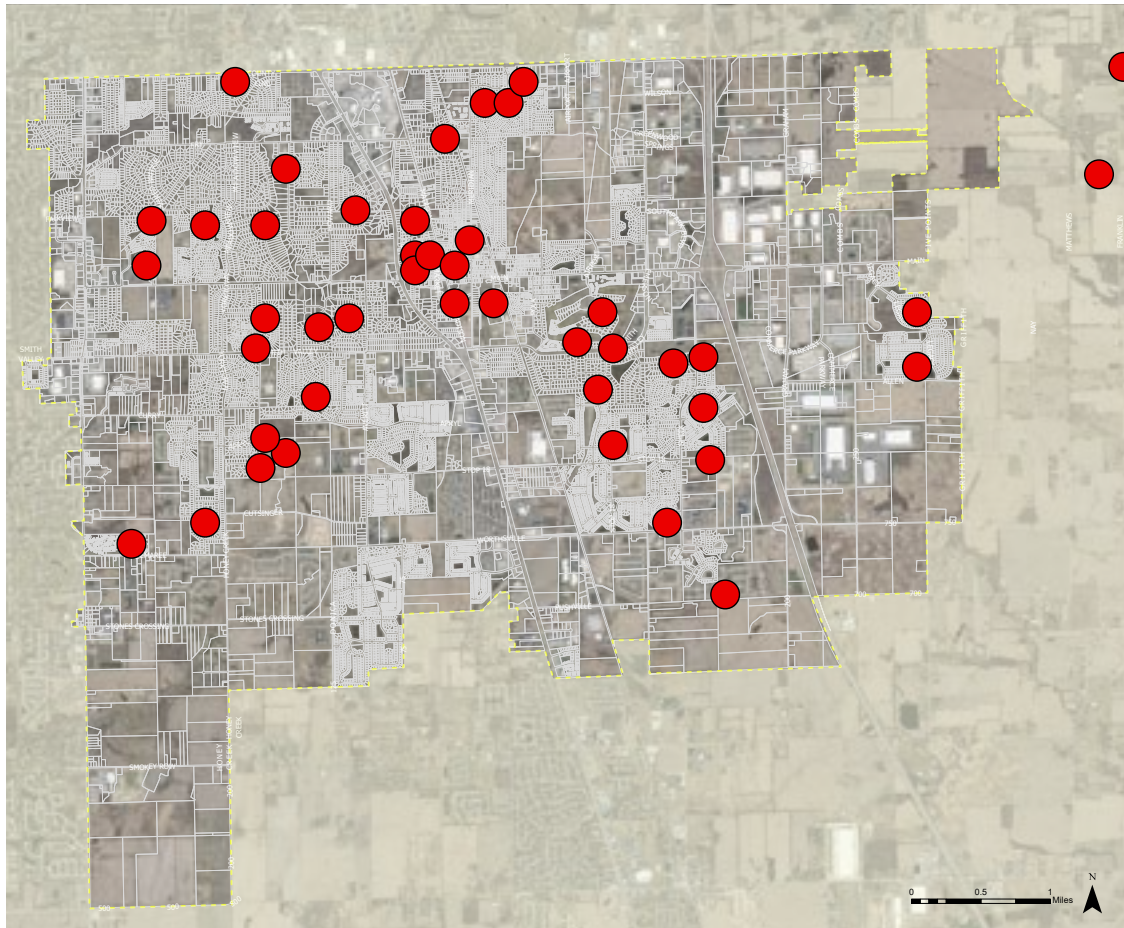
*Sign advertising how to get involved along the Craig Park Trail.*

- Continue to address traffic safety concerns.
- Add traffic lights at key intersections along major thoroughfares.
- Expand the bicycle and pedestrian trail network.
- Create safe routes over/under U.S. 31 and SR 135.
- Encourage small-scale retail and local businesses.
- Prioritize other industry types over warehouses.
- Increase the capacity of the city's code enforcement efforts.

Detailed results to workshop exercises are included on the following pages.

# ➤ GETTING STARTED

# 1



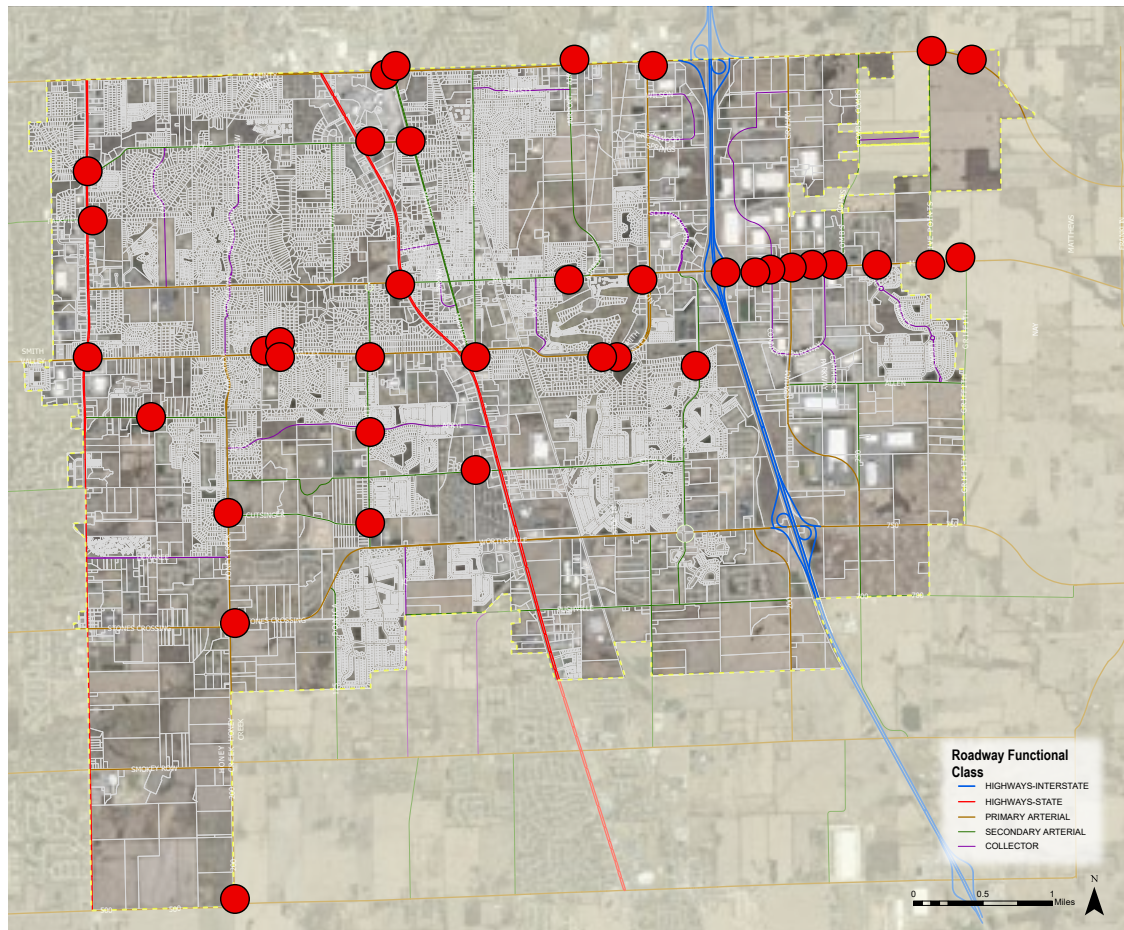
- 1 Place a dot sticker on the map in the area where you live.
- 2 Use a post-it note to record your **ONE WISH** for Greenwood's future in the space below.

- Greenwood is much more than Old Town
- A shared identity, connecting and preserving Old Town's past historic areas
- Less warehouses, they are cheap and unattractive, more dentists, vets, etc.
- Old Town restaurants
- Make Old Town the signature destination for Greenwood
- To have a safe community where families, adults, and all ages can thrive and small businesses can grow
- More green space and outside activities
- More local businesses and downtown restaurants
- Attainable housing
- Low-income housing
- Lights on walking trails
- Improve east/west traffic patterns
- Expand city for new housing, entertainment, businesses, greenspace, and trails
- Walkability and safety for families with young children
- Make Old Town a place where people want to be in their free time, more casual restaurants, small grocery, more fun activities
- Safe places for entering trails
- More stores that provide items for household daily needs
- Wider variety of businesses in Old Town, make sure all vacancies are filled
- Remove the plan to continue Stop 18 through Freedom Springs to Honey Creek
- Pedestrian infrastructure along and over US 31
- Contiguous sidewalks
- Eateries and local shopping in Old Town
- More small businesses and parking in Old Town
- Remove any plans to extend Stop 18 through Freedom Springs to Honey Creek
- Add the support necessary to maintain and improve our city rather than continuing to expand it, we need to manage what we have rather than reaching for more
- Careers to anchor our children and grandchildren



# ➤ INFRASTRUCTURE

2



- 1 Place dot stickers on the map to identify needed roadway and intersection improvements.
- 2 Use a post-it note to provide more detail below.

- Roundabouts have been wonderful for the most part
- Some roundabouts aren't working as intended
- Main St east of I-65 is an infrastructure nightmare, needs to be paved and widened
- Continue making Old Town a destination, a place people want to come to, but not increase parking just because there is a perception of lack of parking in Old Town which has cost us many historic buildings the last 80 years
- I would rather have more buildings than empty parking lots
- Whiteland and Honey Creek Road intersection
- Need east/west enhancements on County Line Rd
- Add a roundabout to Smith Valley and Hacienda to slow traffic
- Safety improvements at County Line and Emerson
- Consider bike paths/trails as infrastructure not just quality of life, they need to be integrated with signage and signals
- Bike lands on Stop 18 between US 31 and ditch path
- Improve Main Street to the east
- Old Town is becoming more accessible which is great, but we need more to draw people downtown
- Improvements to County Line and Madison
- I really like roundabouts for safety reasons
- Stop light at Apryl Dr and Averitt would be useful if Apryl becomes a new way to move east/west in Greenwood
- Traffic pattern improvements at Main Street and Madison
- Remove right turn lane from the mall near Fry Rd and US 31
- Conceal that ugly red neon carwash on US 31
- Main Street towards Emerson needs repaved
- No extension of Stop 18 through Freedom Park
- Repave existing Pushville Rd but do not extend through future/existing development, leave where it is



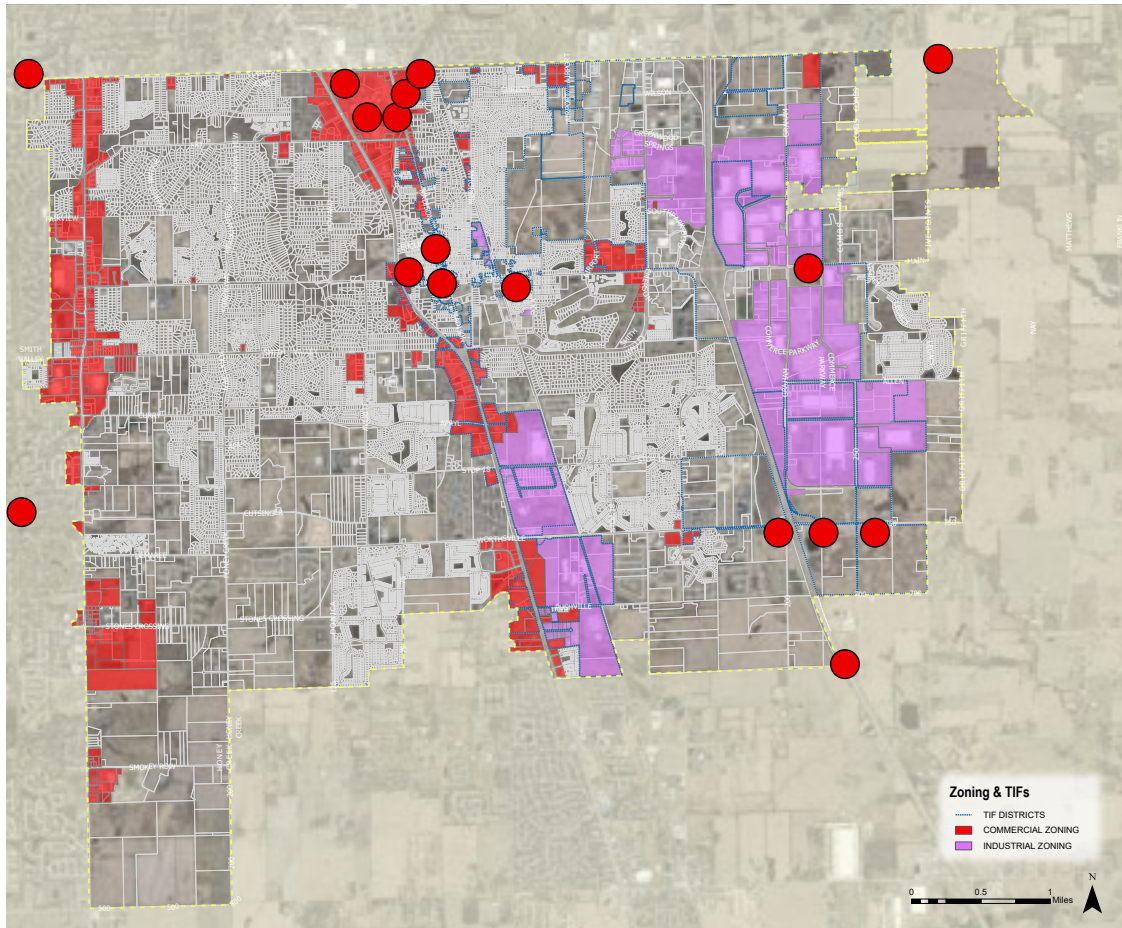
# ➤ INFRASTRUCTURE

2

Read the following INFRASTRUCTURE statements. Use dot stickers to select the TOP 3 statements you believe are most important for Greenwood's continued success.

Statement	Vote Here	Statement	Vote Here
Improve congested intersections (traffic signals, added turn lanes, conversion to roundabouts).	<b>17% of votes</b>	Improve crosswalks, curb ramps, and pedestrian signals along major roadways.	<b>8% of votes</b>
Improve streetscapes (lighting, trees, signage, furnishings) along major corridors.	<b>13% of votes</b>	Collaborate with IndyGo to enhance public transportation options connecting Greenwood to destinations in Marion County.	<b>5% of votes</b>
Expand parking availability in the downtown.	<b>12% of votes</b>	Improve broadband service accessibility and speeds.	<b>5% of votes</b>
Enhance east/west transportation corridors.	<b>11% of votes</b>	Improve drainage and stormwater infrastructure.	<b>4% of votes</b>
Maintain existing city streets (resurfacing, filling potholes, and other general maintenance).	<b>10% of votes</b>	Extend sewer infrastructure to better direct future development.	<b>3% of votes</b>
Identify areas for new roadway connections to alleviate existing congestion.	<b>9% of votes</b>	Enhance north/south transportation corridors.	<b>3% of votes</b>

# ➤ ECONOMIC DEVELOPMENT 3



- 1** Place dot stickers on the map to identify commercial or industrial development and redevelopment areas.
- 2** Use a post-it note to provide more detail below.

- Get more high-end businesses and upscale restaurants in Old Town
- Support the 30+ year businesses that helped build Greenwood
- Interstate 69 extension
- Commercial development at exit 97
- Continue to develop downtown businesses
- Zone neighborhood commercial in area east of I-65 (Rocklane Rd)
- Madison Ave and County Line Rd east of the mall
- Expand east of the city
- need more code enforcement offices and less warehouses
- Stop selling all this beautiful farmland for warehousing, build more integrated communities/neighborhoods
- Code enforcement can't enforce without more bodies, rules are useless without follow through
- Advanced manufacturing businesses focused on AI
- Less warehouses, more local businesses
- Improve business types along I-65 and I-69
- What can be done with the green space at Madison and County Line Rd

# **ECONOMIC DEVELOPMENT** **3**

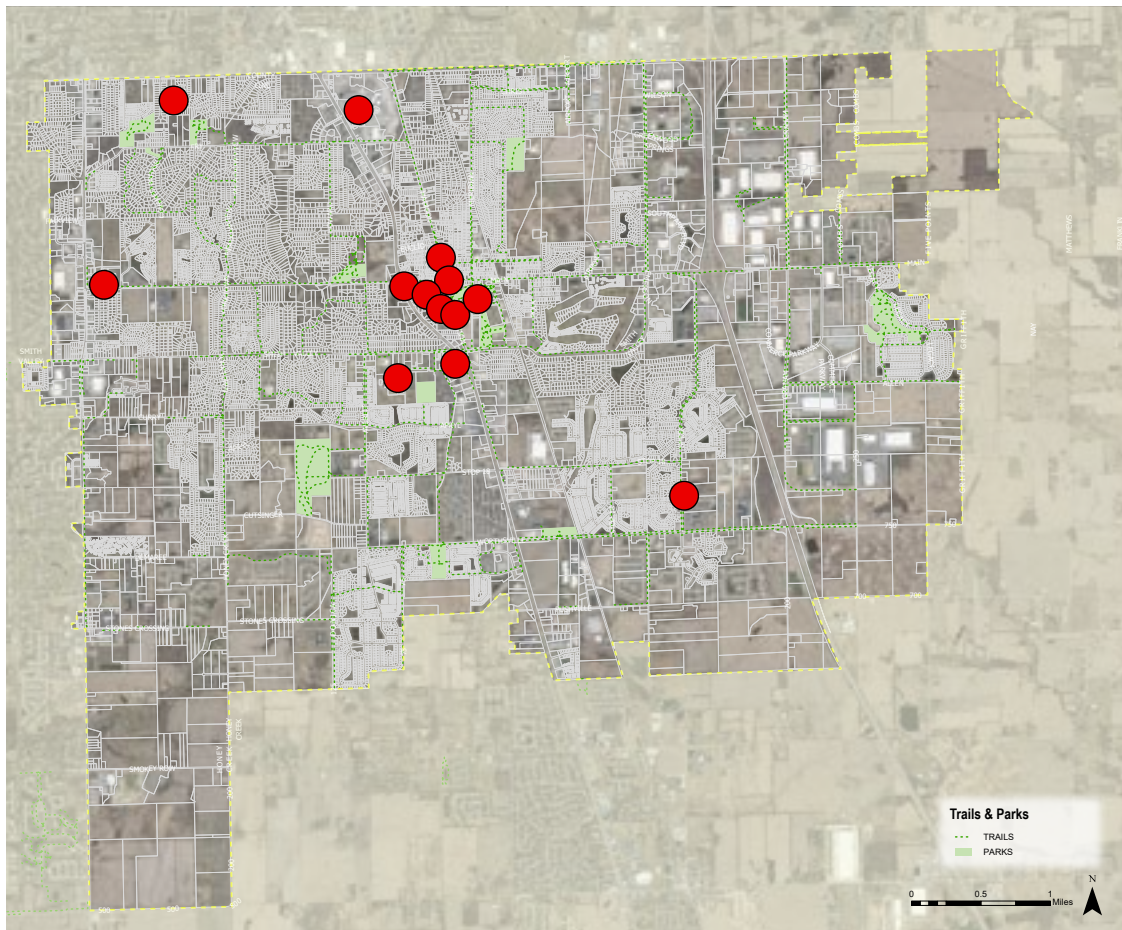
Read the following ECONOMIC DEVELOPMENT statements. Use dot stickers to vote on the TOP 3 statements you believe are most important for Greenwood's continued success.

Statement	Vote Here	Statement	Vote Here
Utilize placemaking and quality of life projects as a tool for resident and business attraction (parks, trails, entertainment, restaurants, etc.).	<b>24% of votes</b>	Extend infrastructure to targeted development areas to attract development.	<b>8% of votes</b>
Focus on attracting small retail shops to downtown.	<b>21% of votes</b>	Use tax abatement, tax increment financing (TIF), and other tools to support business retention and attraction.	<b>5% of votes</b>
Focus on partnerships with local industries and educational institutions to expand workforce development options.	<b>13% of votes</b>	Minimize the city's role in economic development and let market forces drive the process.	<b>4% of votes</b>
Focus on attracting high-wage industries and corporate offices to Greenwood.	<b>13% of votes</b>	Acquire development or redevelopment parcels to take an active role in economic development projects.	<b>3% of votes</b>
Focus on supporting development around the mall and along major commercial corridors.	<b>8% of votes</b>	Continue attracting warehouse and manufacturing-based developments along the I-65 corridor.	<b>1% of votes</b>



# ➤ QUALITY OF LIFE

4



- 1 Place dot stickers on the map to identify key bicycle and pedestrian destinations.
- 2 Draw lines with the marker to identify desired trail locations.
- 3 Use a post-it note to provide more detail below.

- Keep Greenwood Park Mall viable
- Connect residential with access to food
- Pedestrian bridge for bike/foot traffic to safely cross Smith Valley somewhere near Grassy Creek Ln
- A centralized location for the arts groups in the community, "a center for the arts"
- Pedestrian bridge or tunnel across US 31 at or near Smith Valley
- Walking/jogging paths by SR 135 and Main St
- Replace existing sidewalks with wider trails, you cannot ride bicycles on the city streets
- Bike paths are tremendously more useful when they are contiguous, please extend Madison St bike lane from Indy/Marion County
- Extend existing north/south asphalt path along creek to Proctor Park
- Increase shade on trails
- More greenspace and connecting trails through city and neighborhoods
- Market Plaza should hold a splash pad
- Convert some of the more heavily used paths from sidewalks to 6-8 foot wide asphalt paths
- Keep enhancing historic buildings and homes in Old Town, these properties are huge economic draws
- Bike trails that go somewhere
- Bike trails/walkable areas are wonderful for the city
- Indoor swimming/track/fitness, something like Carmel's Central Park, with community center, water park, surfing, wall climbing, play grounds, etc.
- Bridges or tunnels to cross safely on SR 135 and US 31
- Pedestrian walkways should be interconnected to allow access to all areas of the city
- Focus more on preserving mature trees and planning additional trees rather than small shrubs
- Create bike/pedestrian walkways not just along roadways but through open areas and parks
- Shops in the Madison Apartments will become destinations for pedestrians, hopefully local businesses will be able to afford the space

# ➤ QUALITY OF LIFE

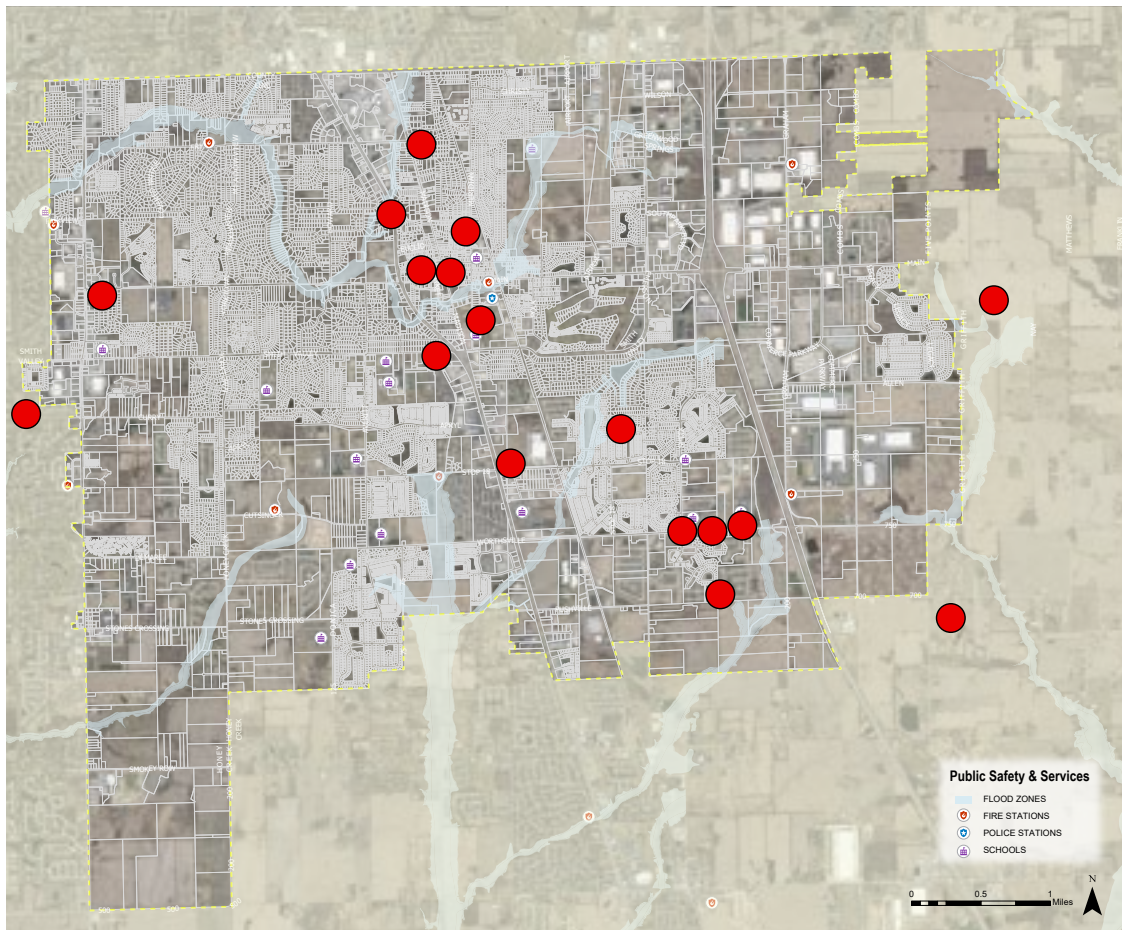
4

Read the following QUALITY OF LIFE statements. Use dot stickers to vote on the TOP 3 statements you believe are most important for Greenwood's continued success.

Statement	Vote Here	Statement	Vote Here
Expand the bicycle and pedestrian trail network.	<b>16% of votes</b>	Ensure historic buildings are sufficiently protected and preserved.	<b>9% of votes</b>
Identify and fill sidewalk gaps to improve pedestrian connectivity and safety.	<b>15% of votes</b>	Support local arts and cultural programs that bring public art to Greenwood.	<b>9% of votes</b>
Increase the amount of land dedicated to parks and preserved open spaces.	<b>12% of votes</b>	Enhance city gateways at major entrances to the community such as U.S. 31, SR 135, Main Street, and County Line Road.	<b>7% of votes</b>
Increase entertainment, shopping, and dining opportunities.	<b>11% of votes</b>	Increase recreational programming for all age groups (youth, families, senior citizens, etc.).	<b>7% of votes</b>
Ensure housing is affordable for families and the local workforce.	<b>10% of votes</b>	Improve the appearance of development across the community.	<b>3% of votes</b>

# ➤ PUBLIC SAFETY

5



- 1 Place dot stickers on the map to identify areas where you would like to see more city services (police, fire, code enforcement).
- 2 Use a post-it note to provide more detail below.

- Keep up with great snow cleaning, especially in neighborhoods
- More code enforcement
- Speeding/drag racing on US 31 between Fry Rd and Main St
- Where should police department be in 15 years
- We need more police and fire personnel under FBI
- Code enforcement
- Empower communication with residents to facilitate code enforcement
- Expand city east
- Code enforcement east of Madison Ave in Old Town
- Fire presence along southern corridors
- Right turn lane at north east corner of Stop 18 and US 31
- Need more support from the city to work with the community to improve safety, hiding negative reports and telling police department not to patrol certain areas to reduce numbers doesn't work
- Code enforcement for all neighborhoods, not just those historically picked on
- Need a lot more code enforcement officers as well as police and fire
- Need safe crossings on US 31 from Main St to Smith Valley
- More police presence on Worthsville Rd to hand muscle carts and motorcycles racing as well as speeding in school zones



# PUBLIC SAFETY

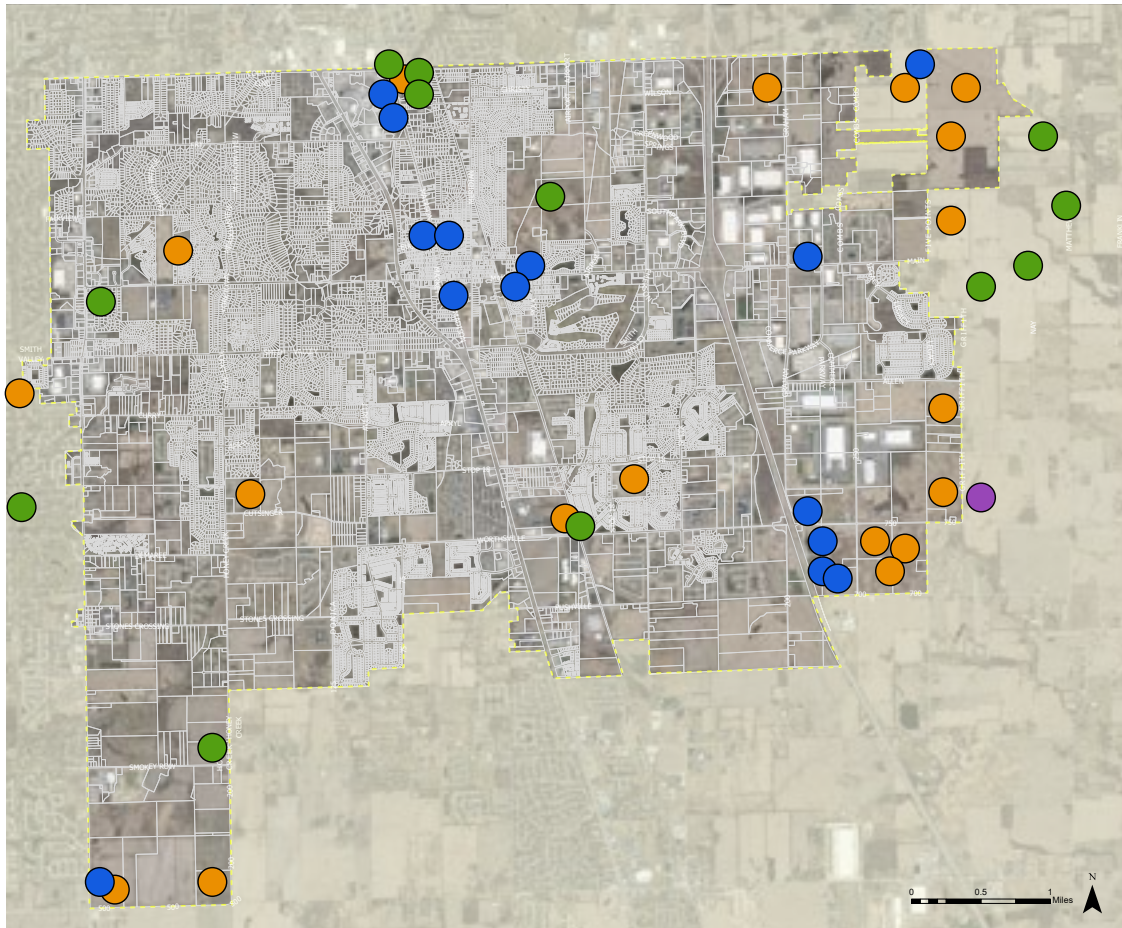
5

Read the following PUBLIC SAFETY statements. Use dot stickers to vote on the TOP 3 statements you believe are most important for Greenwood's continued success.

Statement	Vote Here	Statement	Vote Here
Continue to address traffic safety at high crash intersections and along roadways with excessive speeding.	<b>23% of votes</b>	Increase code enforcement efforts.	<b>7% of votes</b>
Continue to invest in public safety (fire, police, EMS) staffing, equipment, and training.	<b>22% of votes</b>	Reduce the risk of flooding with continued stormwater infrastructure enhancements.	<b>6% of votes</b>
Invest in lighting, cameras, and other infrastructure to improve safety in public spaces.	<b>19% of votes</b>	Buy-out and remove existing structures within flood hazard areas.	<b>3% of votes</b>
Enhance city communication with residents, businesses, and visitors.	<b>17% of votes</b>	Continue working with Johnson County on hazard mitigation planning.	<b>3% of votes</b>

# ➤ FUTURE LAND USES

6



- 1 Place colored dot stickers on the map to identify growth and redevelopment areas for the following land use categories:

- Residential
- Commercial
- Industrial
- Parks & Open Space

- 2 Use a post-it note to describe specific uses or development types you would like to see.

- Grow city limits to the east
- Keep Greenwood green, need more beautification in areas other than "old Greenwood" as most visitors don't go through there
- Make US 31 more attractive
- Quality commercial development at Worthsville Rd and I-65, small retail
- Attainable housing
- Copy success of Central Park in Carmel
- Development area north of Old Town fire station on Main Street
- A neighborhood commercial buffer on the land that faces Rockland Rd and Graham Rd so the warehouses are less visible
- Multi-use event complex for sports, concerts, and sponsored events
- Support for the businesses that helped build Greenwood
- If land is annexed east of I-65 please consider zoning for residential zoning
- Land at corner of Madison and County Line is perfect for a Survivors Salute Park with pathways, statues, and interactive/educational info
- Bike lanes and trails that go somewhere, connecting workers to jobs
- Old Town is our canary in the coal mine, we have to make sure the preservation efforts continue along with beautification and pushing for a variety of local businesses to make the area a draw again

# **FUTURE LAND USES**

**6**

Read the following FUTURE LAND USE statements. Use dot stickers to vote on the TOP 3 statements you believe are most important for Greenwood's continued success.

Statement	Vote Here	Statement	Vote Here
Encourage small-scale retail and local businesses.	<b>23% of votes</b>	Encourage more affordable housing.	<b>7% of votes</b>
Encourage more preservation, infill, and redevelopment of Old Town.	<b>18% of votes</b>	Encourage mixed-use development (commercial + residential).	<b>4% of votes</b>
Encourage entertainment and recreation development.	<b>16% of votes</b>	Encourage large-scale commercial businesses (retail, restaurant, hotel).	<b>2% of votes</b>
Encourage more housing for first-time home buyers.	<b>9% of votes</b>	Encourage office development.	<b>2% of votes</b>
Encourage more housing for "move-up" home buyers.	<b>8% of votes</b>	Encourage warehouse and light-manufacturing development.	<b>2% of votes</b>
Encourage more senior-targeted housing.	<b>8% of votes</b>	Encourage more rental housing.	<b>1% of votes</b>





*The September 12<sup>th</sup> Community Workshop was held at Greenwood Public Library and included an introduction by Mayor Mark W. Myers. The photos featured above are all from the workshop.*

## POP-UP EVENTS

There were two pop-up events held towards the beginning of the process to raise awareness about the plan update, advertise online and in-person engagement opportunities, and give residents an informal setting by which to provide input. These events included a booth at the Greenwood Farmer's Market on September 9th and activities at the Greenwood High School vs. Whiteland High School football game on October 13, 2023. Each event was attended by both Greenwood planning staff and members of the consulting team. While the primary objective of these events was to spread awareness of the plan and direct residents to the in-person and online workshops, there were several comments and ideas gained from conversations and activities that helped influence the plan's draft goals and strategies. The input gathered at these events is summarized below:

- There was a steady flow of foot traffic and residents were genuinely interested in the planning process and future of the community.
- Several people stated they had already participated in the online workshop or were planning to attend an in-person event.
- Strengths:
  - Sense of community
  - Character that stands out from adjacent towns
  - Old Town as a center of entertainment and culture

- Concerns:
  - Pedestrian safety along major roadways
  - Places for teens to gather and spend time away from schools
  - Potential for too much outward growth that changes community character
  - Need for intersection improvements and connecting sidewalks and trails at high-traffic areas, specifically student crossings
- Ideas for the Future:
  - More outdoor recreation activities
  - Continue investing in Old Town
  - Safer pedestrian facilities and crossings along Smith Valley
  - Redevelopment of key commercial areas over outward expansion
  - More opportunities for placemaking and art
  - Small businesses support and development





*In-person outreach and engagement efforts included the Greenwood Farmers Market (top left), Greenwood High School Student Council meeting (top right and bottom right), and Greenwood versus Whiteland football game (bottom left).*



## GREENWOOD HIGH SCHOOL STUDENT COUNCIL

City planning staff and members of the consultant team met with the Greenwood High School student council on October 26, 2023. The meeting was attended by more than 30 students representing grades nine through twelve. The meeting included a facilitated discussion and opportunity to annotate maps with community assets, issues, and ideas for the future. Highlights of the discussion included:

- Strengths:
  - Sense of community and community character
  - Old Town area and the collection of local businesses
  - Safe community
  - Generally walkable, but there are some unsafe crossings
  - Parks, especially Freedom Springs
- Concerns:
  - Pedestrian safety at major crossings
  - Lack of gathering places and events/programming for teens
  - Difficulty parking downtown
  - Potential for too much growth
- Ideas:
  - Redevelopment (downtown and mall)
  - More placemaking and art
  - More small businesses (downtown Franklin as a good example)
  - More recreation amenities (gym, fitness classes, bowling, skating)

## STAKEHOLDER MEETINGS

A series of ten stakeholder meetings were held on September 26 and October 3, 2023 with over 75 people in attendance. Each meeting revolved around a specific subject and invited community leadership, professionals, and residents with expertise in each topic. Meetings were organized around:

- Quality of Life
- Housing
- Education
- Old Town
- Economic Development
- Real Estate & Development
- Public Safety
- Utilities
- Transportation
- City Government

Although each meeting was focused on a specific subject, conversations were informal and allowed to go in whatever direction the group felt was important. Recurring themes from these meetings included:

- Continue investments in Old Town and leverage it as a major destination between Indy and Columbus.
- Housing supply is a critical issue that impacts many of the city's future goals and needs to be addressed before other planning initiatives can take place.

- Update local ordinances to give departments “teeth” when dealing with local issues and streamline procedures to limit costs.
- Plan for the future of the mall and how building space or parking lots could be repurposed.
- Improve communication with community organizations working towards similar goals to align efforts.
- Support Greenwood as a center for recreation, arts, and culture.
- A segment of the community does not like all of the recent warehouse development, but it has grown the City's tax base in a way that residential development cannot.
- Work with INDOT to address major intersections in the community, specifically for safety.

## BIG IDEAS OPEN HOUSE

The Big Ideas Open House was held February 29, 2024 at the Greenwood Public Library. This meeting invited the public to review the plan's draft goals and strategies, future mapping, and focus area development criteria. The intent of the meeting was to gather feedback from the public to ensure the plan was headed in the right direction and to begin prioritization of specific projects and policy initiatives. Over 100 people attending the meeting, participating in exercises and discussing the materials with planning staff and the consulting team.

The major themes and takeaways from the workshop included:

- Safe pedestrian crossing over U.S. 31 and SR 135 should be high priorities for the city, as well as filling sidewalk gaps in existing neighborhoods.
- Stub street connections between new and existing development is not desired by residents in the existing neighborhoods.
- Lessen zoning restrictions to encourage neighborhood-scale retail and entertainment options.
- Increase the city's code enforcement capacity to better manage property and structure violations, specifically rental units and residential properties on highly visible corridors.
- Greenwood's website should hold a easily accessible community calendar that

identifies municipal meetings, community events, and other key information.

- Partner with the Greenwood Park Mall on street frontage improvements to enhance entryways from Marion County into Greenwood.
- Install monument signage and quality landscaping along Main Street at the I-65 interchange to improve visuals for visitors entering the city.
- The Worthsville Road interchange has the opportunity to attract high profile office and commercial developments that benefit from proximity to the interstate, existing industrial development to the north, and future housing to the east.
- Existing rural estates should be buffered from more intensive land uses through single-family developments.



# > INFRASTRUCTURE



Read the following INFRASTRUCTURE goals and strategies. Use a dot sticker to select the SINGLE GOAL AND CORRESPONDING STRATEGIES you believe is most critical for Greenwood to focus on in the future.

Goals & Strategies	Vote Here
<b>Use the extension of municipal sewer service and transportation infrastructure as growth management tool.</b> <ul style="list-style-type: none"> <li>• Continue to plan for east side lift stations.</li> <li>• Expand sewer service in the Honey Creek Road area to projects that meet diversified housing and employment goals.</li> <li>• Develop and maintain a five-year Capital Improvements Plan to coordinate transportation, utility, and other City investments.</li> </ul>	<b>11%</b>
<b>Assist INDOT in improving state-controlled roads.</b> <ul style="list-style-type: none"> <li>• Develop safe pedestrian crossings of US 31 and SR 135.</li> <li>• Address intersection congestion issues.</li> <li>• Enhance streetscapes, interchanges, and bridges with additional landscaping, signage, and other gateway elements.</li> <li>• Widen Main Street under I-65 in conjunction with interchange modifications planned for 2027/2028.</li> </ul>	<b>19%</b>
<b>Create a Thoroughfare Plan to ensure a safe and efficient transportation network into the future.</b> <ul style="list-style-type: none"> <li>• Improve east-west connectivity with improvements to Main Street and Smith Valley Road.</li> <li>• Balance pedestrian facilities and amenities with vehicular access and travel along Main Street through the downtown area.</li> <li>• Work with Indianapolis to improve County Line Road and extend it to the east.</li> <li>• Identify a preferred alternate route around downtown during events and other closures.</li> </ul>	<b>37%</b>

- "Must find a safe way for pedestrians to cross 31."
- "I do not want Indygo style bus stop in our town. Indy crime is why."
- "135 is a disaster with every business having 2 places to turn in, with no right turn lanes, and an insane (middle turn lane)."
- "Main in Old Town does not need to be made faster, it is not a road that is a cut through. But it should lead

- people to Old Town."
- "Place moratorium on new development until existing infrastructure meets needs of established communities."
- "Much has been done about making Greenwood walkable, but older additions like Valle Vista have no sidewalks; people walk in streets!"



# > INFRASTRUCTURE



## Goals & Strategies

## Vote Here

### Address existing congested intersections and roadway segments.

- Convert signalized and stop controlled intersections to roundabouts where feasible and ensure design best practices are used to ensure pedestrian safety.
- Use access management practices along all thoroughfares and require consolidation of curb cuts during redevelopment projects when sufficient access is provided elsewhere.

**12%**

### Use new development to make additional roadway connections.

- Require connection to existing street stubs on adjacent parcels.
- Require stub connections to all undeveloped adjacent parcels.
- Encourage street networks that include through streets and minimize cul-de-sacs during the development review process.

**5%**

### Enhance the stormwater management network to reduce flooding and improve water quality.

- Continue to plan capital improvements and implement the recommendations of the Stormwater Master Plan.
- Explore opportunities to create regional stormwater infrastructure improvements that can also serve as open space amenities.
- Support the design and construction of green infrastructure stormwater management infrastructure in both public and private developments.

**16%**

Do you disagree with one of the goals or believe something is missing? Use a sticky note and tell us why!

- "Trails under 31, under 135, Under Worthsville, use existing bridges."
- "Reforming property tax to Land Value Tax and cutting taxes on improvements would encourage development and discourage sprawl."
- "Don't connect the stub streets in existing neighborhoods to the new neighborhoods."
- "Connection of stub streets destroys neighborhoods. Recall opposition to Walker Commons, no one wants expansion without prior infrastructure improvement."
- "Work with county on stormwater and drainage. Yes on green infrastructure/stormwater management."
- "Please stop connecting neighborhoods. It creates speeding and cut throughs."
- "No connecting streets of old to make new work!"
- "To vote on these options is a bit nonsensical. They address entirely different things, putting stormwater in opposition to transportation."
- "The creeks through Greenwood should be bigger for canoeing."
- "No connecting existing street stubs!"
- "Need to fix signal at Main and Madison to bypass eastbound turn when there is no traffic turning north."
- "Need smart AI street light system. CISCO makes one. There are others. Helps address a key factor- driver impatience."
- "Need stop light at stop 18 and Avenitt (existing middle school.)"
- "Do not create another roundabout like that at 31 and Meridian and Madison. Extremely dangerous!"



**HWC**  
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**Stantec**

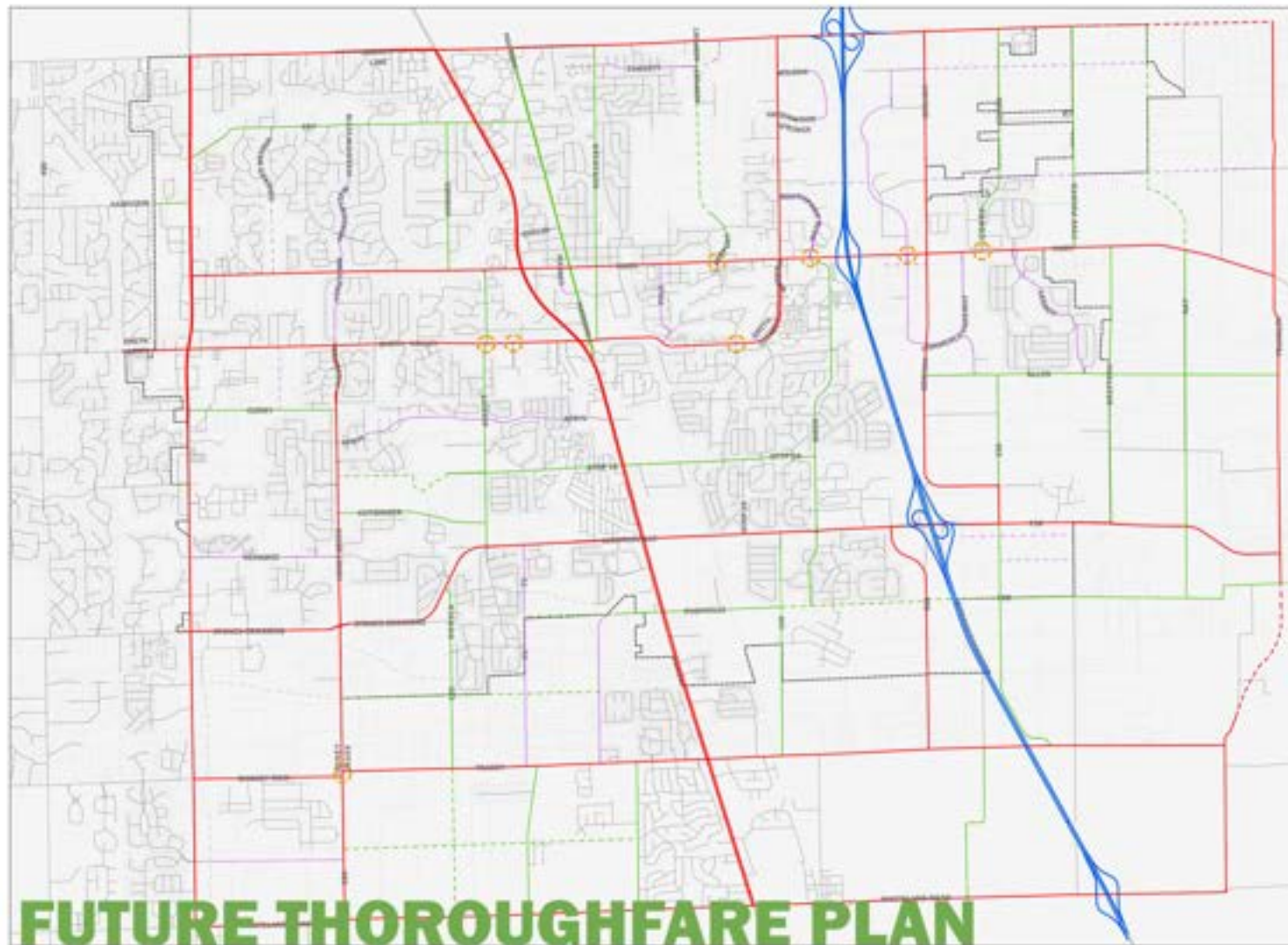
**B**

**Comments**

- "Where is the bicycle lane on Emerson?"
- "We are concerned about possible extension on Co. Line as in current plan. Current plan calls for Co. Line to extend east along Grubbs Ditch and then south to Matthews to join Franklin Rd. Of course this would no longer be "County Line" but we copy old plan."
- "Possible roundabout at Honey Creek and Cutsinger?"
- "Roundabout at Main and 5 points!"
- "Roundabout at County Line and 5 points!"

**Roadway Functional Class**

- INTERSTATE
- PRINCIPLE ARTERIAL
- MINOR ARTERIAL
- COLLECTOR
- LOCAL ROAD
- - - PROPOSED PRINCIPLE ARTERIAL
- - - PROPOSED MINOR ARTERIAL
- - - PROPOSED COLLECTOR
- - - PROPOSED LOCAL ROAD
- PROPOSED ROUNDABOUT



**FUTURE THOROUGHFARE PLAN**



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# **ECONOMIC DEVELOPMENT**

Read the following ECONOMIC DEVELOPMENT goals and strategies. Use a dot sticker to select the SINGLE GOAL AND CORRESPONDING STRATEGIES you believe is most critical for Greenwood to focus on in the future.

Goals & Strategies	Vote Here
<b>Attract higher paying jobs for young professionals and families.</b> <ul style="list-style-type: none"> <li>• Target innovation and advanced manufacturing businesses for remaining employment sites.</li> <li>• Encourage quality office space to be included in mixed use developments and as a component of warehouse/logistics projects.</li> </ul>	<b>30%</b>
<b>Support and grow the local business community.</b> <ul style="list-style-type: none"> <li>• Use City communications to collectively market the small business community and highlight success stories and special events.</li> <li>• Advocate for local businesses when they are pursuing funding opportunities through regional economic development programs.</li> <li>• Assist Aspire with their efforts related to small business support.</li> <li>• Review and reduce potential City barriers to small business startups.</li> </ul>	<b>43%</b>
<b>Ensure Greenwood Park Mall stays vibrant and safe.</b> <ul style="list-style-type: none"> <li>• Plan for mixed use infill and redevelopment, especially in excess parking areas and the former Sears space on the east side of the property.</li> <li>• Continue to invest in infrastructure projects that support the mall and surrounding properties.</li> <li>• Facilitate quality of life and placemaking efforts on the mall property including public art, spaces for gathering and entertainment, and events and programming to attract more people.</li> </ul>	<b>27%</b>

Do you disagree with one of the goals or believe something is missing? Use a sticky note and tell us why!

- "Assumes that people know who Aspire is and their values."
- "Too many rentals"
- "If Greenwood continues to allow as many rentals as are here, we will never attract professionals. All new houses are cheap and code enforcement allows people to park in the yard and store tow trucks that transport hazardous materials in a residential driveway!"
- "No more warehouses!"
- "Consider trolleys or small commuter buses to move people around downtown and extend to malls at little or no cost."
- "Remove barriers (ordinances) restricting needed small businesses."

# > QUALITY OF LIFE



Read the following QUALITY OF LIFE goals and strategies. Use a dot sticker to select the SINGLE GOAL AND CORRESPONDING STRATEGIES you believe is most critical for Greenwood to focus on in the future.

Goals & Strategies	Vote Here
<b>Grow the Greenwood parks and recreation system to better serve existing residents and attract new ones.</b> <ul style="list-style-type: none"> <li>Invest in neighborhood parks that serve Greenwood residents.</li> <li>Create a park on the city-owned, floodplain impacted parcel on south side of County Line Road, east of Madison Avenue.</li> <li>Expand the trail network and fill key gaps between existing facilities, with an emphasis on creating trail loops and spokes to connect key destinations such as downtown and Freedom Park.</li> <li>Use the 5-year Parks &amp; Recreation Master Plan to guide continued investments into community parks and programming.</li> </ul>	<b>21%</b>
<b>Continue developing Old Town into an arts, culture, and entertainment destination.</b> <ul style="list-style-type: none"> <li>Create gateways, parking, and wayfinding for Old Town Greenwood.</li> <li>Make festivals, programming, and public art easier on City properties.</li> <li>Incentivize development of key City-owned properties in the Old Town area when they complement the established form and character of surrounding properties.</li> <li>Continue to connect existing parks across Old Town with bicycle and pedestrian facilities.</li> <li>Promote residential density to better support desired restaurants, shops, and entertainment attractions in Old Town.</li> <li>Incorporate public art into both City-led and private development projects.</li> </ul>	<b>56%</b>
<b>Maintain established neighborhoods as the building blocks of the community.</b> <ul style="list-style-type: none"> <li>Promote beautification and maintenance efforts.</li> <li>Ensure rental properties are maintained to the standards of the surrounding neighborhood.</li> <li>Support efforts to create a Community Housing Development Organization (CHDO).</li> <li>Consider City initiatives and policies that could be implemented to ensure housing affordability and prevent displacement of existing residents.</li> </ul>	<b>23%</b>

Do you disagree with one of the goals or believe something is missing? Use a sticky note and tell us why!

- "Increase public parking and mark what we have including the SW corner lot at Madison and Broadway."
- "Beautification. Standardize sign poles, especially at US 31 and Smith Valley. It should be like how they do the poles in Disney World; not a bunch of perforated stuff."
- "40% of rental homes are corporation owned properties! Where does the City of Greenwood stand on this?"
- "Encourage school corp consolidation, as GCSC cannot increase students. Combine with CPSC."
- "Rental housing needs Health Department rules to maintain livability (out of state landlords)."
- "More local business (cafe-tee shops, ice cream) not chains! Walkable with traffic control/pedestrian access."
- "Improve local school systems. Invest in this to increase the tax base. Encourage higher income individuals to come live locally."
- "Downtown is worth preserving for arts and culture enhancement."
- "Need PUD or new subdivisions with interior commercial neighborhoods that are walkable!"
- "AirBnB needs better regulations."
- "We have too many rental homes now."
- "Need Pubs that we can walk to. In the new subdivisions, coffee shops."

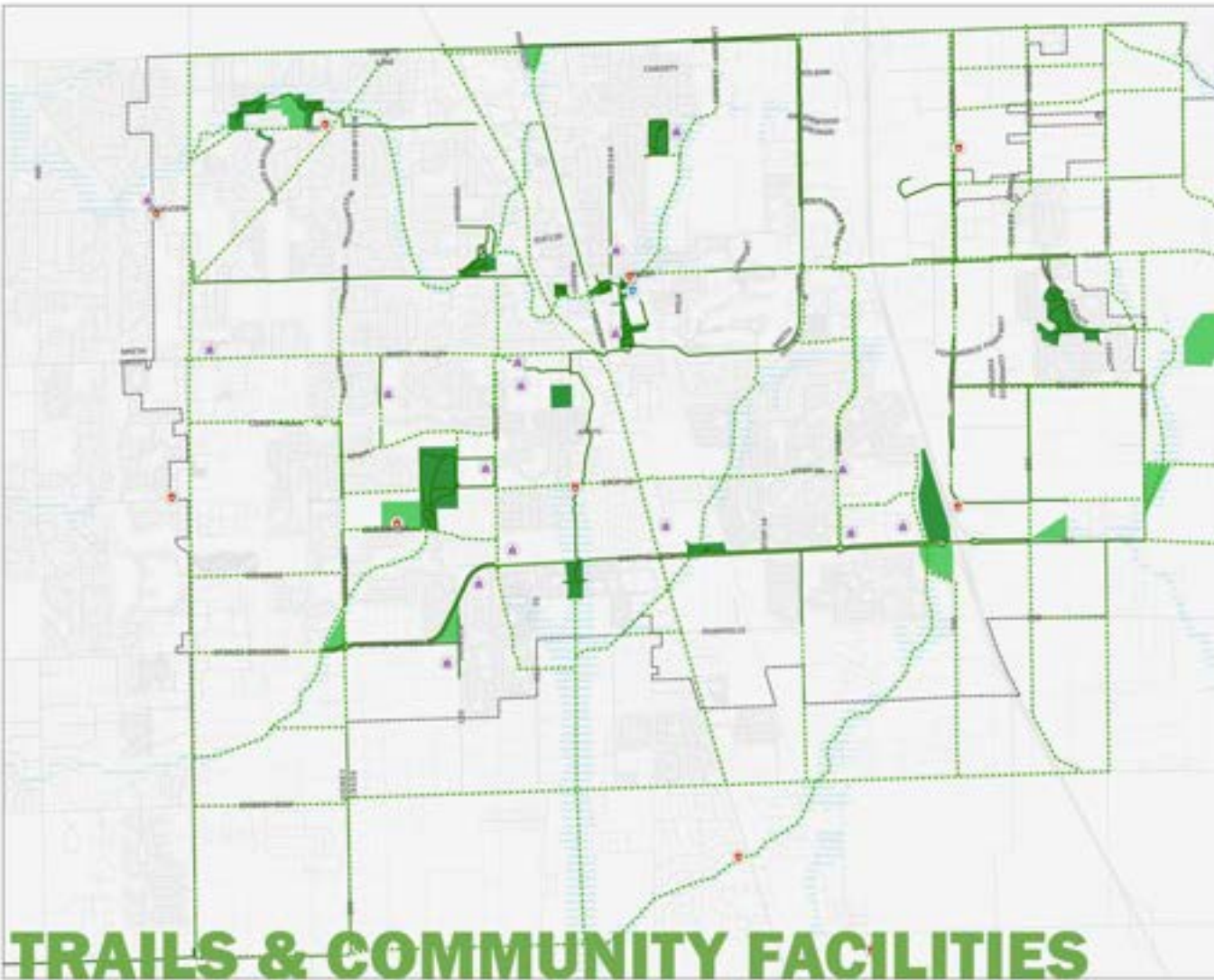


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D



# TRAILS & COMMUNITY FACILITIES



## Comments

- "Pedestrian bridges over Smith Valley from Valle Vista neighborhood and also over 31 to connect paths to city events/ parks."
- "Work with Whiteland to expand Tracy Trail to Proctor Park."

## Community Facilities

- TRAILS
- - - PROPOSED TRAILS
- EXISTING PARKS
- FUTURE PARKS
- ▲ SCHOOLS
- FIRE STATIONS
- POLICE STATIONS
- FLOOD PLAIN



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# > PUBLIC SAFETY



Read the following PUBLIC SAFETY goals and strategies. Use a dot sticker to select the SINGLE GOAL AND CORRESPONDING STRATEGIES you believe is most critical for Greenwood to focus on in the future.

Goals & Strategies	Vote Here
<b>Expand police and fire services in conjunction with community growth.</b> <ul style="list-style-type: none"> <li>Plan for a sixth fire station to maintain service levels with development to the east.</li> <li>Ensure public safety equipment keeps up with building trends (increased height in redevelopment areas).</li> <li>Better advertise the City benefits package and consider additional incentives to attract and retain staff.</li> </ul>	<b>44%</b>
<b>Improve City communications with residents and business owners.</b> <ul style="list-style-type: none"> <li>Identify a City staff position to serve as a communications liaison with Old Town business owners and residential leaders.</li> <li>Continue exploring ways to better engage property owners both online and with in-person opportunities.</li> </ul>	<b>33%</b>
<b>Ensure building, zoning, fire, and public safety codes are understood and respected.</b> <ul style="list-style-type: none"> <li>Increase code enforcement to target recurring issues.</li> <li>Review and amend violation fines, especially property owners with frequent and repeated violations.</li> </ul>	<b>10%</b>
<b>Work with Johnson County and regional partners on emergency management and disaster planning.</b> <ul style="list-style-type: none"> <li>Use recent lessons learned to update the Johnson County Emergency Management Plan.</li> <li>Continue efforts to remove structures from flood hazard areas.</li> </ul>	<b>13%</b>

Do you disagree with one of the goals or believe something is missing? Use a sticky note and tell us why!

- "Create a centralized community calendar on the city website."
- "Would love to see better communication/ relations between city and Main Street organizations."
- "Redesign the city website to make it more user-friendly and use 'plain speak' for general public."
- "Foster a better relationship with small business owners in the Old Town area. We have great businesses and buildings to keep attracting more businesses and visitors."
- "Police walking and bike patrols in parks in the Old Town area."
- "For rental property owners, enact enforceable rules and enforcement."
- "More support for Art League and artists."
- "Take better care of our police and fire departments."
- "Believe there is an extreme need for both (goals) 1+2."
- "No open container rule, so people can walk with a drink."

# > FUTURE LAND USE

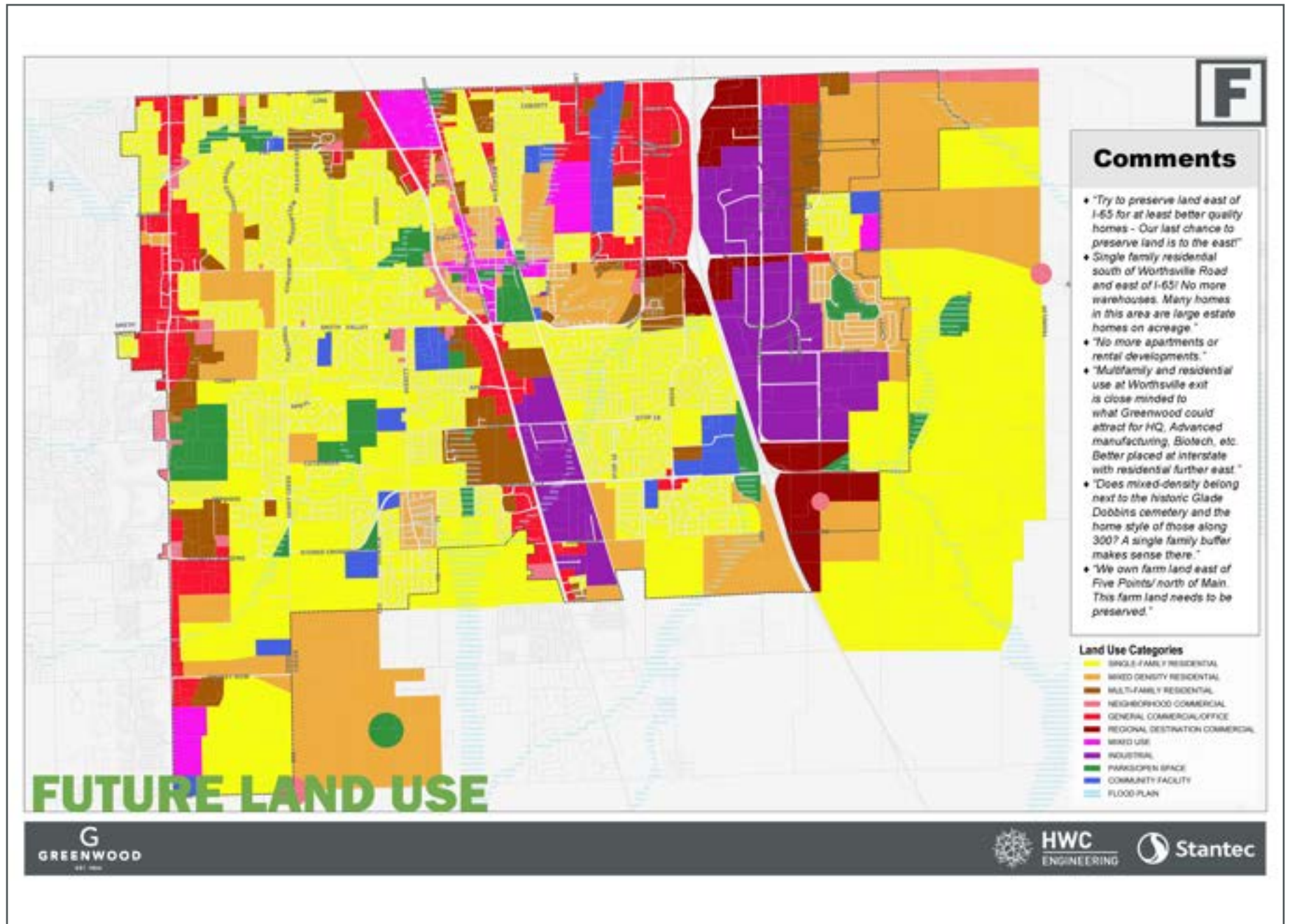


Read the following FUTURE LAND USE goals and strategies. Use a dot sticker to select the SINGLE GOAL AND CORRESPONDING STRATEGIES you believe is most critical for Greenwood to focus on in the future.

Goals & Strategies	Vote Here
<b>Promote reinvestment and redevelopment of vacant and underutilized parcels.</b> <ul style="list-style-type: none"> <li>• Continue Old Town revitalization, including Market Plaza area.</li> <li>• Develop the Airport Parkway area as a mixed use housing and employment district.</li> <li>• Encourage infill and redevelopment of excess parking and commercial space around Greenwood Park Mall</li> <li>• Improve the appearance and value of commercial centers along the US 31 and SR 135 corridors.</li> <li>• Promote the introduction of mixed use buildings into purely commercial developments.</li> </ul>	<b>41%</b>
<b>Use new growth areas as an opportunity to attract diverse employment and housing development that will help to ensure the City's financial resilience.</b> <ul style="list-style-type: none"> <li>• Use interchange areas to attract projects that will serve as regional destinations.</li> <li>• Plan for a neighborhood commercial center on East Main Street to serve residential development in the area.</li> <li>• Encourage residential developments to the east and southwest that mix dwelling types, densities, sizes, and quality to serve multiple age and income groups</li> <li>• Integrate parks, schools, and neighborhood serving commercial districts into new development, not all along thoroughfare frontages.</li> </ul>	<b>8%</b>
<b>Preserve woodlands, water courses, and other natural amenities and incorporate them into the design of future development.</b> <ul style="list-style-type: none"> <li>• Utilize flood hazard areas and other environmentally sensitive lands for public parks and accessible, passive open spaces.</li> <li>• Review and amend the Unified Development Ordinance (UDO) to ensure necessary protections are in place.</li> </ul>	<b>48%</b>
<b>Use the sub-area plans included in the comprehensive plan as a marketing and information tool to existing property owners and prospective developers in these areas.</b>	<b>3%</b>

Do you disagree with one of the goals or believe something is missing? Use a sticky note and tell us why!

• "I moved to the suburbs to enjoy suburban life. That is why I didn't move downtown into a metropolis!"





# > LAND USE DESCRIPTIONS



## Single-Family Residential

These areas are primarily identified for low and medium density detached, single-family dwellings within conventional subdivisions. New development in these areas should include mostly single-family homes and density around the perimeter should reflect established development patterns in adjacent neighborhoods. Single-family residential neighborhood streets should connect to existing street stubs where they intersect the developing property and include stubs to adjacent areas planned for residential development. They should include amenities that add value for neighborhood residents and the community as a whole. This classification should be buffered from higher intensity commercial and employment uses with mixed-density residential, multi-family residential, institutional, or parks and open space areas. Parks, schools, religious institutions, and other community facilities may be included in the single-family residential classification.

## Mixed Residential

The Mixed Residential land use classification allows for a variety of housing types and densities, depending on adjacent context and supporting transportation and utility infrastructure. Single-family homes, duplexes, townhomes, patio homes, and small-scale multi-family structures that fit the character of existing development are recommended. These areas encourage greater flexibility in form and scale to achieve active, cohesive, and vibrant neighborhoods designed around a walkable and connected street network. Mixed residential development should incorporate natural features to highlight existing tree stands, ponds, and water courses as accessible community amenities. Parks, schools, religious institutions, and other community facilities may be included in the mixed density residential classification.



## Multi-Family Residential

The Multi-Family Residential classification is intended for traditional apartment and condominium complexes. These areas require access to thoroughfare roadways, should be near parks and other community amenities, and feature pedestrian infrastructure that connects the development to trails and commercial centers. Multi-family residential development should feature high-quality architecture and building materials. Multi-family development can be used to transition higher intensity commercial and employment areas to lower density neighborhoods.

## Neighborhood Commercial

Neighborhood-scale commercial areas are intended to contain a mix of active uses at key intersections that serve surrounding residential neighborhoods. They may include office, retail, restaurant, and personal service businesses. These centers should be compatible with and contribute to adjacent neighborhood and streetscape character. They should frame and activate adjacent streets and not be defined by large parking lots. Neighborhood commercial centers should feature high-quality architecture, plazas, outdoor dining areas where applicable, and pedestrian and bicycle amenities that create active, connected gathering places.



## General Commercial / Office

The General Commercial land use classification applies to the majority of business and office uses within Greenwood, including commercial strip centers along major highway corridors and standalone retail anchors that attract users from the greater region. Uses may include office, hospitality, retail, restaurant, personal and professional services, and automobile-related businesses. This development should be located where it can be adequately served by the transportation network and buffered from existing residential development. New commercial development should include coordinated access onto adjacent corridors. Buildings should be arranged to define a street network, internal drives should resemble streets rather than parking lot drive aisles. High quality design, landscaping, and a coordinated pedestrian system with connections to adjacent properties should all be features of general commercial development.

## Regional Destination Commercial

The Regional Destination classification is designed to accommodate a range of potential entertainment, recreation, hospitality, and retail activities, generally in close proximity to I-65. This classification has the potential to draw high levels of traffic at peak times, and as such, must include good access to major thoroughfares. The defining characteristic of these uses is that customers will plan a special trip there and value the overall experience as opposed to shopping for a particular good. Generally, consumers are willing to travel longer distances to destination commercial centers and will spend longer periods of time there. Supporting retail and restaurant businesses are appropriate in this classification.

## Mixed Use

The Mixed Use classification allows for a combination of complementary residential, commercial, or employment uses to be built adjacent to each other or within a single development. These areas may be classified as "downtown cores" or "town centers" due to the mix of uses that attract residents and visitors. Mixed Use areas can be located in any area of Greenwood supported by adequate infrastructure and where a combination of uses would benefit surrounding residents and businesses. Potential uses include restaurants, small-scale retail and professional services, offices, multifamily apartments and condominiums, townhomes, and recreation amenities. Mixed use centers should be pedestrian-scaled, feature high-quality architecture, plazas, and pedestrian and bicycle amenities to connect these centers adjacent residential neighborhoods.

## Industrial

The Industrial land use classification includes manufacturing, logistics, warehousing, and other related industries. These uses should be limited to areas with access to major transportation corridors where increased truck and employee traffic won't impact existing neighborhoods. Building types may include both large footprint users with multi-story buildings on large parcels or groups of smaller structures in a business park setting. Where areas are subdivided for development of a business park, opportunities for shared open space and amenities should be explored. These areas may include limited commercial support uses such as restaurants and personal service businesses, but these should be as a secondary element.

## Parks/Open Space

These areas are primarily recreation focused, both passive and active, and used to preserve natural landscapes within Greenwood. This category does not include linear parks and trails, which are encouraged in all land use classifications within the community.

## Community Facility

The Community classification includes areas dedicated for public use such as schools and airports. These uses may vary in scale and impact to the transportation system. Large institutional uses should be located along thoroughfares with the capacity to handle anticipated traffic volumes. The areas identified within this classification typically reflect existing development, as many public uses are distributed within single-family residential and other future land use classifications.



## ➤ KEY QUESTION



The future land use map in the current comprehensive plan (created in 2007 and amended in 2012) identifies much of the area east of I-65 for mixed use development. Portions of this area have been built out with single family homes, apartments, and logistics warehouses. Other projects are under construction or have been recently approved, and developers continue to propose a variety of project types. Greenwood's east side is an attractive area for development and growth pressures are out in front of this planning effort.

As development continues in the area, a neighborhood commercial center, additional parks space, and trails will be needed to serve existing and future residents. Key transportation improvements, including new road connections, enhancements to existing roads, and intersection improvements, will be needed to ensure a safe and efficient network. Stormwater drainage and other utility infrastructure must be built out any may require space outside of the right-of-way for things like detention basins and lift stations.

The City must decide if it wants to keep reacting to development to the east or take a more hands-on approach to guiding and managing growth. For example, should the City wait to see if a neighborhood center commercial development is proposed and where, or identify an ideal location? Should the City locate ideal property for a new park, or see if a developer will dedicate unbuildable land that can be turned into a future recreation space? It's a critical time to be planning for the future and this process represents a unique opportunity to set the direction for continued investment.

### What do you think the City's role should be in guiding new growth and development to the east?

Don't do anything; let the market dictate how the area should be developed and react to development proposals as they occur.

4%

Communicate a vision for the area and use a combination of development regulations and incentives to promote new development that aligns with the community's vision.

26%

• "Be cautious of dissipating critical mass of destination locations, particularly away from Old-Town."

Take a proactive role in managing growth through public-private partnerships and other city investments to ensure new development accomplishes City goals for growth to the east.

70%



# ➤ FOCUS AREA 1



## Greenwood Park Mall

As it has in the past, Greenwood Park Mall must continue to evolve and remain a vibrant and valuable activity center for the community. Design principles include:

- Redevelopment of the former Sears space, and demolition of the auto center, to establish the mall's east side as an entertainment, recreation, and events district.
- Extension of the Madison Avenue trail north to a new community park on the east side of Madison Avenue, along Pleasant Run Creek.
- Infill housing on underutilized parking areas along Madison Avenue.
- Mixed use infill development on the northeast side of the mall that creates a 'Main Street' atmosphere in front of the mall and incorporates a pedestrian-scaled block pattern to organize new retail and apartment buildings that also address County Line Road.
- Requiring quality design of structures and public spaces along Madison Avenue to further elevate the corridor as a key gateway to Old Town and all of Greenwood.

Place a sticky dot below if you agree with this focus area concept. If not, use a sticky note to tell us why.

## 25 Agreed

- "Charge for parking. No bus area in that 'existing park'."
- "Convert language... what do you mean by 'mixed-use infill,' 'infill housing,' etc."
- "Better security."
- "Redevelop northeast sides for greater street appeal. If you enter from county line the curb appeal is very negative."
- "...After Old Town has been completely utilized + built out in diverse, vibrant commercial uses."
- "Prioritizing pedestrians over cars would really help with this vision!"
- "I like all except point #4, mixed-use infill. Do we need more apartments?"
- "Develop northeast corner of Co. Line and Madison."
- "Convert Sears into apartments or Condos?"
- "Condo living along part of Madison."
- "Create a physical gateway at north end of Madison Ave."



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## > FOCUS AREA 2



### Old Town / Downtown

Old Town serves as the heart of the community. Capitalizing on recent investments and existing redevelopment opportunities will ensure the sustained success of downtown businesses and create new spaces for the next group of entrepreneurs and residents. Design principles include:

- Mixed use infill development on City-owned properties in a way that reinforces the established historic character along Main and Madison Streets.
- Extension of the trail and open space network to connect City Center Park, Old City Park, Craig Park and beyond.
- Grade separated pedestrian and bicycle crossing of US 31 at Main Street (over US 31) and/or Pleasant Creek (under US 31).
- Structured parking and shared parking agreements to provide long-term parking solutions as development occurs.
- Townhomes, duplexes, and small condos/apartments to serve as a transition between the downtown core and surrounding Old Town neighborhoods.
- Continued open space development north of the Fieldhouse.



### 21 Agreed

- "More parking for fieldhouse area."
- "Market Plaza Dr. is our only opportunity to expand our downtown area. We don't need that many parks in the heart of our downtown where commercial business should be."
- "How would affordability of the townhomes and apartments be addressed?"
- "No more rentals!"
- "Love the pedestrian tunnel at 31!"
- "Create good, consistent signage to mark existing public parking."
- "How congested is Old Town going to be with apartments/condos? What about parking? Traffic on Main Street is already an issue."
- "Parking lot at Main/Madison should have an open space between the corner and City Center to be a 'town square'."
- "Keep businesses integrated in the plan along Market Plaza."
- "Don't bury the Fieldhouse behind residential. Keep some site-line visibility."

# ➤ FOCUS AREA 3



## Airport Area

The area just west of Indy South Greenwood Airport represents a unique infill development opportunity to serve the growing airport and incorporate new housing in a traditional neighborhood design. Design principles include:

- Connect the existing north and south stubs of Airport Parkway.
- Provide opportunities for additional commercial and airport flex uses.
- Utilize Pleasant Creek and the floodplain to expand open space and the trail network, with connections to Northeast Park and Northeast Elementary.
- Expand the adjacent grid street pattern into the area.
- Buffer existing single family neighborhoods from more intensive uses with new single family development.
- Scale up residential intensity to the north and east to include smaller lot single family homes, townhomes, and other medium density residential dwelling types.
- Continue to protect important runway approach areas.
- Promote infill and redevelopment of the South Airport Parkway area.

Place a sticky dot below if you agree with this focus area concept. If not, use a sticky note to tell us why.

## 12 Agreed

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• "Please maintain existing limits to manage noise pollution!"</li> <li>• "New Housing" needs to be quality, not cheap tract homes and no more rentals."</li> <li>• "Remember the folks whose homes you will be flying over!"</li> <li>• "How crowded are we going to get? Sounds congested."</li> <li>• "Already a lot of hardscapes in this area. Might be better to mostly keep it</li> </ul> | <ul style="list-style-type: none"> <li>as is with some greenspace and flood area development."</li> <li>• "Business and Retail."</li> <li>• "Improve creek to hold more flood."</li> <li>• "More opportunities for flight observation via restaurants, etc."</li> <li>• "Extend Jackson south to Main St/ Airport Pkwy."</li> <li>• "Extend planned trail to loop around airport (like Charlotte, NC)."</li> </ul> |
|---|--|



# ➤ FOCUS AREA 4



## Main St. Interchange

Planned modification of the interchange by INDOT and other changes to the area present an opportunity for transportation and aesthetic improvements to this main entry point into Greenwood. Design principles include:

- Interchange modifications to improve safety and efficiency.
- Gateway and landscape enhancements to create a more attractive entrance to the community
- Two through lanes for each direction of Main Street under I-65.
- Enhanced multi-use trails on both sides of Main Street under I-65.
- Redevelopment of the former Red Carpet Inn site, with potential future phases to the north, east, and west.
- Potential roundabout intersections at South Park Blvd / Sheek Rd and Commerce Parkway.
- Access management improvements / driveway closures along Main Street.
- Commercial infill and redevelopment to further elevate the corridor as a key gateway to Old Town and all of Greenwood.



Place a sticky dot below if you agree with this focus area concept. If not, use a sticky note to tell us why.

## 26 Agreed

- "Need to beautify the exit as seen on I-65. Recommend either manicure cut the grass or Evergreen trees."
- "Roundabouts seem to be counter intuitive when bracketed by traffic lights and volume of traffic with semi-trucks."
- "Signage 'Welcome to Old Town' from I-65 onto Main St."
- "Make a nice welcoming entrance to Greenwood that feels less like urban sprawl."
- "Clean up truck stop! It's unsafe. Health department should investigate! Ex: Human waste tossed out into common areas."
- "Need nice gateways to Old Town west of Main/ Emerson similar to Franklin's, as pictured here."
- "Sheek and S. Park Blvd. is too busy for a roundabout. Need right turn only on Main to Sheek and on S. Park Blvd. to Main Street."





# > FOCUS AREA 5

**K**



## East Main St. Corridor

The East Main Street corridor will serve an increasingly important role as development continues to the east. This concept focuses less on specific parcels and more on how a new mixed use center, park and trails, community institutions, and neighborhoods can be organized into an attractive and vibrant district. Design principles include:

- Roadway and streetscape enhancements to E. Main Street
- A central mixed use district that combines commercial retail businesses serving adjacent neighborhoods, professional services, apartments, and public gathering space.
- Mixed density residential development that serves as a buffer between the more intense mixed use center and less intense single family residential neighborhoods.
- A community park that incorporates existing natural amenities.
- An expanded trail system that connects the mixed use center to the park, school, and all nearby neighborhoods.
- A variety of new residential development types to serve residents of all ages as their housing needs may change.

Place a sticky dot below if you agree with this focus area concept. If not, use a sticky note to tell us why.

**13 Agreed**

- "Main Street to the east has become a Highway for trucks between I65 and I74. The road must be rebuilt!"
- "We are very concerned about how this plan will affect Nay Rd."
- "Consider the importance of upscale housing that would fill a housing gap and attract CEOs. We need to believe they could place their HQ in Greenwood."
- "No more apartments! Need quality, not tract houses."



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EST. 1990



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## > FOCUS AREA 6



### Worthsville Rd. Corridor

Large parcels of developable land and good access to I-65 create an opportunity for development of commercial, entertainment, and recreation uses that serve as a regional destination. Design principles include:

- Destination commercial, hospitality, and office flex uses that capitalize on interstate visibility and access and have the potential to diversify the City's employment base.
- Development of a walkable, mixed use activity center serving as the anchor of new investment south of Worthsville Road.
- Buildings that address I-65, Worthsville Road, and a local road network organized around the mixed use center.
- Creating a return on significant City investments in the area, including the sanitary sewer lift station, sports park, and soon to be Fire Station 95.
- Continued multi-use trail development, creation of trailheads, and open space preservation in environmentally sensitive areas.
- Opportunities for single family, mixed density, and multi-family housing.
- Future expansion of the Greenwood Sports Park.



### 6 Agreed

- "Consider extending trail further down Worthsville."
- "Residential use at 65 is short-sighted. Should consider leveraging access to main artery for headquarters, commercial center, and more residential further east."
- "No more apartments! Build quality non tract homes."
- "This type of development conflicts with city goals of developing more opportunities downtown by pulling traffic and other interests away from town. This seems better suited near the main street gateway. This area would lend to higher-end housing and expanded greenspace."
- "Sports park? Lots of space devoted to that for minimal/very occasional usage! I'd skip that in favor of prairie!"
- "How does this plan underscore/contrast with the initial Land Use Plan developed to coincide with the creation of Worthsville/65 interchange?"

# ONLINE ENGAGEMENT

## COMMUNITY SURVEY

The online community survey opened on August 21, 2023 and closed on November 26, 2023. A total of 251 responses were received. The online survey, as well as the interactive mapping tool, were created to align with the in-person workshop so that those who weren't able or interested in attending the event at the library could still take part in the comprehensive planning process.

It should be noted that this survey is not intended to be statistically significant, and the planning team is not claiming these results are necessarily representative of the entire community. Rather, this survey is another mechanism to help the planning team infer common issues and opportunities observed by residents and help inform the goals and strategies that will be included in the comprehensive plan.

The planning team was interested in seeing where there were generally positive attitudes towards a statement, where there was more negative sentiment towards a statement, and where there were either neutral or mixed opinions about a statement. Where opinions are unclear or mixed, the planning team will work to further understand the issue through additional discussion as the process continues.

### Question 1: What do you LOVE about Greenwood?

Common Themes:

- Small-town, Family-friendly Character – The sense of community, general friendliness, and personal relationships that have been built over time greatly contribute to the overall positive atmosphere in Greenwood.
- Old Town – The historic character, walkable scale, local businesses, quality of parks spaces, and numerous recent investments including the Fieldhouse and Madison Avenue.
- Parks and Trails – Incredible parks system and public spaces, new paths and trails,
- Public Services – Appreciate the safety of Greenwood, quality municipal services and maintenance.
- Location and Accessibility – Proximity to Indianapolis and other nearby communities, convenient shopping areas to serve residents, access afforded by I-65.
- Schools – The quality of local school corporations was mentioned in many responses.
- Shopping, Dining, and Entertainment Opportunities – Many retail and restaurant options as well as entertainment and programming that occurs in the City.
- Library, Arts, and Culture – Quality of life amenities that are desired by families and help build community.



**Question 2: What do you wish you could CHANGE about Greenwood?**

Common Themes:

- Transportation Network – Traffic congestion and condition of roadways.
- Bicycle and Pedestrian Amenities – More walk- and bike-friendly, safe pedestrian crossings of busy roadways (especially U.S. 31), fill in sidewalk gaps.
- Old Town – More shopping and dining, expand area and ensure walkability.
- Business Diversity – Desire for more local restaurants and retail businesses.
- Employment Diversity – Need jobs outside of warehouse industry, higher paying.
- Safety – Increased police presence, more code enforcement.
- Housing Diversity and Affordability – Mixed opinions with some respondents concerned about increasing housing costs and only building single-family houses while others indicated a concern with too many apartments and low income developments.
- Beautification – More parks and greenspace investment, gateways, enhance quality of commercial development.
- Civic Engagement – More events, festivals, activities, especially for kids.

**Question 3: If money wasn't an issue, what is the one project, amenity, or initiative you would like to see Greenwood pursue?**

Common Themes:

- Parks and Recreation – More trails, upgraded/expanded parks, larger performing arts and concert venue, indoor pool, sports complex, ice rink.
- Housing – More affordable housing, wider variety of housing types, increase property values.
- Development – Local business growth, especially restaurants.
- Public Safety – Additional police, fire and EMS personnel, investments in public safety equipment.
- Transportation Network – Improve east/west connectivity, reduce congestion, intersection improvements, more sidewalks and safe pedestrian crossings, public transit.
- Old Town – Additional investment/ redevelopment, beautification, gateways.

**Question 4: Rate your level of agreement with the following QUALITY OF LIFE statements.**

Generally Positive Agreement:

- Greenwood is a great place to raise a family.
- Greenwood is a great place to retire.
- I can meet all of my shopping, dining, and entertainment needs within Greenwood.
- Greenwood has the amenities I need to live a healthy lifestyle such as healthcare options, fresh food options, and recreational programming.
- The public education system in my community meets my needs and expectations.
- There is a strong sense of community pride within Greenwood.
- Historic neighborhoods and Old Town are promoted and protected.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- Greenwood has diverse job opportunities for people of all skill and education levels.
- Quality childcare opportunities are readily available in Greenwood.
- Greenwood's overall appearance is satisfactory and leaves a good impression on visitors.

**Question 5: Rate your level of agreement with the following HOUSING statements.**

Generally Positive Agreement:

- None

Generally Negative Agreement:

- New housing development in the community is affordable to me.

No Consensus / Mixed Opinions:

- There are diverse housing options for people of all ages and lifestyles in Greenwood.
- New housing development has occurred in appropriate and well-connected locations.
- There are little to no issues with housing maintenance and the need for code enforcement.
- There are clear efforts focused on redevelopment and reuse of vacant or abandoned properties.

**Question 6: Rate your level of agreement with the following UTILITY & INFRASTRUCTURE statements.**

Generally Positive Agreement:

- City streets are generally in good condition.
- City sidewalks and accessible ramps are generally available and in good condition.
- Sanitary sewer service is reliable and affordable.
- Water service is reliable and affordable.
- Natural gas service is reliable and affordable (if applicable).
- Electrical service is reliable and affordable.
- There are good options for high-speed internet in my neighborhood.
- The stormwater management network is safe and effective in reducing localized flooding during and after storms.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- None

**Question 7: Rate your level of agreement with the following TRANSPORTATION statements.**

Generally Positive Agreement:

- It is easy and safe to travel by car to destinations in Greenwood.

Generally Negative Agreement:

- Existing sidewalks and trails conveniently connect residents to local destinations and daily needs (pharmacy, grocery, downtown).
- Public transit is accessible and reliable in Greenwood.
- Traveling east/west through the city is fast and efficient.

No Consensus / Mixed Opinions:

- It is easy and safe to walk or bike to destinations in Greenwood.
- There are adequate pedestrian and bicycle facilities in the community.
- Traveling north/south through the city is fast and efficient.



**Question 8: Rate your level of agreement with the following PARKS, OPEN SPACE & RECREATION statements.**

Generally Positive Agreement:

- There are quality parks and recreational facilities within Greenwood.
- I can easily access community parks and recreational facilities.
- Current park spaces fill my equipment and facility needs (playgrounds, ball fields, shelters, etc.).
- There are a variety of programming opportunities within parks spaces throughout the year catered towards me or my family.
- Parks, trails, and other recreational facilities are generally well-maintained.
- Greenwood does a good job preserving natural resources and promoting their recreational use.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- None

**Question 9: Rate your level of agreement with the following GOVERNMENT & PUBLIC SAFETY statements.**

Generally Positive Agreement:

- The Fire Department provides an excellent level of service to the community.
- The Police Department provides an excellent level of service to the community.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- Local government decision-making is transparent to the general public.
- City officials and departments effectively communicate information to the public.
- There are a number of online resources (website, social media accounts, news) that provide up-to-date information to the public.

**Question 10: What types of new development and redevelopment are appropriate in Greenwood? (Very Needed to Not Needed)**

Generally Needed:

- Entry Level/Workforce Attainable Single-family Housing
- Senior Housing
- Retail/Shopping
- Restaurant/Entertainment
- Public Parks & Recreational Amenities
- Preservation of Open Space and Natural Areas

Generally Not Needed:

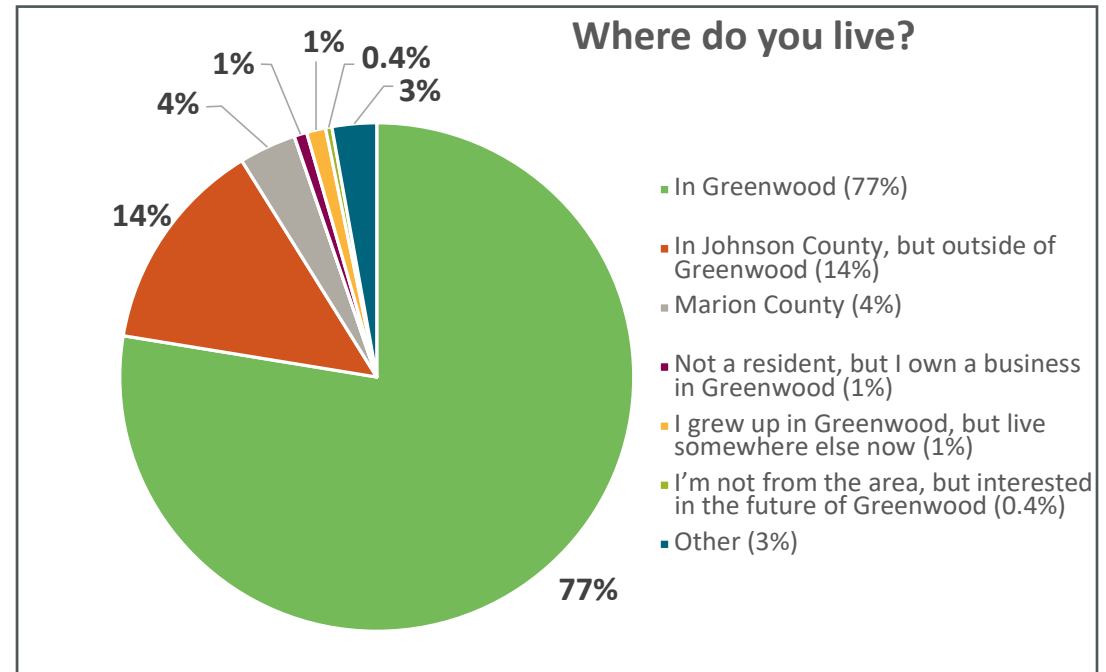
- Industrial/Warehousing

No Consensus / Mixed Opinions:

- Move-up/High-end Single-family Housing
- Mixed Density Housing (Duplexes, Triplexes, Townhomes)
- Multi-Family Housing (Apartments, Condominiums)
- Affordable Housing (Subsidized)
- Office

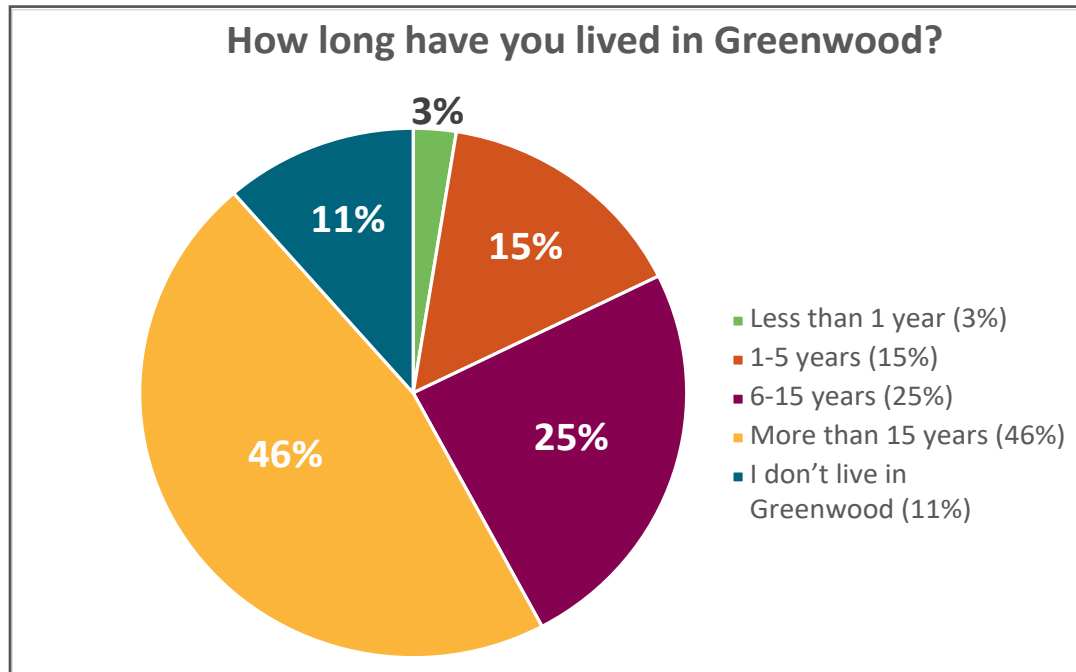
**Question 11: Where do you live?**

- 77.6% of survey respondents live in Greenwood.
- 13.6% of survey respondents live in Johnson County, but outside of Greenwood.



**Question 12: If you currently reside in Greenwood, how long have you lived here?**

- 46% of survey respondents have lived in Greenwood for more than 15 years.



**Question 13: Where do you work?**

- 37.6% of survey respondents work in Greenwood.
- 22.8% of survey respondents work in Marion County.
- A number of other survey respondents are either retired or work remotely.

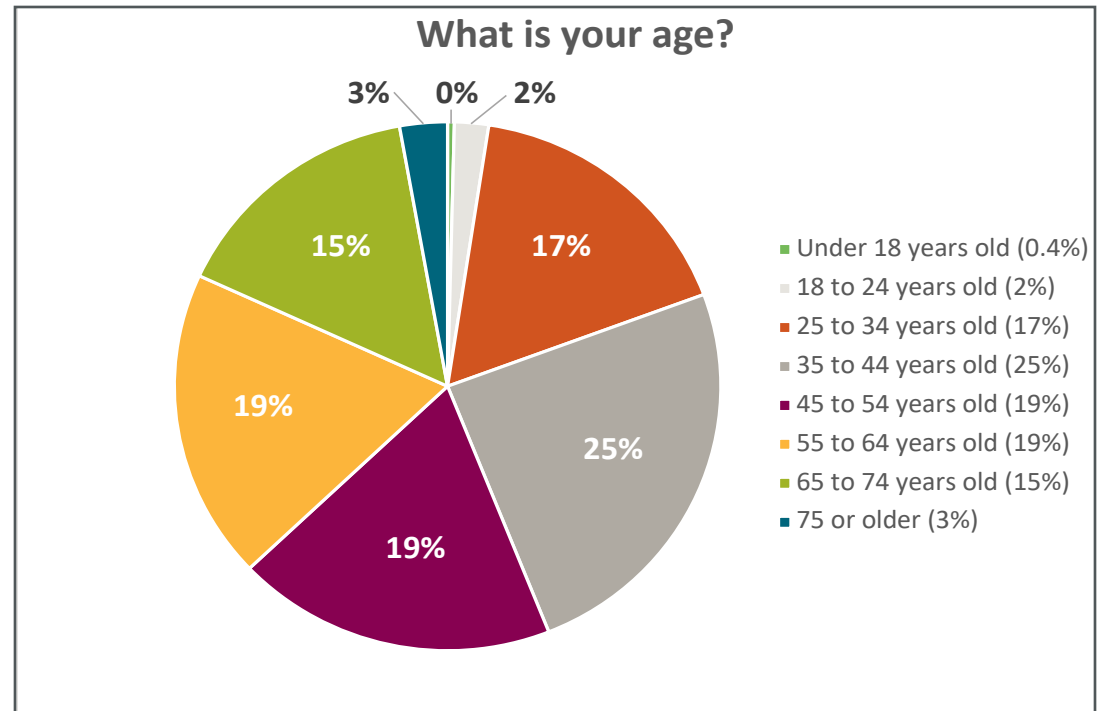


**Question 14: What is your age?**

- The 35 to 44 year old age group represented the largest share of survey respondents, approximately 25%.

**Question 15: How do you get information about events and activities happening around Greenwood? (select all that apply)**

- Almost 82% of survey respondents use social media to get information about things happening in Greenwood.
- Over 40% of survey respondents indicated they use the City website to get information.



## GREENWOOD HIGH SCHOOL SURVEY

A separate, but similar online survey was created for students of Greenwood High School. There were a total of 51 responses to this survey. Results are summarized below:

### **Question 1: What do you LOVE about Greenwood?**

Common Themes:

- Community – Strong sense of community, friendly neighbors, small-town feel, supportive environment.
- Local Businesses and Old Town – Appreciation for small local businesses, unique stores and historical buildings in Old Town.
- Recreation and Parks – Great parks, soccer fields, walking trails, the Greenwood Public Library.
- Retail and Dining – Convenience of shopping, restaurants, and amenities.
- Festivals and Events – Number of community events and festivals like the Freedom Festival, and other entertainment opportunities.
- Family-Oriented – Family-friendly environment, schools, youth sports leagues.
- Safety and Familiarity – Feeling of safety, familiarity, and a strong sense of home.

### **Question 2: What do you wish you could CHANGE about Greenwood to make it better?**

Common Themes:

- Transportation Improvements – Concerns about traffic congestion, safety, and a need for road widening.
- Bicycle and Pedestrian Network – More trails, sidewalks, and safe crossings of busy roads.
- Recreational and Cultural Activities – Requests for more attractions and events, increased open space and natural areas.
- Business Development – Desire for more local businesses, especially in the downtown.

### **Question 3: If money wasn't an issue, what is your ONE WISH for Greenwood?**

Common Themes:

- Old Town – A more active downtown, additional shopping opportunities, and improved aesthetics.
- Infrastructure – Requests for better infrastructure, including road repairs, improved internet access, and more sidewalks and trails.
- High School – Facilities improvements to the high school
- Beautification – A desire for more trees and plantings, higher visual quality of development.
- Community Enhancement – Calls for more community involvement, events, and public safety presence.
- Businesses and Jobs – A wish for more business opportunities and attracting jobs.

**Question 4: Rate your level of agreement with the following QUALITY OF LIFE statements.**

Generally Positive Agreement:

- Greenwood has great shopping, dining, and entertainment attractions.
- Greenwood has festivals, parks activities, and other programs that I find enjoyable.
- Greenwood has great schools that are preparing me for my future.
- Greenwood's overall appearance is nice and leaves a good impression on visitors.
- There is a strong sense of community pride within Greenwood.

Generally Negative Agreement:

- Greenwood has the types of jobs that make me want to live here after high school (or college).

No Consensus / Mixed Opinions:

- Greenwood has good job opportunities for people my age.

**Question 5: Rate your level of agreement with the following HOUSING statements.**

Generally Positive Agreement:

- There are different housing options for people of all ages and lifestyles in Greenwood.
- I don't notice many vacant or abandoned properties.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- New housing looks good and is in appropriate locations.
- Existing neighborhoods and houses are well-maintained.

**Question 6: Rate your level of agreement with the following UTILITY & INFRASTRUCTURE statements.**

Generally Positive Agreement:

- City streets are generally in good condition.
- There are good options for high-speed internet in my neighborhood.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- City sidewalks and accessible ramps are generally available and in good condition.



**Question 7: Rate your level of agreement with the following TRANSPORTATION statements.**

Generally Positive Agreement:

- It is easy and safe to travel by car to destinations in Greenwood.

Generally Negative Agreement:

- Existing sidewalks and trails conveniently connect residents to local destinations and daily needs (pharmacy, grocery, downtown).
- Public transit is accessible and reliable in Greenwood.

No Consensus / Mixed Opinions:

- It is easy and safe to walk or bike to destinations in Greenwood.
- There are adequate pedestrian and bicycle facilities in the community.
- Traveling east/west through the city is fast and efficient.
- Traveling north/south through the city is fast and efficient.

**Question 8: Rate your level of agreement with the following PARKS, OPEN SPACE & RECREATION statements.**

Generally Positive Agreement:

- There are quality parks and recreational facilities within Greenwood.
- I can easily access community parks and recreational facilities.
- Current park spaces fill my equipment and facility needs (playgrounds, ball fields, shelters, etc.).
- Parks, trails, and other recreational facilities are generally well-maintained.
- Greenwood does a good job preserving natural resources and promoting their recreational use.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- There are a variety of programming opportunities within parks spaces throughout the year catered towards me or my family.

**Question 9: Rate your level of agreement with the following GOVERNMENT & PUBLIC SAFETY statements.**

Generally Positive Agreement:

- The Fire Department provides an excellent level of service to the community.
- The Police Department provides an excellent level of service to the community.

Generally Negative Agreement:

- None

No Consensus / Mixed Opinions:

- There are a number of online resources (website, social media accounts, news) that provide up-to-date information to the public.

**Question 10: What types of new development and redevelopment are appropriate in Greenwood? (Very Needed to Not Needed)**

Generally Needed:

- Entry Level/Workforce Attainable Single-family Housing
- Affordable Housing (Subsidized)
- Restaurant/Entertainment
- Public Parks & Recreational Amenities
- Preservation of Open Space and Natural Areas

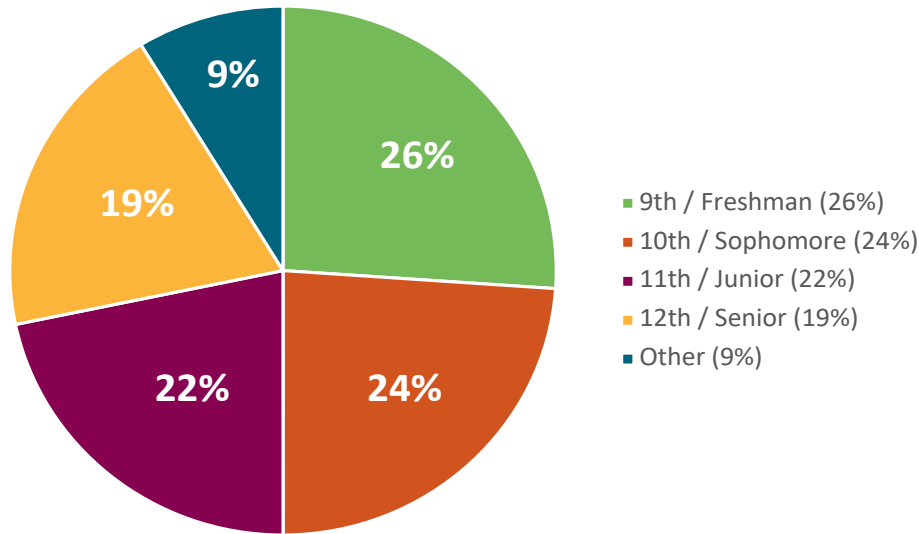
Generally Not Needed:

- None

No Consensus / Mixed Opinions:

- Move-up/High-end Single-family Housing
- Mixed Density Housing (Duplexes, Triplexes, Townhomes)
- Multi-Family Housing (Apartments, Condominiums)
- Senior Housing
- Retail/Shopping
- Office
- Industrial/Warehousing

### What grade level are you in?



### Question 11: What grade level are you in?

- Survey respondents were fairly evenly distributed across grades.

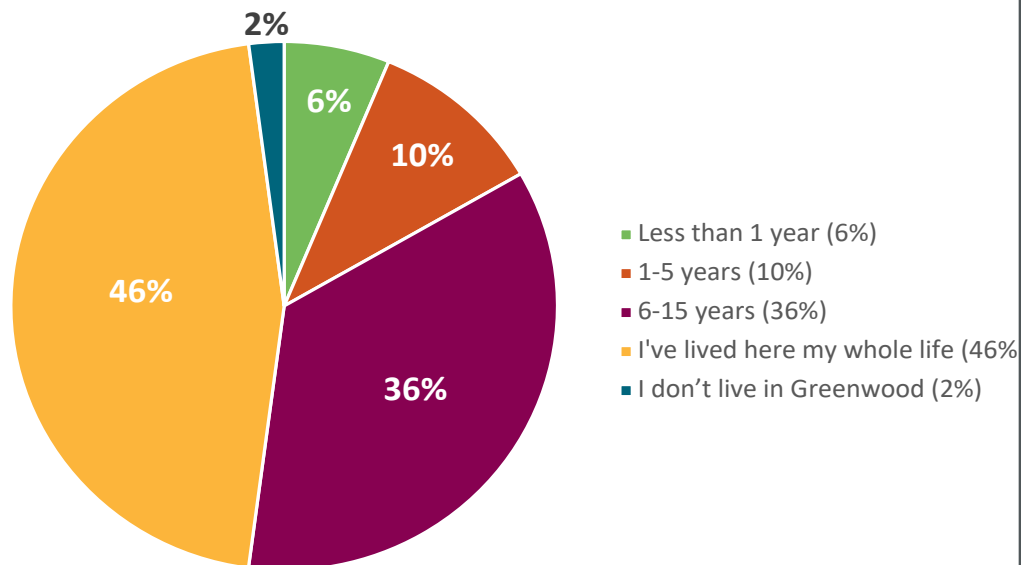
### Question 12: What are your plans after high school?

- Almost half of survey respondents indicated plans to attend a 4-year college or university after high school.
- Over 20% were unsure of their future plans.

### Question 13: How long have you lived in Greenwood?

- Almost half of survey respondents have lived in Greenwood their entire life.

### How long have you lived in Greenwood?



### Question 14: Would you like to live in Greenwood after high school (or college) graduation?

- 57% of survey respondents indicated they would like to live in Greenwood after high school or college.
- Of the 43% of respondents that don't want to live in Greenwood, common reasons why included:
  - More opportunities, especially related to jobs, elsewhere.
  - Desire to travel and experience other places.
  - Lack of diversity in the community.



## INTERACTIVE MAP

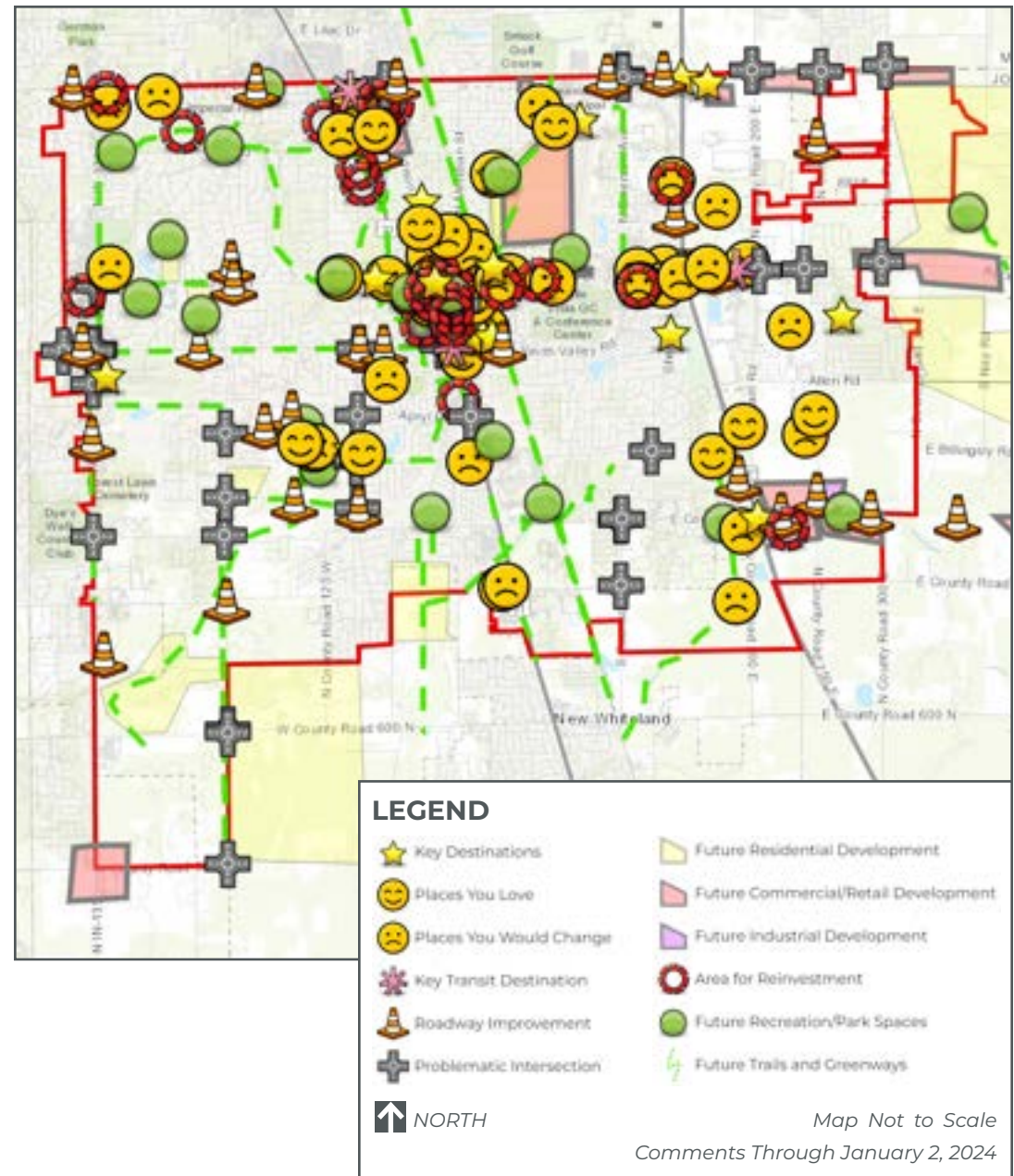
The second main component of the online workshop was an interactive mapping tool that allowed participants to geographically locate comments and features across the community. The map included markers for:

- Key destinations
- Places you love
- Places you would change
- Key transit destinations
- Roadway improvement
- Problematic intersection
- Future residential development area
- Future commercial/retail development area
- Future industrial development area
- Area for reinvestment
- Future recreation/park spaces
- Future trails and greenways

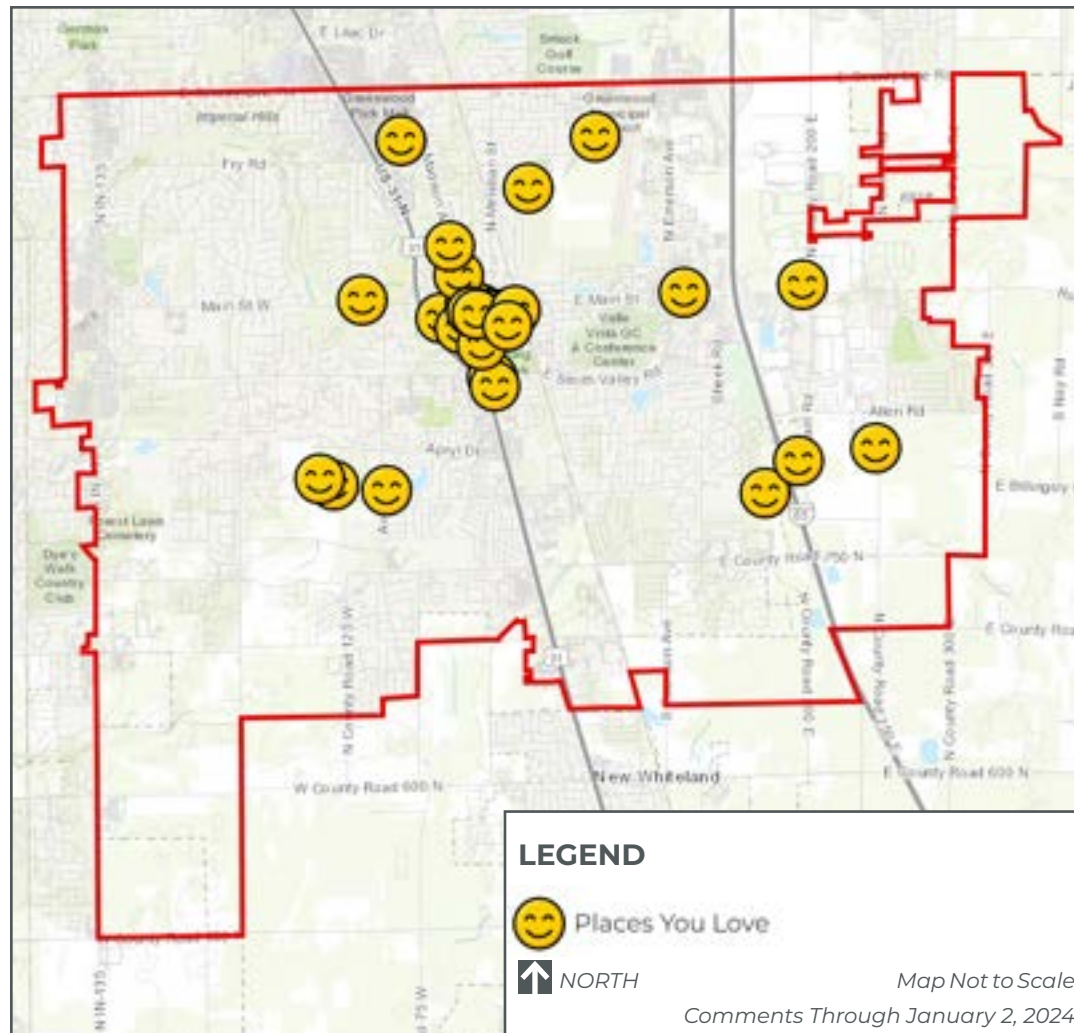
More than 300 unique features were placed on the interactive map. In addition to creating new features, participants could 'like' and 'dislike' the features and comments made by others. In total, there were 1,694 'likes' of comments and 326 'dislikes.'

Areas of concentration, both favorable and unfavorable, include Old Town and the Greenwood Park Mall / U.S. 31 corridor. I-65 interchanges were also areas of focus. Existing road network concerns were spread across the community. Map exercise results can be found on the following pages.

## Interactive Map: All Comments



## Interactive Map: Places You Love



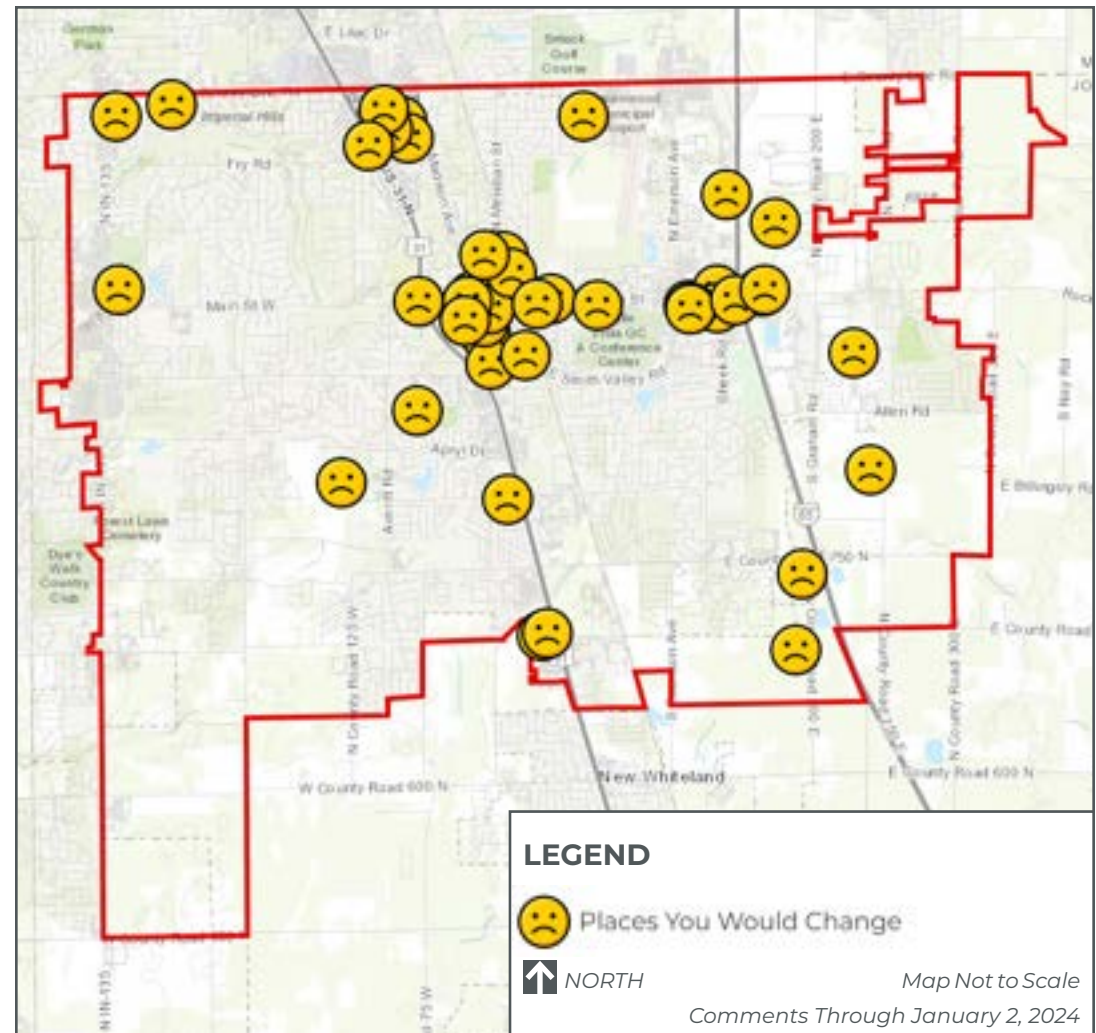
Common themes and frequently 'liked' comments:

- Parks: Freedom Springs, Westside Park, Northeast Park, City Center Park, Old City Park.
- The Madison.
- Greenwood Public Library.
- Madison Avenue Trail.
- Old Town and all the local businesses.
- Employers, including skilled trades, warehouses, and medical offices.
- Several of the community's religious institutions.

## Interactive Map: Places You Would Change

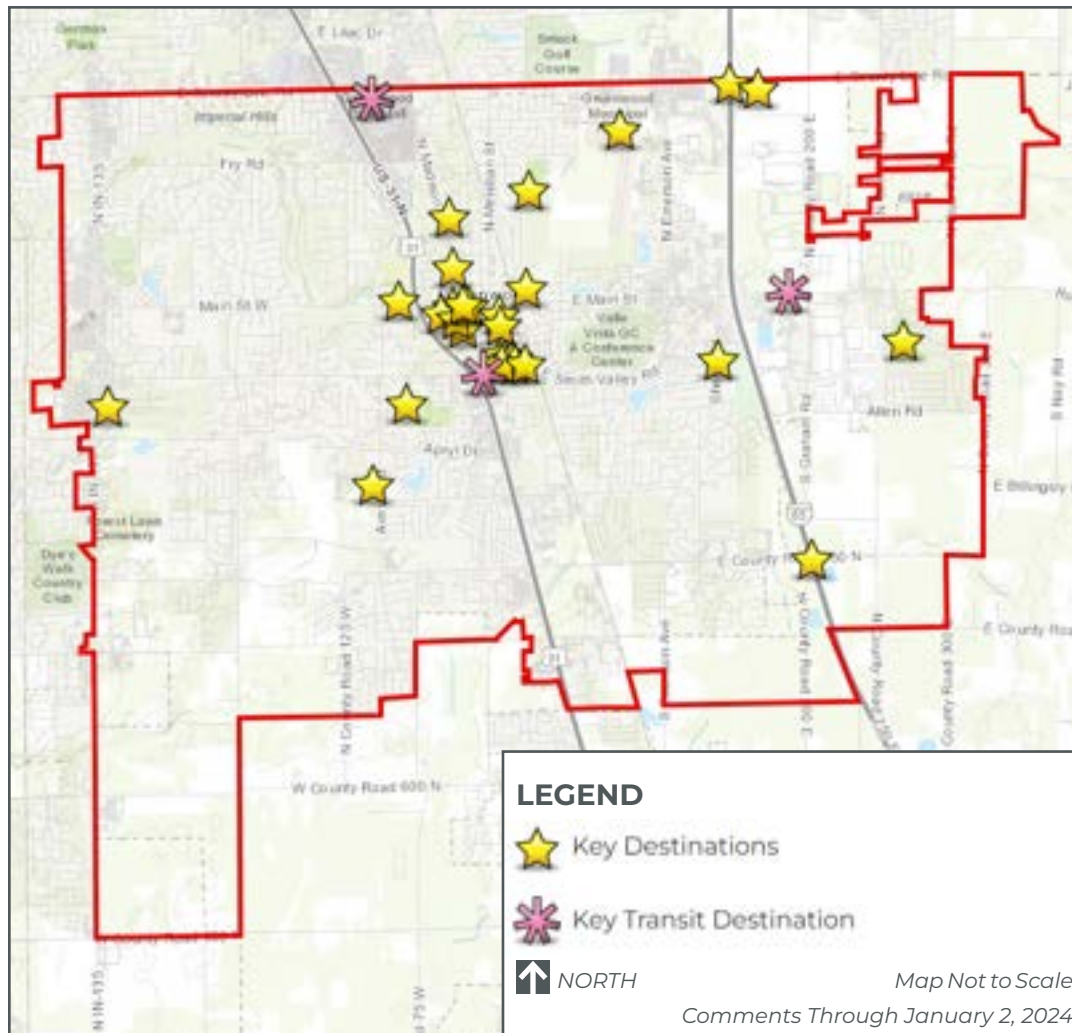
Common themes and frequently 'liked' comments:

- Vacant and poorly maintained commercial properties, including portions of the mall.
- Numerous storage businesses.
- Too many large warehouses.
- Need more landscape plantings and better gateways into the community.
- Former Red Carpet Inn site.
- More shopping, dining, and entertainment downtown.
- Better government transparency; would like to know when the City is buying property.





## Interactive Map: Key Destinations & Key Transit Destinations



Common themes and frequently 'liked' comments:

### Key Destinations

- Greenwood High School and Middle School campuses.
- Vino Villa and other great businesses along Madison Avenue.
- Jockamo, Coffeehouse Five, Fresh Pots and other downtown businesses.
- Downtown amenities: Craig Park (especially pickleball courts), library, community center, amphitheater, City Center Park.
- Greenwood Municipal Airport.
- Skate park at Northeast Park.
- Farmers Market at Greenwood United Methodist Church parking lot.

### Key Transit Destinations

- Greenwood Park Mall.
- Downtown Greenwood.
- Employment areas east of I-65.

## Interactive Map: Roadway Improvements & Problematic Intersections

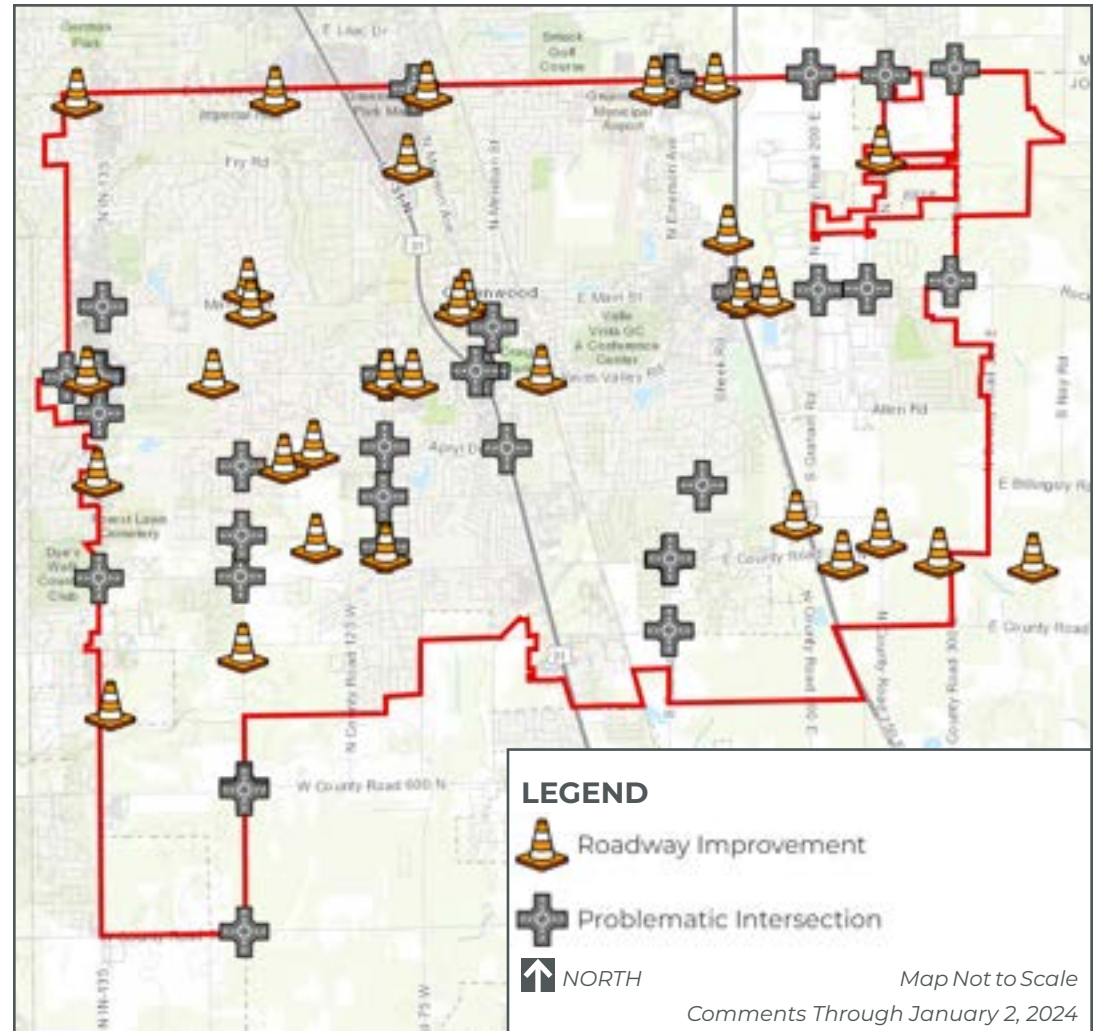
Common themes and frequently 'liked' comments:

### Road Improvements

- Stones Crossing Road and Honey Creek Road offset intersection.
- Connect Apryl Drive between Honey.
- Smith Valley Road: reconstruction/repair, intersection improvements, pedestrian improvements.
- Sidewalk improvements around downtown.
- Improved east-west connectivity given County Line Road and Main Street congestion.
- Sound barriers along I-65.
- Speed bumps to reduce speeds and through traffic on neighborhood streets.
- Safe pedestrian crossings of major roads, such as U.S. 31 and Worthsville Road.

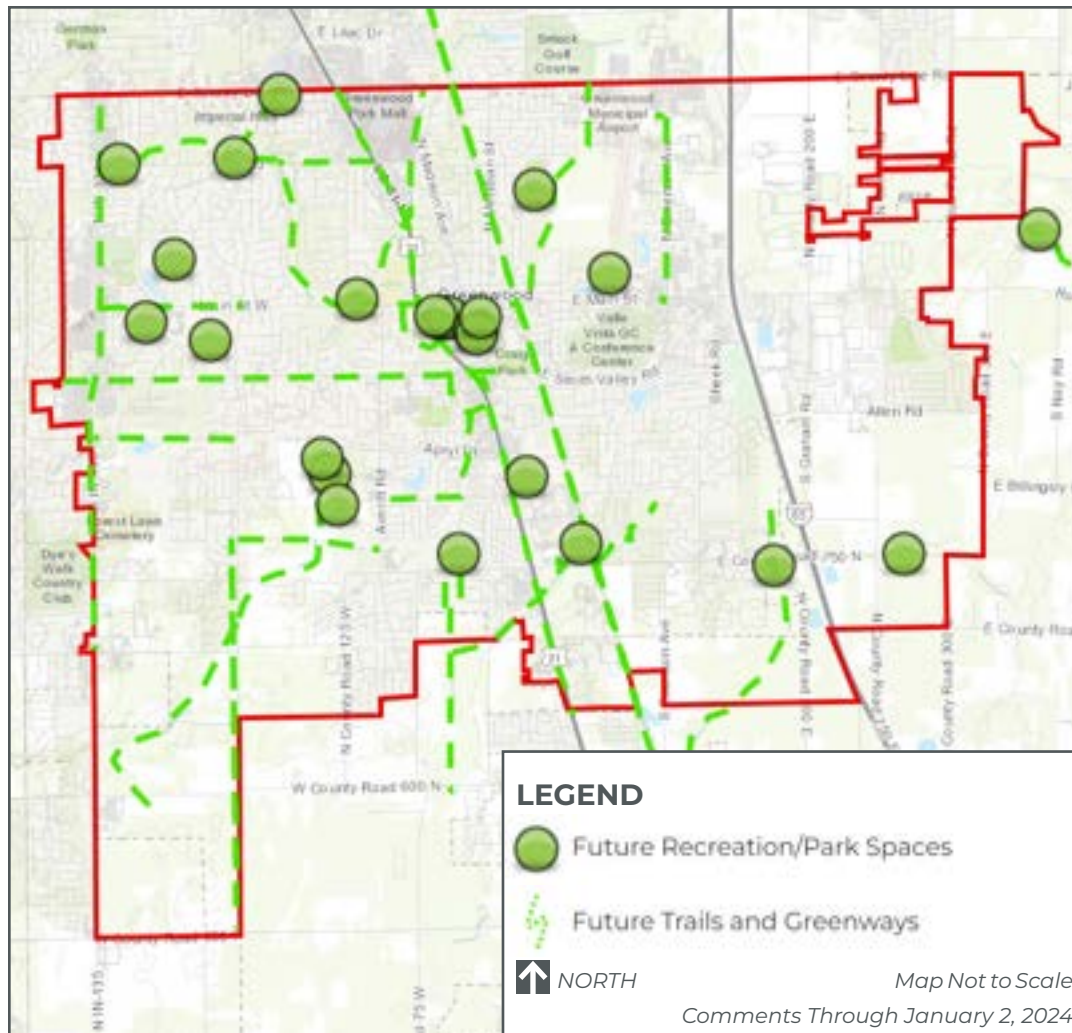
### Problematic Intersections

- County Line Road intersections: Madison, Emerson, Arlington, Combs, Five Points.
- Main Street intersections: SR 135, I-65, Graham, Combs, Arlington.
- Smith Valley Road intersections: SR 135, Averitt, U.S. 31, Madison.
- Worthsville Road intersections: Emerson.
- SR 135 intersections: Main, Smith Valley, stoplight for Target, Demaree.
- Honey Creek Road intersections: Apryl, Cutsinger, Demaree, Smokey Row, Whiteland.



- Averitt Road intersections: Smith Valley, Apryl, Stop 18, Cutsinger.
- U.S. 31 intersections: Smith Valley, Apryl.

## Interactive Map: Future Recreation/Park Spaces & Future Trails and Greenways



Common themes and frequently 'liked' comments:

### Future Recreation/Park Spaces

- Floodplain and utility easement areas across the City.
- Convert agriculture parcels along W Main Street to greenspace.
- Expansion and investment in Freedom Springs, including a dog park area and improvements to the disc golf course.
- Expand Grassy Creek Park.
- General park space needs on the east side, between Main Street and County Line Road and along Worthsville Road.
- Along Airport Parkway and near the creek west of the airport.
- Additional tree and wildflower plantings in park spaces through the downtown.

### Future Trails and Greenways

- North/south corridors: SR 135, Stoney Creek Road, U.S. 31, Madison Avenue, Emerson Avenue.
- East/west corridors: Fry Road, Main Street, Smith Valley Road.
- Along water courses, other natural features, and utility easements across the City.



## Interactive Map: Future Development Areas & Areas for Reinvestment

Common themes and frequently 'liked' comments:

### Future Residential

- South to have better control over what could happen here.
- High quality development on agriculture parcels along W Main Street.
- Mixed housing development west of the airport.
- Continued annexation and residential development to the east, although there were numerous 'dislikes' of these comments.

### Future Commercial/Retail

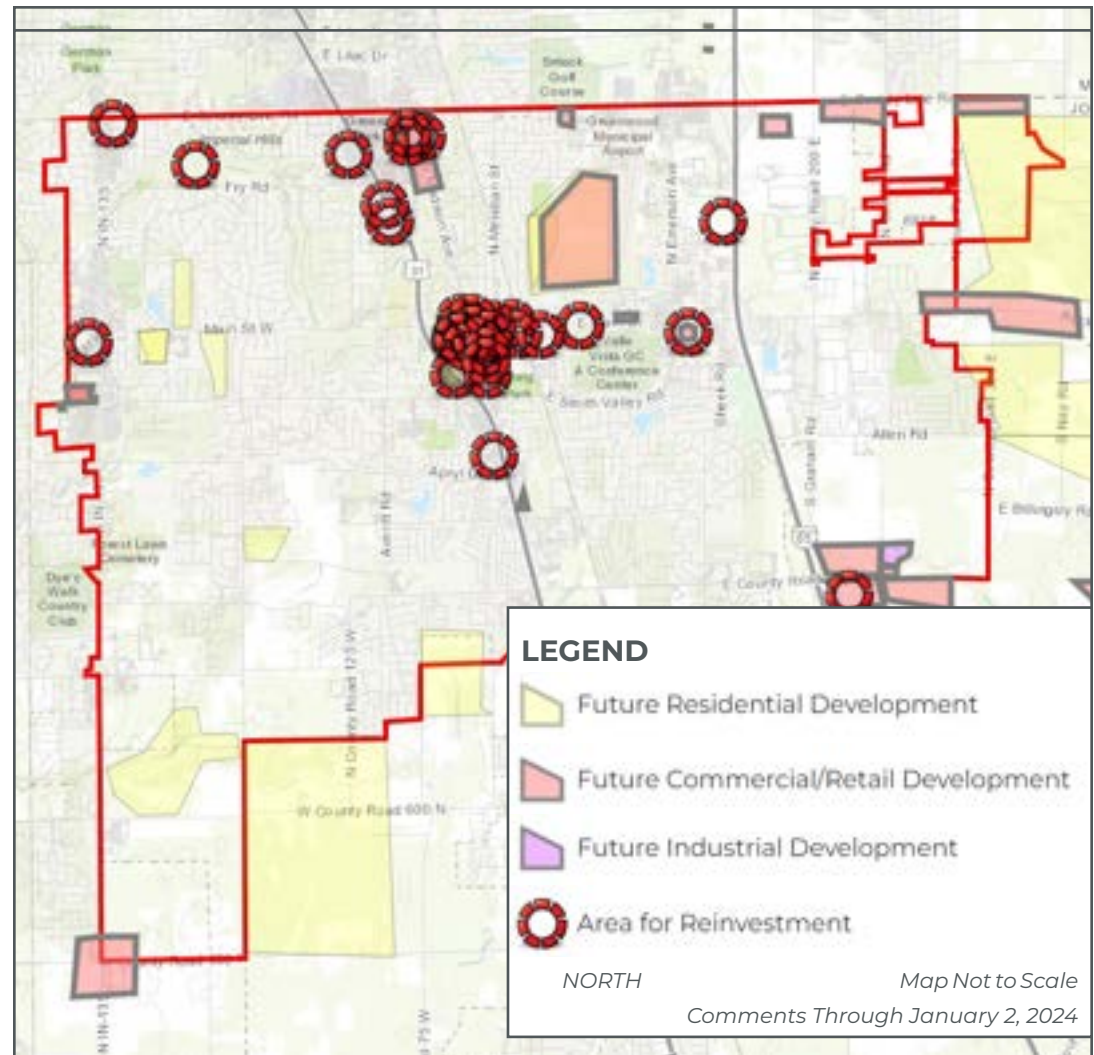
- Mixed use redevelopment along Madison Avenue near the mall.
- Continued development of a commercial node at SR 135 and Whiteland Road.
- Mixed use / innovation district immediately west of the airport.
- Vacant sites on the north side of Main Street, just east of Airport Parkway.
- Worthsville Road corridor east of I-65.
- County Line Road corridor east of I-65.
- Main Street corridor and Main and Franklin Road intersection commercial node, although there were several 'dislike' comments noted in these areas.

### Future Industrial

- Lower intensity industrial or commercial flex use to provide a transition down from larger warehouses between Graham Road and Worthsville Road.

### Areas for Reinvestment

- Commercial vacancies at and around Greenwood Park Mall.



- Redevelopment along the U.S. 31 corridor that may include a shift to include some residential uses in what have been commercial areas.
- Pedestrian-oriented, mixed use development on vacant properties in the downtown area.
- Opportunities to better embrace and activate Pleasant Creek through Old Town with shops, farmers market, additional trails.

## BIG IDEAS SURVEY

The online Big Ideas survey opened on February 29, 2024 and closed on November 26, 2023. A total of 144 responses were received. The Big Ideas survey was created to align with the in-person event so that those who weren't able or interested in attending the event at the library could still take part in providing feedback on the goal statements and future mapping.

As with the previous online survey, it should be noted that this survey is not intended to be statistically significant, and the planning team is not claiming these results are necessarily representative of the entire community. The responses within this survey were supplemental to the feedback received during the in-person event.

The planning team was most interested in seeing if there was a noticeable difference between responses at the in-person event and the online survey. Where opinions were unclear or mixed, the planning team worked with city staff and stakeholders to further understand the issue through additional discussion.

### **Question 1: Read the following INFRASTRUCTURE goals and strategies. Select the one goal you believe is most important for Greenwood in the future.**

- **5.2%.** Use the extension of municipal sewer service and transportation infrastructure as a growth management tool.
- **23.7%.** Assist INDOT in improving state-controlled roads.
- **37.0%.** Create a Thoroughfare Plan to ensure a safe and efficient transportation network into the future.
- **24.4%.** Address existing congested intersections and roadway segments.
- **0.7%.** Use new development to make additional roadway connections.
- **8.9%.** Enhance the stormwater management network to reduce flooding and improve water quality.

**Question 2: Read the following ECONOMIC DEVELOPMENT goals and strategies. Select the one goal you believe is most important for Greenwood in the future.**

- **15.9%.** Attract higher paying jobs for young professionals and families.
- **41.7%.** Support and grow the local business community.
- **42.4%.** Ensure Greenwood Park Mall stays vibrant and safe.

**Question 3: Read the following QUALITY OF LIFE goals and strategies. Select the one goal you believe is most important for Greenwood in the future.**

- **33.6%.** Grow the Greenwood parks and recreation system to better serve existing residents and attract new ones.
- **41.0%.** Continue developing Old Town into an arts, culture, and entertainment destination.
- **25.4%.** Maintain established neighborhoods as the building blocks of the community.

**Question 4: Read the following PUBLIC SAFETY goals and strategies. Select the one goal you believe is most important for Greenwood in the future.**

- **61.7%.** Expand police and fire services in conjunction with community growth.
- **16.5%.** Improve City communications with residents and business owners.
- **10.5%.** Ensure building, zoning, fire, and public safety codes are understood and respected.
- **11.3%.** Work with Johnson County and regional partners on emergency management and disaster planning.

**Question 5: Read the following FUTURE LAND USE goals and strategies. Select the one goal you believe is most important for Greenwood in the future.**

- **42.3%.** Promote reinvestment and redevelopment of vacant and underutilized parcels.
- **9.2%.** Use new growth areas as an opportunity to attract diverse employment and housing development that will help to ensure the City's financial resilience.
- **46.2%.** Preserve woodlands, water courses, and other natural amenities and incorporate them into the design of future development.
- **2.3%.** Use the sub-area plans included in the comprehensive plan as a marketing and information tool to existing property owners and prospective developers in these areas.



**Question 6: Review the Draft Future Land Use Map. Do you agree with how land uses are being planned?**

- **60.6%.** Yes
- **39.4%.** No

**Question 8: Review the Draft Community Facilities Plan. Do you agree with how future parks, trails, and amenities are being planned?**

- **80.0%.** Yes
- **20.0%.** No

**Question 7: Review the Draft Thoroughfare Plan. Do you agree with how existing and future roads are being planned?**

- **75.5%.** Yes
- **24.5%.** No

**Question 9: What do you think the City's role should be in guiding new growth and development to the east?**

- **13.6%.** Don't do anything; let the market dictate how the area should be developed and react to development proposals as they occur.
- **42.7%.** Communicate a vision for the area and use a combination of development regulations and incentives to promote new development that aligns with the community's vision.
- **43.6%.** Take a proactive role in managing growth through public-private partnerships and other city investments to ensure new development accomplishes City goals for growth to the east.

**Question 10: Review Focus Area 1. Do you agree with the design principles and how future land uses are currently shown?**

- **77.2%.** Yes
- **22.7%.** No

**Question 11: Review Focus Area 2. Do you agree with the design principles and how future land uses are currently shown?**

- **68.9%.** Yes
- **31.1%.** No

**Question 12: Review Focus Area 3. Do you agree with the design principles and how future land uses are currently shown?**

- **77.8%.** Yes
- **22.2%.** No

**Question 13: Review Focus Area 4. Do you agree with the design principles and how future land uses are currently shown?**

- **85.1%.** Yes
- **14.9%.** No

**Question 14: Review Focus Area 5. Do you agree with the design principles and how future land uses are currently shown?**

- **79.0%.** Yes
- **21.0%.** No

**Question 15: Review Focus Area 6. Do you agree with the design principles and how future land uses are currently shown?**

- **80.2%.** Yes
- **19.8%.** No