

CHAPTER 9

IMPLEMENTATION

Introduction

Implementation is the process of achieving the goals of the plan to reach the community vision. A part of implementation is having an action plan that details steps that should be taken, who is responsible for implementation of an action, and the timeline for completing the action. Potential funding sources are also suggested as a part of the action plans.

The Programs and Tools section provides an overview of the funding programs and other tools for implementing the plan. The City of Greensburg may already use some of these tools, but restating their uses and connecting them to the actions in the comprehensive plan is helpful to people who may not be familiar with all of the operations of the community.

Action Plans

Action plans detail how the goals and objectives will be implemented to achieve the vision for the community. They include the action steps, responsible parties, timelines, and potential funding sources.

The timelines recommended are general in nature. Short term actions should be completed by 2010, medium term between 2010 and 2015, and long term between 2015 and 2025.

The potential funding sources are further detailed in the Programs and Tools section.

Land Use and Growth

Goal: <i>Encourage a range of housing choices, including a range in type, size, location, and quality to meet the needs of current and future residents.</i>	
Action Step: Eliminate barriers to housing choice such as regulations that limit infill development through standards that create lots that are not buildable.	
Responsible Party(ies): Plan Commission City Council Downtown organizations	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Establish guidelines for converting the upper stories of downtown commercial structures for residential use	
Responsible Party(ies): Downtown organizations Preservation Commission City Council Fire Department	Timeline: Short term
Potential Funding Sources: CFF Planning Grant Historic Landmarks Foundation of Indiana	

Action Step: Investigate the adoption of “smart” building codes OR develop a grant/low interest loan program to assist developers with additional costs (such as fire separation) created by redevelopment of historic mixed-use structures	
Responsible Party(ies): Downtown organizations Chamber of Commerce	Timeline: Medium term (short term for low interest loan)
Potential Funding Sources: Chamber of Commerce (low interest loan)	

Action Step: Create incentives for incorporating traditional neighborhood elements such as 360 degree design (or porches) in subdivisions	
Responsible Party(ies): Plan Commission City Council Home Builders	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Establish design guidelines and a design review board to administer a set of architectural requirements to promote development which reflects community identity and prevents the development of “Anywhere USA” style development	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund Community Focus Fund (CFF) Planning Grant	

Goal: <i>Create walkable, mixed-use neighborhoods, to improve the quality of life and avoid development of isolated subdivisions.</i>	
Action Step: Revise the zoning ordinance to allow for neighborhood commercial uses while regulating the size and permitted commercial uses to such small scale uses as dry cleaning pick up/drop off, pharmacies, corner markets, video rentals, etc.	
Responsible Party(ies): Plan Commission City Council Chamber of Commerce	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Require sidewalks or other pedestrian connections on both sides of each street between neighborhoods	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Design and build a multi-use trail system to encourage biking and walking between destinations such as neighborhoods, schools, library, parks, downtown, etc.	
Responsible Party(ies): Department of Natural Resources City County INDOT Recreational Trail Group	Timeline: Medium term
Potential Funding Sources: DNR Recreational Trails Transportation Enhancement (TE) program Foundation, private	

Goal: <i>Revitalize historic areas in the downtown and its surroundings and redevelop underutilized areas in which there is existing infrastructure.</i>	
Action Step: Relocate agriculture-based businesses currently located downtown to an agricultural business park	
Responsible Party(ies): Downtown organizations Chamber of Commerce County City EDC Farm Bureau IDEM	Timeline: Medium term
Potential Funding Sources: Tax abatement Tax Increment Finance (TIF) Agricultural Enterprise Zone* (being considered by the General Assembly)	

Action Step: Create a program to identify potential Brownfield sites and funding sources to assist with clean up and receipt of a “no further action” letter	
Responsible Party(ies): IDEM City EDC	Timeline: Medium to long term
Potential Funding Sources: Indiana Brownfields	

Action Step: Market sites vacated by agriculture-based businesses as redevelopment sites to developers for specific projects	
Responsible Party(ies): EDC Chamber of Commerce	Timeline: Medium term
Potential Funding Sources: Tax abatement TIF	

Action Step: Review the bulk requirements in the zoning ordinance to ensure they aren’t creating barriers to redevelopment and infill	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Adopt an Historic Preservation Ordinance to protect, maintain, and enhance the character of the downtown area and its surrounding neighborhoods	
Responsible Party(ies): Downtown Organizations City Council	Timeline: Short term
Potential Funding Sources: Downtown organizations	

Action Step: Establish a sidewalk, curb, and gutter repair program to assure safe and attractive walkways that meet all requirements of the Americans with Disabilities Act	
Responsible Party(ies): City Council Street Department	Timeline: Short term
Potential Funding Sources: General fund TIF revenue	

Action Step: Encourage the consolidation of the groups working on downtown issues in order to make better use of scarce resources and to provide a unified voice for downtown stakeholders	
Responsible Party(ies): Downtown organizations Chamber of Commerce City	Timeline: Short term
Potential Funding Sources: NA	

Action Step: Establish design guidelines in compliance with the Secretary of the Interior's Standards for Historic Preservation and a design review board to administer a set of architectural requirements to promote development and redevelopment which reflects the community's historic identity	
Responsible Party(ies): Downtown organizations City Council	Timeline: Short term
Potential Funding Sources: CFF Planning Grant	

Goal: <i>Create a system of well-planned business corridors, each with a strong sense of place, which compliments the Greensburg community identity.</i>	
Action Step: Engage in corridor enhancement projects for the primary gateway corridors identified in the transportation plan map	
Responsible Party(ies): TIF Board City Council Street Department Plan Commission	Timeline: Short term
Potential Funding Sources: TIF revenue TE Funds	

Action Step: Identify and promote character districts within the community by designing signage, infrastructure, and streetscape enhancements unique to each district	
Responsible Party(ies): City Chamber of Commerce Downtown organizations	Timeline: Medium term
Potential Funding Sources: TIF revenue	

Action Step: Review and enhance landscape requirements for new development	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Revise the zoning code to encourage the use of native plants, natural materials, and natural shapes in the development of open spaces and retention/detention ponds	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Establish design guidelines and a design review board to administer a set of architectural requirements to promote development which reflects community identity and prevents the development of “Anywhere USA” style development	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund CFF Planning Grant	

Goal: <i>Encourage a mix of complimentary land uses while avoiding known nuisances.</i>	
Action Step: Review and revise landscape requirements to assure sufficient buffering based on type and intensity of adjacent uses	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Review permitted and special exception uses in the zoning ordinance to allow for appropriate mixed uses and removal of inappropriate permitted uses from some districts	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Require significant buffers between new residential uses and incompatible land uses such as industrial or intensive agricultural businesses	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Work with Decatur County to develop an agricultural business park and relocate targeted businesses from Greensburg to the agricultural business park	
Responsible Party(ies): EDC Chamber of Commerce City Council County Commissioners County Council Farm Bureau	Timeline: Medium term
Potential Funding Sources: Tax abatement TIF Agricultural Enterprise Zone*	

Action Step: Assist agricultural businesses located in the center of Greensburg in relocating to the agricultural business park	
Responsible Party(ies): EDC Chamber of Commerce City Council County Commissioners County Council Farm Bureau	Timeline: Medium term
Potential Funding Sources: Tax abatement TIF Agricultural Enterprise Zone*	

Action Step: Formulate a redevelopment strategy for the parcels that will be available after relocation of agricultural businesses	
Responsible Party(ies): EDC Chamber of Commerce City Council County Commissioners County Council Farm Bureau	Timeline: Medium term
Potential Funding Sources: CFF Planning Grant	

Goal: <i>Actively pursue the annexation of properties which currently benefit from the services provided by the City of Greensburg. Promote the responsible expansion of the City's utilities (water and sewer) into unincorporated areas that may be annexed in the future.</i>	
Action Step: Identify areas appropriate for annexation that meet state requirements for contiguity and other considerations such as density, land use, or community need	
Responsible Party(ies): Area Plan Commission City Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Transportation

Goal: <i>Develop a multi-modal transportation system, including motorized, non-motorized and pedestrian infrastructure in the city of Greensburg to provide for the mobility of all citizens.</i>	
Action Step: Require sidewalks for new residential and commercial development, encourage sidewalks and multi-use trails for new industrial development where appropriate	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Require installation of multi-use trails consistent with the Greensburg trail plan for new development	
Responsible Party(ies): Plan Commission City Council Trail group	Timeline: Medium term
Potential Funding Sources: General fund	

Action Step: Provide assistance in promoting the “Catch-a-Ride” program to ensure adequate transportation access as the population ages	
Responsible Party(ies): Tourism Board Downtown organizations Chamber of Commerce	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Include trails and/or sidewalks in new road design and redesign/expansion of existing roads	
Responsible Party(ies): City Street Department Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund TE program Local Road and Street (LRS) revenue Parks & Recreation fund DNR Recreational Trails Grant	

Action Step: Acquire or secure donation of right of way as needed for development of a sidewalks and trail network	
Responsible Party(ies): Trail organization	Timeline: Short term
Potential Funding Sources: TE program LRS revenue DNR Recreational Trails Grant General fund	

Action Step: Develop a theme and related signage for trails identified in the trail plan	
Responsible Party(ies): Trail organization Tourism Board	Timeline: Medium term
Potential Funding Sources: TE program	

Goal: <i>Create and maintain an interconnected thoroughfare network for the efficient movement of people, goods and services.</i>	
Action Step: Study and identify desired improvements related to at-grade railroad crossings for emergency equipment	
Responsible Party(ies): Fire Department Police Department Street Department	Timeline: Short term
Potential Funding Sources: TE program CFF Planning Grant TIF revenue	

Action Step: Implement a corridor enhancement project for Freeland Road	
Responsible Party(ies): TIF Board Plan Commission City Council Chamber of Commerce	Timeline: Short term
Potential Funding Sources: TIF revenue	

Action Step: Engage in feasibility studies for an eastern connector.	
Responsible Party(ies): Chamber of Commerce EDC	Timeline: Medium- Long term
Potential Funding Sources: State funding Local Road and Street funds	

Goal: <i>Employ the principles of access management and the use of architectural design and site development standards to reduce congestion, increase pedestrian activity and enhance the identity of major corridors.</i>	
Action Step: Recommend traffic calming devices in appropriate locations (such as crosswalks to schools, parks, or open space or long straight stretches of road) during preliminary subdivision review	
Responsible Party(ies): Plan Commission	Timeline: Short term
Potential Funding Sources: NA	

Action Step: Revise subdivision control ordinance to require shared driveways and parking lots and frontage roads along arterials	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Revise the zoning ordinance to permit the reduction of parking requirements for commercial uses with pedestrian connections to residential areas or other adjacent commercial uses to promote shared parking, reduce congestion, air and water pollution, and the amount of impervious pavement surfaces	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Revise subdivision control ordinance to require street and sidewalk stubs in new subdivisions wherever appropriate	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Encourage new subdivision streets to be designed on a grid pattern (but respecting topography) to promote connectivity	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: NA	

Public Facilities

Goal: <i>Develop and rehabilitate public facilities as community focal points that reflect the identity and quality of life in the city of Greensburg.</i>	
Action Step: Develop an identifiable, unified signage system for the city and its facilities	
Responsible Party(ies): City Council Chamber of Commerce Tourism Board Downtown Organizations TIF Board	Timeline: Short term
Potential Funding Sources: TE program TIF revenue	

Action Step: Include landscape improvements to public spaces in the capital improvements plan	
Responsible Party(ies): City Council	Timeline: Short term
Potential Funding Sources: General fund	

Goal: <i>Build and maintain practical, functional and well-located public facilities and spaces within the community.</i>	
Action Step: Conduct a feasibility study for building a new fire station south of the railroad tracks to serve the south end of the city without interruption caused by increased rail traffic	
Responsible Party(ies): Fire Department City Council Mayor Washington Township Trustee	Timeline: Short term
Potential Funding Sources: General fund CFF Grant	

Action Step: Develop a utility master plan that is consistent with the future land use plan	
Responsible Party(ies): Plan Commission City Council Water Department Sewer Department	Timeline: Short term
Potential Funding Sources: General fund CFF Planning Grant	

Action Step: Restrict development in the floodplain and other environmentally sensitive areas	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Design a trail system that incorporates schools, parks, downtown, and public facilities as destinations	
Responsible Party(ies): Trail group Downtown organizations Parks & Recreation City Council	Timeline: Short term
Potential Funding Sources: DNR Recreational Trails Grant CFF Planning Grant	

Action Step: Revise the zoning ordinance to provide density bonuses for the provision of open space, protection of environmentally sensitive areas, unique natural features, and mature trees in new subdivisions	
Responsible Party(ies): Plan Commission City Council	Timeline: Short term
Potential Funding Sources: General fund	

Goal: <i>Design public facilities to reflect the values of the city of Greensburg, including tradition, practicality, safety, and a forward thinking approach to the growth of the overall community.</i>	
Action Step: Consider the context, location, and function of public buildings in their design	
Responsible Party(ies): City City Council Design Review Board Board of Works	Timeline: Short term
Potential Funding Sources: NA	

Action Step: Adopt criteria for the location and character of public buildings	
Responsible Party(ies): City City Council Design Review Board Board of Works	Timeline: Short term
Potential Funding Sources: NA	

Action Step: Develop an identifiable, unified signage system for the city and its facilities	
Responsible Party(ies): Downtown organizations City Council Chamber of Commerce Tourism Board TIF Board	Timeline: Short term
Potential Funding Sources: General fund Downtown organizations Foundation, private	

Action Step: Facilitate discussions with public and non-profit social service organizations to provide a one-stop shop to provide efficient delivery of services	
Responsible Party(ies): City County State agencies Chamber of Commerce	Timeline: Medium term
Potential Funding Sources: NA	

Programs and Tools

Historic Preservation

Historic preservation programs can include listing of structures or districts on the state or national register, establishment of a local historic district, imposing a historic area overlay zoning district, or programs to assist the owners of historic properties with renovation and preservation. Listing on the state or national register of historic places does not necessarily protect historic structures from any actions other than those of the federal government or projects that are federally funded. Local ordinances are needed to impose standards for renovation in historic areas or of historic properties.

Historic Landmarks of Indiana is an organization that assists communities and property owners in preserving historic structures. The Historic Landmarks Foundation of Indiana has a grant program to assist local preservation organizations with organizational development and fundraising, architectural and engineering feasibility studies, and preservation consulting services. Grant can fund up to 80% of the total cost of a project or \$2,500 whichever is less. 4:1 matching grant program (20% local match).

Historic Landmarks Foundation of Indiana
340 W. Michigan Street
Indianapolis, IN 46202
317/639-4534

Trails

Trails provide a transportation alternative as well as a recreational facility in many communities. Some trail systems are local to a specific community, while others contribute to a regional or national trail system. Many trails have been developed along abandoned rail corridors (rails-to-trails), but many local systems are being integrated into the design of new roadways and retrofitted into existing roadways to provide transportation alternatives. Two of the programs that can assist with the development of trail systems are the Recreational Trails Program from the Indiana

Department of Natural Resources, Division of Outdoor Recreation and the Transportation Enhancements (TE) Program through the Indiana Department of Transportation, Division of Multi-Modal Transportation.

The Recreational Trails Program is matching assistance (20% match for communities) for the acquisition and development of trails. Other state and federal funds may be used for the match.

Indiana Department of Natural Resources, Division of Outdoor Recreation
402 W Washington Street, Room W271
Indianapolis, IN 46204
317/232-4070

The Transportation Enhancements Program is a cost reimbursement grant program with a 20 percent local match requirement. A range of activities related to transportation are eligible for the program.

INDOT, Division of Multi-Modal Transportation
100 N. Senate, Room 901
Indianapolis, IN 46204
317/232-5224

Transit

The “Catch-a-Ride” system in Greensburg is an example of a demand-responsive transit system. These systems are critical to meet the transportation needs of the disabled and the elderly, who are primarily served by such services. Two of the grant programs that may be able to provide assistance to the “Catch-a-Ride” system are the Capital, Operating, and Intercity Bus Assistance for Small Urban and Rural Areas grants and the Public Mass Transportation Fund grant. Both grants are through the Indiana Department of Transportation.

Indiana Department of Transportation
100 North Senate Ave., Room N901
Indianapolis, IN 46204
317/232-5533

Zoning

Zoning is the primary implementation tool for the comprehensive plan. It is the means of legislatively determining the location, quality, and quantity of new development. The zoning ordinance is legally enforceable.

The zoning ordinance should be updated following the adoption of the comprehensive plan to ensure contiguity between the two documents and encourage implementation of the comprehensive plan.

Subdivision Control

Like zoning, the subdivision control ordinance is a legislatively adopted, enforceable, means of implementing the comprehensive plan. The subdivision control ordinance establishes the circumstances under which

the division of existing parcels may occur and establishes the process for creating new parcels.

The subdivision control ordinance should also be updated when the zoning ordinance is updated.

Annexation

Annexation is the process where the city brings land that was previously unincorporated into the community's corporate limits. It is one of the ways that cities grow.

Under Indiana code, areas contiguous to the municipal boundary may be annexed through a voluntary process in which the property owners petition for annexation or through a municipally initiated involuntary process.

An annexation strategy ensures that a community maintains the tax base and revenues created by new development in areas that are served by and benefit from municipal services such as water, sewer, roads, and emergency services.

Capital Improvements Planning

Capital Improvements Plans are a system of documenting the capital investments that a jurisdiction plans on making over the next five years. These plans identify projects, timelines, estimated costs, and funding sources and are linked to the budget process. They are a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budget process.

Economic Development Income Tax (EDIT)

The county economic development income tax (CEDIT or EDIT) is a form of income tax that may be imposed by counties at a rate of up to 0.5% of the gross income of county tax payers. Revenues are distributed to adopting counties and the municipalities in those counties and may be used as a source of funding for economic development projects. The definition of economic development projects is established in the statutes, but is rather broad. Decatur County currently collects the county economic development income tax.

Tax Abatement

Tax abatement is a phase-in of property taxes that is designed to encourage development in areas that would not otherwise develop.

Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company the community economy.

Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved

and procedures to ensure compliance with the terms of the statement of benefits.

Tax Increment Finance (TIF)

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which triggers the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred “but for” the reinvestment in the area through the TIF proceeds.