



Executive Summary

GREENFIELD IN GEAR

Comprehensive Plan: Our Roadmap to 2055

Adopted [date]



Ordinance #



“Experience our past, share our future.”

After two years of community engagement and planning, the 2055 Greenfield Comprehensive Plan (“the Plan”) provides a comprehensive set of policies and goals for future growth, land development, and land conservation in and around Greenfield. Guided by a bold Vision created by the community, this Plan seeks to bring together City departments, elected officials, community organizations, and other partners with the same roadmap toward a better, brighter, and thriving Greenfield. The Plan is comprised of six chapters, each chapter building on the previous one:

- Our Vision for 2055
- Our Goals and Objectives
- Placetypes
- Action

An appendix is also included at the back of the plan for reference of feedback received and materials created throughout the two-year planning process.

Vision Statement

Similar to a mission statement, Greenfield’s vision statement give purposes to and guidance for planning and development decisions over the next 30 years. The overarching ideas are to improve residents’ quality of life and retain Greenfield’s small-town charm.

Our Roadmap to 2055 envisions Greenfield as:

- An authentic American city respectful of our heritage and intentional with our future,
- A vibrant, accessible, and connected array of gathering places,
- A resilient economy that supports a variety of business and employment opportunities,
- A street network with enhanced connectivity and mobility,
- A place with diverse and multi-generational housing options,
- A community focused on safety and well-being,
- A flourishing arts and cultural scene,
- Continued high-quality education opportunities for all life stages,
- Robust civic engagement and pride,
- And a harmonious relationship between nature and development.



Concert at Depot Street Park and Amphitheatre.
(Source: Brigette Jones from Hancock County Visitors Center)



2018 Riley Festival on Main Street. (Source: Brigette Jones from Hancock County Visitors Center)

Goals

The goals are foundational principles that, when combined, achieve the community's vision. They were identified through data-informed conversations with stakeholders, including but not limited to high school students, elected officials, city staff, arts organizations, local business owners, neighborhood organizations, and homeowner's associations. Each goal includes a definition that is unique to Greenfield and responds to the wants and needs of stakeholders. These definitions helped guide the creation of objectives, which will ensure that future planning efforts remain aligned with these goals and the vision for 2055.

Linkages

Planning should not be done in isolation. To solve the complex challenges of today's world requires strong collaboration between stakeholders and a commitment to the community's Vision at all levels of local government. Whether in urban development, healthcare, sustainability, or business strategy, integrating knowledge from various departments, officials, and partners promotes innovative thinking, reduces blind spots, and enhances decision-making. This means incorporating plans, datasets, and perspectives from across the City if and when necessary. This includes but is not limited to:

- Utility and Public Services Strategic Master Plans (Power & Light, Fire, Police, Water, Wastewater, Stormwater, etc.)
- Parks and Recreation Master Plan
- Greenfield Thoroughfare Plan; Arts Plan, Capital Improvements Plan



Intentional Growth Management

Future growth in Greenfield should be thoughtful, well-planned, well-designed, and promote well-connected utilities, street networks, and trail networks.



Sustainable Economic Opportunity

Whether its economic, environmental, or social needs, balancing the needs and quality of life of today's residents against future generations is critical for the long-term viability of Greenfield.



Downtown Vibrancy

As the heart of Greenfield, Downtown should be full of life and energy.



Attainable Housing

No matter one's level of income, experiences, age, or household size, housing should be within reach.



Quality Infrastructure and Services

Excellent utilities, public safety, and healthcare services should offer a high a standard of living for Greenfield residents and an attractive market for businesses.



Engaging Places and Programs

Residents feel welcomed and have a sense of pride for Greenfield with its unique, charming, and attractive places and events that foster civic engagement and a sense of belonging.

Placetypes

Placetypes are an approach to land use planning, providing more depth by describing the desired character rather than simply its land use. “Character” can include such items as building design, site layout, architecture, land use, scale, and more. Photos or conceptual models are typically used to convey the desired character of development within each placetype. This type of place-based planning builds on previous placemaking efforts, including the Health and Heritage Regional Development Plan (aka Stellar Communities Plan) and Greenfield’s Downtown Revitalization Plan.

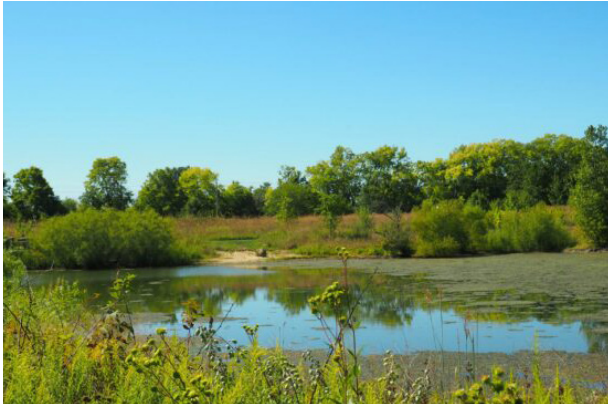
A Space vs. a Place

A “space” is simply a physical location. A “Place” is a space with identity, purpose, and meaning, such as “Downtown.” Although these attributes are subjective in nature, placetypes seek to encourage the development of places that people care about, which often relates to how people interact with the space. Are there areas to casually socialize? Do people go there because it’s necessary or because they want to? Do people live there out of necessity or by choice? Perhaps, there is a mix of both at play, but either way it’s a place that the community takes pride in.

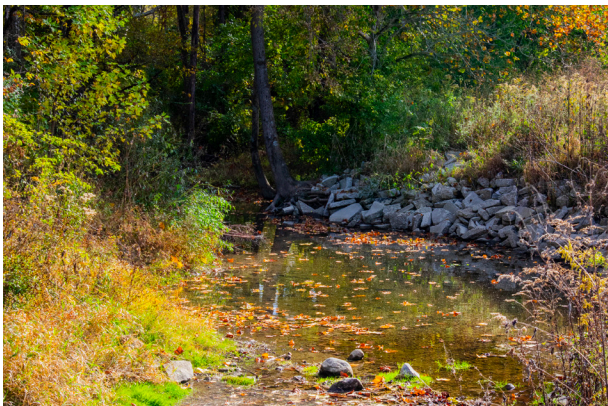
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Natural Areas and Open Space

Natural areas and open spaces include sensitive environmental features like waterways, forests, wetlands, floodplains, parks, and wildlife corridors. These areas should have minimal to no human disturbance. Conservation and restoration are important aspects of this placetype, especially to encourage efforts to improve biodiversity and manage the natural flow of floods to boost the land's ability to reduce natural disaster impacts and the City's ability to recover from them.



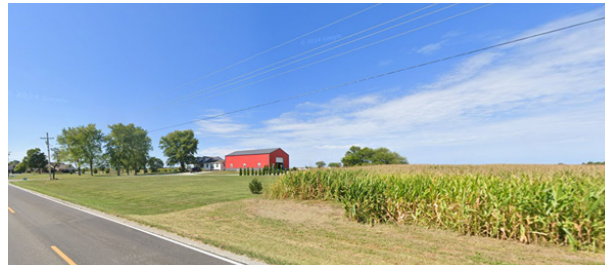
Beckenholdt Park (Source: Greenfield Parks and Recreation)



Thornwood Reserve (Source: Bridgette Jones)

Rural Reserve

The Rural Reserve is characterized by a mix of agricultural uses with single-family residences scattered along county roads and generally fewer utilities and services, which help discourage more intensive and large-scale developments. Programs such as farm-to-table, farmers' markets, and community supported agriculture (CSA) are highly encouraged. Development is discouraged where it would restrict or prevent the future extension of water, sewer, and roadway improvements for the buildout of these areas. Any new buildings should be designed around natural features to protect forested areas, farm viewsheds, water resources, and tree rows. Since urban and suburban style development is discouraged, the City, at this time, should not seek to incorporate land in the placetype, and instead work with Hancock County in a joint effort to preserve the area. As conditions change in the area, the City may want to change its policy in future updates to the Plan.



A barn east of Greenfield. (Source: Google Maps)



Tractor farming. (Source: Bridgette Jones)

Estate Neighborhood

This placetype emphasizes low-intensity development designed around natural features in the land, including but not limited to topography, forested areas, and water resources. It should serve as a well-planned transitional step from urban to rural parts of the Planning Area. Most developments should feature large-lot single-family subdivisions, accessory dwelling units, parks and common areas to maintain open space and natural features. The construction of these developments should also have low impacts on the land, such as limited or no use of clear cutting, top-soil stripping, leveling vast areas, and other practices that lead to degraded land and soil health.



Founders Pointe, Franklin, TN (Source: Redfin)



Naperville, IL

Suburban Neighborhood

This placetype is primarily a residential area intended for detached, single-family homes and small-scale multi-family homes that create a quiet neighborhood atmosphere and privacy between properties. Homes typically have larger backyards than front yards, creating a more pedestrian-friendly environment and fostering opportunities for socializing with neighbors on front porches. Sidewalks, trails, and bike paths link neighborhoods to parks and stores to encourage healthier lifestyles and enhance safety, particularly for children and those without vehicle access. To support people's daily needs while maintaining majority residential buildings, small-scale corner stores, senior care, and daycares may conditionally be located at key intersections.



Home in Greenfield (Source: MIBOR)



Naperville, IL



Townhomes in Noblesville, IN (Source: Redfin)



Cherry Hill, Canton, MI (Source: Google Maps)



Northwest Cary, Cary, NC (Source: Homes.com)



North Street in Greenfield (Google Maps)



Centennial, Westfield, IN (Source: Google Maps)

Mixed Residential Neighborhood

A variety of housing types, interspersed with well-placed greenspaces, trails, corner stores, and other gathering spaces characterize Mixed Residential Neighborhoods. Most developments should be relatively more compact, such as placing buildings closer together, closer to the street, and having alley access. However, the 'mixed' nature of the placetype allows both individual driveways and alleys to be present in a neighborhood. Denser home types should be located closer to commercial uses, gradually transitioning out to lower density homes. The mix of housing choices combined with corner shops and trails makes biking and walking safe and convenient options to accomplish daily necessities.

Neighborhood Center

The Neighborhood Center placetype serves as a vibrant hub for community activity, offering a mix of residential, commercial, and civic uses in a compact and walkable development style. This placetype is typically located at key intersections and provides convenient access to goods, services, and gathering spaces for nearby residents and visitors. Pedestrian and cycling infrastructure enhance connectivity, while multi-family housing is encouraged. This placetype should support daily needs and foster social interaction, accommodating retail shops, restaurants, grocery stores, and professional offices alongside public spaces like parks and plazas. Institutional uses such as schools, childcare centers, and places of worship contribute to accessibility and community life.



Washington DC (Millie's DC)



The Spring Building, Aspen, CO (Rudin West Development)



Saxony Village, Fishers, IN (Source: Google Maps)



University Village, Seattle, WA (Source: Shugart Wasse)

Core Neighborhood

The Core Neighborhood features a diverse mix of housing types, ranging from historic single-family homes and townhomes to low-rise apartment buildings like small courtyard buildings. Many of these structures date back several decades, reflecting architectural styles from various eras. Housing density tends to be higher than in suburban areas, with residences often built closer together and closer to the street. This variety in housing accommodates a range of lifestyles and residents, including long-time homeowners, renters, and newcomers drawn to the area's more urban character.



Greenfield Main Street (Source: Brigette Jones, HCVB)



Good Neighbor, Toronto, Canada (Source: Retail Insider)

Downtown Mixed-Use

The Downtown Mixed-Use area celebrates Greenfield's heritage through architecture, attractive locally owned businesses, and year-round events that reflect its unique culture and history. With plenty of open-air seating, street art, artisanal workshops, Downtown Greenfield buzzes with an atmosphere of excitement and opportunity. Streets are lined with well-preserved historic buildings and murals that pay homage to the town's roots, while new developments blend seamlessly, honoring the legacy while embracing opportunities for new spaces and experiences. With a renewed emphasis on walkability and economic vibrancy, the downtown serves as a living testament to the past and a foundation for future generations.



Decatur, Georgia (Source: Decaturish)



Greenfield Main Street (Source: REA)

Suburban Commercial Center

Suburban Commercial Centers are located at major intersections and along key corridors, serving multiple surrounding neighborhoods and attracting retailers and services that require a larger market area. A mix of commercial, office, residential, retail, and services are concentrated adjacent to larger nodes of activity. Commercial centers, major corridors, and office parks are prime locations for this placetype. Nearby patrons can comfortably walk or bike to the center, while faraway patrons can easily find parking with clear signage. While shopping, people can stroll through tree-lined sidewalks and spaces filled with locally made art that give the area a unique charm.



Easton Gateway District, Columbus, OH (Source: ICSC)



King of Prussia, PA (Source: Citadel Nat. Construction Group)

Employment Hub

Employment Hubs are intended for regional-scale employment and industry. This placetype should be near interstates or major roads that can accommodate large volumes of traffic, including cars, trucks, bikes, and buses. Each hub is enriched by partnerships with nearby schools and universities, not-for-profits, and training centers, providing lifelong educational opportunities, upskilling programs tailored to local and regional industries, and research labs and offices. With a focus on innovation and collaboration, Employment Hubs should foster a thriving labor market and business environment, where people can pursue economic opportunities and flourish with newfound talents.



Manufacturing Plant (Source: Commerecon)



Minneapolis, MN (Source: Academic Med)

Connecting District

Unlike other placetypes, Connecting Districts are meant to modify the characteristics of placetypes along specific and significant streets in the Planning Area, shown as blue lines on the Future Development Map. Mixed-use developments that activate the streetscape, such as outdoor seating, plazas, wider trails, and bike parking are highly encouraged. Commercial and employment activities, such as restaurants, retail, offices, and light industrial are the primary uses. Multifamily residential and institutional uses are secondary uses and allow for the development of mixed-use projects. Like all placetypes, new developments should respect the character of already established developments nearby.



Mashpee Commons, Mashpee, MA (Source: DPZ & Co.)



Mayor Vera Calvin Plaza, Burleson, TX (Source: Civic Brand)

Gateways and New Parks

Like Connecting Districts, these two placetypes represent a special development consideration rather than a defined area on the Future Development Map. Gateways are located at significant entry points into the Planning Area and should be used to create a sense of arrival for visitors to and residents of Greenfield. This sense of arrival can be created through signs, monuments, or archways designed in a way that represents the community's heritage, history, and culture. Creativity is encouraged when deciding how best to site and design gateways. Similarly, there are several areas defined in the Future Development Map where City staff and officials should consider a new park to ensure families and residents in new developments remain well-served and have opportunities to connect with nature. The purpose, design, and amenities of these parks should follow guidelines established in the City's Parks and Recreational Master Plan, as well as provide opportunities for public input.

Special Areas

Areas that have unique or 'special' conditions such as topography, a significant location, and/or serve an important function for the greater community. Typically, this includes schools, healthcare, transportation hubs, and other large-scale public amenities.



Mooreville, IN (Source: REA)



Muncie, IN (Source: Google Maps)



Hancock Regional Hospital (Source: REA)



Harris Elementary School (Source: REA)

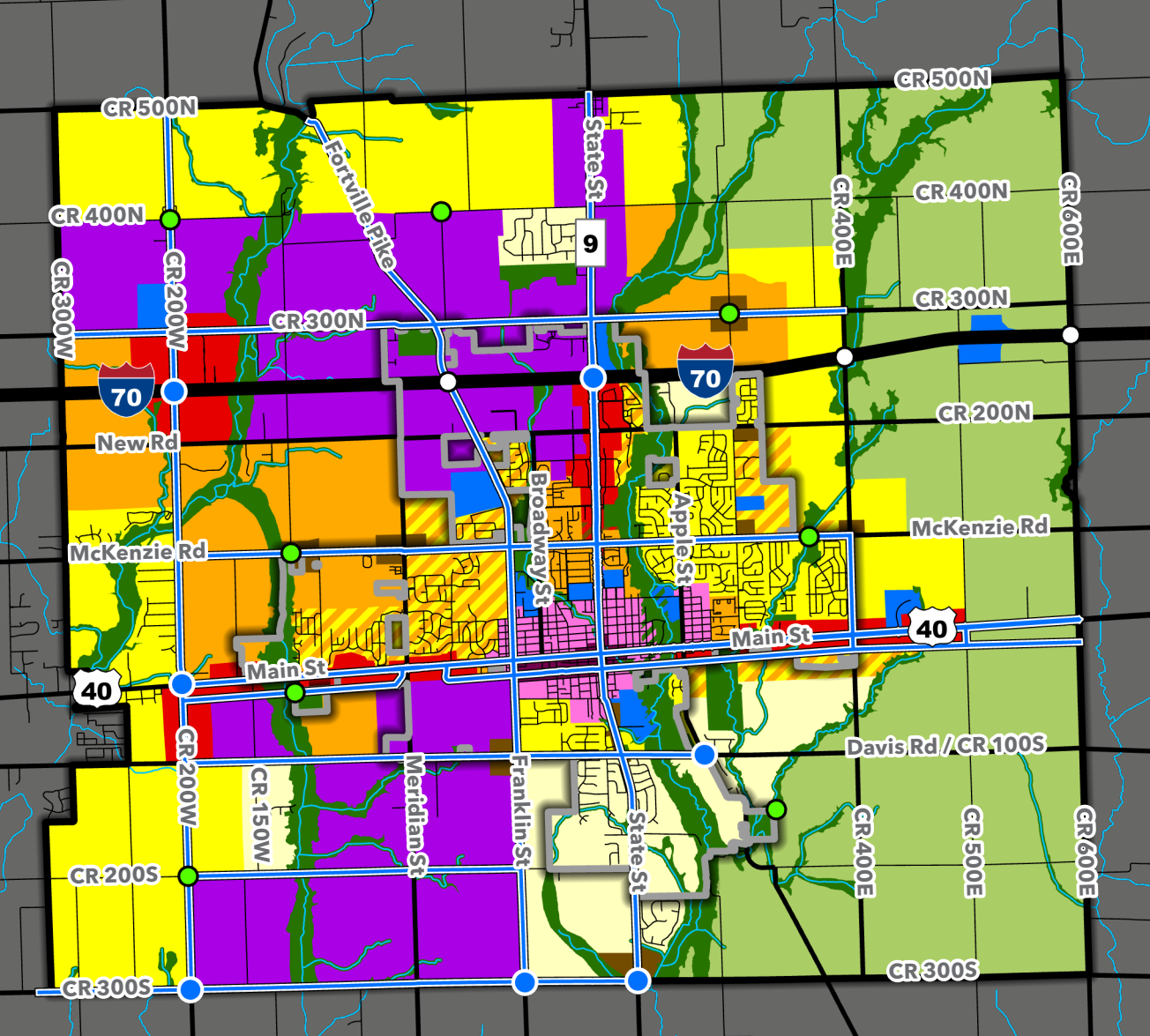
Future Development Map

The Future Development Map identifies the future desired location of placetypes in the community. **It does not dictate when** development should occur, rather **it describes where and how** development should look, feel, and function, if/when it does occur.

Planning Area

The Planning Area, expanded from the City's 2015 Comprehensive Plan, allows the City to better collaborate with other governments by defining the desirable qualities and types of development in each placetype. This should include strong collaborative efforts with Hancock County and their Comprehensive Plan, as well as partnership with municipalities in the county.

It is important to note that Greenfield can only regulate development within its corporate limits. The Planning Area is meant to provide a baseline for future planning efforts and analyses. Planning does not equate to development, instead it is the intentional coordination and balance between land development and land conservation. This means the City will not incorporate the entire Planning Area. To coordinate planning for areas that are intended to remain rural, such as the Rural Reserve placetype, the City should work with Hancock County in a joint effort to preserve rural areas.



- Planning Area
- Current City Limits
- Existing Bridge Over I-70 (excluding Gateways)
- Gateway
- Park Recommended for Area
- Connecting District
- Special Area
- Natural Areas and Open Space
- Rural Reserve
- Estate Neighborhood
- Suburban Neighborhood
- Mixed Residential Neighborhood
- Mixed Residential and Suburban Neighborhood
- Neighborhood Center
- Core Neighborhood
- Downtown Mixed-Use
- Suburban Commercial Center
- Suburban Commercial and Neighborhood Center
- Employment Hub

Act Now

The “Act Now” objectives are what the City should pursue as soon as, or quickly after, this plan is adopted. They are high priorities because they set the framework for success for several other objectives. Through workshops and community conversations, suggested partnerships were identified to assist the City in implementing the plan.

Many of these “Act Now” objectives can be achieved in-house, led by City officials and staff, but some may require a third-party with professional expertise in areas like housing. Assigned to each Objective is a difficulty rating and the estimated time it will take to complete an Objective once its implementation is started.

Prepare and Learn

Two other categories are noted in which objectives were categorized: Prepare and Learn. “Prepare” means additional time may be needed to before taking on a particularly challenging objective, such as intensive research and/or collaborative networks. “Learn” is about identifying and observing ongoing or upcoming trends to proactively and strategically approach the objective. This may include scenario planning for unexpected or low-confidence trends. When sufficiently prepared, City staff and/or officials should move the objective up to “Prepare” or “Act Now.” This structure for implementing objectives is loosely based on the American Planning Association’s Trend Reports for Planners

Post-Adoption

After this Plan is adopted, the work to achieve the community’s Vision continues, now with a solid Plan and Roadmap. Separate from the Plan’s Objectives, there are five very important steps to begin once the plan is adopted. Taking these steps will lay the groundwork for much more effective action on the Plan’s Objectives, especially ones on which we need to “Act Now”:

- 1 Share the Plan Widely:**
Meet with city departments, elected, and appointed officials in Greenfield to review and discuss the Plan’s adoption, which brings everyone onto the same roadmap and builds capacity for implementation.
- 2 Recruit Partners:**
Along with City personnel, talk to local organizations to see how they can play a role in implementing the Plan and determining if/when they have the capacity to do so.
- 3 Get Community Ownership of the Plan:**
The Steering Committee and City officials should be able to readily talk about 1-3 priority objectives. Encourage topics in the Plan to be on community leaders’ agenda throughout Greenfield.
- 4 Empower Staff and Partners to Act Now:**
Commit to providing time, budget, and other resources in a reasonable manner. Allow space to overcome challenges and unforeseen circumstances. Commitment, trust, transparency, and buy-in will sustain the implementation process over time.
- 5 Schedule Recurring Meetings:**
There should be a conscious effort to track progress, and when necessary, pivot to an alternative implementation method. Recurring meetings can be in formal settings but could also be informal like regular meet-ups for coffee and breakfast.



**City of Greenfield, Indiana | Comprehensive Plan
Our Roadmap to 2045**