

RICHMOND RISING

who? everyone. what? a movement. when? now. where? richmond, indiana.

DOWNTOWN
RICHMOND the  of it all
art • food • fashion
shops • festivals
history • library
live theatre

RICHMOND RISING: COMMUNITY ACTION PLAN

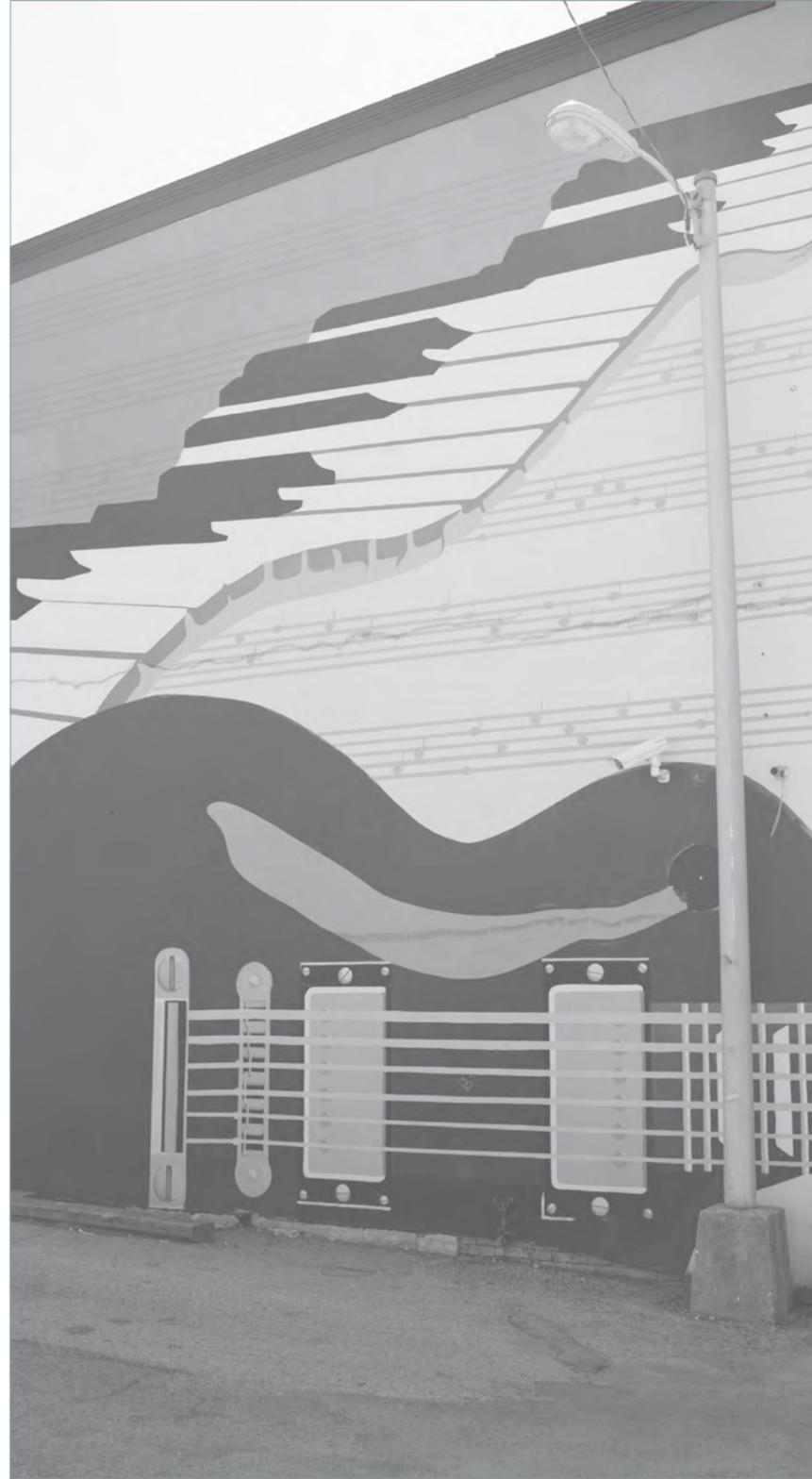
2019 City of Richmond Comprehensive Plan Update

DRAFT: NOVEMBER 14, 2019



RESOLUTION

Reserved for Adoption Resolution



ACKNOWLEDGMENTS

A comprehensive plan by its very nature is a collaborative effort. This plan would not have been possible without the numerous hours contributed by local leadership, City staff, and the project steering committee. The following individuals played an important role in the development of this plan.

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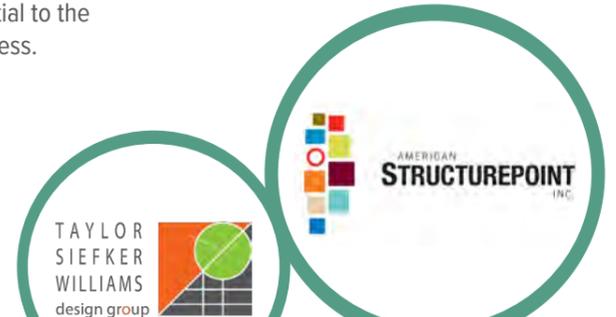
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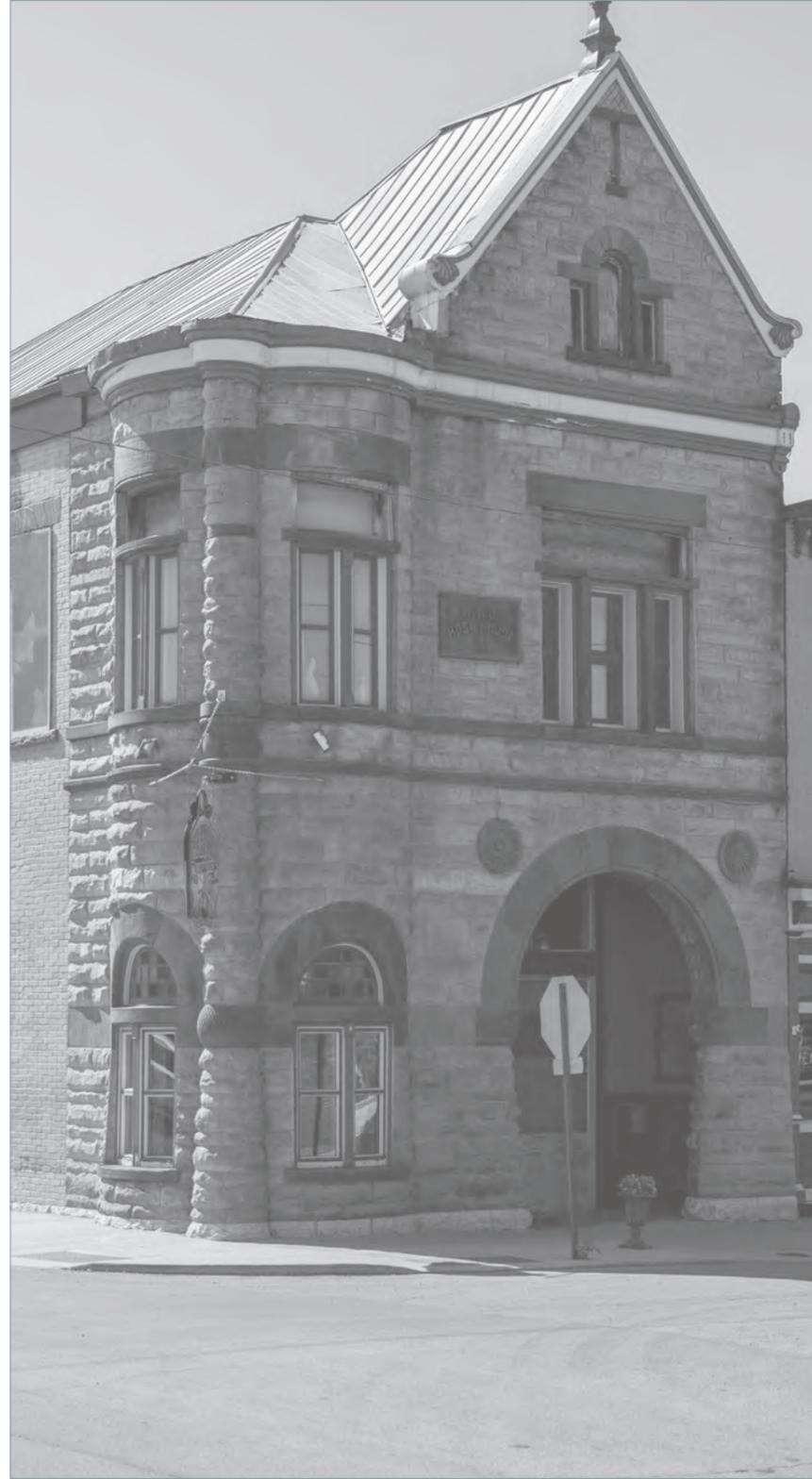
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Thank you to everyone who participated in the steering committee, stakeholder focus groups, cultural review committee, online surveys, and public open houses. Your participation was essential to the success of this planning process.





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RICHMOND IS ON THE RISE.



Richmond has always been at the center of activity. With a modest beginning as a settlement town along the Whitewater River to a terminal point along the National Road, Richmond has historically been a trading and transportation center for the Midwest. From those early years as a route through the Midwest, the city rose to become home to manufacturing giants including lawn mower manufacturers such as Davis, Mo-to-mower, Dille-McQuire, and F&N. For the latter half of the 19th century through the mid-20th century, Richmond was the “lawn mower capital” and the Richmond section of the National Road was known as “Millionaire’s Row” due to the fact that it had the most millionaires per capita in the US. **Richmond rose to become a noteworthy place of business.**

Richmond was not just a center for manufacturing. The city boasts a rich history in the arts - specifically music. In addition to lawn mower manufacturing giants, “Millionaire’s Row” was home to American architect John Hasecoster, and piano and phonograph manufacturer Henry Gennett. In 1893, Gennett in partnership with Benjamin Starr, established and grew their company that focused on the manufacturing of phonographs, records, and pianos within the city of Richmond. Soon after, the Gennett Studio became a nationwide destination for jazz artists looking to record. The Friars Society Orchestra, later known as the New Orleans Rhythm Kings, and Bix Beiderbecke with the Wolverines, among other artists, made some of their first records in Richmond. **Richmond rose to be known as the birthplace of recorded jazz.**

Richmond diversified and evolved. While once known to be a center for lawn mower manufacturing, Richmond also fostered a love and appreciation for horticulture. Historically, the city has been the home to premier rose growers and marketers of cut roses such as Hills Roses since 1881. In 1987, the first public rose garden was planted to honor the rose heritage. The Richmond All American Rose Garden, the Richmond Friendship Garden, and E.G. Hill Memorial Rose Garden still exist today in Glen Miller Park. **Richmond rose to become a nationwide name.**

While transportation routes and river access once set Richmond apart from other communities, they are now often seen as barriers to growth and community prosperity. For years, the City, not unlike many Midwestern communities, focused on vehicular transportation routes that drew interest away from providing connectivity for pedestrians or cyclists. Evolving development patterns took the focus off the community’s core leaving central areas such as downtown and along the riverfront to fend for themselves. As the economy flourished and then receded, the city’s job markets fluctuated, relocated, or simply closed. **Today, Richmond is at a crossroads.**

INTRODUCTION

In the 21st century, people can do almost anything, from almost anywhere. To stay competitive as both a place to live and work, Richmond will need to rise to meet its new potential: a VIBRANT community where there are opportunities for EDUCATION, ENTERTAINMENT, and EMPLOYMENT. The *Richmond Rising: Community Action Plan* is the result of a 12-month planning effort and is intended to reflect and promote the vision of the community while also developing forward-thinking strategies that will combat local challenges including declining population, diversity and quality of housing, community connectivity, and municipal communication and collaboration.

Richmond Rising isn't just a plan. It is a movement that allows for reinvestment, refinement and revitalization. Richmond Rising is the City's collaborative approach to the future.

The Richmond Rising movement is focused on maintaining and growing the city's quality of life which is supported today by its diverse people, collaborative organizations, welcoming neighborhoods, and rich cultural amenities. The complementary Community Action Plan outlines specific goals and strategies that will allow all Richmond leaders, residents, business owners, and stakeholders to work together, as a community, to grow the population and workforce, build systems to support the community, connect the city's destinations and districts, protect the region's natural assets, and celebrate Richmond's unique history and culture.

To reinvest, refine and revitalize the Richmond community, this *Richmond Rising: Community Action Plan* is organized around a fundamental theme of building. Building, or even rebuilding, does not require a fresh start, or even a blank slate. Instead, building can be a state of continued improvement, allowing a focus on strengthening foundational elements so that new, innovative additions can be developed and supported. Improving upon a city is no different from building a structure in that a primary focus should be on building a strong foundation and support system. This *Richmond Rising: Community Action Plan* outlines a series of foundational elements as well as strategic improvements that are necessary to ensure that the city can rise to any occasion.

The theme of building runs through the four planning "Elements" of this Community Action Plan. The key concepts of each of these elements are summarized below.



GROW

This planning element encompasses all things related to

land use development. It is broken into three overarching categories including the built environment, housing and neighborhoods, and support services. Each of these things are related and depend on one another. To GROW Richmond's built environment, the City will need to achieve a more efficient use of the built environment, focusing on strategic areas, including well-designed public spaces, and greater conservation of land and natural resources. Furthermore, Richmond will need to GROW the city's housing stock, while also strengthening and maintaining existing neighborhoods. To do both of these things, it will require the GROWTH of Richmond's economy, workforce, educational offerings, public health and safety institutions, and community services.



CONNECT

This planning element explores how Richmond should be connecting destinations,

neighborhoods, utilities, and various modes of transportation. Connectivity includes all forms of getting from one place to another and accounts for not only the movement of people but also the movement of water, wastewater, and private utilities. By CONNECTING Richmond's destinations and neighborhoods to multiple modes of transportation and high-quality public and private infrastructure systems, the quality of life within the city can continue to be enhanced. By CONNECTING Richmond residents to a diverse set of open spaces and recreational facilities, the City can continue to build a strong sense of community.



PROTECT

This planning element works to identify and celebrate the City's unique natural assets so that Richmond

can develop and grow in a way that PROTECTS the environment in both the short and long term. Natural features such as river corridors, floodplains, natural landscapes, and gorges are unique and are elements that cannot be recreated in man-made built environments. These elements contribute to the city's parks and open spaces but can also be used to support developments and unique programming.



CELEBRATE

This planning element recognizes that Richmond's history and culture should never be forgotten. The

City's continued success will come from their historic past, their diverse cultural offerings and their passionate and friendly people. By CELEBRATING the City's offerings and accomplishments, all of Richmond's leaders, residents, and business owners can take part in the city's success moving forward.



INTRODUCTION

ABOUT THE PLAN

The *Richmond Rising: Community Action Plan* will serve as the City's comprehensive plan. A comprehensive plan is a guidance document for future growth and development over the next 10 to 20 years. It serves as a roadmap for effective decision-making in both private development projects and community initiatives for the public good. The key components of a comprehensive plan include a snapshot of current conditions, a vision for the future, and recommendations of how to achieve the vision and goals outlined within the document.

The purpose of the comprehensive plan is not only to help guide future growth but the City can also use this plan as a tool to help engineer change by encouraging favorable development, while allowing for the natural evolution of a growing community. In the effort to control the quality, quantity, and location of growth, a comprehensive plan provides the justification for community decision makers to support or deny future projects or initiatives.

The *Richmond Rising: Community Action Plan* includes broad policies with implementation strategies related to the following topics:

- Land Use and Zoning
- Transportation and Utility Infrastructure
- Housing and Neighborhoods
- Parks and Open Space
- Nature Features
- Community Services and Facilities
- Workforce and Economic Development
- Administrative Policies and Procedures

COMPREHENSIVE PLANNING APPROACH

Comprehensive planning is unique in that the final document can be as detailed or as broad as a community wants or needs. After addressing the three requirements outlined in the Indiana Code, a comprehensive plan can take a variety of directions. Both the planning process and approach can be customized to generate the guidance document desired by the community. Going as far back to the Request for Proposal (RFP) for this project, the City of Richmond recognized the importance of community engagement and building consensus around the vision and goals of this document. This is just one element of the planning process used to generate the final plan.

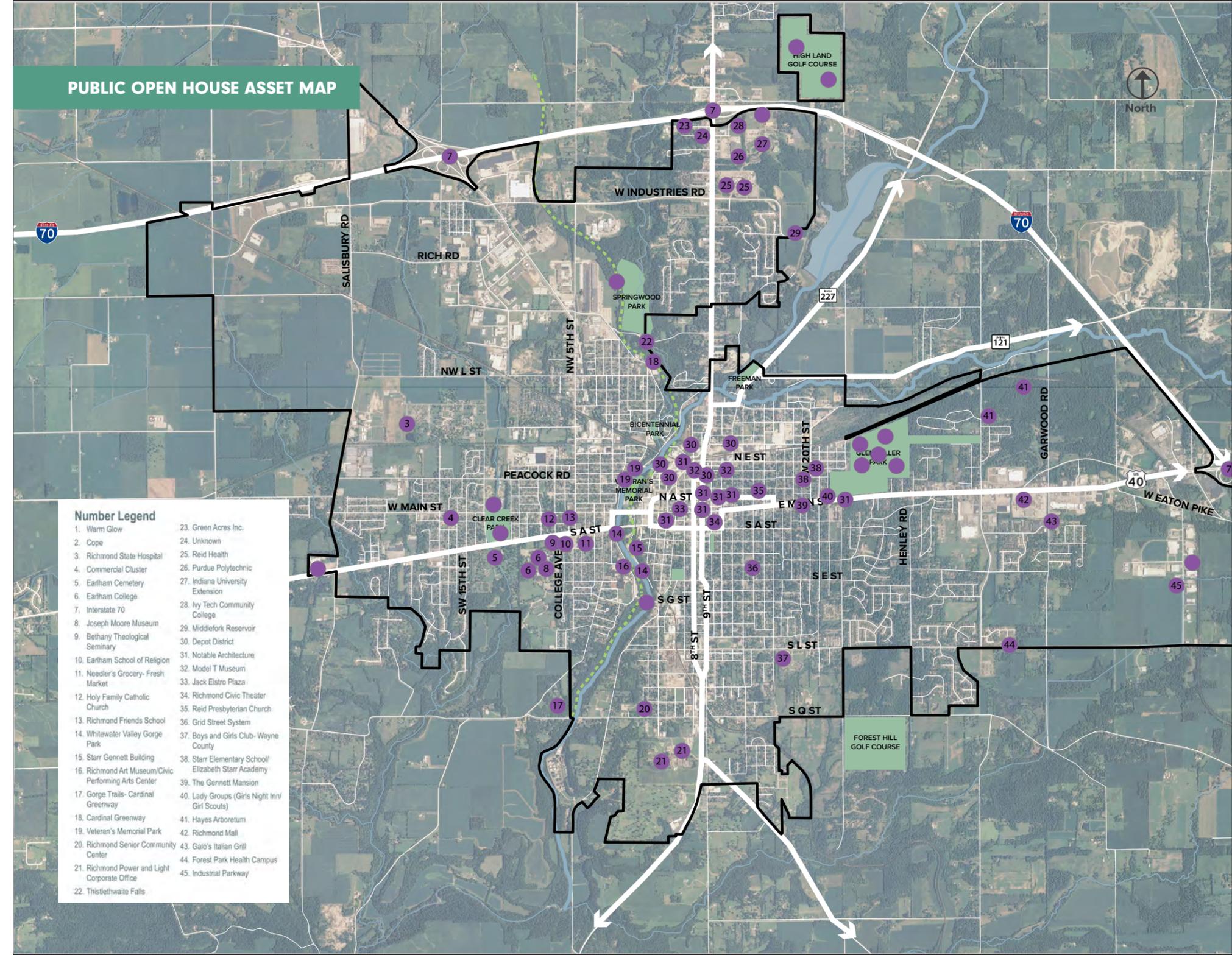
The *Richmond Rising: Community Action Plan* is a result of a community-driven planning process and asset-based planning approach. This approach builds on the existing assets found within the community and mobilizes decision makers, individuals, associations, and institutions to come together to develop their strengths, while also responding to key community challenges. From asset identification to implementation, this approach works to bring everyone in the community to the table, creates beneficial partnerships, and cultivates a collaborative environment that elevates leaders who ultimately drive the process forward. The *Richmond Rising: Community Action Plan* was created with the intention that various community groups would help facilitate the implementation. It is not just for public officials and staff members to follow but for anyone who is interested in the future of Richmond.

With that being said, the planning process kicked off with an opportunity for the steering committee and public to identify Richmond's community assets. This exercise identified nearly 50 assets ranging from natural features to education institutions and local businesses. These community assets are critical pieces to the final plan and are leveraged to better answer or respond to the community's challenges.

Did you know the Indiana Code 36-7-4-500 series sets forth the standards for developing and evaluating a comprehensive plan?

Required elements include the following:

- 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.



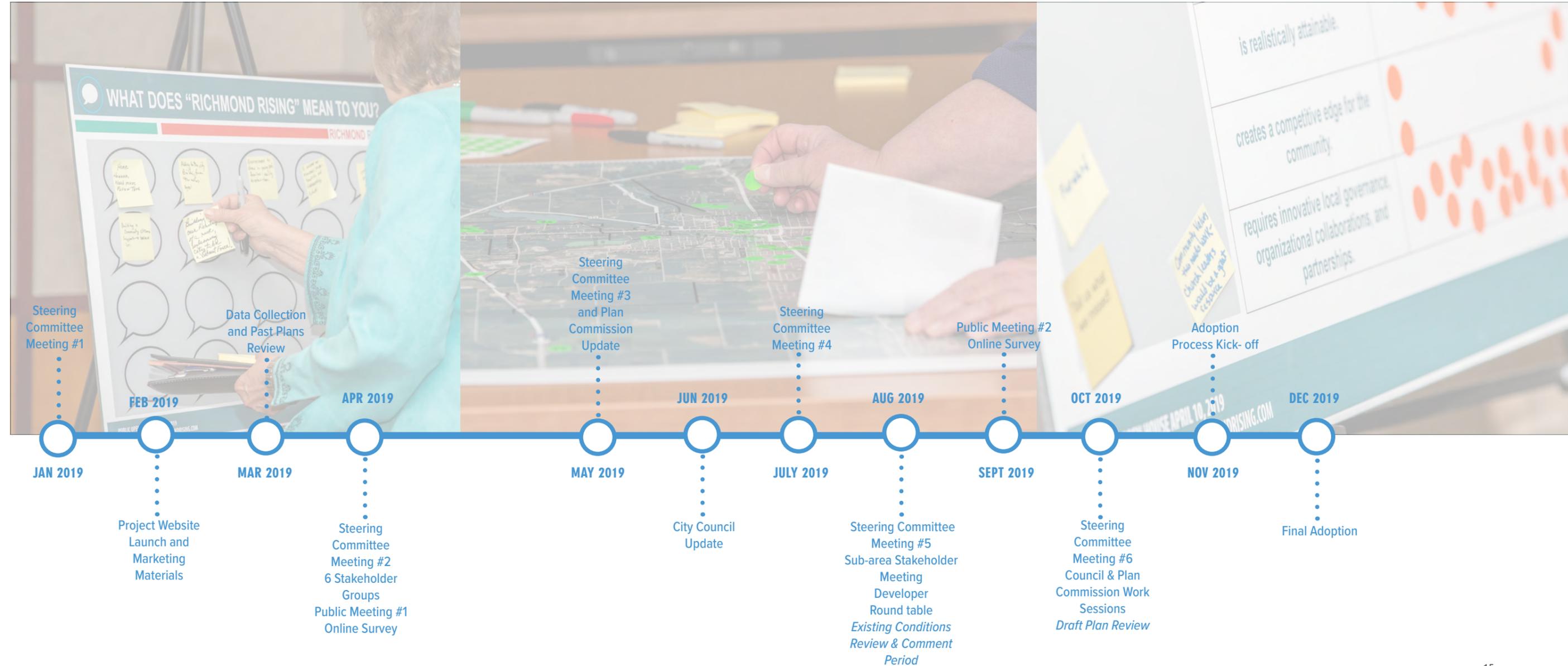
INTRODUCTION

PLANNING PROCESS

The planning process was broken up into three primary phases including information gathering, idea and strategy development, and community-driven implementation. Phase One: Information Gathering is primarily about education. The project team educated themselves about the community by reviewing past plans and collecting and analyzing demographic and socio-economic data. Additionally, the project team educated the public about the planning process. Phase Two: Strategy Development is dedicated to dreaming and envisioning the future. During this phase, the project team, in coordination with the steering committee, developed the community vision statement, specific goals, and strategic and measurable recommendations for the plan. Each of these elements began as an initial idea, then was presented to the steering committee, and evolved throughout the process based on ongoing public input. Phase Three: Community Driven Implementation is about taking the recommendations to the next level by identifying specific and measurable action steps to empower the community's leaders, residents, and broader stakeholder groups. Building a strong and sustainable community requires the leadership and effort of everyone- not just City government. The Richmond Rising: Community Action Plan works to identify other organizations or entities to help assist in implementing the plan.

Engagement Opportunities

The *Richmond Rising: Community Action Plan* was developed for the community, and citizen engagement played a huge part in the plan's development and review. Over the course of 12 months, the Richmond Rising movement was used to garner the input, ideas, concerns, and suggestions of hundreds of Richmond residents, business owners, and stakeholders. The input and engagement sessions outlined as a part of the process ensured that the plan reflected the needs and aspirations of Richmond's diverse population.



PUBLIC ENGAGEMENT BY THE NUMBERS



6 STEERING COMMITTEE MEETINGS



2 PLAN COMMISSION AND CITY COUNCIL PRESENTATIONS AND MONTHLY UPDATES



75 STAKEHOLDERS INVITED TO PARTICIPATE



715 TOTAL PUBLIC SURVEY RESPONSES

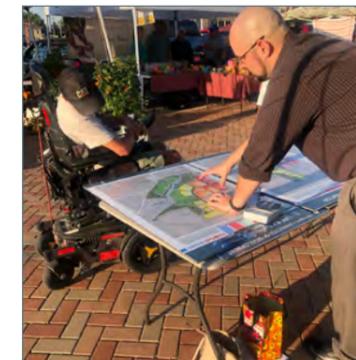
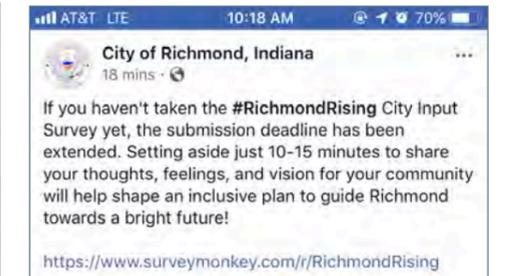
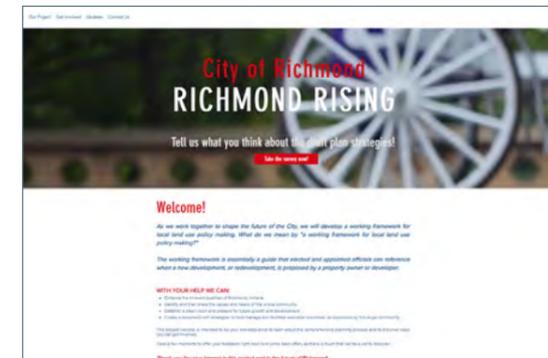


70 PEOPLE ATTENDED THE PUBLIC MEETINGS

You Spoke. We Listened.

Community engagement provides an opportunity for citizens to participate in the planning process and builds consensus around the community-wide vision and goals. These opportunities worked to ensure that the community's interests are reflected within the plan and that the recommendations will be supported during the plans adoption and implementation. Through various discussions, online surveys, and public events, a series of key takeaways were developed.

1. Residents identified parks, education, a vibrant downtown, health and safety, and public arts and culture as their top five values.
2. Resident's value the history, culture, and architecture of Richmond.
3. Residents value the unique places such as the Downtown, Depot District, Earlham College, Whitewater Gorge, and Glen Miller Park.
4. Residents placed a priority on attracting more people, jobs, and businesses to the community.
5. Residents placed a priority on addressing the challenges related to housing and blighted areas.
6. Residents feel Richmond's geographic location along interstate 70 and affordability give the city a competitive edge.
7. Residents feel the riverfront is a great development opportunity.
8. Residents identified public art, park and recreational facilities, family activities, entertainment, and professional housing, such as apartments, as desired amenities.
9. Residents feel the biggest challenges Richmond will face in the next 10 to 15 years are population decline, "brain drain", and workforce readiness.
10. The comprehensive plan should prioritize initiatives to help identify where the City should focus their efforts.
11. The comprehensive plan should have a clear, defined vision and an engagement process that speaks to all demographics.



**WHEN PLANNING
FOR A COMMUNITY'S
FUTURE, IT IS
IMPERATIVE TO
START WITH A SOLID
FOUNDATION.**



A comprehensive plan needs to account for the community's past, present, and future. When planning for a community's future, it is imperative to start with a solid foundation. This requires an understanding of the history of the community, past and ongoing planning efforts, along with past and present demographic and socio-economic trends. These elements greatly inform and provide direction for the development of the community's aspirations and goals for the future. This chapter serves as the foundation for the recommendations that follow in Chapters 3 and 4.

LAYING THE FOUNDATION

Richmond has a long and rich tradition of community planning. This timeline serves as a graphic representation of the efforts put forth by the community to guide, and prepare for, future development and redevelopment opportunities. While each plan was thoroughly reviewed for the wealth of knowledge it offers, this timeline serves to highlight the overarching purpose of each document.



2005

Created to provide Richmond with a clear understanding of the downtown's goals, objectives, and opportunities for inclusion in the 2006 Comprehensive Plan, the strategic plan outlines urban design principles to guide development. Additionally, the plan establishes several core principles that can help foster sustainable health and vitality of downtown Richmond focused on:

- Downtown pedestrian environment and experience,
- Prioritizing development areas
- Downtown as a cultural and entertainment center of the region
- Enhanced connectivity through infill development and transportation options
- Whitewater Gorge as Richmond's top natural asset
- Importance of historic structures preservation.

2006
Downtown Strategic Plan

2006
Richmond Comprehensive Plan

A document that was used as a policy guide for making informed decisions that affect the community, the City's previous comprehensive plan identified economic development, job creation, physical appearance, community services, community resources, and the sense of city identity and pride as the six most pressing issues during the time the plan was completed.

2009
Parks and Recreation Master Plan

A guide for providing parks and recreation in and around Richmond, this document's action plan outlines strategies for five categories including facilities, services, markets, community, and stewardship.

The plan establishes a vision to "provide a framework for an integrated multi-modal transportation system that will guide City policies and priorities and improve the quality of life in Richmond." The framework is one that centers on the creation of a complete streets system where transportation planning evolves becoming less automobile centric.

2011
Transportation Plan

2013
Stellar Strategic Investment Plan

A planning process that resulted in earning the Stellar Communities designation in 2013. With a mission statement to "Positively enhance the quality of life for the entire region by making improvements in the district, leveraging strategic partnerships, and creating gateways to surrounding emerging districts for sustainable quality living and economic vitality." The strategic investment plan outlines 10 projects ranging from the creation of Elstro Plaza to facade improvements.

This plan builds upon the success of the Cardinal Greenway and aims to provide a complete system of bicycle and pedestrian facilities. The purpose is two-fold: first to further non-vehicular transportation and recreation, and second to improve the local quality of life offered by the City of Richmond

2015
Bike and Pedestrian Master Plan

2016
Regional Economic Development Plan

This document aims to "build better places to live, work, and play through collaboration, planning, and cooperation [in the use of] public and private funding." The plan identifies six goals relating to:

- Improving the climate for the Advanced Materials Manufacturing cluster
- Recognizing the region's deep agricultural heritage
- Recognizing the importance of healthcare as both a regional employer and as a prerequisite for population growth
- Addressing the need for infrastructure improvements to accomplish the other goals in the plan
- Understanding that the quality of place determines whether current residents will stay and if new residents will move into the area
- Recognizing the importance of building trust, engaging in meaningful communication, and collaborating fully.

Submitted as part of the Eastern Indiana Stellar application, the Stronger Economies Together (SET) plan outlines six goals to transform the region through collaboration, quality of place, workforce development, infrastructure, healthcare, and agriculture. Additionally, there are eight proposed projects included in the plan chosen because of their connection to attraction, retention, and development of talent. One of the proposed projects, Townsend Townhomes, was anticipated to be located in Richmond.

2018
Eastern Indiana Transforms
Regional Economic Development
Plan

2019
Forward Wayne County

Although not a planning document, Forward Wayne County is a countywide effort to align community resources, foster a vibrant economy, and promote prosperity in Wayne County, Indiana. This initiative focuses on providing support and resources for two key strategic pillars, Our People and Our Community. Furthermore, there are four key strategic priorities including increasing median income, increasing population, decreasing people living in poverty, and increasing educational attainment levels.

2020

LAYING THE FOUNDATION

PLANNING CONTEXT

As a key component to the *Richmond Rising: Community Action Plan* an existing conditions report was compiled as a standalone document during this planning process. The *Richmond Rising: Existing Conditions Report* served as an interim deliverable that provided an inventory of Richmond’s existing demographic, socioeconomic and market condition as well as an inventory of the city’s built infrastructure, amenities and natural features. Using both data and public input, the document helped identify trends and inform the project team of any challenges the community is or will be facing. Through the completion of *Richmond Rising: Existing Conditions Report*, and public engagement, six predominant challenges related to the following items were identified including:

- Declining population
- Quality of housing
- Lack of housing options
- Multimodal transportation
- Communication and collaboration
- Social services

These challenges are the primary conclusion statements from the *Richmond Rising: Existing Conditions Report*. This Planning Context section is intended to dive deeper into each of the challenges by providing a descriptive summary, illustrating supporting data, and outlining why finding a solution, or a series of strategies to mitigate the challenge, is important to Richmond’s success moving forward. All data was obtained from ESRI Business Analyst and the U.S. Census Bureau, unless otherwise noted.

Key challenges

Richmond strives to build upon their existing community assets and respond to their key challenges. The following six challenges serve as the context that informed the development of the vision, goals, and recommendations that will follow.

Interested in learning more about the existing conditions data collection and analysis? Refer to the Richmond Rising: Existing Condition Report for the full summary in Appendix. See page 113.

SIX KEY CHALLENGES

DECLINING POPULATION

Richmond’s population has been decreasing for the last several years and is projected to experience a 2 percent decrease in total population over the next five years¹. Additionally, Richmond’s population is getting older, with a median age that is two years older compared to the state of Indiana. This challenge is further complicated by a concept known as “brain drain”, meaning educated, skilled individuals are migrating from a less developed community to a more developed community. This population decline could be directly related to the quality of life currently offered in Richmond. Quality of life takes into account an individual’s satisfaction on a variety of aspects including housing, employment, and amenities. See Page 24.

¹ U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023 Esri converted Census 2000 data into 2010 geography. Community Profile Report.

QUALITY OF HOUSING STOCK

Nearly 70 percent of the current housing stock in Richmond was built before 1970, meaning the units were constructed before modern building codes went into effect¹. While these older structures often offer unique architectural character and contribute to the City’s rich historical districts, old structures pose a series of challenges to a community’s neighborhoods. Older structures generally cost more to improve and maintain and require a population with expendable income to invest and reinvest in these areas. The combination of aging structures, the high percentage of renter-occupied units, and increasing vacancy rates all contribute to the overall quality of housing currently offered in Richmond. See Page 26.

¹ U.S. Census Bureau, 2012-2016 American Community Survey. Housing Summary Profile

INFORMED THE DEVELOPMENT OF THIS PLAN.

LACK OF HOUSING OPTIONS

In addition to challenges related to the quality of housing, Richmond lacks variety in housing types and price points. The majority of the city’s housing stock is represented by single-family, detached homes, with a median value of \$92,000¹. A variety of housing types, including apartments and condominiums, is needed to attract and retain young professionals, first-time homebuyers, and senior adults. Housing diversity is also a critical component to allowing the city’s senior population to age in place. See Page 28.

¹ U.S. Census Bureau, Census 2010 Summary File 1. Housing Profile.

MULTI-MODAL TRANSPORTATION

With the Cardinal Greenway, several trails along the river, and the most recent addition of the bicycle and pedestrian safety enhancements, commonly referred to as the Loop, Richmond has been making strides to improve pedestrian’s and bicyclist’s connectivity but much more remains to be done. A popular response during public engagement opportunities reveal gaps in connectivity for pedestrians still exist. Addressing this challenge will provide alternative modes of transportation and recreational amenities. Furthermore, citizens expressed the need for public transit improvements that offer a more user-friendly, dependable and convenient service. Young professionals and senior adults find these alternative modes of transportation are both desirable and sometimes even essential for commuting. See Page 30.

COMMUNICATION AND COLLABORATION

Providing streamlined processes, transparent decision-making, and efficient use of City resources are all key components to any successful community. Providing this level of transparency between City leaders and the public builds trust and collaboration. A common concern expressed during the engagement phase revealed that citizens feel that they were not part of the decision-making process. The City should continue working to improve communication and collaboration among its citizens, organizations, and various bodies of government. See Page 32.

SOCIAL SERVICES

The City of Richmond, as the only urban center in East Central Indiana, is the primary provider of social services for a rather large region consisting of nearly 85,000 people¹. This spatial pattern creates challenges for both providers and clients. For the providers, resources may be limited relative to the service area, because municipalities outside of Richmond do not contribute to these services. For clients not located in Richmond, services are inaccessible if transportation is not available, and a need for ongoing services may even necessitate a change in residence. See Page 34.

¹ Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023 Esri converted Census 2000 data into 2010 geography. East Central Indiana Community Profile.

CHALLENGE #1

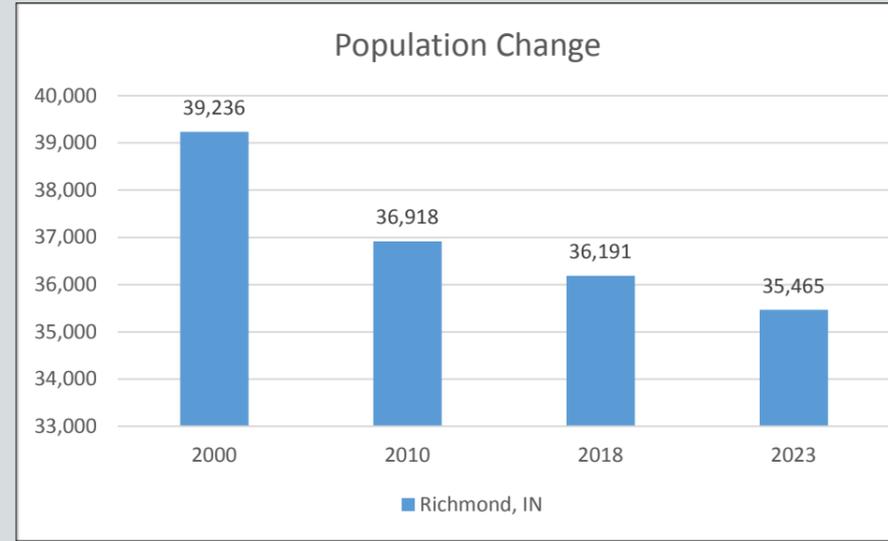
Richmond's population is declining and growing older.

In 2018, Richmond's total population was estimated at over 36,000 people, making it the largest city in Wayne County. Richmond is expected to experience a 2 percent decrease in population over the next five years, which is slightly less than the expected decrease of 2.25 percent for Wayne County. Additionally, the population that remains located in Richmond is growing older. Today, the median age for residents in Richmond is 40 years old and has been slowly increasing since 2000.

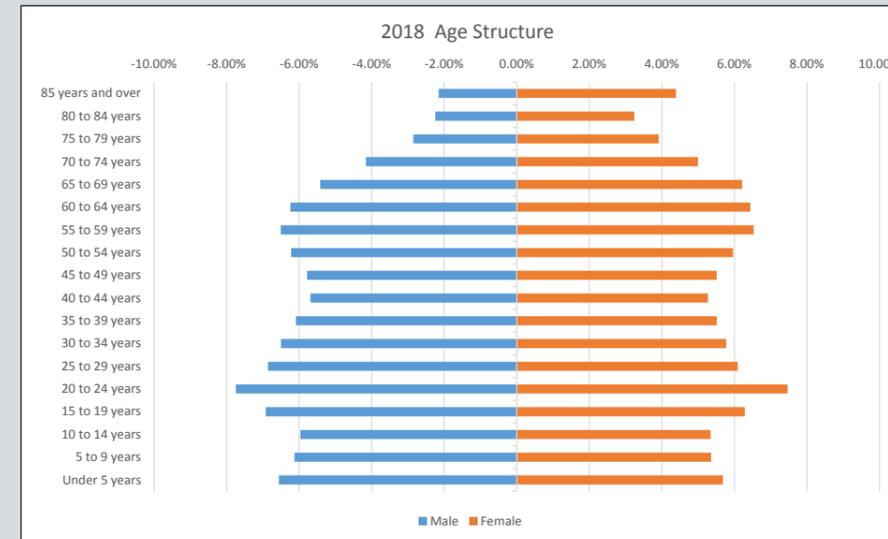
Richmond's population pyramid illustrates the age structure of the community. It reveals that a significant portion of the population is between the ages of 20-24. It can be assumed that this age group stands out because of the number of higher-education institutions located in Richmond. An important component to note is that the category representing people between the ages of 25-29 is much smaller, meaning that college-educated individuals are leaving Richmond. This concept is known as "brain drain".

To further complicate this challenge, the population pyramid shows that Richmond lacks residents between the ages of 40 – 50. This could be related to the desire for advancement within the workplace and limited opportunities to do so in Richmond necessitating relocation out of the community for these opportunities.

The final observation related to the age structure of Richmond's population stems from the aging population. Starting at age 60, the percentage of aging adults starts to drop off. It is likely because of the lack of amenities this age group needs, including diverse housing types, alternative modes of transportation, and other community services.



Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023 Esri converted Census 2000 data into 2010 geography. Community Profile Report



Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023. Age by Sex Report.

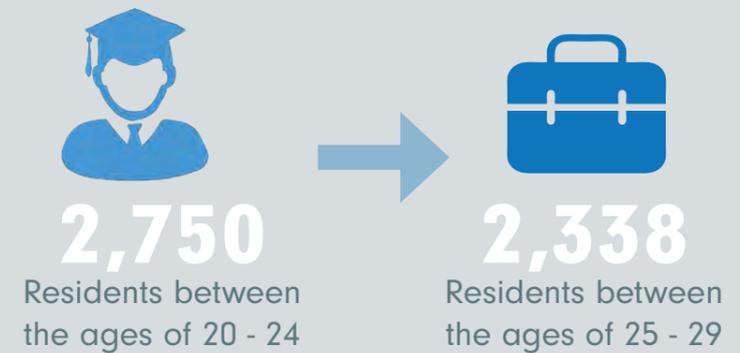
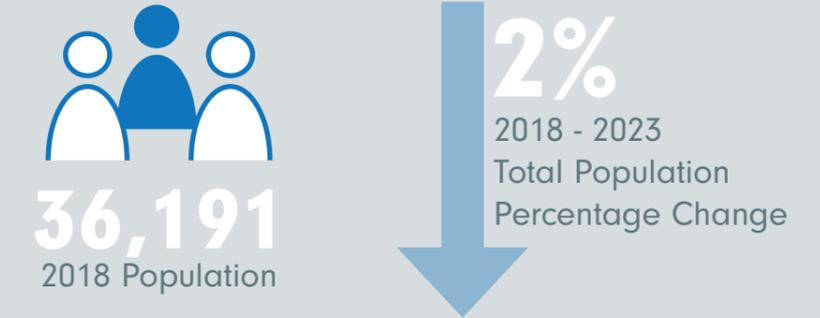
Fortunately, these amenities and services that are necessary for the elderly to age in place are attractive to millennial's too. By catering to one generation, a community can attract another generation.

Overall, Richmond is experiencing a migration of its workforce to nearby communities that offer higher wages and standards of living such as Indianapolis, Dayton, and Cincinnati. Although money is an important factor, improving the quality of life is a significant contributing factor that can be done in various ways. Quality of life observes an individual's satisfaction on a variety of elements ranging from access to goods and services, personal health and wellness, social integration, sense of safety, job security, opportunities for learning, access to unique experiences, and convenient amenities.

Improving the quality of life offered in Richmond starts by addressing the fundamental needs of a resident, and the two most popular things that bring an individual to a community are housing and employment. From there, the City can focus on the elements that supplement the necessities such as parks and recreational amenities and entertainment options.

To attract and retain residents and workers, Richmond must **GROW**....

- A community that provides a quality of life that attracts and retains young professionals to stay in Richmond after completing their education.
- A community that supports local residents looking to advance.
- A community that accommodates a diverse selection of housing, transportation, recreation, and human services for people in all stages of life.



Community Survey Results

WHAT IS THE BIGGEST CHALLENGE RICHMOND WILL FACE IN THE NEXT 10-15 YEARS?

"Brain drain- losing its ambitious, driven, and smart people to cities that provide more."

"Remaining competitive with nearby large communities. We are likely going to continue to lose population if we don't take actions to provide more amenities to our population."

CHALLENGE #2

Richmond is facing housing challenges related to aging structures, a high percentage of renter-occupied units, and increasing vacancy rates.

Nearly 70 percent of the current housing stock in Richmond was built before 1970, meaning the units were constructed before modern building codes went into effect. While these older structures often offer unique architectural character and contribute to the city's rich historical districts, old structures pose a series of challenges to a community's neighborhoods. Older structures generally cost more to improve and maintain and require a population with expendable income to invest and reinvest in these areas.

Richmond adopted its first version of building codes in 1966, with Wayne County following with its own later in 1976. These codes were adopted to ensure that all housing met standards to ensure a clean, safe, and healthy living environment. As most of Richmond's housing was built before this time, the structures were likely not built to this standard. This means if any additions or renovations occur to the property, the entire property will then have to be brought up to code, often an expensive prospect. As such, owners will often feel reinvesting in their property is simply not worth the cost, leading to neglect and degradation.

Another symptom of Richmond's housing quality challenges stems from its abnormally large rental market. As of 2018, nearly 35 percent of Richmond's existing housing stock was renter occupied. This does not suggest that rental units aren't a quality housing type; instead, the challenge lies in the public perception of absentee landlords. In some rental situations, the responsibility for maintenance and general upkeep of the property is shuffled around. Landlords are likely not willing to invest a lot of money into a property because they aren't living in it. On the other hand, some renters may not follow through with their responsibility to report problems or respect the property or structure. Quality rental housing is a result of both parties making an effort to ensure the unit is maintained at a livable standard.



Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023 Esri converted Census 2000 data into 2010 geography. Community Profile Report

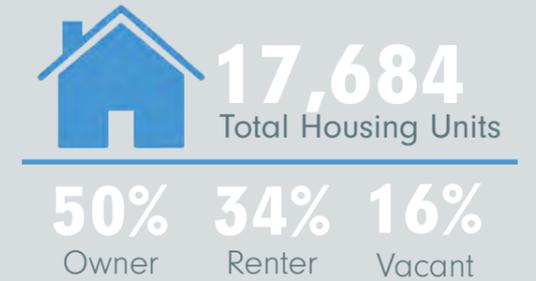


Another common housing challenge is a high vacancy rate. Today, Richmond's vacancy rate is 16 percent and is expected to continue increasing. Additionally, when compared to Wayne County, this vacancy rate is 2 percent higher than the county with 14 percent of housing units being vacant. This many vacant units can generate a negative perception of an area. Furthermore, if a structure sits vacant for a long period, the house can fall into disrepair. In these instances, it can become costly and undesirable for potential owners to want to invest in that property.

Code enforcement is an important factor to consider related to both aging housing units and rental properties. The City's ability to enforce zoning regulations and building codes plays a major role in the quality of housing units and overall perception of each neighborhood. Recent efforts include a higher focus on enforcing code and code violations and working to implement a landlord registry. As mentioned in the demographic challenge summary, housing plays a major role in Richmond's ability to offer a higher quality of life for future residents and employers.

In order to provide safe, high-quality housing units, Richmond must **GROW**....

- A community that enforces a higher standard for condition and design of existing housing structures and new developments to improve the quality and character of Richmond neighborhoods.
- A community that encourages residential infill and home renovation projects.
- A community that maintains an updated landlord registry and explores ways to hold property owners accountable for regular maintenance.
- A community that focuses on renovating and filling vacant and abandoned properties.



Community Survey Results

I WANT TO ELIMINATE...

"Blight, boarded up businesses, underutilized store fronts."

"Substandard housing associated with lack of management and maintenance of rental properties."

"Slum lords who allow properties to look terrible and provide unsafe housing for low income families."

CHALLENGE #3

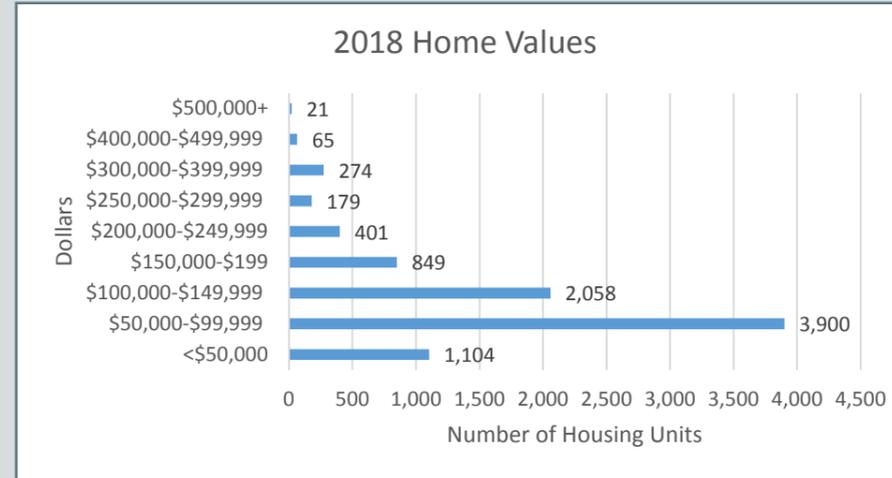
Richmond lacks variety in housing types and price points.

A vibrant, economically successful community requires diversity, meaning variety in different elements that make up a community including demographics, housing types, amenities, jobs, and much more. The 2012-2016 American Community Survey reveals that nearly 65 percent of Richmond's existing housing stock was single-family, detached homes with a median value of \$92,590. Additionally, of nearly 9,000 owner-occupied units, less than 1,000 units were valued at \$200,000 or more.

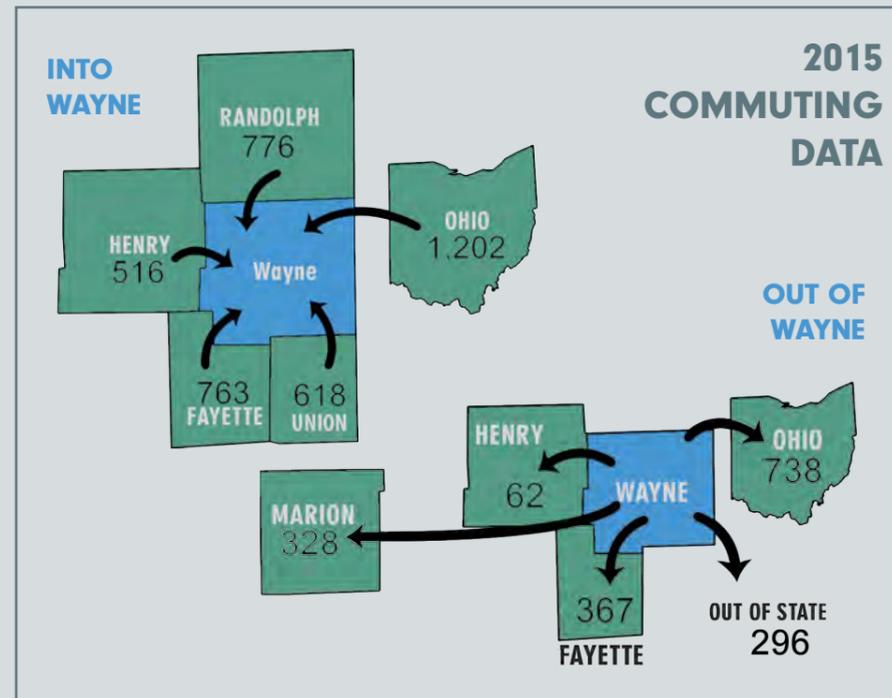
The remaining 35 percent of the housing stock is made up of multi-family units with a median contract rent of \$458. While some may perceive low rent as a good thing, it can also speak to the condition and quality of the units. It can be assumed for multi-family units in Indiana, a higher quality "luxury" unit may have a starting rent price of \$800-\$1250 per month. Richmond has less than 300 units available within this price range.

The lack of variety in housing types and price points could be a determining factor in whether the population increases or decreases over time. Additionally, the age structure of Richmond's population and the available housing types with a community can be related. Although not always certain, common themes can be identified for the desired housing type of each age group. Middle-aged residents may look at long-term stability and desire large homes with many bedrooms for children. Retirees and empty nesters may look to downsize later in life, finding their own retirement home, moving for the sake of convenience, or possibly joining their children's households. A variety of housing types, including apartments and condominiums, is needed to attract and retain young professionals, first-time homebuyers, and senior adults. Housing diversity is also a critical component in allowing the city's senior population to age in place.

There is even more diversity when you consider the other factors that feed into where a person lives such as income and employment. Each individual has their own desires, needs, priorities, and preferences when choosing their home. If they cannot find a home that meets their criteria in Richmond, they may look to live elsewhere.



Source: U.S. Census Bureau, Census 2010 Summary File 1. Housing Profile.

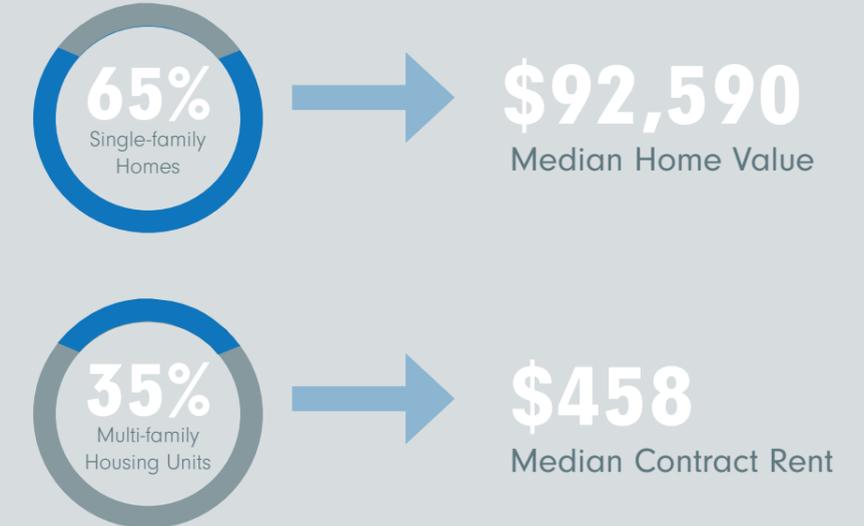


Source: STATS Indiana Commuting Profile, Tax Year 2015

It appears Richmond is facing this challenge. While the jobs are here, the desired housing is not. As of 2015, nearly 5,000 workers worked in Wayne County but lived elsewhere. Increasing the variety of housing types within Richmond could help draw some of these workers living outside of the county into Richmond.

In order to meet the housing needs of both current and future residents, Richmond must **GROW**...

- A community that accommodates a wide range of ages and incomes by providing a wide variety of high-quality housing options.
- A community that encourages aging in place by offering the necessary services, amenities, and housing types.
- A community that seeks out areas for new mixed-use development and encourages compact, pedestrian-friendly developments.



Source: U.S. Census Bureau, 2012-2016 American Community Survey, Housing Summary Profile

Community Survey Results

ADEQUATE HOUSING MEANS...

"Accessible to all, clean, safe, and reasonably priced."

"Variety of housing options to meet all needs from low to high income, singles to families and retirees."

"Getting developers to invest in modern housing and building quality neighborhoods that attract and keep the 18 - 45 year olds in Richmond."

"The ability to find an apartment or condo that is affordable without being low income based."

CHALLENGE #4

Richmond's transportation network is inadequate at providing connectivity and user-friendly services.

With the Cardinal Greenway, several trails along the river, and the most recent addition of the bicycle loop, Richmond has been taking strides to improve connectivity but there is still more to do. A popular response during public engagement opportunities reveal gaps in connectivity for pedestrians still exist. Furthermore, citizens expressed the need for public transit improvements that offer a more user-friendly, dependable and convenient service.

In addition to public input, data related to vehicle ownership in Richmond confirms the need for improved connectivity and enhanced services. Nearly 16 percent of occupied housing units in Richmond do not own a vehicle at all¹. Furthermore, 40 percent of households only own one vehicle. This could be problematic if there are two working adults in the household with only one vehicle.

The challenges related to connectivity and services stem from the existing transportation systems. When connectivity gaps exist and the system isn't easy to understand or operate, people will likely choose not to use the system or facilities that are available. Identifying where the gaps are and working to improve services with technology enhancements are essential to developing a working and sustainable multimodal transportation system.

A multimodal transportation system works to combine both motorized and non-motorized forms of transportation. Not only does it consider the roadway network for vehicles and bus transit but also takes into account the pedestrian network made up of sidewalks, trails, and bike facilities. Many communities are shifting toward multimodal transportation systems because it can help to relieve congestion and improve air quality by offering alternatives to driving. Additionally, non-motorized transportation infrastructure helps to enhance connectivity and improve safety for pedestrians. It also encourages a healthy lifestyle and serves as a community amenity for recreation and leisure. These systems of movement provide excellent opportunities for people to be physically active.

¹ U.S. Census Bureau, 2012-2016 American Community Survey, Housing Summary Profile



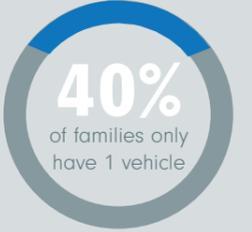
Both young professionals and senior adults find these alternative modes of transportation desirable and sometimes even essential for commuting. Therefore, offering a multimodal transportation network addresses the needs of individuals without a vehicle and the inability to drive while providing a recreational amenity that will help attract and retain the younger generation.

In order to provide a multimodal transportation network, Richmond must **CONNECT...**

- Residents to jobs, services, and amenities.
- Residents to regional trail segments, unique parks, and natural features.
- Residents to key destinations by providing wayfinding signage
- Residents to safe and maintained infrastructure.
- Residents to their desired destination in a reduced amount of time.



of occupied housing units in Richmond do not own a vehicle at all.



MULTI-MODAL BENEFITS...

Relieves congestion

Improves air quality



Encourages a healthy, active lifestyle

Improves connectivity

Serves as a recreational amenity



Community Survey Results

I WANT TO IMPROVE...

"Our walkability and bikeability in Richmond."

"The sidewalks and the capacity for people to walk on sidewalks instead of street."

"Communities and neighborhoods need to be more connected socially and physically. Easier for the pedestrian to travel around."

CHALLENGE #5

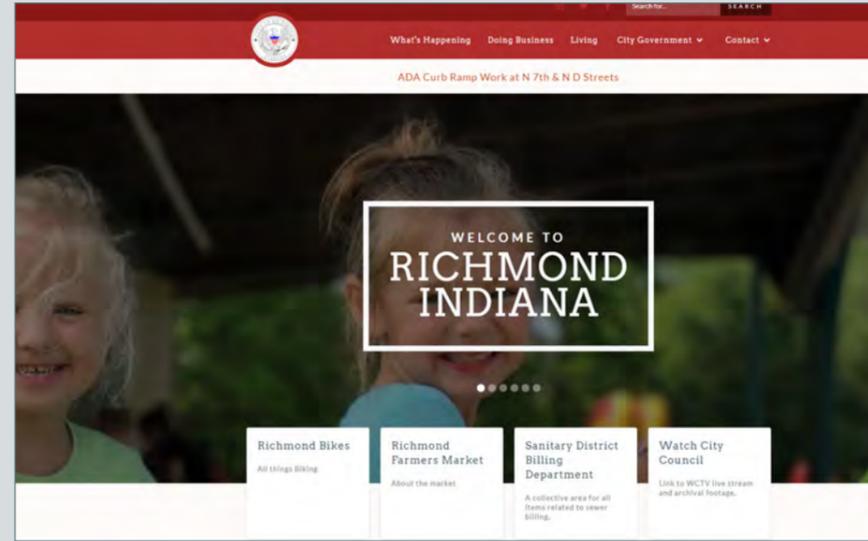
Richmond should always be working to improve communication and collaboration among its citizens, organizations, and various bodies of government.

Providing streamlined processes, transparent decision-making, and efficient use of City resources are all key components to any successful community. Providing this level of transparency between City leaders and the public builds trust and collaboration and creates a shared vision and sense of community. A common concern expressed during the engagement phase of the Richmond Rising process revealed that citizens feel that they aren't always included in the decision-making process.

Each of the components listed above originate under much broader terms such as communication and collaboration. Although defined differently, the two words are directly related. Simply put, communication is defined as sharing information while collaboration requires working together to create something. Within a community, there can be several individuals, businesses, organizations, and levels of government working toward a relatively similar goal. At the same time, these individuals or organizations may have conflicting interests about something else. Additionally, to further complicate this challenge, community leaders are constantly coming and going, each bringing their own methods and priorities in how they approach issues. Because of this, the City of Richmond should always be working to improve communication and collaboration among its citizens, organizations, and various bodies of government.

The challenges around communication and collaboration are not unique to Richmond; almost all communities face similar problems. Several concerns were expressed during the engagement phase that helped identify this topic as a top challenge such as:

- Citizens feeling that they aren't always included in the decision-making process.
- Information and resources weren't always being shared, leading to duplicate and/or conflicting efforts.
- Existing government processes and procedures aren't efficient for residents, businesses, and/or developers.



In recognition of this challenge, the City of Richmond has been working to improve transparency and streamline processes. The most recent effort involves transitioning from a paper application process for permits to an online portal.

Whether these are real or perceived challenges within Richmond, it is essential for the City to have a good communications strategy because it will aid in relationship building and establish trust among various individuals, organizations, and levels of government. The City has the opportunity to lead by example. Sharing timely updates about upcoming events, current initiatives, new programs or policies, celebrations of success, or changes in leadership would likely jumpstart improvements in communication and collaboration for the rest of the community.

In order to improve communication and collaboration, Richmond must **CELEBRATE...**

- Progress and accomplishments by sharing regular updates with the community.
- Various organizations and entities working together through coordination of efforts and efficient use of resources.
- Modern technology by using digital, online systems.

Community Survey Results

I WANT TO IMPROVE...

"Communication between government and citizens."

"City-wide Interdepartmental Efficiency."

"Communication and input from citizens. The ability to reach out into the worst of the worst neighborhoods and develop trust. Inspiring more people to get involved and feel that they can make a difference."

WHAT DO YOU WISH LOCAL GOVERNMENT VALUED?

"I wish that Richmond's city government could bridge the gap of communication between their departments. It seems that so many are in "silos" with their departments."

"Cooperation between different organizations with the government and student involvement in the process of development."

WE NEED TO DO SOMETHING ABOUT...

"Bringing worker bees and visionaries together, form a plan, and have those who support these plans to finish."

"The negative attitude of residents about the community engaging with everyone in a positive way."

CHALLENGE #6

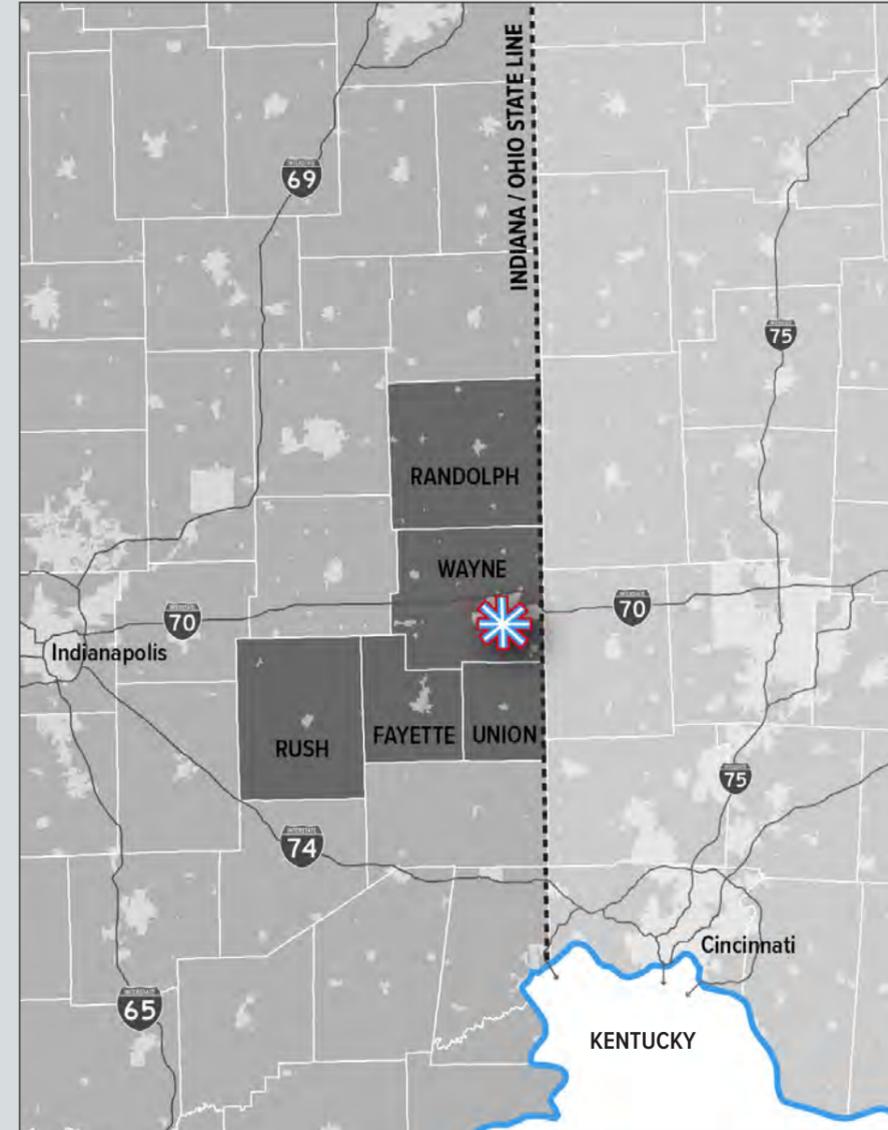
Richmond, as the only urban center in East Central Indiana, is the primary provider of social services for a rather large region.

Social services are programs or services offered by either the government or sometimes local organizations for the benefit of the larger community. These programs are intended to aid disadvantaged, distressed, or vulnerable persons or groups. While often a loss for a community's finances, social service programs such as these provide an important safety net to residents. Types of assistance may include, but are not limited to food, housing, education, drug rehabilitation services, transportation, and disability mental health support.

It is a well-researched characteristic of modern urban areas that disadvantaged populations tend to be concentrated in inner city areas. This "vicious cycle" is apparent, where public services locate in central cities in order to be closer to their clients, and new clients move to the central city to access the services that they cannot receive elsewhere; meanwhile, affluent households that have the ability to do so move into further-flung neighborhoods to avoid contact with disadvantaged populations and the disinvestment that can result. This cycle represents a double-setback for the inner city hosting these services – a lowered ability to raise revenues from a declining tax base, combined with increased outlays resulting from rising social service demand.

The City of Richmond, as the only urban center in east Central Indiana, is the primary provider of social services for a rather large region. If we define a rough "market area" for these services as a circle 15 miles around the City (the central areas for Muncie, IN, Dayton, OH, and Indianapolis IN are respectively 36, 40, and 70 miles away), then Richmond serves as a primary social service provider for more than 85,000 people. Focusing in on Wayne County reinforces this finding, as the City houses the County's only two homeless shelters, and 11 of its 13 addiction and recovery facilities.

This spatial pattern creates challenges for both providers and clients. For the providers, resources may be limited relative to the service area, because municipalities outside



Regional Context Map

of Richmond do not contribute to these services. For clients not located in Richmond, services are inaccessible if transportation is not available, and a need for ongoing services may even necessitate a change in residence.

In order to provide a better-funded and more accessible safety net for persons in need, Richmond must CONNECT...

- Service agencies with a broader net of potential funding sources, potentially including Wayne County and surrounding municipalities.
- Potential clients with needed services.
- Existing clients who need housing with quality options.
- Former clients with ongoing support services that help them integrate into the community.

Community Survey Results

I WANT TO IMPROVE...

"Access to assistance for substance abusers."

"The quality of programs offered. Free is nice, but free doesn't give you the ability to expand and grow."

"Mental health care and addiction recovery programs."

"Access to technical training."

WE NEED MORE...

"Child Care."

"Treatment Centers."

"Affordable housing and access to mental health care."

"Low income housing and support for those on disability, family housing, more partnerships & collaboration between services."

WE NEED TO DO SOMETHING ABOUT...

"Providing addiction services and family support. Crumbling neighborhoods and home repairs."

"Uplifting the quality of life of citizens by investing in our social infrastructure."

LAYING THE FOUNDATION



GOAL STATEMENTS

In order to transition from Phase 1: Information Gathering to Phase 2: Ideas and Strategy Development, the community and project team has to have a solid understanding of the desired outcome for the future of Richmond. Through reviewing the 2006 Comprehensive Plan, conducting an analysis of Richmond's existing conditions, identifying the key challenges, and summarizing public engagement input 10 goal statements were created.

Goals are intended to be a statement of desired results which a community commits to achieve. The goal topics for the *Richmond Rising: Community Action Plan* include:

- Land use and development;
- Housing and Neighborhoods;
- Workforce and Economic Development;
- Community Services;
- Transportation;
- Utilities;
- Parks and Recreation;
- Environment and Sustainability;
- Community Identity; and
- Administrative Processes and Procedures.

GROW		Provide a variety of coordinated land uses to meet the needs of a diverse and sustainable community with thriving neighborhoods, business areas, industrial parks, and civic places.
		Develop and maintain clean, safe neighborhoods that offer diverse housing types to meet the needs of current and future residents.
		Generate a thriving economy through diversifying the City's economic base and responding to industry needs by providing opportunities for lifelong learning and workforce development services and programs.
		Continue meeting the changing needs of the City's residents through public safety, and support health, education, and religious institutions while promoting safe and healthy lifestyles.
CONNECT		Expand Richmond's motorized and non-motorized network to better facilitate local vehicular and pedestrian movement, while at the same time, minimizing the impact of regional traffic through the city.
		Provide efficient public services and utilities to foster economic development while planning for future demand.
		Enhance Richmond's parks and recreation system by providing high-quality, diversified park amenities including trail connections, recreational facilities, and programming experiences for all users.
PROTECT		Conserve resources and protect Richmond's natural environment by guiding growth and redevelopment with an overarching philosophy of sustainability.
CELEBRATE		Establish a brand, identity, and character that is authentic to Richmond and generates a sense of place for its residents, visitors, and workforce.
		Improve government efficiencies through the use of modern technology by delivering consistent enforcement processes, transparent and frequent communication, and opportunities for collaboration among entities, agencies, and/or organizations.

EVERYONE WANTS
RICHMOND
TO THRIVE.



To stay competitive as both a place to live and a place to work, the City of Richmond will need to rise to meet its new potential. As a city rich in history as well as natural and cultural assets, Richmond has a strong foundation in place that can be used to build the Richmond of the 21st century.

Richmond is rich with history and culture. The city boasts architectural character and history through its 10 historic sites and 6 historic districts. The city is home to six higher educational institutions each with their own unique programming and focus areas. In addition to built assets, the City is embracing the natural features found in the community. The Whitewater River, the Middlefork Reservoir, and the Whitewater Gorge Park are unique to Richmond and offer opportunities unavailable to many cities across the Midwest. Above all else, Richmond's residents, stakeholders, and leaders are possibly one of the city's biggest assets. Richmond residents value the assets that exist, can see the City's potential, and are ready to roll up their sleeves to help Richmond rise to its potential.

While rich with resources, Richmond is also facing some real challenges. Population decline and lack of both housing diversity and quality are limiting the City's ability to become a residential destination. Gaps in the transportation network, especially related to alternative modes of transportation, limit the options for residents to move in and around the community. A perceived lack of communication and transparency has left residents feeling like they aren't part of the decision-making process. By acknowledging and understanding these challenges the City of Richmond can continue to leverage and build upon its assets to address its problems.

Richmond Rising: A Community Action Plan is intended to serve as a foundation for the City's future planning efforts surrounding the outlined community challenges. Richmond Rising is intended to guide land use and development decisions; inform subsequent plans, policies, regulations, and budgeting decisions; and provide terminology to use throughout future efforts. *Richmond Rising: A Community Action Plan* is much more than a statement of the City's overall vision and policy direction. It also provides direction on a variety of strategic investment areas and critical path strategies necessary for the City to move forward toward success.

The City of Richmond is rising to become a **VIBRANT** community where there are opportunities for **EDUCATION, ENTERTAINMENT,** and **EMPLOYMENT.** Richmond's **GROWING** quality of life stems from its **DIVERSE** people, **SUPPORTIVE** environment, **WELCOMING** neighborhoods, and **CULTURAL** amenities.

ESTABLISHING THE FRAMEWORK

Richmond Rising: A Community Action Plan is the overarching plan to guide the community toward its future vision. The City of Richmond’s vision is intentionally broad and encompasses the needs of residents, employers, employees, and visitors alike. To meet the current and future needs of the diverse audience, the guidance portion of this plan needs to be just as comprehensive. To account for the needs of a variety of user groups within the community, while also guiding reinvestment, refinement, and revitalization within the Richmond community, this *Richmond Rising: Community Action Plan* is organized around a fundamental theme of building. Building, or even rebuilding, does not require a fresh start, or a blank slate. Instead, building can be a state of continued improvement, allowing a focus on strengthening foundational elements so that new, innovative additions can be supported. Improving upon a city is no different than building a structure. This *Richmond Rising: Community Action Plan* outlines a series of recommendations to ensure that the city can rise to any occasion. To provide the City with useable tools for both policy and physical improvement decisions, the recommendations are outlined in two, separate, yet complementary framework plans.

Regulatory Framework

The updated regulatory framework will inform the development review and approval process for the City of Richmond and will be the basis to guide development of the code update. The regulatory framework outlines the City’s goals and policy objectives related to GROWTH, CONNECTIVITY, PROTECTION, and CELEBRATION. The regulatory framework is intended to be the City’s primary planning and development tool.

Reinvestment and Redevelopment Framework

The reinvestment and redevelopment framework is intended to build upon the goals and policy objectives contained in the regulatory framework. The reinvestment and redevelopment framework outlines a series of focused planning efforts and physical improvements necessary to GROW, CONNECT, PROTECT, and CELEBRATE the City’s core opportunities areas. The reinvestment and redevelopment framework is intended to be a primary planning tool for the City and should be used to identify and prioritize future planning efforts and capital improvements. Additionally, the reinvestment and redevelopment framework should be used as a complementary planning and development tool on a day-to-day basis.

REGULATORY FRAMEWORK

Richmond Rising: A Community Action Plan’s regulatory framework serves as a foundation for the City’s future planning efforts; informing subsequent plans, policies, regulations, and budgeting decisions; and providing terminology to use throughout those efforts. The *Richmond Rising* regulatory framework focuses on four key planning elements:



To further understand how the City of Richmond and its strategic partners can GROW, CONNECT, PROTECT and CELEBRATE the city, the regulatory framework focuses on integrating land use, transportation, and placemaking qualities into a series of guiding goals and policy statements as well as programming and project recommendations. These guiding goals, policy statements, and physical improvement recommendations are aspirational, yet achievable targets to guide the community toward its future goals. They were created using a variety of data and input including past planning documents, conclusions from the Existing Conditions Document (See the Appendix, page 113), as well as input from the public outreach phases, including steering committee meetings, stakeholder discussions, community surveys, and public workshops.

The following pages are intended to be a comprehensive set of steps to guide GROWTH, CONNECTIVITY, PROTECTION, and CELEBRATION efforts throughout Richmond. The information is intended to be used by City of Richmond leaders and staff to review private development, guide City investments, and plan for both City- and community-led initiatives. Each two-page spread focuses on a key topic and outlines the City’s primary goal for the future, along with guiding policies that can be used to guide and direct private investment. The two-page spread also includes a series of project and programming recommendations. These are intended to be tangible projects that will contribute to achieving the identified goal statement(s). The program and project recommendations include a preliminary priority ranking as identified by the Richmond Rising Steering Committee, community leaders, and the general public. Projects deemed a high priority, with an asterisk, are further outlined within Chapter 4: Following the Blueprint.

ESTABLISHING THE FRAMEWORK



GROW Richmond's Built Environment

Richmond's built environment features nearly 602 acres of commercially developed land and over time these areas have been focused on auto-oriented, auto-accommodating development within areas outside of Richmond's urban core. To GROW Richmond's built environment, the City will need to achieve a more efficient use of the built environment, focusing on strategic areas and the inclusion of well-designed public spaces and greater conservation of land and natural resources.



PRIMARY GOALS Land Use and Development

Provide a variety of coordinated land uses to meet the needs of a diverse and sustainable community with thriving neighborhoods, business areas, industrial parks, and civic places.

PRIMARY OBJECTIVES

1. Use strategic and planned development to guide growth.
2. Encourage development in the city's urban core areas such as downtown, opportunity zones, special districts, and along primary thoroughfares rather than the city's outer edges.
3. Protect and conserve Richmond's cultural, architectural, and agricultural heritage while also encouraging growth.
4. Promote the reuse and redevelopment of existing sites and structures throughout Richmond to encourage an efficient use of resources and to foster revitalization.
5. Support commercial development and redevelopment in established commercial districts.
6. Improve the City's collective ability to deliver attractive sites for development and redevelopment.
7. Protect and conserve the region's environmental resources by encouraging innovative development solutions in the long term.

POLICY STATEMENTS

1. Focus new growth within strategic locations that align with the City's economic development strategies and/or initiatives.
2. Promote revitalization and residential infill within current boundaries of infrastructure and urbanized areas.
3. Allow for developments that are compact with convenient access to jobs, services, and amenities, while limiting those that are not.
4. Support changes to the City's Unified Development Ordinance to encourage development and redevelopment in key areas, as identified on the future land use map.
5. Consider strategically annex new land outside of current corporate boundaries in areas of planned growth such as Spring Grove, the Midwest Industrial Park area, and residential area surrounding the intersection of US 40 and S Round Barn Road.
6. Align economic development tools/practices to key areas such as existing TIF districts to incentivize activity in overlay districts and strategic areas
7. Promote open space preservation and the development of green spaces within the identified Priority Investment Opportunity Districts and within underserved areas of the community.

8. Minimize conflicts between new development and natural or open space areas by encouraging the development of appropriate open spaces, landscape buffers, and architectural scale transitions.
9. Support and promote continued agricultural uses by discouraging the extension of City services into agricultural areas within the two-mile fringe.
10. Identify and preserve historically significant areas or structures.
11. Encourage new and diverse anchor institutions for people to experience downtown during morning, afternoon and evening hours.
12. Promote the use of Green Building Technology in new building developments and building reuse strategies.
13. Promote appropriate density/intensity of development to ensure future development is sustainable.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L	M	H	
Plan for revitalization and redevelopment by completing sub-area plans for Priority Investment Opportunity Districts. (See pages 72-89)				★
Provide development incentives to encourage redevelopment in the City's strategic growth areas including but not limited to the Priority Investment Opportunity Districts. (See pages 72-89)				★
Evaluate the parking demand for both residents and businesses in downtown Richmond and the Depot District and develop a long-term parking management plan.				
Explore implementation and funding options for parking in downtown Richmond and the Depot District such as an Economic Improvement District and third-party partnerships.				
Identify key locations for wayfinding signage to direct users to available parking in downtown Richmond and the Depot District.				
Analyze the need for creating an overlay zone for the identified "Gateway Development" areas to further develop and enforce specific development regulations for these key corridors. See the Future Transportation Map.				
Evaluate the need for revitalization and redevelopment of the Richmond mall by determining the best and highest use of the existing facility.				
Update the City's Unified Development Ordinance and zoning map to align with the comprehensive plan policies, strategies, and future land use map.				
Explore implementing renewable energy-friendly ordinances and permitting requirements, including support for community-scale projects.				
Explore enacting energy-smart zoning policies including walkable downtowns, village centers, and limitations on fragmentation of open spaces and farmland.				
Continue to inventory historical events, sites, buildings and related resources for the purpose of maintaining an updated list of community assets and opportunities.				
Establish a review process for proposed remodeling or demolition of structures and artifacts in the historic district, wherein the Historic Preservation Commission would be involved in approving required permits.				
Identify which of Richmond's historic areas could benefit from being a designated historic district on the National Register of Historic Places and then consider adopting a zoning overlay districts that incorporates design/rehabilitation/restoration/preservation criteria for those areas.				
Complete an annexation fiscal impact and cost-benefit analysis.				★

ESTABLISHING THE FRAMEWORK



GROW Richmond's Housing and Neighborhoods

Neighborhoods are the fabric of a city. Each of Richmond's neighborhoods offer a unique and diverse sense of place. Richmond's neighborhoods are more than just places to live. They are a mark on the City's historical timeline, they are centers of activity, and they are home to places Richmond residents love. The following goals and policy statements define how the City of Richmond can GROW the City's housing stock, while also strengthening and maintaining existing neighborhoods.



PRIMARY GOALS Housing and Neighborhoods

Develop and maintain clean, safe neighborhoods that offer diverse housing types to meet the needs of current and future residents.

PRIMARY OBJECTIVES

1. Use strategic and planned development to guide growth.
2. Diversify the City's housing stock to better serve the needs of residents of all ages and abilities.
3. Encourage residential development in contiguous neighborhoods.
4. Focus new development near existing infrastructure.
5. Encourage home owner (re)investment and neighborhood pride.
6. Encourage innovative sustainable (re)investment in the City's neighborhoods.
7. Enforce appropriate regulatory codes to eliminate substandard living conditions.

POLICY STATEMENTS

1. Support the development of multi-family uses such as apartments and condominiums within the following Priority Investment Opportunity Districts: Opportunity Zone 9, Opportunity Zone 2: Downtown and the Depot District, Undeveloped Land on US 27 (as deemed appropriate) and Low to Moderate Income Neighborhoods.
2. Support the development of housing above retail uses throughout the existing downtown by removing barriers within the zoning ordinance and providing incentives for development.
3. Utilize housing programs and incentives to both rehabilitate existing housing stock and encourage new housing developments.
4. Support sustainable energy activities by encouraging energy assessments for residential properties.
5. Encourage residential infill that is context-sensitive to the architectural character of nearby housing units.
6. Promote housing rehabilitation by developing and enhancing partnerships with area contractors and developers.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L	M	H	
Continue to review the City's Unified Development Ordinance to ensure that residential development standards are flexible and that the development review and permitting process is streamlined and efficient.				
Establish a revolving loan fund, available for residents, to fund sustainable energy improvements to their residential properties.				
Create, maintain, and update a landlord registration process.				
Assess current regulatory processes to ensure appropriate, effective codes and enforcement are in place.				
Determine the best way to create and fund a new city staff position related to Housing and Neighborhoods.				
Explore implementing neighborhood-specific design guidelines.				

ESTABLISHING THE FRAMEWORK



GROW Richmond's Support Services

One of the largest drivers of population growth is often the availability of high-quality jobs. While jobs bring people to an area, providing for the safety and comfort of residents is often what keeps people in a given place. Growing Richmond's commercial and neighborhood footprint will require the GROWTH of the City's economy, workforce, educational offerings, public health and safety institutions, and community services.

PRIMARY GOALS

Economic & Workforce Development
Community Services



Generate a thriving economy through diversifying the City's economic base and responding to industry needs by providing opportunities for lifelong learning and workforce development services and programs.

Continue meeting the changing needs of the City's residents through public safety, and support health, education, and religious institutions while promoting safe and healthy lifestyles.

PRIMARY OBJECTIVES

1. Explore ways to diversify the tax base while generating adequate revenues to support the City's services and facilities.
2. Support the growth of existing businesses and attract new high-quality business opportunities that create jobs and wealth for residents.
3. Support and encourage collaboration among educational institutions, local employers, and local workforce development partners to create opportunities for students.
4. Support the development of community facilities such as religious institutions
5. Maintain a high level of service for all community facilities through continuous monitoring and evaluation (medical, police, and fire).

POLICY STATEMENTS

1. Promote and support local career pathways strategies that can offer continued training to advance a worker's skills, pay, and future employment opportunities over time.
2. Support high-quality early childhood development and pre-K childcare options for residents.
3. Establish an integrated approach to support post-secondary education.
4. Support for the incorporation of life skills courses in primary/ secondary school curriculum and training programs.
5. Support programming and encourage collaboration to address local health and wellness issues.
6. Partner or collaborate with local nonprofit organizations to help achieve their missions and provide residents needed services.
7. Establish desirable locations for future community facilities such as education and religious institutions.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L	M	H	
Conduct a market study and business sector composition study to pinpoint the types of existing businesses and evaluate the opportunities for expanding.				
Formulate and implement existing and new incentive programs to attract and sustain businesses such as funding assistance related to elevator installation, sprinkler systems, and other necessary facility improvements.				
Complete an inventory of all existing and future workforce development and training programs for the labor force including programs offered through education institutions, and then work with the appropriate organization or agency to promote these opportunities.				*
Evaluate and assess the need for additional support care services such as food pantries, shelters, and recovery centers.				
Continue to annually evaluate current public safety facilities, equipment, and number of employees.				
Continue to assess funding needs for firemen and police training				
Complete an inventory of all publicly-owned facilities and evaluate the need for improvements.				

ESTABLISHING THE FRAMEWORK



CONNECT Richmond's Destinations and Neighborhoods

Connectivity is more than just transportation. Connectivity includes all forms of getting from one place to another and accounts for not only the movement of people but the movement of water, wastewater, and private utilities. By CONNECTING Richmond's destinations and neighborhoods to multiple modes of transportation and high-quality public and private infrastructure systems, the quality of life within the city can continue to be enhanced.

PRIMARY GOALS

Transportation & Connectivity
Utility Infrastructure



Expand Richmond's motorized and non-motorized network to better facilitate local vehicular and pedestrian movement, while at the same time, minimizing the impact of regional traffic through the city.

Provide efficient public services and utilities to foster economic development while planning for future demand.

PRIMARY OBJECTIVES

1. Increase connectivity in Richmond by planning for safe and maintained vehicular transportation routes.
2. Enhance and maintain an efficient motorized transportation system using a hierarchy of transportation facilities and amenities.
3. Create an interconnected transportation system that prioritizes the needs of pedestrians, bicyclists, and motorists equally.
4. Protect and conserve the region's environmental resources by encouraging innovative transportation solutions in the long term.
5. Maintain a high level of service for all public infrastructure systems through continuous monitoring and evaluation.
6. Establish opportunities for all water, sewer, electric, gas, and broadband providers to coordinate and communicate to ensure efficient and cost-effective expansion.

POLICY STATEMENTS

1. Maintain a high level of service for all public infrastructure systems through continuous monitoring, evaluation, and maintenance.
2. Promote pedestrian activity and walkable streets.
3. Utilize context-sensitive solutions to create roadways that are compatible with their physical environment and adjacent land uses.
4. Support the development of safety improvements at locations where safety is deficient, striving to design solutions that are most consistent with Richmond's city character.
5. Support the development of a street maintenance program that prioritizes roadway improvements and coordinates them with economic development initiatives.
6. Support the development of traffic calming measures to reduce speeding and discourage through traffic on local streets.
7. Coordinate, communicate, and cooperate with funding agencies as it relates to completing transportation improvements within city limits where possible.
8. Coordinate transportation and utility infrastructure improvements with land use, growth, and economic development policies.

9. Maintain existing water, wastewater, and stormwater infrastructure.
10. Improve and replace failing or deficient water, sewer, and stormwater infrastructure.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L	M	H	
Coordinate with private businesses, quasi-public agencies, and City departments to create a Citywide Transportation and Capital Improvements Plan. Following the completion of the plan, review and update it annually.				*
Consider a range of funding mechanisms, including establishing area assessment districts, economic improvement districts, and the use of development fees to help fund projects such as roadway improvements, sewer services, and stormwater services, etc.				
Establish opportunities for all water, sewer, electric, gas, and broadband providers to coordinate and communicate to ensure efficient and cost-effective expansion				
Encourage ongoing collaboration by developing a coordinated development review process and committee to ensure that transportation and infrastructure upgrades are included in development decisions.				
Become an Indiana Economic Development Corporation (IDEC) Broadband Ready Community to incentivize the development and expansion of technology-focused infrastructure.				

ESTABLISHING THE FRAMEWORK



CONNECT Richmond's Parks & Open Space

Residential populations need spaces to relax, connect with nature, exercise, and play. A city's parks, open spaces, and trails are critical pieces of infrastructure because they provide a central hub for neighborhoods. By CONNECTING Richmond residents to a diverse set of open spaces and recreational facilities, the City can continue to build a strong sense of community.



PRIMARY GOALS Parks and Recreation

Enhance Richmond's parks and recreation system by providing high-quality, diversified park amenities including trail connections, recreational facilities, and programming experiences for all users.

PRIMARY OBJECTIVES

1. Support the maintenance, growth, and enhancement of existing recreational facilities and programming.
2. Upgrade and/or renovate existing facilities based on priority.
3. Expand the greenways and trails system to connect neighborhoods with parks, commercial uses, schools, and other communities.

POLICY STATEMENTS

1. Support facilities and programming that enhance and promote park, recreation, and cultural destinations.
2. Expand and add programs and service to meet current and future community recreational needs.
3. Provide support, resources, and opportunities for underprivileged and disadvantaged members of the community.
4. Provide ADA-compliant facilities and equipment for disadvantaged members of the community.
5. Support the development of relationships and partnerships with appropriate City departments, community entities, and agencies.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L		M	H
Update the 2009-2013 City of Richmond Parks and Recreation Strategic Plan. Following a comprehensive update to the plan, review and update the City of Richmond Parks and Recreation Plan every five years.				*
Review and update the 2015 City of Richmond Bicycle and Pedestrian Master Plan within the next 3-5 years.				
Develop a marketing and utilization plan to measure and promote the image, usage, role, and effectiveness of Richmond's parks.				*
Collaborate with parks department staff on the development of public and private open spaces, bicycle and pedestrian corridors, and transportation enhancements.				
As needed, continue to evaluate park and recreation department facilities and staff to ensure quality community amenities.				

ESTABLISHING THE FRAMEWORK



PROTECT Richmond's Natural Resources

Natural features such as river corridors, floodplains, natural landscapes, and gorges are unique and are elements that cannot be recreated in man-made built environments. These elements contribute to the City's parks and open spaces but can also be used to support developments and unique programming. By identifying and celebrating the City's unique natural assets, Richmond can develop and grow in a way that PROTECTS the environment in both the short and long term.



PRIMARY GOALS Environment & Sustainability

Conserve resources and protect Richmond's natural environment by guiding growth and redevelopment with an overarching philosophy of sustainability.

PRIMARY OBJECTIVES

1. Protect, connect, and restore natural areas including wood lots, wetlands, floodplains, and other ecologically sensitive areas.
2. Educate and encourage local residents and organizations to preserve the overall quality of Richmond's natural resources.
3. Encourage the development of Citywide sustainability and resiliency strategies in the long term.
4. Educate and encourage local residents and organizations on community emergency preparedness.

POLICY STATEMENTS

1. Reduce the risk of flood damage now and in the future by restricting development within the 100-year floodplain.
2. Allow for both active and passive recreational opportunities within the 100-year floodplain where desirable.
3. Continue to protect additional land such as forest buffers along streams, and tributaries for environmental purposes as needed.
4. Promote urban reforestation.
5. Provide for safe access and enjoyable experiences along the Whitewater River for all users.
6. Enhance the scenic, cultural, recreational, and natural resources of the Whitewater Gorge.
7. Allow for and accommodate for solar parks by ensuring that applicable regulations offer clarity and stability while properly mitigating impacts.
8. Continue to monitor greenhouse gas emissions and update the database.
9. Encourage reduction of greenhouse gas emissions.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L	M	H	
Create a management and recreational-use plan for the Whitewater River and Whitewater Valley Gorge Park.				★
Work with the Richmond Environmental Sustainability Commission to prepare a Citywide Sustainability Action Plan.				
Appoint a sustainability coordinator.				
Continue to protect the City's groundwater resources by reviewing and updating the standards of the City's existing Aquifer Protection Overlay District as necessary to reflect updates to the City's Future Land Use map and land use classifications.				
Consider establishing a zoning district specifically for protection of Richmond's wetlands, floodway, and floodplain.				★
Determine the appropriate location for solar energy and then review the ordinance language to determine if an update is necessary.				
Create a resiliency plan that aligns community priorities and resources to better withstand hazardous / disaster-related events and recover more quickly.				
Adopt Stronger Measures to improve the Quality and Control of Stormwater.				
Adopt a City-wide policy/ process that addresses the location, conservation and mitigation of species habitat to enable the protection of Richmond's open spaces.				

ESTABLISHING THE FRAMEWORK



CELEBRATE Richmond's History, Culture, and People

Richmond's history and culture should never be forgotten. The City's continued success will expand upon our historic past, our diverse cultural offerings and our passionate and friendly people. By CELEBRATING the City's offerings and accomplishments of Richmond's leaders, residents and business owners, all can take part in the City's success moving forward.

PRIMARY GOALS

Community Identity
Administrative Processes and Procedures



Establish a brand, identity, and character that is authentic to Richmond and generates a sense of place for its residents, visitors, and workforce.

Improve government efficiencies through the use of modern technology by delivering consistent enforcement processes, transparent and frequent communication, and opportunities for collaboration among entities, agencies, and/or organizations.

PRIMARY OBJECTIVES

1. Establish an identity for the City of Richmond that can be branded and marketed.
2. Support the growth and enhancement of year-round events and festivals throughout the city.
3. Utilize the built environment to create a sense of place and identity.
4. Promote key points of interest and supporting facilities (i.e., parking) to residents and visitors.
5. Improve the coordination and collaboration between city, county, and state governments, with businesses and the community.
6. Regularly report progress and accomplishments to residents, while providing opportunities for them to express questions and concerns.
7. Streamline applications, permitting, and inspection processes by using a digital, online system.

POLICY STATEMENTS

1. Preserve, enhance, and celebrate the history of Richmond.
2. Utilize digital and traditional platforms to strengthen the Richmond's visual identity.
3. Encourage and promote the strategic placement of public art in the community.
4. Encourage and develop mechanisms for coordination and cooperation, such as leadership roundtable, among nearby units of government.
5. Recognize significant actions by community leaders.
6. Encourage community engagement between city staff, local leaders, and residents.
7. Support revisions to the structure of code administration processes to align with the objectives of this comprehensive plan and the future land use place type definitions.

PROGRAM AND PROJECT RECOMMENDATIONS

Program or Project	Priority			
	L	M	H	
Create a media relations and marketing plan for the promotion of Richmond that incorporates both online platforms and paper methods.				★
Identify a permanent, indoor location for the farmer's market during the winter within the downtown core.				
Partner with the Wayne County Convention and Tourism Bureau to advertise and market events and festivals				
Create a citywide public art master plan.				
Create a gateways and wayfinding signage master plan.				
Convene local and regional energy managers to discuss best practices.				
Upgrade the City website, social media pages, community events calendar, and other online and paper communications media.				
Explore ways to implement an online dashboard to report progress and accomplishments.				★
Establish a central clearinghouse and information center for all development applications, permitting, and inspections.				

ESTABLISHING THE FRAMEWORK

Agricultural/ Rural Residential

This category consists of areas of extremely low density within the extra territorial jurisdiction of the City. The Agricultural/ Rural Residential category generally includes land for farming or for the raising of livestock including activities such as crop propagation, dairying, stock animal, and poultry. The Agricultural/ Rural Residential category also supports residential homes, and large lot rural subdivisions. These areas are of the lowest density in Richmond and also include large expanses of undeveloped open land and natural areas. New development of other land use categories within the Agricultural/ Rural Residential areas should be discouraged in order to limit the conversion of these areas to more intense development.

Appropriate attributes of land use with the Agricultural/ Rural Residential place type include: farms, plant nurseries, and other agricultural uses for growing plant and crops; detached single-family homes as farmsteads, on large rural lots, and in existing rural subdivisions; barns, stables and other agricultural accessory structures; and undeveloped and natural areas kept to mitigate the effects of agricultural uses and development.

Key attributes of connectivity within the Agricultural/ Rural Residential place type include: automobile access to individual properties through driveways; sidewalks and pedestrian pathways should be placed appropriately to provide access to rural residential areas that are adjacent to urbanized areas.



Central Neighborhoods

This category includes older residential neighborhoods within the City's urbanized area and are largely concentrated around downtown and the Depot District. The Central Neighborhood place type features an older housing stock on traditional grid block patterns. This place type provides housing options in an urban setting, on typically smaller lots when compared to the Traditional Neighborhood place type. The Central Neighborhood place type features a dense, walkable environment, allowing residents access to commercial areas, parks and open space, community facilities and local destinations. Since these areas are some of Richmond's oldest neighborhoods, reinvestment, upkeep, maintenance and pride in ownership are critical to the neighborhood's long-term stability. New construction, significant renovations and building additions should consider the existing scale, style and character of the surrounding area.

Appropriate attributes of land use with the Central Neighborhood place type include: single-family detached units are the main type of housing; single-family attached units such as townhomes can be strategically integrated with the single-family detached units; apartment buildings and other multi-family units if placed on block ends or edges of neighborhood districts where they contribute to the transition from a residential to higher density use; well-maintained accessory units; public and semi-public facilities such as schools, fire stations, and religious institutions; and public parks and open spaces to ensure that all neighborhoods have access to areas for interaction and recreation.

Key attributes of connectivity within the Central Neighborhood place type include: automobile access to individual properties through either driveways or public alleys; on-street parking to accommodate visitors and residents; sidewalks and pedestrian pathways along key routes to provide connections to neighboring residential areas, nearby destinations including commercial areas, schools and public parks; well-designed, safe intersections that provide adequate infrastructure for pedestrians of all abilities and ages.



ESTABLISHING THE FRAMEWORK

Traditional Neighborhood

This category includes medium to low density residential neighborhoods located outside of Richmond's urban core. The place type serves as a transition between rural and high-density areas such as commercial corridors and mixed urban development. These areas tend to offer newer housing, typically in the form of larger, single family detached units on lots larger than those in the Center Neighborhood place type. Often times Traditional Neighborhoods are developed as larger subdivisions. Traditional Neighborhood areas should support the development of high-quality residential products that limit suburban development which could place a strain on community resources.

Appropriate attributes of land use with the Traditional Neighborhood place type include: single-family detached units are the main type of housing; single-family attached units such as townhomes can be strategically integrated with the single-family detached units; apartment buildings and other multi-family units that are integrated into larger cohesive developments where they contribute to the transition from a residential to higher density use; public and semi-public facilities such as schools, fire stations, and religious institutions; and public parks and open spaces to ensure that all neighborhoods have access to areas for interaction and recreation.

Key attributes of connectivity within the Traditional Neighborhood place type include: automobile access to individual properties through driveways; developed subdivisions have a complete sidewalk network within the development; sidewalks and pedestrian pathways extend along key routes to provide connections to neighboring residential areas, nearby destinations including commercial areas, schools and public parks; well-designed, safe intersections that provide adequate infrastructure for pedestrians of all abilities and ages.



Urban Mixed Use

This category is comprised of properties in Downtown Richmond and the Depot District, both of which form the City's urban core. The place type is the focal point of the community and offers a variety of distinct uses within a lively active center. As the City's most diverse area, the Urban Mixed-Use place type balances numerous unique roles. The Urban Mixed-Use place type is the highest intensity of development with compact, high density blocks. The scale of the development ranges greatly to further support the mix of uses that help make Downtown and the Depot District an energetic City destination.

Appropriate attributes of land use with the Urban Mixed-Use place type include: restaurants, cafes and bars which cater to breakfast, lunch and dinner crowds; commercial retail and service businesses such as service businesses or clothing shops that create a unique pedestrian oriented shopping experience; high density residential units (apartments or condominiums) developed as a part of a mixed use building; hotels or other hospitality uses that accommodate overnight lodging; professional and medical offices; performance or entertainment venues; public social service institutions; co-working spaces; public and semi-public facilities such as schools, and religious institutions; and public parks and open spaces to ensure that all neighborhoods have access to areas for interaction and recreation.

Key attributes of connectivity within the Urban Mixed Use place type include: automobile access to individual properties through public alleys; on-street parking to accommodate visitors and residents; off-street parking lots that are accessible from side streets or alleys; streetscapes that provide sidewalks, public seating areas, and other amenities that encourage walkability and social interaction; sidewalks and pedestrian pathways to provide connections to neighboring residential areas, nearby destinations including commercial areas, schools and public parks; well-designed, safe intersections that provide adequate infrastructure for pedestrians of all abilities and ages; and thematic streetscape elements including public art, and wayfinding signage to support the cultural and history of the district.

ESTABLISHING THE FRAMEWORK

Commercial Corridor

This category is primarily located along Richmond's high traffic, arterial roadways which serve as primary entry and exit points to the City. The Commercial Corridor operates as the primary shopping district for Richmond residents and visitors by providing a mix of every day essentials and specialty goods and services. The position of the Commercial Corridor place type conveniently serves both local residents and regional visitors. The Commercial Corridor place type allows for a great deal of flexibility with regards to intensity and scale of development, supporting both smaller, local businesses and regional destinations and attractions includes a wide range of commercial uses and service uses including retail, service businesses, restaurants, professional offices and medical related uses. Commercial land uses should generally be located away from or buffered from residential districts due to their high volume of traffic, potential to generate noise, operate at late hours, create obtrusive lighting and other adverse constraints.

Appropriate attributes of land use with the Commercial Corridor place type include: restaurants, cafes, bars including franchise and drive thru restaurants; day to day retail and consumer service businesses such as grocery stores, salons, convenience stores and businesses that provide basic goods and services; specialized retail and service businesses such as hardware or office appliance stores; professional and medical offices such as branch banks, pharmacies, dental offices; entertainment uses such as movie theaters that provide entertainment and amusement; auto-oriented uses such as gas stations and auto repair shops; and public and semi-public facilities such as schools, fire stations, and religious institutions.

Key attributes of connectivity within the Commercial Corridor place type include: well-planned, and coordinated automobile access to individual properties that reduces interruptions to traffic flow; parking is located in screened, off street lots that are ideally located behind the building; parking areas include sidewalks, designated routes and other amenities to ensure pedestrian safety; and sidewalks and pedestrian pathways along key routes to provide connections to neighboring residential areas, nearby destinations including commercial areas, schools and public parks.



Industrial

This broad category includes areas deemed appropriate for light to heavy industrial uses, which are generally not compatible with residential development. The scale and intensity of these areas vary greatly and provide opportunities for both local and regional developments. The Industrial place type should be appropriately screened and buffered from adjacent incompatible uses. Since many of Richmond's industrial areas are located along primary thoroughfares, a thoughtful approach to development and site design should be applied within these areas to reduce the impacts on community aesthetics.

Appropriate attributes of land use with the Industrial place type include: light to heavy manufacturing uses whose primary objective is for compounding, processing, packaging and assembling of products; warehouses, shipping and logistics facilities that provide for the storage, shipping and coordination of materials and goods; research and development, laboratories and testing facilities; home and corporate offices included larger, planned campuses; general offices, call centers and storage facilities; and electricity, gas, and water services such as power plants, sewage treatment plants, and landfills.

Key attributes of connectivity within the Industrial place type include: well-planned, and coordinated automobile access to individual properties that support the shipping and receiving of goods and services; parking is located in screened, off-street lots that are located behind the building; parking areas include sidewalks, designated routes and other amenities to ensure pedestrian safety; and sidewalks and pedestrian pathways along key routes to provide connections to neighboring residential areas, nearby destinations including commercial areas, schools and public parks.



ESTABLISHING THE FRAMEWORK

Parks, Open Space, and Natural Areas

The Parks, Open Space and Natural Areas place type is located throughout the community and serves as a key destination and amenity to the City. This category includes land for the use of nature preservation, protection and passive recreation such as Hayes Arboretum and along the Whitewater Gorge, as well as properties and facilities devoted to supporting active recreation.

Appropriate attributes of land use with the Parks, Open Space and Natural Areas place type include: public parks and recreational areas; open areas designated specifically for sports of various types; indoor and outdoor recreation facilities; natural areas, forest preserves and areas set aside for the conservation of public land; retention areas; lakes; golf courses; and greenbelts.

Key attributes of connectivity within the Parks, Open Space and Natural Areas place type include: onsite automobile access including off street parking lots; internal pedestrian and shared use path facilities; and sidewalks and pedestrian pathways along key routes to provide connections to neighboring residential areas, nearby destinations including commercial areas, schools and public parks.



Institutional / Community Services

This broad category includes uses that serve and meet community needs through a wide range of facilities including City utilities, medical campuses and clinics, local, state and federal government buildings, residential care facilities, hostels, disability housing, childcare centers, cultural facilities churches, places of sacred and religious affiliation, cemeteries, hospitals, civic or religious uses, schools, public/private schools, colleges/universities.

While some smaller, neighborhood scaled facilities have been integrated with other place types, the designated Institutional/ Community Service areas should be addressed individually to ensure that their unique characteristics and needs are properly managed. As opportunities arise, efforts should be made to further integrate these uses into the surrounding area by improving access and aesthetics of the identified development.

ESTABLISHING THE FRAMEWORK

Priority Investment Opportunity (PIO) District

Priority Investment Opportunity (PIO) District: These districts represent critical opportunities for the City of Richmond to improve the city's identity, local neighborhoods, local and regional employment centers, vehicular and non-vehicular connectivity, and public perceptions. Refer to the Reinvestment and Redevelopment Framework Section for additional information.



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ESTABLISHING THE FRAMEWORK

Future Transportation Map

Land use and transportation are obviously closely linked. Transportation corridors are defined as not only the streets, but also sidewalks, streetscape, and the adjacent sites extending from building face to building face. The character of a corridor can greatly influence the character of a specific site or even an entire district. As a complement to the identified place types, the City's major corridors were classified into four categories: Preservation, Correction, Expressway Viewshed and Gateway Development. While some corridors can be placed entirely within one category, other corridors exhibit varying characteristics and may change category from one segment to another. The three major thoroughfare corridor categories are described below and illustrated on the Future Transportation Map.

“Preservation Corridors” are streets such as portions of U.S. 27 and U.S. 40, which pass through areas where the potential for significant redevelopment or conversions from one land use to another exists. These parcels should be reviewed with an eye toward preventing land use and thoroughfare conflicts through application of zoning and access management standards. Streets in this category have the opportunity to contribute positively to a well-coordinated transportation system in a setting consistent with the desired character of the corridor.

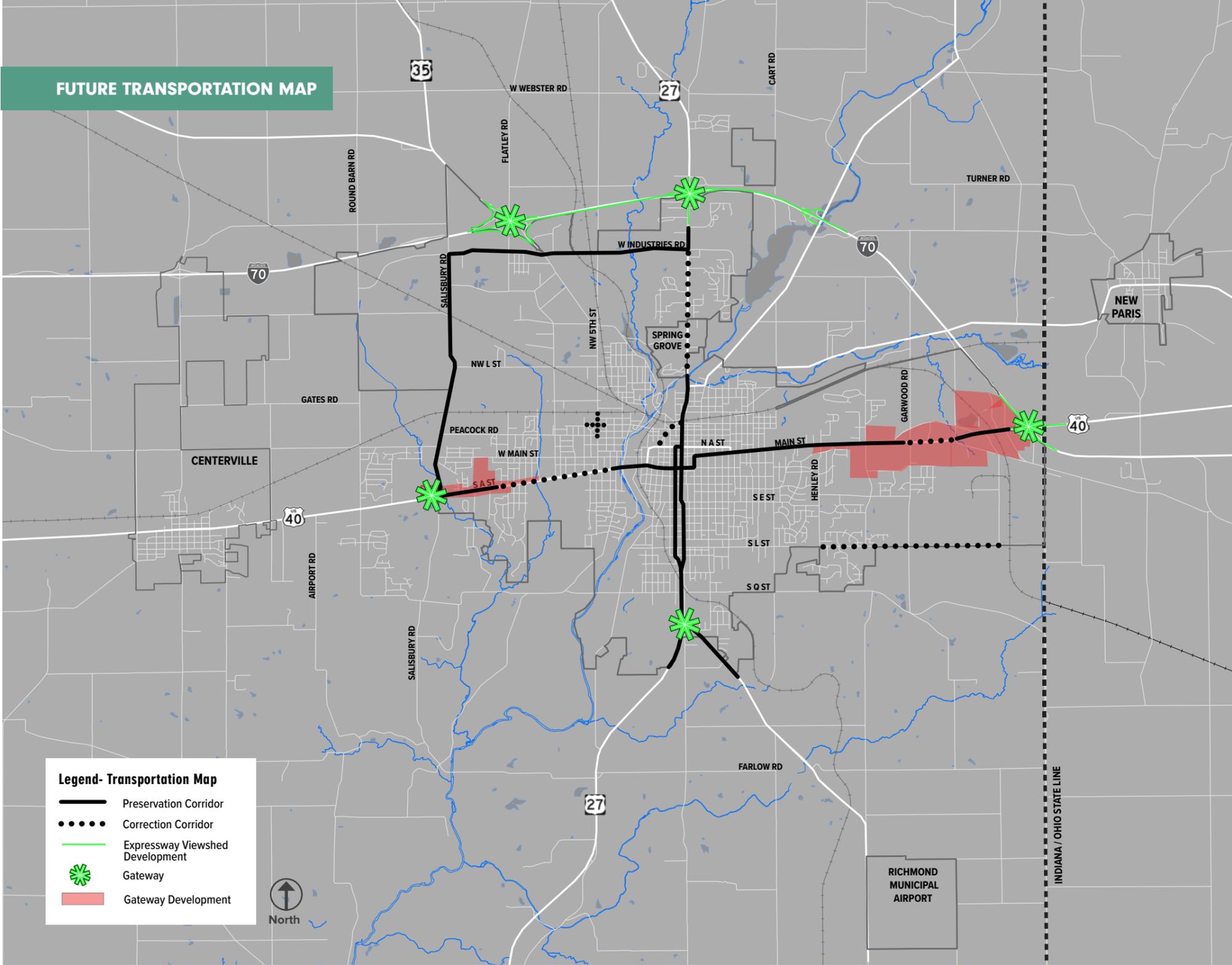
“Correction Corridors” are streets bounded primarily by commercial and/or industrial uses. Traffic volumes along several of these corridors are well above the capacity envisioned when the roads and right-of-way were conceived. These corridors are complex, with

confusion, traffic congestion, intensive activity, and/or an incomplete transportation network. These corridors are in need of multiple actions, such as widening and medians, to correct problems that resulted from cumulative changes over time.

“Expressway Viewshed Corridors” are areas either along a freeway or expressway or at interchanges that act to serve as a “front door” to motorists traveling along these roadways. Expressway Viewshed Corridors within the study area are located along I-70. Key interchange areas are located at Williamsburg Pike Road, U.S. 27, Middleboro Pike (S.R. 227), and U.S. 40. These interchanges are in need of significant enhancements to make a dramatic statement that one has arrived in the City of Richmond. Improvements to the appearance of the corridor along I-70 could include the addition of landscaping, signs and lighting, and screening of outdoor storage and loading areas.

“Gateway Development” are areas where roadway improvements and future land use and development changes need to occur together as a comprehensive and integrated approach. These designated areas would benefit from further planning study to review the needs of the roadway and the intended development.

FUTURE TRANSPORTATION MAP



ESTABLISHING THE FRAMEWORK

REINVESTMENT AND REDEVELOPMENT FRAMEWORK

The Future Land Use and Transportation Maps also highlights seven areas within the city that represent Priority Investment Opportunity (PIO) Districts. These PIO districts were identified through a series of public engagement activities and represent critical opportunities for the City of Richmond to improve the city's identity, local neighborhoods, local and regional employment centers, vehicular and non-vehicular connectivity, and public perceptions. The identified PIO districts include the following:

- Opportunity Zone 2
- Opportunity Zone 9
- Gateway to Indiana (US 40 and I-70 Interchange)
- Gateway to Indiana (US 27 and I-70 Interchange)
- Midwest Industrial Park
- Middlefork Reservoir Area
- Undeveloped Land on US27

The following pages provide more detailed guidance for each of the PIO districts. This section builds on Richmond's desire to become a VIBRANT community where there are opportunities for EDUCATION, ENTERTAINMENT, and EMPLOYMENT by identifying specific strategies for each district. The strategies outlined for each of the PIO districts focus on initiatives that the City of Richmond, or any one of their partners, can lead to GROW, CONNECT, PROTECT, and CELEBRATE the City's core opportunities areas. The information included here for each district should be used to guide City capital investment and should also be used to complement the broader regulatory goals and policies outlined in the regulatory framework.

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ESTABLISHING THE FRAMEWORK

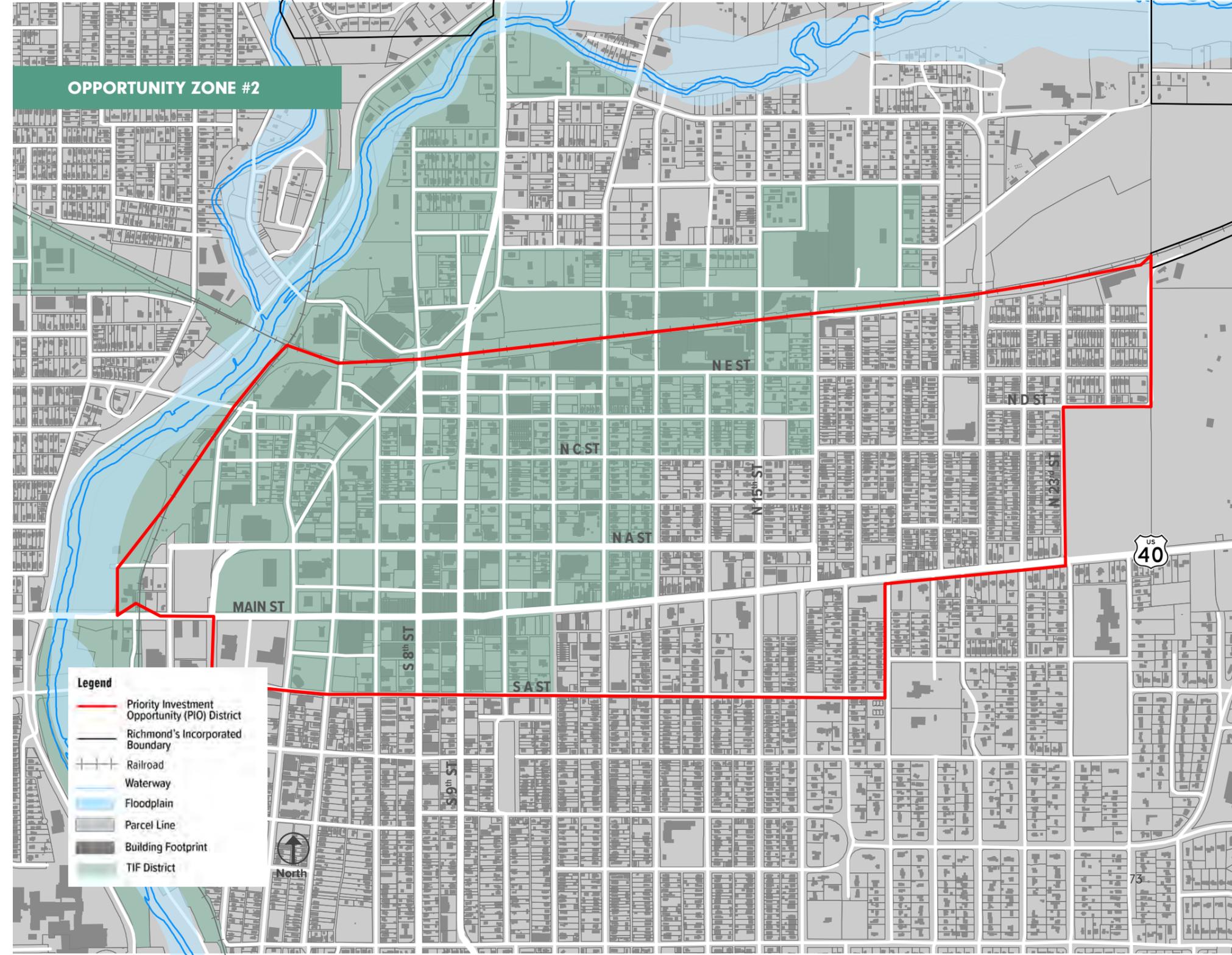
Opportunity Zone 2 Downtown and the Depot District

Opportunity Zones are economic development tools promoting investment in distressed communities through legislation enacted by the Federal Tax Cuts and Jobs Act of 2017. There are 8,700 Census tracts across the United States designated as Opportunity Zones by the U.S. Department of Treasury, incentivizing investments in these distressed communities to better address local needs in areas such as business growth, improvements to housing, and improvements to infrastructure.

Richmond's Opportunity Zones are prime for investment. For property owners within the zone, a number of opportunities exist. The designation of the zone makes available land and buildings more appealing for potential developers. Any capital gains from the sale of property could be used to invest in other Opportunity Zone projects, leveraging the program's tax incentives.

Located within this designated Opportunity Zone is Richmond's central business district, which is concentrated along a twelve to sixteen block portion of Main Street (the National Road) and broadens out one block north and south to North A Street and South A Street. Contiguous to this compact business core are walkable neighborhoods, government campus, churches and reasonable access to the Whitewater River Gorge. Unlike many downtowns similar in size, elevated road-ways, multi-lane arterials or radical land uses changes have not been built thus making the downtown environment barrier free and physically accessible by foot or vehicle. One of the physical challenges facing Downtown is the ability to broaden the territory of Downtown proper by linking the Central Business District to adjacent business districts such as Old Richmond, Elizabeth Starr Historic District and the Historic Depot District. By including these districts with the downtown, a better story can be told through marketing and public relations campaigns of the unique districts and the variety of products, services and special environments within the downtown.

With coordinated efforts, and on-going attention to details, historically rich downtown environments such as downtown Richmond can thrive as centers of both commerce and culture.

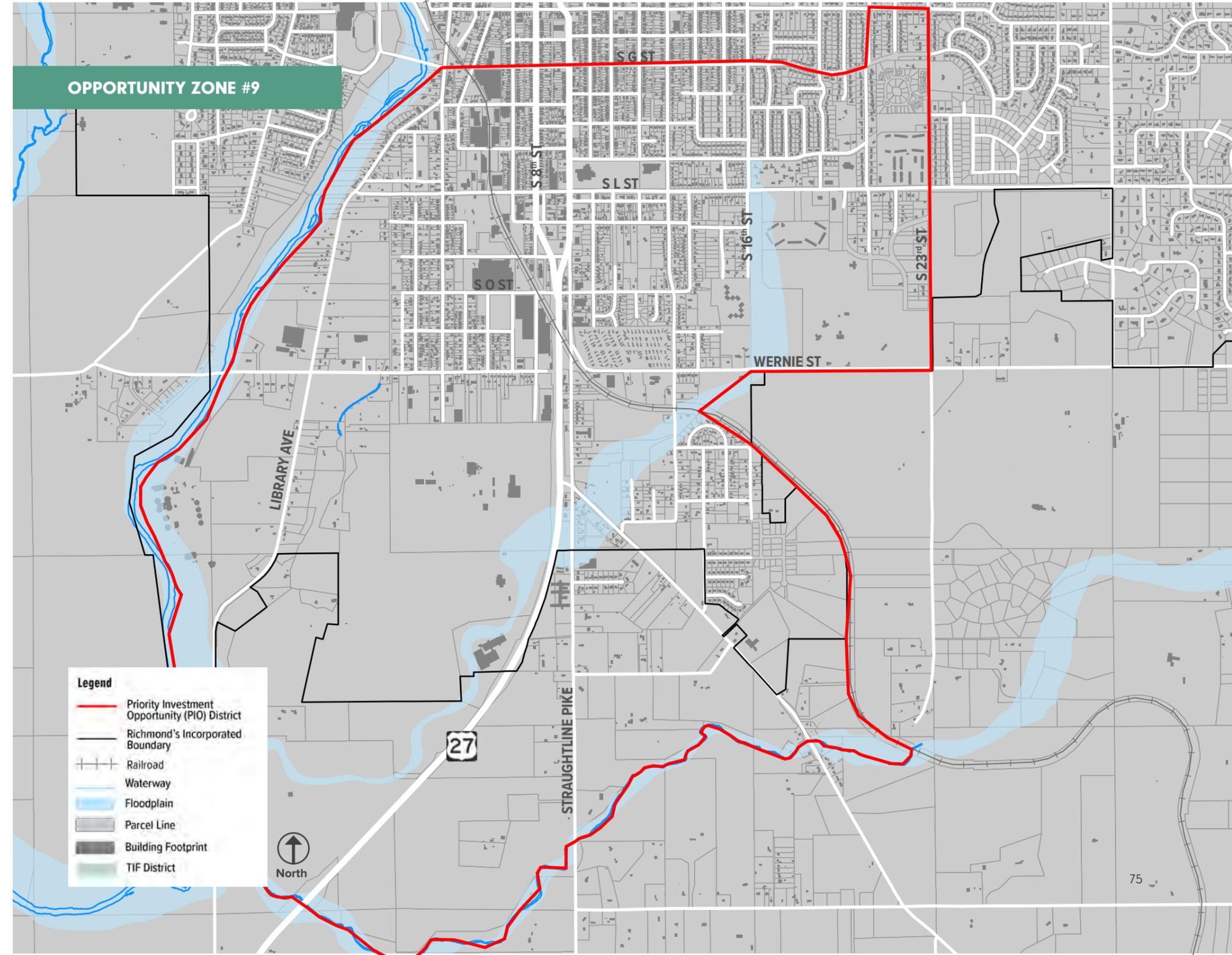


ESTABLISHING THE FRAMEWORK

Opportunity Zone 9

Opportunity Zones are economic development tools promoting investment in distressed communities through legislation enacted by the Federal Tax Cuts and Jobs Act of 2017. There are 8,700 Census tracts across the United States designated as Opportunity Zones by the U.S. Department of Treasury, incentivizing investments in these distressed communities to better address local needs in areas such as business growth, improvements to housing, and improvements to infrastructure.

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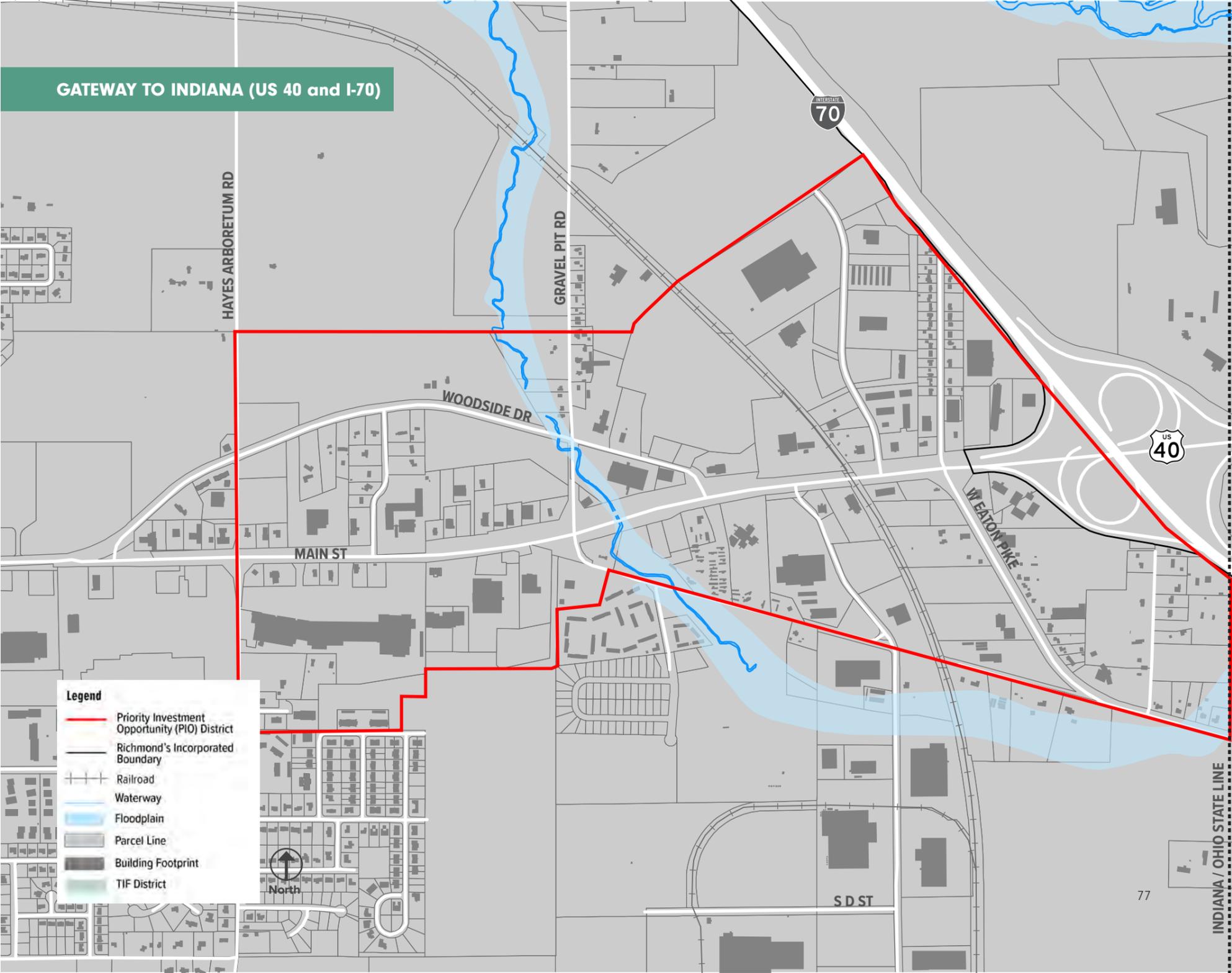


ESTABLISHING THE FRAMEWORK

Gateway to Indiana (US 40 and I-70)

Gateways are an important distinction point for an entrance into a city. These design elements let visitors know they are entering a place that is unique and memorable. It is a way of providing interest so as to welcome visitors and invite them to explore the city a little closer. Gateway elements can also provide a city with an image that is remembered by visitors and passerby's alike. These entrances can be signified with small signs or bold and memorable markers. Gateway elements can be landscape treatments along a road, special bridge treatments at an overpass, or a piece of sculpture at the city line. The City of Richmond has several important gateway areas at its borders that deserve gateway elements.

Of particular importance is the US 40 and I-70 interchange, not only is it a gateway into Richmond, it is a gateway into the State of Indiana. This area could be a visitor's first or last impression of Indiana. Along with a unique gateway sign or landscaping treatment, the US 40 corridor should be just as memorable. The Gateway to Indiana PIO district could benefit from further study to review the needs of the roadway and the intended development.

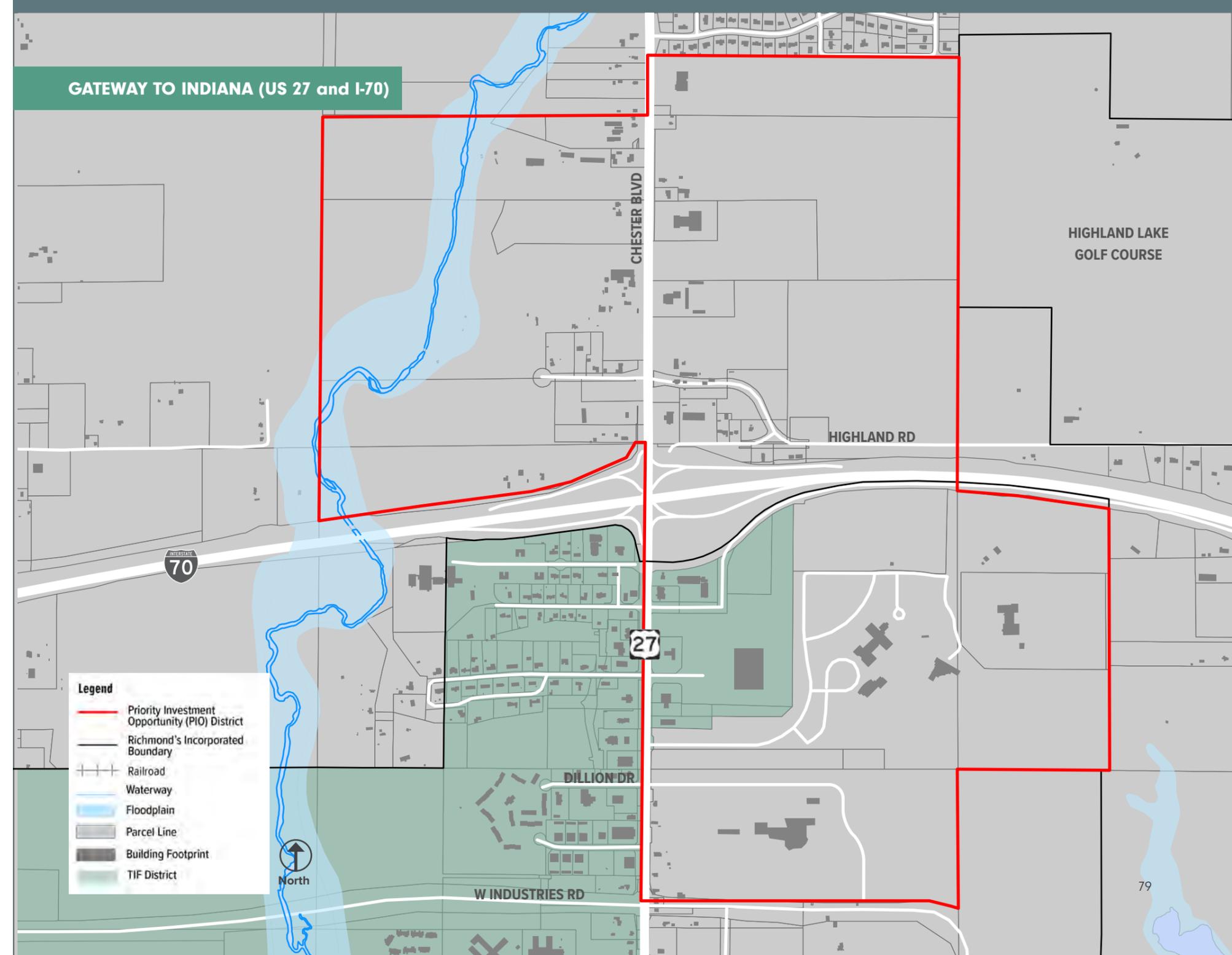


ESTABLISHING THE FRAMEWORK

Gateway to Indiana (US 27 and I-70)

The Northwest corner at the intersection of Chester Boulevard-US 27 and I-70- is an area of significant investment into Richmond's future. With the recent and ongoing institutional expansions taking place on the Indiana University East and Ivy Tech campuses along with the addition of the Reid Health medical center to this area, Richmond can guide and shape future adjacent land that will be able to continue to take full advantage of this economic development opportunity.

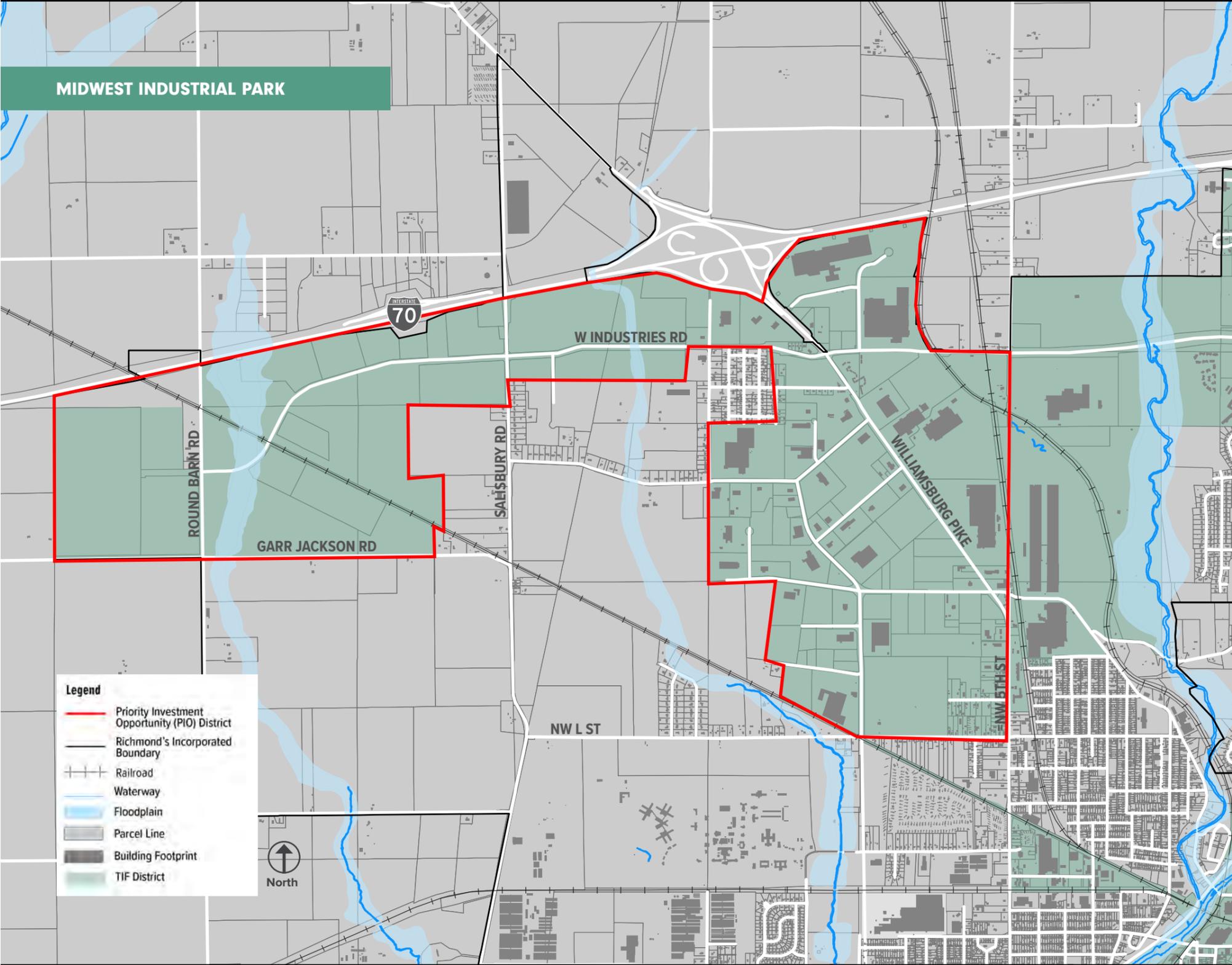
The intersection of US 27 and I-70 also represents an important entry into the city and should be planned to reflect a "Gateway" to Richmond theme. With both of these opportunities in mind, the City should consider a medium density zoning overlay district on all four sides of the intersection to promote predominately office and hospitality uses. This model would complement the education, technology, and health care uses while providing opportunities for medical and technology related office development to be constructed in an extended campus-like environment. Creatively designed green space would link the four corners while providing a unique and inviting setting for gateway signage into Richmond. Site design would be developed using the sustainability standards and design guidelines of Richmond. The images below represent the campus-like developments that should be constructed at the Rt. 27 and I-70 intersection.



ESTABLISHING THE FRAMEWORK

Midwest Industrial Park

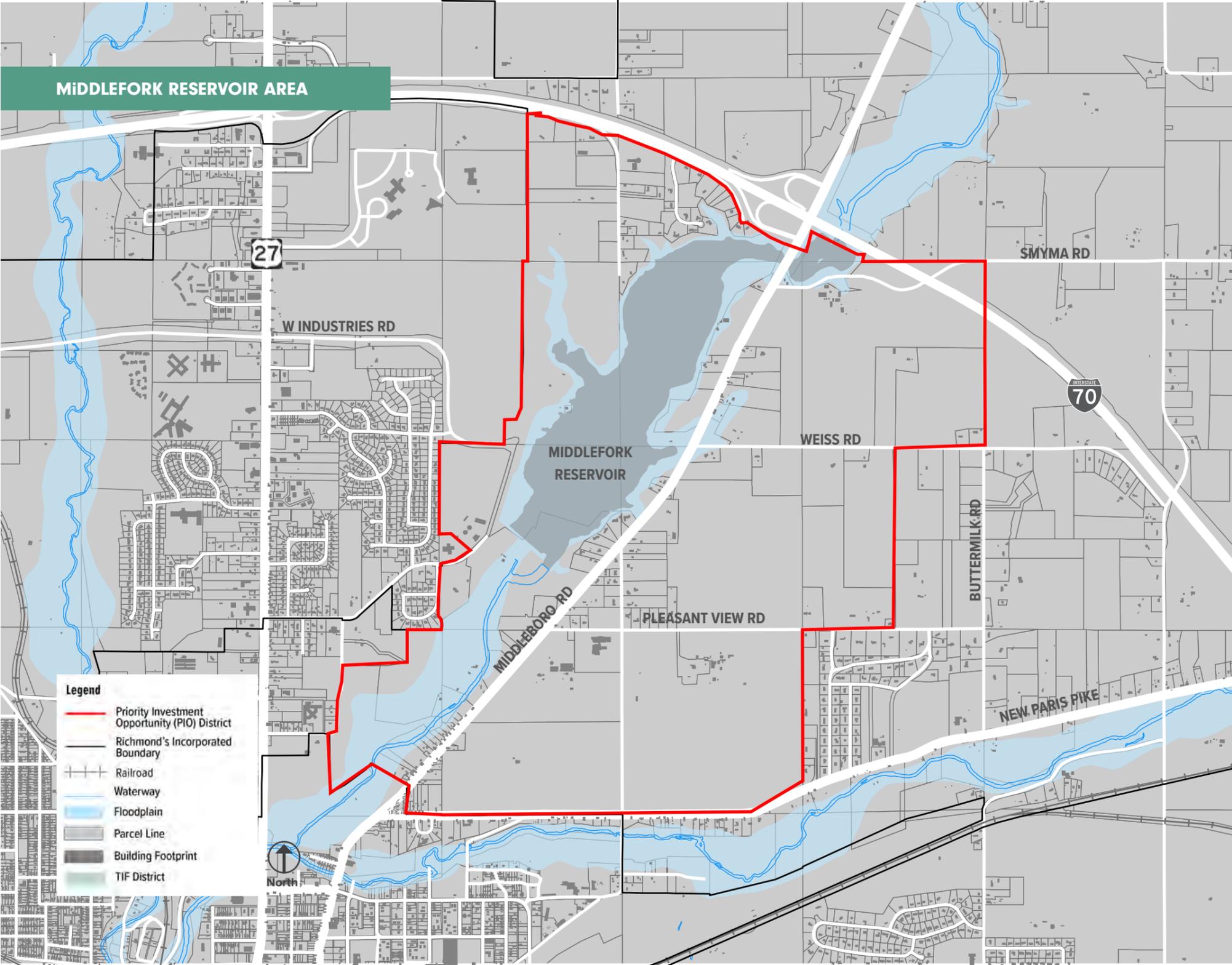
The land in the northwest corner of Richmond along West Industries Road and Williamsburg Pike is essential to economic development in Richmond and provides jobs to many of the Richmond residents. Over time, this area has become primed for industrial uses due to proximity to the interstate and railroad corridor. Access is a major component to the success and demand of this area. As infrastructure expansions and development occur, it is important to explore funding opportunity and incentives involved with the Tax Increment Financing District that is already in place. If the market continues to grow and development starts moving into the 2 mile fringe, it could be worth exploring the fiscal impact of annexing additional land for industrial uses.



ESTABLISHING THE FRAMEWORK

Middlefork Reservoir Area

The land around Middlefork Reservoir immediately to the northeast of Downtown Richmond is in Wayne County and provides a reminder to all of the importance of quality rural living through the pastoral surroundings of this beautiful area. As infrastructure expansions move in this direction, pressure from the real estate community will grow to consider commercial and industrial development for the conveniently located ground. Residential land uses in this area are very appropriate as they promote a rural vernacular development pattern that is a unique offering for homebuyers. This area should continue to focus on low-density residential development with minor amounts of commercial use to illuminate this rural live work option for residents to consider. Additional greenspace and trail systems for walking and biking should be integrated into the stream corridors and reservoir territory to provide a comfortable and safe transportation alternative connection into the central city.

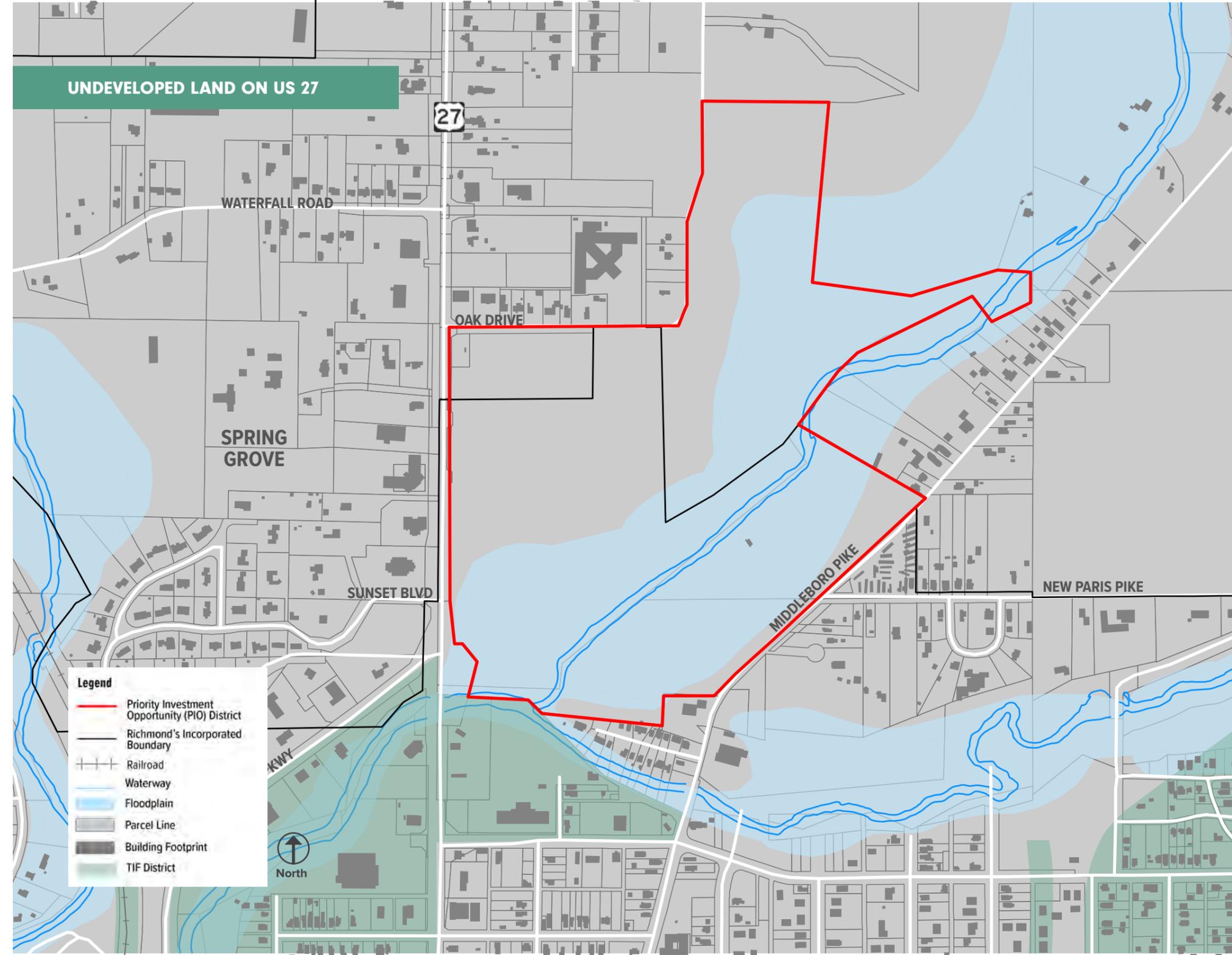


ESTABLISHING THE FRAMEWORK

Undeveloped Land on US27

Along Chester Boulevard (US 27), exists a great opportunity. The 81-acre site has the potential to be a major local and regional attraction and a catalyst for the continued transformation of the City of Richmond. Since the City owns the six total parcels that make up the district, the City has the unique opportunity to leverage this site and their initial investment to create a development foundation that will generate more revenue within the heart of the community and provide the necessary opportunities that will help promote positive growth and improvements for the city. A thoughtful approach to this site not only presents the opportunity for new jobs, but also an investment that could attract new residents to the community, retain young professionals, and create a place that is attractive to both visitors and natives alike.

Richmond Rising: A Community Action Plan, outlines a series of scenarios that outline how the 81-acre site can evolve into the local and regional destination that the City envisions. While work has been ongoing since 2017 to ready this site for reinvestment and redevelopment, additional efforts are still ongoing, including the finalization of the Indiana Department of Environmental Management (IDEM) environmental mitigation study, appropriate mitigation plans and any associated environmental covenants. With the end development mix being impacted by the environmental mitigation process and the general economic market, the recommendations included in this segment are intended to be flexible and to outline a series of realistic end uses that meet the City's goals for the site. In order to guide future capital investment, each site scenario includes a high-level overview of infrastructure costs, some of which could be shouldered by the City or any one of their partners. For further information on the site's priority projects or next steps refer to Chapter 4: Following the Blueprint.



ESTABLISHING THE FRAMEWORK

Concept A - "Life by the River"

Living within nature is an appealing concept to many, but especially in a place where so much of the city is urbanized and developed, it is a commodity that many don't get to experience. The main driver in this "Life by the River" concept is to provide a variety of unique living opportunities that overlook the river and the neighboring woodland setting, just outside of downtown Richmond. New development is geared to provide an inviting place to stay and call home in Richmond, particularly to professionals and younger residents looking for a low-maintenance, urban lifestyle.

This concept will offer an exciting place to live, and a place to attract people of all walks of life to the city of Richmond. To the north, apartments would be built into the hillside, and trails would provide a convenient connection to the natural areas below and adjacent development. Mixed use development within the center of the site, will provide commercial opportunities on the lower floors while providing elevated views of the surrounding landscape from condos and apartments above. Within these developed spaces, typical residential amenities will be provided to accommodate new residents. Pools and outdoor recreation will be required within residential developments, and plazas and urban green space can be programmed into new commercial development.

While creating a great place to live would be a major boost to the local community, creating opportunities for new jobs and careers would benefit both the residents, and the city as a whole. Commercial uses will be promoted along Chester Boulevard (US 27) with the intent of encouraging future growth on multiple levels. New business will support an influx of new residents, and meet the needs of the growing population by offering goods and services that are needed on a daily basis. Offering such opportunities within close proximity of residences will promote a lifestyle that incorporates all of the daily needs within a local community, without requiring extensive commutes or an abundance of increased traffic.

Finally, additional funding from new development, will be used to enhance adjacent improvements including the development of adjacent parks and trails. Open space will be developed to provide flexible outdoor recreation space where visitors can interact in large groups or in private gatherings, providing local amenities and features that will promote the interaction with nature and an active lifestyle.



With a unique setting, next to the Whitewater River, there is a great opportunity to capitalize on the aspect of life within nature, and bring people closer to it. The park-like setting provides a great compliment to adjacent living spaces, and the prime location along Chester Boulevard is such that businesses should be able to thrive and service the local community.

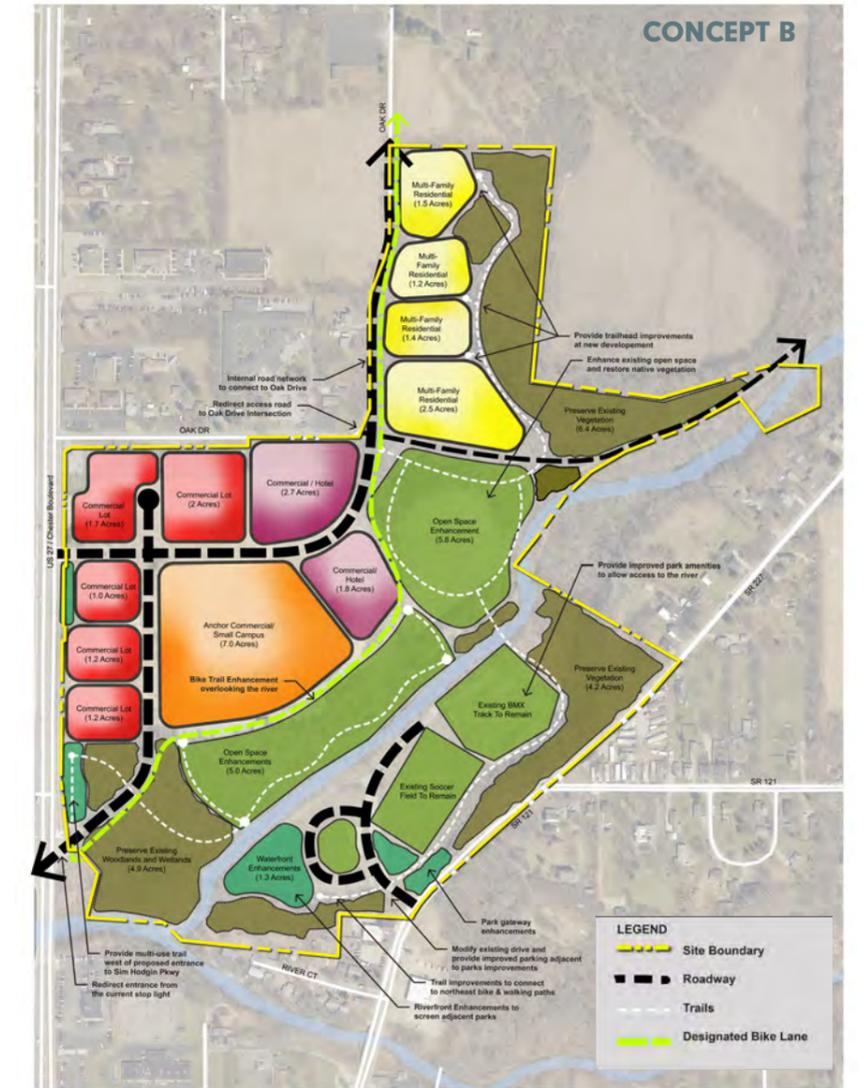
Concept B - "Whitewater Destination"

To really draw in new visitors and stimulate economic growth, the "Whitewater Destination" concept is based around a high-profile anchor use, located within the Undeveloped Land on US27. By developing a feature destination, such as a casino or a convention-type center, guests will be drawn to the location due to the unique nature of such development. While outside interest will be drawn toward the site, small businesses will complement the influx of additional traffic and offer guests the type of goods or services that are in demand.

Supporting commercial uses will provide restaurants and diners to eat and entertain. Adjacent hotels will provide an opportunity for extended visits, and neighboring shops and public plazas will provide places to relax and enjoy some down time, while visitors spend a few days in Richmond. Strict design guidelines will ensure that all new development provides desirable amenities to promote such spaces that will enhance a visitor's experience and provide a unique stay that is both comfortable and enjoyable.

When entering the new development, designed gateways and urban streetscapes will provide safe and attractive improvements which will offer a first impression of this new development. Street trees and wide sidewalks with benches and landscaping will provide areas that are comfortable at all times of day. Architectural features and site design will be such that provide a sense of style within the new development, creating a fresh and exciting environment that sets itself apart from surrounding communities, and provides a one-of-a-kind experience within the heart of Richmond.

If allowed, residential development may be provided to the north of the site, creating a place for new residents to call home. Architecture and style will closely match the



ESTABLISHING THE FRAMEWORK

style of the new development, providing high-end residential condos that overlook the adjacent riverfront and landscape. Homesteads will require minimal maintenance and will provide a location that is tucked away from the busy roads, creating a quieter location with access to Oak Drive to the north.

Trails and access to the greenspaces below will be provided, connecting new residences with necessary amenities for passive recreation and interaction with the natural settings below. Also, a dedicated bike trail will be provided connecting to the adjacent sites to the northeast and to Sim Hodgins Parkway to the southwest. A footbridge will connect to Freeman Park to the east, and a connection to the waterfront will be provided to the south of the site providing a unique amenity to the site.

Concept C - “Conservation Destination”

The “Conservation Destination” concept embraces the natural surroundings and dynamics of the site by incorporating the recreational aspect of the existing Freeman Park and providing additions and enhancements to create a destination for recreational use. The existing park elements are to be improved to provide a more refined experience for all guests within the proposed development of the site. While various communities have embraced the park as it is, the goal for further development is to provide a park that both Richmond and the surrounding region can be proud of and to bring people together to develop comradery and competition.

While steep hillsides and wooded terrain provide an obstacle to traditional development, here they can be utilized to create exciting connections and recreational uses throughout the site. By preserving a portion of the site, the mature woodlands and vegetation can be used to offer mountain bike and pedestrian trails, and the extreme changes in terrain create an ideal location for unique amenities such as ziplining or constructed climbing walls to feature outdoor entertainment and recreation that is not commonly found in the region.

One opportunity to promote activity and generate income would be to develop a regional sports complex within the site. This development could provide year-round events offering indoor sports leagues and training facilities for both athletes



and coaches alike. Indoor courts and fields could be programmed to offer lessons and education on a wide variety of sports with both local and international interest. Typical concessions sales and merchandising would also be provided within facilities such as these to provide additional revenue and income for continued improvements within the site.

Given the nature and popularity of such development, this would also attract visitors to participate in league sports, travel teams, and regional events, bringing in a need for hotels and other services such as restaurants and adjacent entertainment. These commercial uses would not only benefit from the close proximity of the new facility, but also the prime visibility along Chester Boulevard. Given an appealing location, and the convenience of being close to such an anchor development, this area is sure to be bustling with activity throughout the year.

To connect to Freeman Park to the east, direct access would be provided within the site by creating a new drive connecting to the adjacent entry along State Road 227. The additional access will provide better connectivity to the east of the site, and will provide for easier connection to the proposed sports amenities and waterfront access. A dedicated bike trail is to provide connectivity to the university campuses and Middlefork Reservoir to the north, and a potential future connection to the Cardinal Greenway within a half-mile to the southwest.

In implementing a regional sports complex, this development would attract users of all ages and provide a catalyst within the city of Richmond to generate new interest and excitement. By providing a place that is both unique and lively, this development can become something that the city can rally behind and will provide a unique sense of pride and excitement to an area that is currently underutilized. While providing opportunities for recreation and active living, such a development would also drive business and revenue that can be reinvested in the city of Richmond, providing the much-needed funds to further invigorate and improve the surrounding community.

CRITICAL PATH STRATEGIES ARE ESSENTIAL IN ACHIEVING THE CITY'S VISION AND GOALS.

**HISTORIC
DEPOT
DISTRICT**



While the previous chapter, Establishing the Framework, outlines the comprehensive list of project and program recommendations related to achieving the 10 goal statements, this chapter provides specificity to the strategies identified as a top priority. These projects or programs are known as critical path strategies.

Each of the ten critical path strategies has a full page dedicated to outlining the work plan. To assist in implementation, related goals, action items, people or organizations to involve, an estimated timeframe and cost have been identified.

FOLLOWING THE BLUEPRINT

CRITICAL PATH STRATEGIES

Critical path strategies are essential in achieving the City’s vision and goals as outlined within the *Richmond Rising: Community Action Plan*. All of the projects and programs are important, but the critical path strategies are actions that should be initiated and completed first, as top priorities. The critical path strategies are a combination of short-term, affordable “low-hanging fruit” projects that can create momentum and near-term progress for the community while others are long-term projects that may require an extended timeframe, additional funding, or additional staff resources to complete but are crucial to achieving the community vision and goals.

Several factors were considered when identifying the critical path strategies, including Richmond’s top challenges, community input on prioritization, and discussions with city leaders, and department staff. These strategies range from conducting further studies, performing zoning updates, establishing workforce and economic development incentives, undertaking marketing and branding initiatives, and improving reporting processes.

Implementation of Richmond Rising: Community Action Plan starts by completing the following projects and programs:

- Plan for revitalization and redevelopment by completing sub-area plans for Priority Investment Opportunity Districts.
- Provide development incentives to encourage redevelopment in the City’s strategic growth areas including but not limited to the Priority Investment Opportunity Districts.
- Update the City’s Unified Development Ordinance to align with the comprehensive plan strategies and future land use map.
- Complete an inventory of all existing and future workforce development and training programs for the labor force, and then work with the appropriate organizations or agencies to promote these opportunities.
- Coordinate with private businesses, quasi-public agencies, and City departments to create a Citywide Transportation and Capital Improvements Plan. Following the completion of the plan, review and update it annually.
- Develop a marketing and utilization plan to measure and promote the image, usage, role, and effectiveness of Richmond’s parks.
- Create a management plan for the Whitewater River and Whitewater Valley Gorge Park.
- Update the 2009-2013 City of Richmond Parks and Recreation Strategic Plan. Following a comprehensive update to the plan, review and updated the City of Richmond Parks and Recreation Plan every five years.
- Consider establishing a zoning district specifically for protection of Richmond’s wetlands and riparian floodway and floodplain.
- Create a media relations and marketing plan for the promotion of Richmond.
- Complete an Annexation Fiscal Impact and Cost-Benefit Analysis.
- Explore ways to implement an online dashboard to report progress and accomplishments.

RELATED GOALS

(For quick reference of the full goal statements, refer to page 37)



How to Use this Document

The following pages are intended to provide specific guidance to the City of Richmond, and the City’s community partners, on how to implement the identified critical path strategies. Each of the ten projects/programs has a full page dedicated to outlining the work plan. To assist in implementation, related goals, action items, people or organizations to involve, an estimated timeframe and cost have been identified.

At a more detailed level, it is likely that one strategy may influence multiple goal statements. Because of this, each goal statement has a corresponding icon. **If the strategy can be directly related to a goal, the icon will be highlighted in BLUE on the following pages.**

As opposed to identifying when to begin the implementation, the timeframe represents how long the project or program should take to complete, and generally ranges from 0-3 months to 1-3 years. The estimated cost is relative to the items listed and ranges from low to high. As an example, completing an inventory of programs will cost significantly less than hiring a consultant to facilitate a sub-area planning process or to complete a capital improvements plan. As these critical path strategies are completed, the City of Richmond should transition to implementing the other programs and projects identified as high priorities in Chapter 3: Establishing the Framework.

Public Outreach and Awareness

While some of the proposed projects and programs incorporate public outreach and engagements as a fundamental step in the planning process, others are focused internally on the City’s organizational structure and process. In an effort to provide transparency to the decision-making and implementation process, it is critical that identified responsible parties’ keep the public informed of the changes and progress occurring because of the implementation of this plan. All of the identified critical path strategies will benefit from informing the public of potential changes, anticipated impacts and benefits, and when the public can expect to see them implemented. By doing so, it will give community residents and business owners more time to prepare for the changes, become educated and aware, and potentially mitigate negative public reaction.

CRITICAL PATH STRATEGY #1

Plan for revitalization and redevelopment by completing sub-area plans for the Priority Investment Opportunity Districts.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Prioritize the PIO districts to determine which area could benefit from a sub-area plan first.</p> <p>Explore and identify a funding source for the sub-area plan(s).</p> <p>Develop and Issue a Request for Qualifications (RFQ) to select a consultant, or team of consultants, to assist in the development and adoption of a sub-area plan.</p> <p>Upon completion and adoption of the sub-area plan, explore implementation funding for the action items identified in the plan.</p>	<p>General Public</p> <p>City of Richmond Infrastructure and Development</p> <p>Plan Commission</p> <p>Common Council</p> <p>Economic Development Commission</p> <p>Redevelopment Commission</p> <p>Parks and Recreation Board</p> <p>Wayne County</p> <p>Professional Consultant</p> <p>Center City Development Corporation</p>	3-6 months	Low-Medium

Funding Assistance to Explore: Community Development Block Grant and the Wayne County Foundation

CRITICAL PATH STRATEGY #2

Provide development incentives to encourage redevelopment in the City's strategic growth areas including but not limited to the Priority Investment Opportunity Districts.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Promote cooperative and joint economic development partnerships between Wayne County, Richmond and Centerville by establishing a Joint Economic Development Partnership.</p> <p>Through regular meetings of the Joint Economic Development Partnership work to identify the redevelopment area(s) of interest and set specific goals and measurable strategies for the area. Note, this process can be done in conjunction with Strategy 4.</p> <p>Explore incentive options including but not limited to expanding the Downtown TIF district, establishment of new TIF districts, density bonuses, and property tax abatements.</p> <p>Determine which incentives align with the redevelopment goals for the specific area.</p> <p>Partner with the necessary agencies to structure and implement the incentive(s).</p> <p>Promote and market the incentive(s) to the business and development community as well as the general public.</p>	<p>City of Richmond Infrastructure and Development</p> <p>City of Richmond Public Works</p> <p>Common Council</p> <p>Redevelopment Commission</p> <p>Economic Development Commission</p> <p>Wayne County Economic Development Corporation</p> <p>IEDC</p> <p>Wayne County Commissioners & Council</p> <p>Center City Development Corporation</p> <p>Wayne County Area Chamber of Commerce</p>	6-12 months	Low – Medium (depending on the incentive)

Funding Assistance to Explore: Community Development Block Grant, Tax Increment Financing, Economic Improvement Districts, Community Housing Development Organization, Community Development Corporations, and Low-Income Housing Tax Credits.



CRITICAL PATH STRATEGY #3

Update the City's Unified Development Ordinance to align with the comprehensive plan strategies and future land use map.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Determine if the City will complete this project in-house or if they would benefit from hiring a private consultant.</p> <p>If hiring a consultant, develop and issue a Request for Qualifications (RFQ) to select a consultant, or team of consultants, to assist in the development and adoption of the updates to the City's UDO.</p> <p>Review the UDO against the comprehensive plan and future land use and transportation maps to identify barriers related to implementation.</p> <p>Complete a UDO diagnosis to identify strengths, weaknesses, and possible alternative approaches for each goal topic.</p> <p>Address specific changes as it relates to land uses and place type definitions, land use transitions, redevelopment efforts, residential densities, restricted development within the floodplain, and enhanced code enforcement.</p>	<p>Professional Consultant</p> <p>City of Richmond Infrastructure and Development</p> <p>City of Richmond Public Works</p> <p>Board of Zoning Appeals</p> <p>Board or Public Works and Safety</p> <p>Plan Commission</p> <p>Common Council</p>	1-3 years	Medium to High

Funding Assistance to Explore: General revenues from the City of Richmond and other local organizations.

CRITICAL PATH STRATEGY #4

Complete an inventory of all existing and planned workforce development and training programs for the labor force, and then work with the appropriate organization or agency to promote these opportunities.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Promote cooperative and joint economic development partnerships between Wayne County, Richmond and Centerville by establishing a Joint Economic Development Partnership.</p> <p>Through regular meetings of the Joint Economic Development Partnership work to identify an individual or organization to spearhead this program.</p> <p>Create a list of organizations that provide or support workforce development opportunities.</p> <p>Contact each organization to understand both existing and future programs.</p> <p>Through regular meetings of the Joint Economic Development Partnership determine the best practices for promoting these opportunities and maintaining an updated inventory.</p> <p>Implement the marketing/ promotion plan for the identified best practices.</p>	<p>Joint Economic Development Partnership</p> <p>Wayne County-Richmond WorkOne Center</p> <p>Ivy Tech</p> <p>Purdue Polytechnic</p> <p>IU East</p> <p>Richmond Community Schools</p> <p>Forward Wayne County</p> <p>Wayne County Economic Development Corporation</p>	0-3 months	Low

Funding Assistance to Explore: General revenues from the City of Richmond, Wayne County, Centerville and then any other local organizations.



CRITICAL PATH STRATEGY #5

Coordinate with private businesses, quasi-public agencies, and City departments to create a Citywide Transportation and Capital Improvements Plan. Following the completion of the plan, review and update it annually.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Determine if the City will complete this project in-house or hire a private consultant.</p> <p>If hiring a private consultant, develop and issue a Request for Qualifications (RFQ) to select a consultant, or team of consultants, to assist in the development of the Transportation and Capital Improvements Plan.</p> <p>Assemble an advisory group of City leaders and department heads to guide the planning process, analysis and development of recommendations.</p> <p>Invite appropriate businesses, agencies, departments and stakeholders to participate in the planning process through a series of engagement meetings and activities.</p> <p>Review Richmond's transportation and utility improvement needs by analyzing the existing condition of each system and the future needs based on the Future Land Use map.</p> <p>Prioritize the needs of the transportation and utility systems and identify specific projects to improve safety and capacity for each.</p> <p>Evaluate available funding options and determine appropriate phasing for each prioritized improvement.</p> <p>Finalize and Adopt the Transportation and Capital Improvements Plan.</p> <p>Review the Transportation and Capital Improvements Plan annually and preform a comprehensive update every five years.</p>	<p>City of Richmond Infrastructure and Development Dept.</p> <p>Public Works and Engineering Dept.</p> <p>Sanitary District</p> <p>Street Department</p> <p>Sanitary Commission</p> <p>Street Tree Commission</p> <p>Storm Water Management Board</p> <p>Professional consultant</p> <p>General public</p>	12-18 months	Medium to High

Funding Assistance to Explore: General revenues from the City of Richmond and other local organizations.

CRITICAL PATH STRATEGY #6

Develop a marketing and utilization plan to measure and promote the image, usage, role, and effectiveness of Richmond's parks.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Assemble an advisory group of City leaders and department heads to guide the development and implementation of the Park's marketing plan¹.</p> <p>Inventory all exist parks properties and facilities including the programs and events that occur within each.</p> <p>Inventory all existing marketing efforts including but not limited to printed mailers, flyers or brochures, e-mails, and social media posts. As possible, indicate the approximate reach of each method to establish a marketing and promotions baseline.</p> <p>Identify future goals for the marketing effort such as program participant increase.</p> <p>Define target markets and population segments.</p> <p>Determine appropriate marketing tactics such as brochures, posters, events, social media channels and align these tactics to the target markets and population segments.</p> <p>Identify necessary resources including materials, manpower and monetary amounts that will allow for implementation of the marketing plan.</p> <p>Develop a consistent brand for the City of Richmond Parks Department.</p> <p>Establish partnerships with newspapers, local bloggers, community organizations, etc. and align new and existing partnerships with the resources necessary for implementation.</p> <p>Implement marketing strategies and evaluate the success by measuring progress against the identified goals.</p>	<p>City of Richmond Parks and Recreation Dept.</p> <p>Parks and Recreation Board</p> <p>Communications Director</p> <p>Wayne County Convention and Tourism Board</p>	3-6 months	Low

Funding Assistance to Explore: Parks funds, general revenues from the City of Richmond, and the Wayne County Foundation.

¹ Please note this Critical Path Strategy could be completing in conjunction with a Parks and Recreation Master Plan update



CRITICAL PATH STRATEGY #7

Create a management plan for the Whitewater River and Whitewater Valley Gorge Park.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
Determine if the City will complete this project in-house or hire a private consultant.	City of Richmond Infrastructure and Development Dept.	6-12 months	Medium - High
If hiring a private consultant, develop and issue a Request for Qualifications (RFQ) to select a consultant, or team of consultants, to assist in the development of the management plan.	Parks and Recreation Dept.		
Assemble an advisory or steering committee to guide the development and implementation of the Management Plan.	Parks and Recreation Board		
Establish a public engagement strategy to ensure that the City's key stakeholders and the general public are included within the planning process.	Plan Commission Common Council		
Working with the advisory group, identify the specific vision and goals for the project area.	Whitewater Valley Gorge Alliance		
Working with the advisory group, complete a SWOT analysis and an inventory of current conditions	Army Corps of Engineers Professional Consultant		
Working with the advisory group and relying on public comment, determine strategic steps to protecting and preserving the nature features while capitalizing on the recreational opportunities.	General Public		
Adopt and implement the Whitewater River and Whitewater Valley Gorge Management Plan.			
Review the Plan annually and perform a comprehensive update every five years.			

Funding Assistance to Explore: Land and Water Conservation Fund (LWCF) Program, as administered by the Indiana Department of Natural Resources (DNR).

CRITICAL PATH STRATEGY #8

Update the 2009-2013 City of Richmond Parks and Recreation Strategic Plan. Following a comprehensive update to the plan, review and update the City of Richmond Parks and Recreation Plan every five years.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
Determine if the City will complete this project in-house or hire a private consultant.	City of Richmond Parks and Recreation Dept.	6-12 months	Medium
If hiring a private consultant, develop and issue a Request for Qualifications (RFQ) to select a consultant, or team of consultants, to assist in the development of the Parks and Recreation Strategic Master Plan.	Parks and Recreation Board		
Assemble an advisory group of City leaders and department heads to guide the planning process, analysis and development of recommendations.	Infrastructure and Development Dept.		
Inventory all existing parks properties and facilities including the programs and events that occur within each.	Wayne County Convention and Tourism Board		
Identify the specific vision and goals for the project area.			
Working with the advisory group and relying on public comment, determine strategic action steps for enhancing existing facilities and expanding, as need.			
Adopt and implement the Parks and Recreation Strategic Master Plan.			
Review the Plan annually and perform a comprehensive update every five years.			

Funding Assistance to Explore: Park funds, general revenues from the City of Richmond, and other local organizations.



CRITICAL PATH STRATEGY #9

Create a media relations and marketing plan for the promotion of Richmond that incorporates both online platforms and paper methods.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Assemble an advisory group of City leaders and department heads to guide the development and implementation of the Richmond's marketing plan.</p> <p>Inventory all existing marketing efforts including but not limited to printed mailers, flyers or brochures, e-mails, and social media posts. As possible, indicate the approximate reach of each method to establish a marketing and promotions baseline.</p> <p>Identify future goals for the marketing effort such as program participant increase.</p> <p>Define target markets and population segments.</p> <p>Determine appropriate marketing tactics such as brochures, posters, events, social media channels, online dashboards, and align these tactics to the target markets and population segments.</p> <p>Identify necessary resources including materials, manpower and monetary amounts that will allow for implementation of the marketing plan.</p> <p>Develop a consistent brand for the City of Richmond.</p> <p>Establish partnerships with newspapers, local bloggers, community organizations, etc. and align new and existing partnerships with the resources necessary for implementation.</p> <p>Implement marketing strategies and evaluate the success by measuring progress against the identified goals.</p>	<p>General Public</p> <p>Community Development Coordinator</p> <p>Communications Director</p> <p>Mayor's Office</p> <p>City of Richmond Infrastructure and Development Dept</p> <p>Wayne County Tourism Bureau</p> <p>Wayne County Convention and Tourism Board</p> <p>Professional consultant</p>	3-6 months	Low - Medium

Funding Assistance to Explore: General revenues from the City of Richmond, local Chamber of Commerce, and other economic development organizations.

CRITICAL PATH STRATEGY #10

Establish a zoning district specifically for protection of Richmond's wetlands, floodway, and floodplain.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Coordinate this zoning update with the UDO diagnosis described on page 96.</p> <p>Explore how other communities have used similar zoning districts.</p> <p>Determine the areas that could benefit from further protection from undesirable development in environmentally sensitive areas.</p> <p>Work with a zoning professional or lawyer to draft the zoning regulation language and district boundaries.</p> <p>Amend the UDO to incorporate the zoning district.</p>	<p>City of Richmond Infrastructure and Development</p> <p>Plan Commission</p> <p>Common Council</p> <p>Board of Zoning Appeals</p> <p>Professional consultant</p>	1-3 years	Medium

Funding Assistance to Explore: General revenues from the City of Richmond and other local organizations.



CRITICAL PATH STRATEGY #11

Complete an Annexation Fiscal Impact and Cost-Benefit Analysis.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Develop and issue a Request for Qualifications (RFQ) to select a consultant, or team of consultants, to assist in completion of the Annexation Fiscal Impact and Cost Benefit Analysis.</p> <p>Assemble an advisory group of City leaders and department heads to guide the planning process, analysis and development of recommendations.</p> <p>Identify areas of land or development scenarios in which the City would like to evaluate.</p> <p>Review existing revenue and expenditures for the current year</p> <p>Develop a model to determine the potential impacts of the proposed annexed land area.</p> <p>Compare estimated revenues and costs and determine net fiscal impact on the community.</p>	<p>Professional Consultant or Lawyer</p> <p>City of Richmond Infrastructure and Development Department</p> <p>Finance Department</p> <p>Law Department</p>	6-12 months	Medium - High

Funding Assistance to Explore: General revenues from the City of Richmond and other local organizations.

CRITICAL PATH STRATEGY #12

Implement an online dashboard to report progress and accomplishments.

Action Steps	Parties to Involve	Time Frame	Estimated Cost
<p>Research how other communities are using online dashboards for reporting progress and achievements such as the GreenStep Cities program in Minnesota.</p> <p>Identify which City-wide programs/ processes to monitor and establish a metric to use when measuring implementation steps.</p> <p>Identify a dashboard model to replicate based on the programs/ processes identified and the metrics to use when reporting.</p> <p>Design and implement the dashboard. Ensure that the new digital dashboard integrates with all existing City platforms.</p> <p>Build awareness of the new community tool by promoting it through established marketing programs and channels.</p> <p>Update the dashboard on a monthly basis. Interim updates can also be made when significant progress has occurred.</p>	<p>City of Richmond Infrastructure and Development Dept.</p> <p>Mayor's Office</p> <p>Common Council</p> <p>General Public</p> <p>Community Development Coordinator</p> <p>Communications Director</p>	0-3 months	Low

Funding Assistance to Explore: General revenues from the City of Richmond and other local organizations.



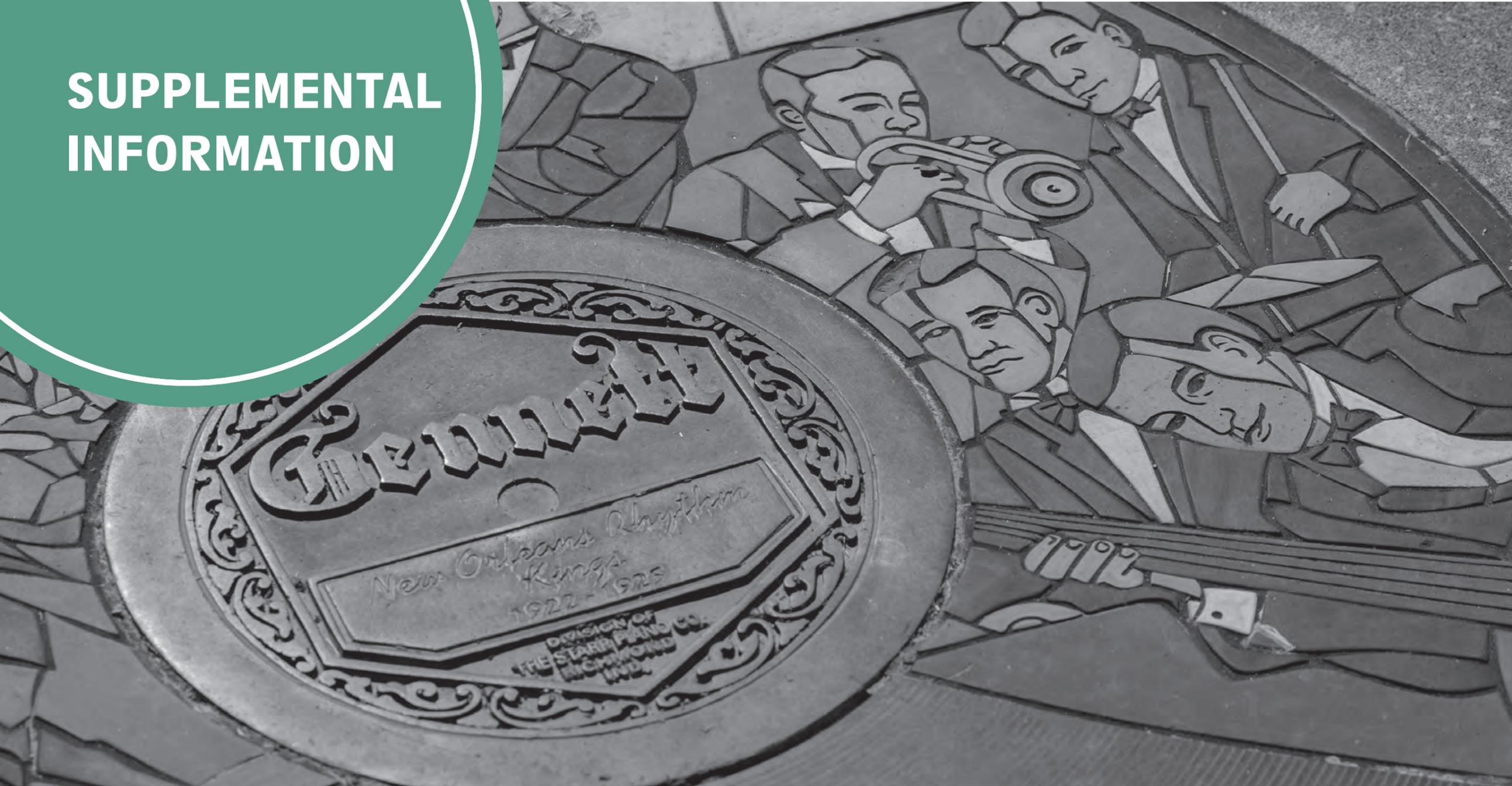
UPDATING THE PLAN

The following measures should be taken to ensure that the recommended strategies and action steps continue to move the community toward its vision; but also that the plan continues to accurately reflect the community's collective vision and values over time.

- Prepare an annual report that highlights how the plan was used and the effectiveness of the contents, paying particular attention to the implications of how one part of the plan affects or otherwise relates to another.
- Establish a five-year review and update process by which to regularly examine and revise the contents of the plan. Of particular importance are: updates to the socio-demographic information, making sure that each of the policy objectives identified are still relevant; making use of any newly defined best practice in land use or transportation planning, or zoning; or simply aligning the content of the plan with any changes to the local regulatory environment.
- Establish a community engagement process, complete with inter-local cooperation, by which to complete the first two measures.

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SUPPLEMENTAL INFORMATION



This chapter houses additional information including the Community Dictionary and the *Richmond Rising: Existing Conditions Report*. The Community Dictionary is intended to define topic-specific terms and phrases that appear throughout the comprehensive plan. The Existing Conditions report was created as an interim deliverable. It is an inventory of what the community has to offer in terms of people, places, and services. In some instances, the inventory includes past, present, and future projections to help identify trends and inform the project team of any challenges the community is facing.

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COMMUNITY DICTIONARY

Adequate/Better Housing

More housing options; a greater number of price points, types of units, locations for housing units, and housing sizes for every life stage

Attractive Environment

Fewer eyesores in terms of vacant and abandoned buildings, illegal dumping, and unkempt properties

Community Benefit

Anything that benefits an entire community (directly or indirectly), rather than a single individual

Communication

Open and transparent government processes.

Desired Amenities

More active and passive recreational opportunities for a variety of users; as well as additional opportunities for dining, entertainment and lodging; hospitality

Diverse Economic Base

Increase the number, type (e.g., commercial and industrial, but also skilled laborers and office professionals), and sizes (e.g., large corporations and start-up companies) of businesses that pay a self-sustaining wage.

Diversified Tax Base

Increase the number and/or type of ways to collect revenue such as exploring annexation, tax districts, and various land uses.

Good Jobs

More job opportunities at all levels, offered by employers of all sizes

Land Use Balance

Plan for change; guide growth and development

Natural Areas

Undistributed land such as forests or grasslands, a conservation area that is home to diverse animal and plant species.

Open Space

A designated area for parks and recreation, undeveloped area that is accessible to the public.

Proactive

Deal with things now so as to one day become less reactionary; less deferred maintenance

Quality of Life

Improved circumstances both in terms of the built environment and the city's residents

Strong Education System

Institutions for lifelong learning; from Pre-K through adult education and including more in terms of technical and vocational training

Uncontrolled Development

The unpredictable nature of most any type of development that occurs in the absence of a larger vision or plan that is often further complicated because existing polices and regulations aren't universally applied.

Urban Reforestation

The practice of planting trees, typically on a large scale, in urban environments.



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RICHMOND RISING

City of Richmond Comprehensive Plan **Existing Conditions Report**





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EXISTING CONDITIONS

An existing conditions report is intended to answer the question, “Where are we now?” It is an inventory of what the community has to offer in terms of people, places, and services. In some instances, the inventory includes past, present, and future projections to help identify trends and inform the project team of any challenges the community is facing. The findings of this chapter, along with public engagement, will serve as the foundation for the recommendations that will be included within the comprehensive plan. The following section provides a brief overview of the community’s history, recognizes the regional context, and summarizes the past planning documents that were reviewed as part of this planning process.

COMMUNITY HISTORY

In 1806, Richmond was founded by North Carolina Quakers who settled along the Whitewater River. Because of Richmond’s prime location along the river, the area served as a trading and transportation center. Richmond is still home to several Quaker institutions, including Friends United Meeting, Earlham College, and the Earlham School of Religion. The City of Richmond was not officially incorporated until 1840, with John Sailor being elected as the first mayor. The City started to capitalize on its geographic location that offered many opportunities as a trading and transportation center. As a result, Richmond was named the Wayne County seat in 1873.

In the 19th century, the federal government built its first major improved roadway known as the National Road. Construction of the roadway began in Indianapolis in 1828 and expanded east and west toward Richmond and Terre Haute. The presence of the National Road, in addition to Richmond’s prime location along the Whitewater River, provided the community with strong assets supporting its growth during this time period. The National Road was a major route for pioneers traveling westward; the Richmond section became known as “Millionaire’s Row” due to the fact that it had the most millionaires per capita in the U.S., including American Architect John Hasecoster, piano and phonograph manufacturer Henry Gennett, and lawn mower manufacturer Elwood W. McGuire.

The manufacturing companies that located along the National Road played a major role in the history of Richmond. For example, lawn mower manufacturers such as Davis, Mo-to-mower, Dille-McQuire, and F&N helped generate a center for manufacturing of lawn mowers from the last of the 19th century through the mid-20th century. As a result, during this period Richmond became known as the “lawn mower capital.”

Starr Piano Company is another example of a manufacturing company that played a major role in the history of Richmond. In 1893, the Starr Piano received national recognition at the Colombia Exposition in Chicago. During the same year, Henry Gennett joined Benjamin

Starr and the company started to take off, creating a musical empire for the manufacture of phonographs, records, and pianos. Starting in the 1920s, the Gennett Studio became a popular destination for jazz artists looking to record. The Friars Society Orchestra, later known as the New Orleans Rhythm Kings, and Bix Beiderbecke with the Wolverines, among other artists, made some of their first records in Richmond. This musical empire influenced Richmond enough that the City is sometimes referred to as the “cradle of recorded jazz.”

Richmond was home to premier rose growers and marketers of cut roses, such as Hills Roses, as far back as 1881, eventually earning the City the moniker “Rose City.” The rose industry accounted for the sale of millions of roses annually in the U.S. and around the world until the industry scattered in 2007. In 1987, the first public rose garden was planted to honor the rose heritage. The Richmond Rose Garden, the Richmond Friendship Garden and E.G. Hill Memorial Rose Garden still exist today in Glen Miller Park.

Today, the City of Richmond is in pursuit of creating a new identity through a movement called, “Richmond Rising.” The City is undergoing a rebranding process that will incorporate the phrase Richmond Rising. Rebranding began in response to the community looking for something to connect with and relate to after the previous tag lines

were no longer relevant to today’s Richmond. The phrase Richmond Rising is designed for people to identify with as a new city theme. The process took place in the Mayor’s office and involved 100 people meeting with City staff members to review it in person and an online community survey that received 800 responses.

This comprehensive planning process serves as a launching pad for the movement and rebranding efforts but Richmond Rising is intended to live on long after this process. Early on in this comprehensive planning process, the public was asked, “What does Richmond Rising mean to you?” Some common answers included:

- Building a community that citizens support and believe in;
- Developing and growing- a rebirth of Richmond;
- Community engagement and inclusiveness;
- Resiliency;
- Old and new working together to create a long-term prosperous community; and
- Rising from the City’s struggles.

EXISTING CONDITIONS

REGIONAL SETTING

Today, Richmond is a city of approximately 36,000 and is often referred to as the Eastern Gateway to Indiana. Its location on the border of Indiana and Ohio makes it easily accessible to Dayton, Ohio; Indianapolis, Indiana; and Cincinnati, Ohio. With Interstate 70 nearby and U.S. 40 and 27 running through the city, Richmond is well-suited for business, cultural, tourism, and economic development opportunities. Richmond is the seat of Wayne County, and is surrounded by Randolph, Henry, Fayette, Rush, and Union County in Indiana. To the east of Wayne County, Preble and Drake County are situated just across the state line.

Of particular importance to the Richmond Comprehensive Plan is the Eastern Indiana region comprising Fayette, Randolph, Rush, Union, and Wayne County. Many years ago, communities competed with one another for business retention and attraction. In recent years, agencies, such as the Indiana Economic Development Corporation, have realized that regionalism is the key to successful economic development efforts. After all, most communities are faced with the same issues and opportunities as the other communities nearby. Regional collaboration empowers elected and appointed officials and community leaders to work together to tackle these multi-jurisdictional challenges while bringing more resources to the table when thinking about future opportunities. The City of Richmond has already been planning

and operating with the needs of the region in mind. The community's involvement in the Stellar Communities Program demonstrates a strong commitment to regionalism.

Stellar 2018: Creating Opportunities and Transforming Communities

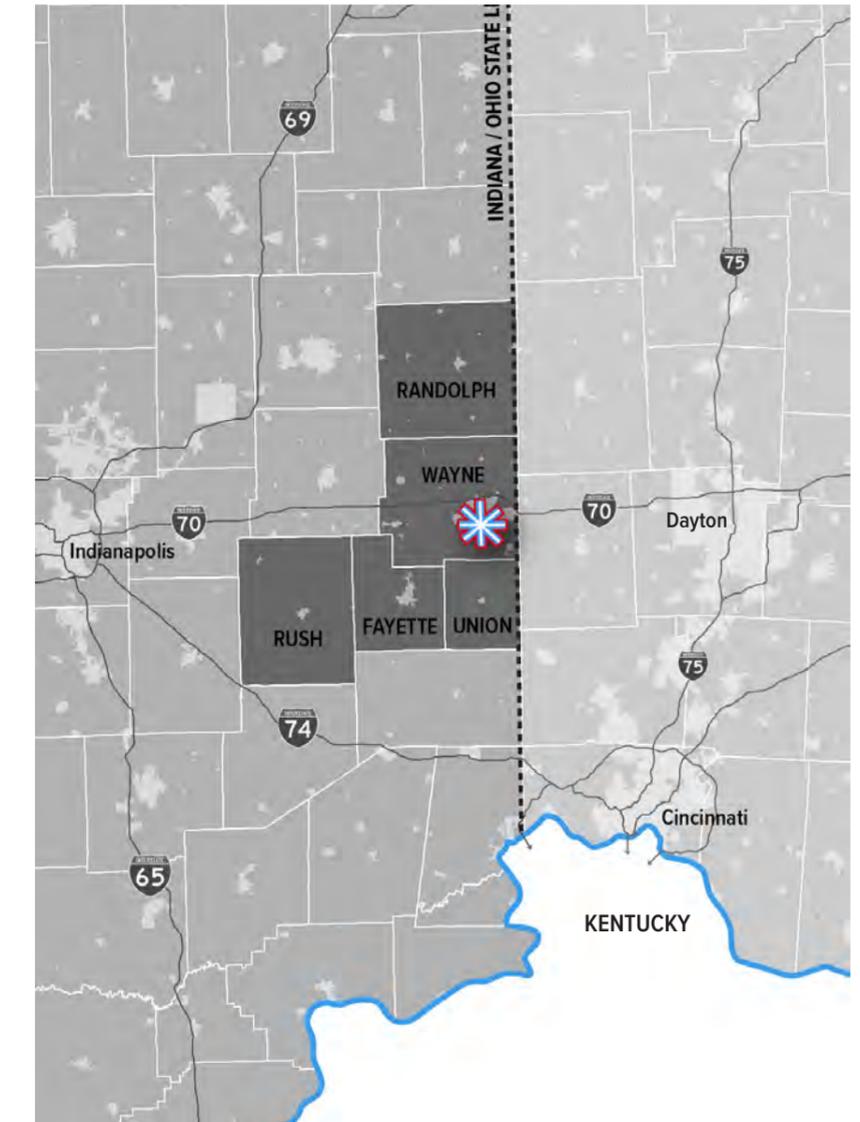
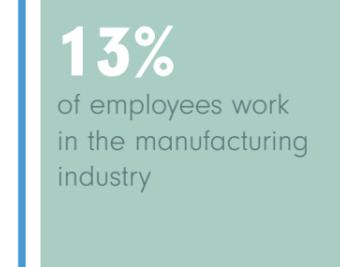
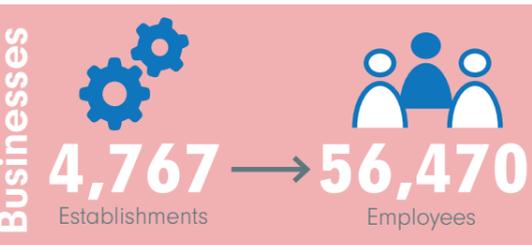
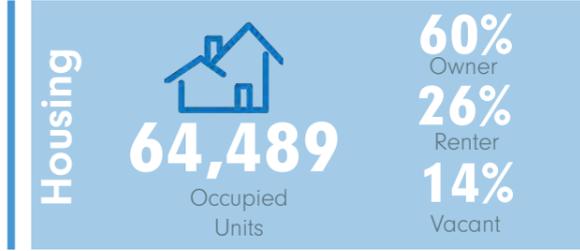
In 2013, Richmond was designated a Stellar Community. The Stellar Communities Program is a multi-agency partnership designed to recognize smaller communities, and now regions, that identify comprehensive and collaborative plans for community and economic development projects and activities.

Starting in 2018, the Stellar Communities Program shifted its focus to regionalism. Led by the Eastern Indiana Regional Plan Commission—an economic development group comprising Wayne, Randolph, Union, Fayette, and Rush counties – the region submitted an application for the new regional Stellar designation and was selected as a finalist. The Eastern Indiana Transforms plan established six regional goals centered on collaboration, quality of plan, workforce development, infrastructure, healthcare, and agriculture. The primary goal was attracting, retaining, and developing a trained workforce for the Eastern Indiana Region. Of the eight projects outlined in the regional plan, one of them – the Townsend Townhomes – was located directly in Richmond. The project could create an affordable housing option that allows residents and students to complete their

degrees or certifications and enter/advance in the workforce.

Although the Eastern Indiana region was not selected for the Stellar program in 2018, it is still important to understand the current conditions of the region. The graphics to the right provides a brief overview of the regional demographics. By documenting this now, the region will be able to understand where the shifts occurred following this planning process.

Eastern Indiana Regional Snapshot



EXISTING CONDITIONS

PAST PLANS AND STUDIES

Richmond has a long and rich tradition of community planning. This timeline serves as a graphic representation of the efforts put forth by the community to guide, and prepare for, future development and redevelopment opportunities. While each plan was thoroughly reviewed for the wealth of knowledge it offers, this timeline serves to highlight the overarching purpose of each document.

2006

Richmond Comprehensive Plan

A document that was being used as a policy guide for making informed decisions that affect the community, the City's previous comprehensive plan identified economic development, job creation, physical appearance of the community, community services, community resources, and sense of City identity and pride as the six most pressing issues during the time the plan was completed.

2009

Parks and Recreation Master Plan

A guide for providing parks and recreation in and around the City of Richmond, this documents action plan outlines strategies for five categories including facilities, services, markets, community, and stewardship.

2013

Stellar Strategic Investment Plan

A planning process that resulted in the community earning the Stellar Communities designation in 2013. With a mission statement to, "Positively enhance the quality of life for the entire region by making improvements in the district, leveraging strategic partnerships, and creating gateways to surrounding emerging districts for sustainable quality living and economic vitality." The strategic investment plan outlines 10 projects including the creation of Elstro Plaza, rehabilitation of the former YMCA building into Music City Place senior apartments, pedestrian and bicycle safety improvements, facade work, owner-occupied home rehabilitation, and development of downtown living spaces.

2016

Regional Economic Development Plan

This document aims to "build better places to live, work, and play through collaboration, planning, and cooperation [in the use of] public and private funding." The plan identifies six goals that relate to:

- Improving the climate for the Advanced Materials Manufacturing cluster,
- Recognizing the region's deep agricultural heritage,
- Recognizing the importance of healthcare as both a regional employer and as a prerequisite for population growth,
- Addressing the need for infrastructure improvements to accomplish the other goals in the plan,
- Understanding that the quality of place determines whether current residents will stay and if new residents will move into the area, and
- Recognizing the importance of building trust, engaging in meaningful communication, and collaborating fully.

2005

Created to provide the City of Richmond with a clear understanding of the downtown's goals, objectives, and opportunities for inclusion in the 2006 Comprehensive Plan, the strategic plan outlines urban design principles to guide development. Additionally, the plan establishes several core principles that can help foster sustainable health and vitality of downtown Richmond focused on:

- Downtown pedestrian environment and experience,
- Prioritizing development areas,
- Downtown as a cultural and entertainment center of the region,
- Enhanced connectivity through infill development and transportation options,
- Whitewater Gorge as Richmond's top natural asset, and
- Importance of historic structures preservation.

2006

Downtown Strategic Plan

The plan establishes a vision to "provide a framework for an integrated multi-modal transportation system that will guide City policies and priorities and improve the quality of life in Richmond." The framework is one that centers on the creation of a complete streets system where transportation planning evolves to become less automobile centric.

2011

Transportation Plan

This plan builds upon the success of the Cardinal Greenway and aims to provide a complete system of bicycle and pedestrian facilities. The purpose is two-fold: first to further non-vehicular transportation and recreation, and second to improve the local quality of life offered by the City of Richmond.

2015

Bike and Pedestrian Master Plan

Submitted as part of the Eastern Indiana Stellar application, the Stronger Economies Together (SET) plan outlined six goals to transform the region through collaboration, quality of place, workforce development, infrastructure, healthcare, and agriculture. Additionally, there were eight proposed projects included in the plan that had been chosen due to their connection to attraction, retention, and development of talent. One of the proposed projects, Townsend Townhomes, was planned for the City of Richmond.

2018

Eastern Indiana Transforms Regional Economic Development Plan

2020

EXISTING CONDITIONS

DEMOGRAPHIC AND MARKET ANALYSIS

To effectively guide community and economic development policies and decisions, local policy and decision-makers will often take an inventory of current conditions and trends at the local, regional, state, and national level. An analysis of Richmond’s demographic and socio-economics data was completed to establish an understanding of the community characteristics, growth patterns, and economic trends. This analysis will guide the planning process and serve as the foundation for many of the recommendations presented throughout the comprehensive plan.

The analysis focuses on three overarching topics including population, housing market, and employment. All data was obtained from ESRI Business Analyst and the U.S. Census Bureau, unless otherwise noted.

Demographic Trends

Richmond’s key demographic findings can be summarized as follows:

Richmond is getting older.

- Today, the median age for residents in Richmond is 40 years old. Similar to Wayne County, this has been slowly increasing since 2000 and is expected to continue through 2023.

DEMOGRAPHIC SUMMARY					
	2000	2010	2018	2023 Projection	Percent Change (2018-2023)
POPULATION					
Richmond, IN	39,236	36,918	36,191	35,465	-2.0%
Wayne County, IN	71,097	68,917	67,190	65,667	-2.27%
Indiana	6,080,485	6,483,802	6,762,374	6,939,633	2.6%
MEDIAN AGE					
Richmond, IN	36	38.3	40.0	41.0	-
Wayne County, IN	37.7	40.2	41.9	42.8	-
Indiana	35.2	36.9	38.2	39.0	-
MEDIAN HOUSEHOLD INCOME					
Richmond, IN	\$30,210	\$34,736	\$40,213	\$46,039	14.0%
Wayne County, IN	\$34,885	\$41,123	\$45,817	\$52,366	14.3%
Indiana	\$41,567	\$47,697	\$53,531	\$61,015	14.0%
HOUSEHOLDS					
Richmond, IN	16,309	15,140	14,813	14,503	-2.1%
Wayne County, IN	28,469	27,551	26,832	26,211	-2.3%
Indiana	2,336,306	2,502,154	2,607,434	2,674,560	2.6%
RACE AND ETHNICITY					
Richmond, IN					
White	86.8%	84.0%	83.1%	81.9%	-1.2%
Black	8.9%	8.6%	8.5%	8.5%	0.0%
American Indian	0.3%	0.3%	0.3%	0.3%	0.0%
Asian	0.8%	1.1%	1.2%	1.3%	0.1%
Pacific Islander	0.1%	0.1%	0.1%	0.1%	0.0%
Some other Race	1.1%	1.9%	2.1%	2.4%	0.3%
Two or more Races	2.1%	4.0%	4.6%	5.4%	0.8%

Richmond has a lower median household income relative to Wayne County and the rest of the state.

- Richmond has a median household income of \$40,213, which is over \$5,000 dollars less than the median household income of \$45,817 in Wayne County, and over \$13,000 lower than the state median household income.
- The per capita income, the average income earned per person, in Richmond is \$23,402.

Richmond’s population is declining, along with Wayne County’s.

- Richmond’s 2018 total population is estimated to be over 36,000 people, making it the largest city in Wayne County.
- The City is expected to experience a 2 percent decrease in population over the next five years, which is slightly less than the expected decrease of 2.25 percent for Wayne County.
- As of 2018, Richmond has 14,813 households; by 2023, this number is expected to decrease by 2 percent, leaving 14,500 households in Richmond. Wayne County is expected to experience a relatively similar decrease from 26,832 households in 2018 to 26,211 households in 2023.

- Richmond has not experienced any major shifts in its racial composition in the last several years. The percentage of residents who identify as “white” is expected to decrease by 1.2 percent while people of “some other race” may increase by 0.3 percent and people of “two or more races” may increase by 0.8 percent.

EXISTING CONDITIONS

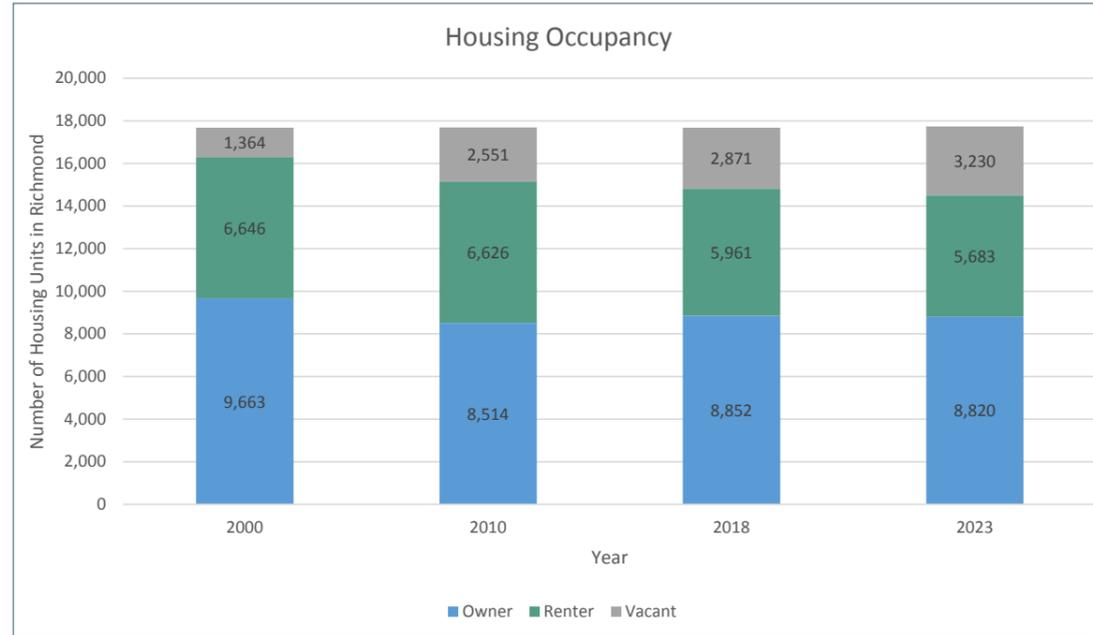
Housing Market

This section provides an overview of the housing market in Richmond, including total units, housing occupancy, and year built. All data was obtained from the U.S. Census Bureau and ESRI Business Analyst. The key findings are as follows:

Richmond’s housing stock is older and less valuable relative to Wayne County.

- Nearly 70 percent of the current housing stock in Richmond was built before 1970, meaning the units were constructed before modern building codes went into effect.
- Richmond’s median home value in 2018 was \$92,590 while the median home value in Wayne County was \$105,503.

Structures Built	Percentage
2017 Total housing units	100%
Built 2014 or later	0.2%
Built 2010 to 2013	2.4%
Built 2000 to 2009	3.8%
Built 1990 to 1999	6.8%
Built 1980 to 1989	6.5%
Built 1970 to 1979	11.4%
Built 1960 to 1969	12.3%
Built 1950 to 1959	15.4%
Built 1940 to 1949	10.3%
Built 1939 or earlier	30.9%



The vacancy rate is high and rising.

- The total number of housing units in Richmond has stayed relatively consistent since 2000 shifting only by 20 units, while Wayne County had a 2.5 percent increase in housing units between 2000 and 2010 and held steady through 2018 with 31,242 units.
- As of 2018, the City of Richmond had 17,684 housing units with 50 percent owner occupied, 34 percent renter occupied, and 16 percent vacant.
- When compared to Wayne County, Richmond’s vacancy rate is 2 percent higher than the county with 14 percent of housing units being vacant.
- The combination of stable numbers of housing units with declining numbers of households (see demographic section, above) means that vacancy rates will probably increase over the next few years.

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EXISTING CONDITIONS

Employment and Industry

This section details employment information, including total number of workers, businesses, major employers, industry break down, and unemployment rate. All data was obtained from the U.S. Census Bureau and ESRI Business Analyst. Key findings include:

Most of Richmond's employment and labor force is engaged in the service and retail industries.

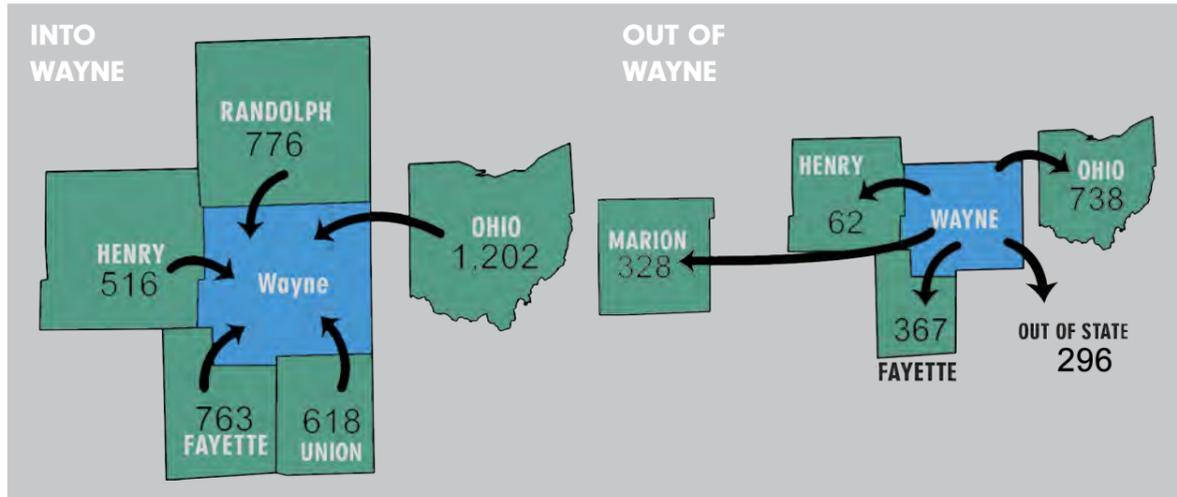
- Richmond has over 1,600 businesses that employ nearly 28,000 workers from both the city and the surrounding county. Top industries include services and retail trade.
- The service industry - including lodging, automobile, motion pictures, amusements, health, legal, educational institutions, and other services - makes up the highest percent (40 percent) of businesses and employs the largest percentage (35 percent) of employees in Richmond.
- Richmond itself has a total employed population of 14,696 residents, all of which are at least 16 years of age. Of those nearly 15,000 workers, over 50 percent work in the service industry. The second greatest industry is manufacturing with 18 percent of the population working in factories.

Richmond serves as a regional employment center.

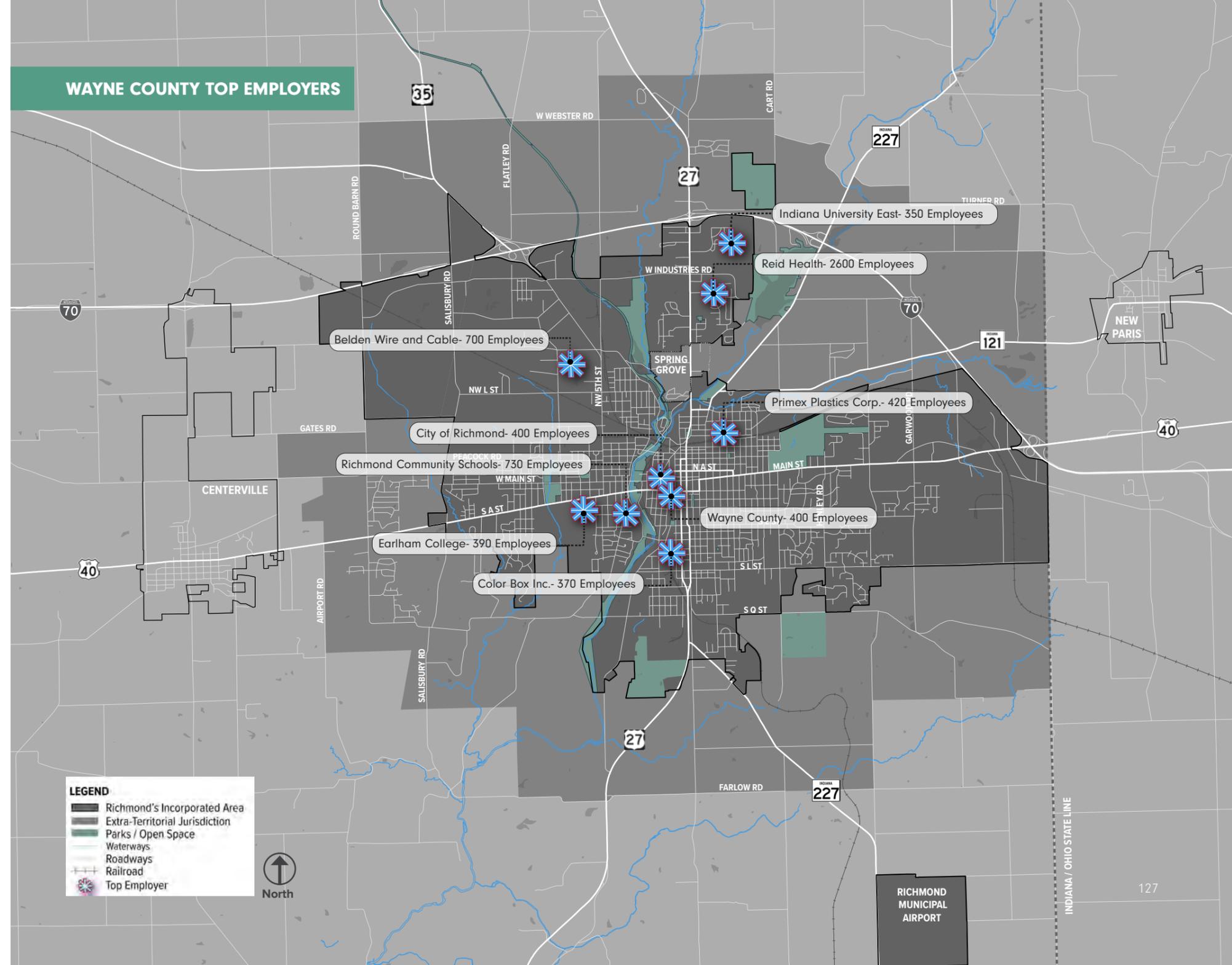
- The top 10 employers for Wayne County, ranging from government services, healthcare, and education to manufacturing, are all located in Richmond.
- As of 2015, commuting trends reveal that 9 percent of Wayne County's workforce is commuting into the county each day, mostly from Ohio.
- As of 2015, commuting trends reveal that 5.3 percent of Wayne County's labor force travels outside of Wayne County for employment. The majority of these commuters are going to Ohio to work.

Richmond's employment base and labor force are contracting.

- The latest (2017) countywide total employment statistic of 38,721 represents a substantial decline (~10%) from its 2001 level of 43,099.
- As of 2018, Richmond's unemployment rate was 4.4 percent, which is 1.2 percent higher than Wayne County and 0.9 percent higher than the state of Indiana.
- Between 2010 and 2017, Richmond's labor force decreased by 2 percent. Wayne County experienced a very similar decline of 2.3 percent. Although Indiana as a whole, experienced a 25 percent increase in labor force during the same time frame.



WAYNE COUNTY TOP EMPLOYERS



LAND USE AND DEVELOPMENT IMPLICATIONS

By reviewing statistical trends in populations, projections can be made about the future growth of a community. These projections can then be used to inform communities about their future infrastructure, housing, employment, and public needs and services.

DEMOGRAPHICS

The data summary above reveals that Richmond has been declining in total population and the overall number of households, and is expected to continue doing so. Because of this decline, Richmond can experience challenges relating to land use planning and development such as:

- The inability to support or attract many of the establishments that residents desire to have available locally.
- Lower income tax levies, which constitutes a primary source of funds for everything from roads and utilities to police and economic development.

Compared to Wayne County and the state of Indiana, Richmond has a low median household income. This can directly impact the built environment through the following land use and development channels:

- The inability for residents to afford maintenance on their homes.
- The inability for residents to spend money on “extra” things like entertainment and leisure.

As the population continues to get older, there will be several implications on land use planning and development such as:

- Access and proximity to amenities and healthcare services becomes a critical component to where a resident can live.
- Healthcare access may need to expand past a general physician to include physical therapy, specialists, and treatment facilities.
- An increase in demand for multimodal options for residents with the inability to operate a vehicle. This becomes even more important because 6.5 percent of workers in Richmond do not own a vehicle.
- An increase in demand for a mix of housing types, specifically mixed-use developments and individual housing units that are best suitable for the aging population. Key considerations should include walkability, ADA accessibility, and access to convenient goods and services.

HOUSING

Housing plays a major role in the success of a community. Next to employment, the availability and quality of housing is one of the greatest selling points of a community. Data reveals that Richmond is facing many challenges within its housing stock. These challenges create land use and development implications including:

- Older homes can pose very specific public safety hazards, e.g., added challenges for firefighters, simply because modern building codes didn’t go in effect until the 1970s.
- Older housing units pose challenges for redevelopment because rehabilitation/renovation costs usually exceed what could be supported in sales or rent.
- High vacancy areas can be tied to criminal activity and create safety concerns.
- High vacancy areas can often generate negative perceptions about an area, making it hard to attract new (re)development.
- Older homes often have public health risks associated with their construction, including lead-based paint (LBP) and/or asbestos.
- Richmond is lacking in the middle range and higher-end price points for housing. This could mean workers with a healthy salary are having to look for housing options elsewhere.

EMPLOYMENT

Richmond’s future prosperity will depend on its ability to develop both businesses and a workforce. The data presented above, along with public feedback from community engagement, reveals that Richmond’s top challenges lie within this category.

Based on Richmond’s median household income and top employment industries, it can be concluded that existing job opportunities primarily fall within the relatively lower wage brackets. Because of this, Richmond is experiencing:

- An increase in poverty
- Fewer families that can afford dependent care
- Fewer stable jobs
- Fewer employer-sponsored healthcare plans
- An inability to attract retail and housing development
- An inability to retain skilled workers (brain drain)

Working to address or remove any barriers to the following challenges will increase the likelihood for Richmond to attract and retain professionals and skilled laborers to live and work in the community:

- Career opportunities that offer lifelong learning and training opportunities, healthcare, and 401k benefits
- Quality childcare opportunities for working parents and caregivers
- Quality housing of all types and price points
- Quality of life amenities such as arts and cultural opportunities, entertainment options, parks, and trails.

EXISTING CONDITIONS

EXISTING LAND USE

Land use is an important component of this existing conditions report for two reasons. First, reviewing development patterns and completing an inventory of the types and mix of current land uses can show where concentrations of similar activity exist. Secondly, the analysis can indicate areas in which to target development and redevelopment efforts.

Land Area- Past and Present

Richmond consisted of only 11.6 square miles in 1960. Over the next 30 years (between 1960 and 1990), the City's area grew by over 50 percent to become approximately 18 square miles. By 2000, both land area and population growth had started to shift. While the land area increased to 23 square miles, a 23 percent increase in 10 years, its population had only slightly increased. It can be concluded that this happened because of typical urban sprawl – people started moving away from the center of the city towards its developing fringe, forcing the city to expand to encompass these areas, but this expansion led to a decrease in population density. Nearly 20 years later, Richmond remains similar in size, covering 24 square miles of land.

Why is such a focus on land area significant? Simply put, the quality and cost of many urban services are affected by the size of the area served. More urban area translates into more miles for police and fire vehicles to travel, more streets to be paved and plowed, more

sanitary sewer pipeline that needs to be laid, etc. However, the rising costs of quality urban services have not been offset with a corresponding increase in the number of tax-paying households to fund the services.

Of particular importance to the comprehensive plan is that the City of Richmond has extra territorial jurisdiction (ETJ) for 2 miles outside of the incorporated boundary. This gives the City planning and zoning authority over land within the 2 mile fringe surrounding the incorporated area. This area, making up an additional 34 miles of land, is highlighted on the study area map in the medium shade of gray.

What is extraterritorial jurisdiction?

It is the legal ability of a government to exercise authority beyond its normal boundaries. Therefore, Richmond has zoning, land use, and development approval jurisdiction for 2 miles outside of the incorporated boundary.

Communities with ETJs typically have fewer land use conflicts and density problems on their developing fringe than those without, because they are able to regulate the types and densities of uses going into those areas, regardless of whether they are located within the City's corporate boundary or not.

Land Use Categories

Land use is the term used to describe the type of activity that occurs on a parcel or in a structure located on a parcel. This section provides a high-level description of each land use category, with the language being pulled from the 2006 Richmond Comprehensive Plan. The following land use categories are illustrated on the map.

Agricultural/Residential:

This category includes land for farming or for the raising of livestock. Agricultural activities include crop propagation, dairying, stock animal, and poultry. This could include residential uses on site– usually single-family detached residences.

Single-Family Residential:

Land that is developed with single-family residential units. Single-family dwellings are detached and can be part of a subdivision development. The structures do not exceed three stories in height.

Multi-Family Residential:

Multi-family residential areas include multiple family residences within one structure. These include duplexes, units with three family or more dwelling units, stand-alone apartment buildings, townhouses/condominiums, and mobile homes/trailers.

Commercial:

This category includes a wide range of commercial uses and service uses including retail, service businesses, restaurants, professional offices, and medical-related uses (except hospitals). Commercial land uses should generally be located away from or buffered from residential districts due to their high volume of traffic, potential to generate noise, (sometimes) late hours of operation, and possible obtrusive lighting or other adverse constraints. The possible exception to this would be mixed-use commercial spaces, which require higher densities and a walkable environment to successfully operate.

Industrial/Transportation/Landfill/Manufacturing:

This broad category includes areas deemed appropriate for light/heavy industrial uses that are generally not compatible with residential development. These uses include heavy manufacturing uses whose primary objective is for compounding, processing, packaging and assembling of products, construction, contracting, transportation, utilities, wholesaling, warehousing, and mineral extracting uses. This category also includes utility-related uses for electricity, gas, and water services such as power plants, sewage treatment plants, and landfills.

Institutional:

Uses that include churches, places of sacred and religious affiliation, cemeteries, hospitals, civic or religious uses, schools, public/private schools, and colleges/universities. Additionally, this category could include other uses that are exempt from taxes.

Green Space/Open Space:

This category includes land for the use of nature preservation and passive recreation such as Hayes Arboretum and along the Whitewater Gorge. The category includes public parks, retention areas, lakes, reservoir, greenbelts, golf and disk golf courses.

Vacant Land:

Vacant land is land that is undeveloped, but is not used for recreational or park purposes. The land has no buildings or usable structures.

EXISTING CONDITIONS

Land Use Analysis

The existing land use map shows not only Richmond's incorporated area but also the surrounding areas, including the extraterritorial jurisdiction (ETJ). This context is important in order to understand what is going on around the city limits and how it could affect Richmond.

By looking at the existing land use map and the table below, it is clear that most of the land in Richmond is used for housing. Commercial uses have spread in a linear pattern along the major corridors such as U.S. 27, U.S. 40, and NW 5th Street. Where US 27 and U.S. 40 intersect, Downtown Richmond and the Depot District are home to several blocks of commercial uses.

For the most part, industrial land uses have been established in the northwest quadrant of the city. An interesting observation is that this type of land use tends to follow the path of the railroad throughout the city.

In terms of institutional land use, this classification may look overwhelming on the map. This is because not only does the category include things like school, churches, and government services, it also includes all parcels that have been exempt from property taxes. As an example, the Whitewater River is highlighted in blue, because the Whitewater River Gorge area is tax exempt. This area could alternately be identified as recreation, not institutional.

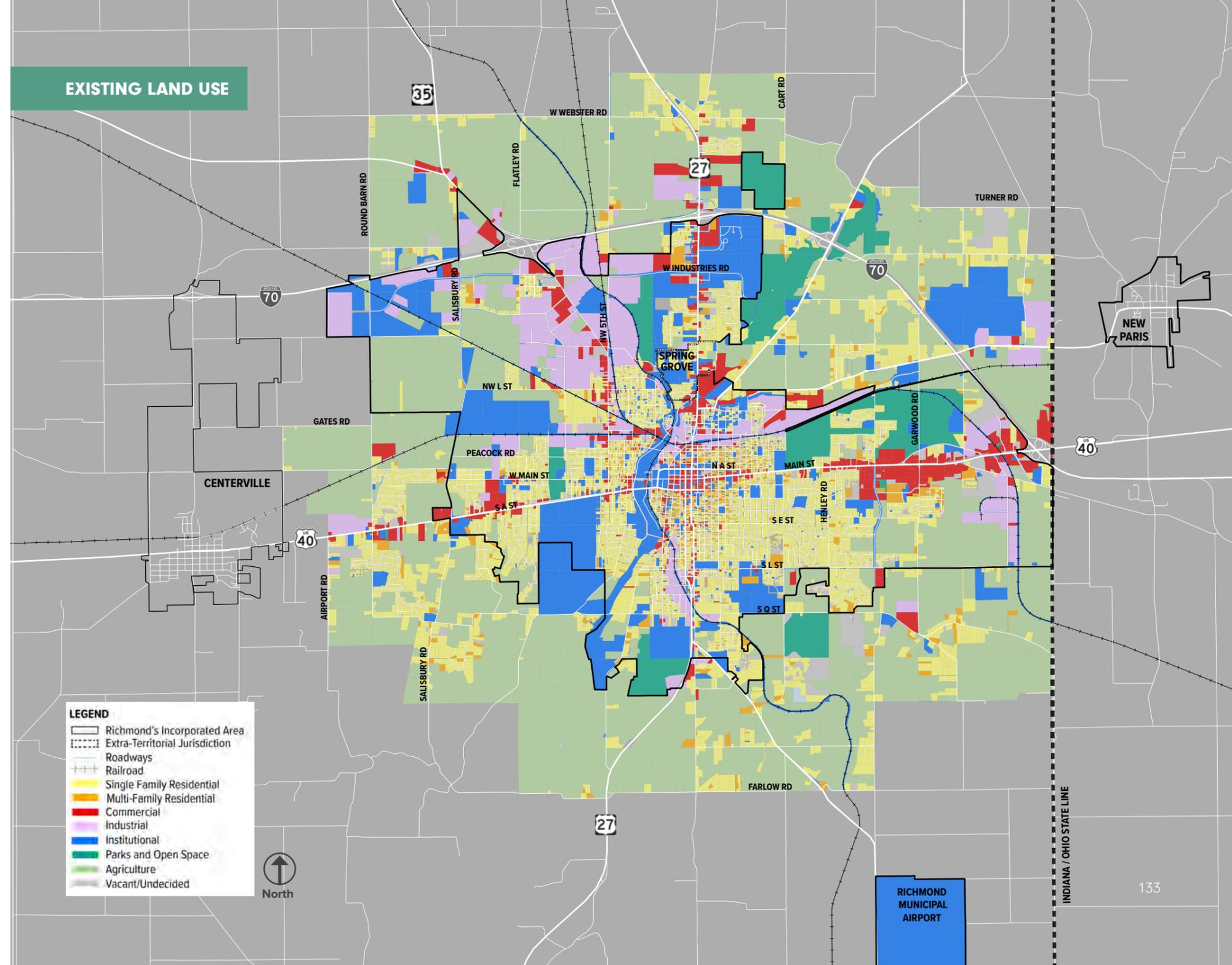
Parks, recreation, and open space makes up over 1,000 acres of land in Richmond. This category is made up of the municipal parks and any open space left throughout the city. Each park facility is highlighted in more detail in the Parks and Recreation section below.

The majority (68 percent) of the City's extraterritorial jurisdiction (ETJ) is identified as agricultural land. As described above, this could include farming or raising animals. In some instance, a single-family residential home accompanies the operation.

LAND USE - INCORPORATED AREA	ACREAGE	PERCENT OF TOTAL
Residential	3,799	25%
Commercial	1,031	7%
Industrial	1,844	12%
Institutional	3,775	24%
Recreation/Open Space	1,008	6%
Agriculture	3,637	23%
Undefined/Vacant	442	3%
Total	15,533	100%

LAND USE - 2 MILE FRINGE	ACREAGE	PERCENT OF TOTAL
Residential	3,292	15%
Commercial	488	2%
Industrial	602	3%
Institutional	1,684	8%
Recreation/Open Space	630	3%
Agriculture	14,747	68%
Undefined/Vacant	389	1%
Total	21,832	100%

EXISTING LAND USE



EXISTING CONDITIONS

EXISTING NEIGHBORHOODS AND HISTORIC DISTRICTS

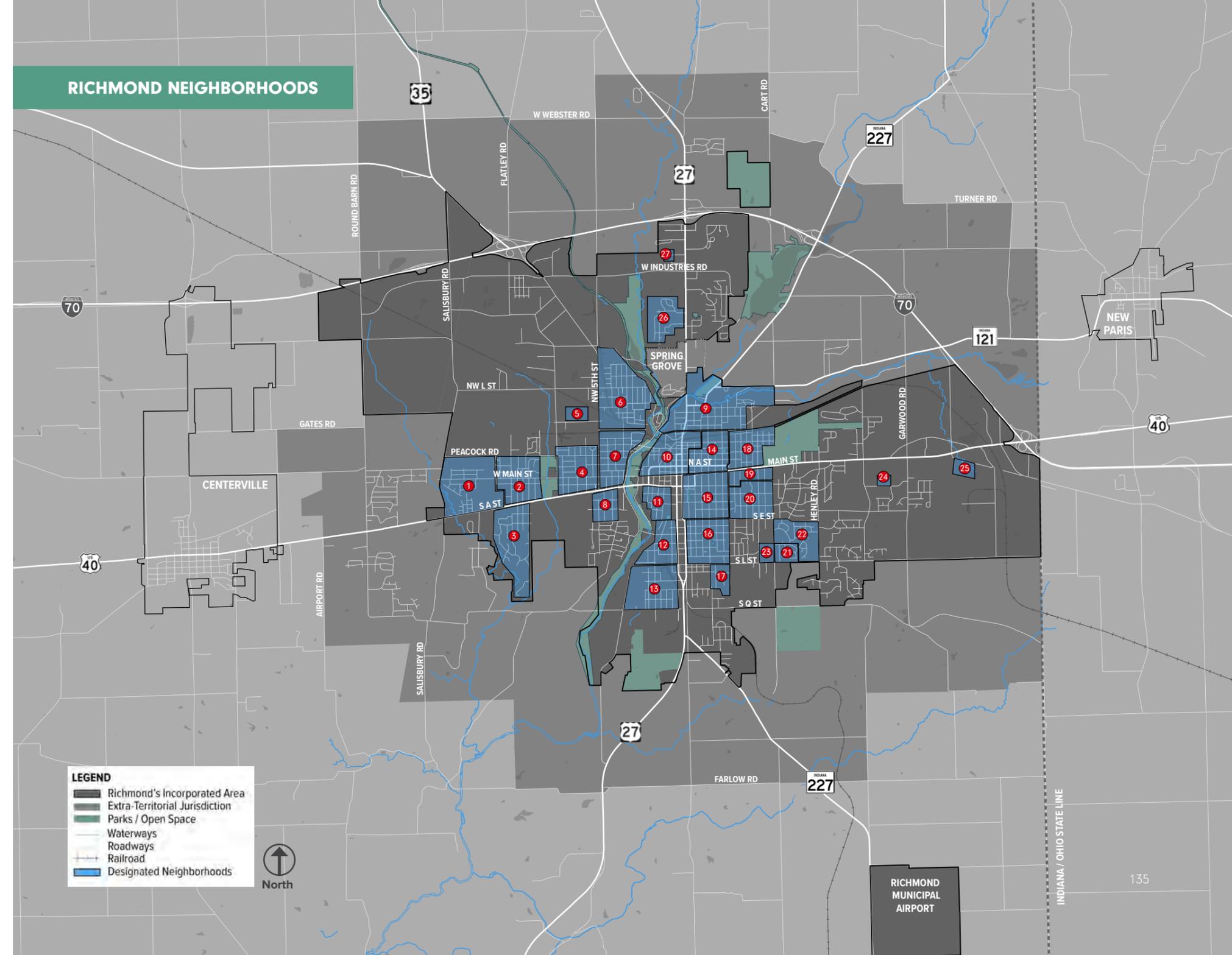
As discussed in the existing land use section, much of the land in Richmond is used for housing. Through public engagement, the project team heard that one of the best selling points for living in Richmond is the historic structures and architecture styles. For this reason, neighborhoods and historic sites/districts are discussed together. This section serves as an inventory of neighborhoods based on having an established association; it is not intended to be an exhaustive list of every neighborhood in Richmond. The following information was provided by Richmond's Neighborhood Services Clearinghouse and the National Register of Historic Places.

Neighborhoods

Richmond is home to over 25 organized neighborhood associations. Each neighborhood is unique in size, character, housing types, and price point. Neighborhoods have the ability to draw someone into a community and create a sense of place for its residents. Because of this, the quality and availability of neighborhoods in a community is a huge contributor to quality of life. Richmond's number of organized neighborhoods is impressive because it shows that residents are engaged enough to be involved in an association. Being able to clearly map neighborhood boundaries shows that each area has started to create some sort of identity within the community.

The existing neighborhoods map reveals that the majority of the established neighborhoods formed in the center of the city and expanded outward along U.S. 27 and U.S. 40. This development pattern is fairly common. Over time, urban sprawl starts to occur causing housing development to locate along the outskirts of a city or town.

MAP NUMBER LEGEND	
Number	Neighborhood
1	Westside Commons
2	Westview
3	Hidden Valley
4	Parkview
5	Mobile Manor
6	Fairview
7	Baxter
8	Joseph Moore
9	North Richmond
10	Depot District
11	Old Richmond
12	Old Germantown
13	Southside
14	Elizabeth Starr
15	Vaile
16	C.R. Richardson
17	Greenwood
18	Starr Parkside
19	Linden Hill
20	Reeveston
21	Unknown
22	Unknown
23	Unknown
24	Cambridge Square
25	Parc Lorraine
26	Crestdale
27	Carriage House



EXISTING CONDITIONS

Historic Districts

In addition to the neighborhoods, Richmond is home to 10 historic sites and six historic districts designated on the National Register of Historic Places. These historic places can be seen as community assets. Often times, people value historic structures and areas and some are even willing to pay more to live in a historic district. Additionally, these areas or structures add character to a community and can create a unique identity for a place. On the other hand, historic designations also come with challenges and barriers. For growth and redevelopment specifically, maintenance and renovations can be costly. Some historic districts hold strict regulations and an approval process for any type of renovation or change to the structure. These are just some of the trade-offs that come with historic designations.

The following statements offer a brief description of historic significance and district boundaries.

- East Main Street- Glen Miller Park Historic District- Identified in 1986 as a historic district, this area is recognized for its landscape architecture, community planning, and architecture. It covers nearly 2,160 acres of land on both sides of E Main Street from North 18th Street to North 13th Street and Glen Miller Park.
- Old Richmond Historic District - This district was added to the National Register in 1974 for historic significance in politics, education, architecture, commerce, and

transportation. It is roughly bounded by C&O Railroad, South 11th Street, South A Street, and Alley S of South E. Street. In 2003, the Old Richmond Historic District adjusted its boundaries that now include A Street, 11th East Street, and the C&O Railroad.

- Reeveston Place Historic District- In 2003, this district was added to the national register for historic significance in landscape architecture, community planning and development, and architecture. This area comprises South B Street, South E Street, South 16th Street, and South 23rd Street.
- Richmond Railroad Station Historic District- This area has been on the national register since 1987. The railroad station has historic significance in its classical revival architecture, transportation, and industry. This area is made up of the Norfolk and Southern Railroad tracks, North 10th Street, Elm Place, North D Street, and Fort Wayne Avenue.
- Starr Historic District- This area was identified in 1995 as a historic district known for its single-family dwellings displaying Italianate architecture. This area is roughly bounded by North 16th Street, E Street, A Street, and the alley west of North 10th Street.

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EXISTING CONDITIONS

EXISTING TRANSPORTATION

Understanding mobility throughout a community and connectivity to the larger regional, or even state, transportation network can be done by reviewing the Federal Highway Administration Functional Classifications. These classifications represent a process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide.

Roadway Classifications

The Indiana Department of Transportation (INDOT) publishes the functional classification maps every 10 years; the most recent survey of Wayne County was completed in 2015. The City of Richmond's transportation system is made up of four classifications.

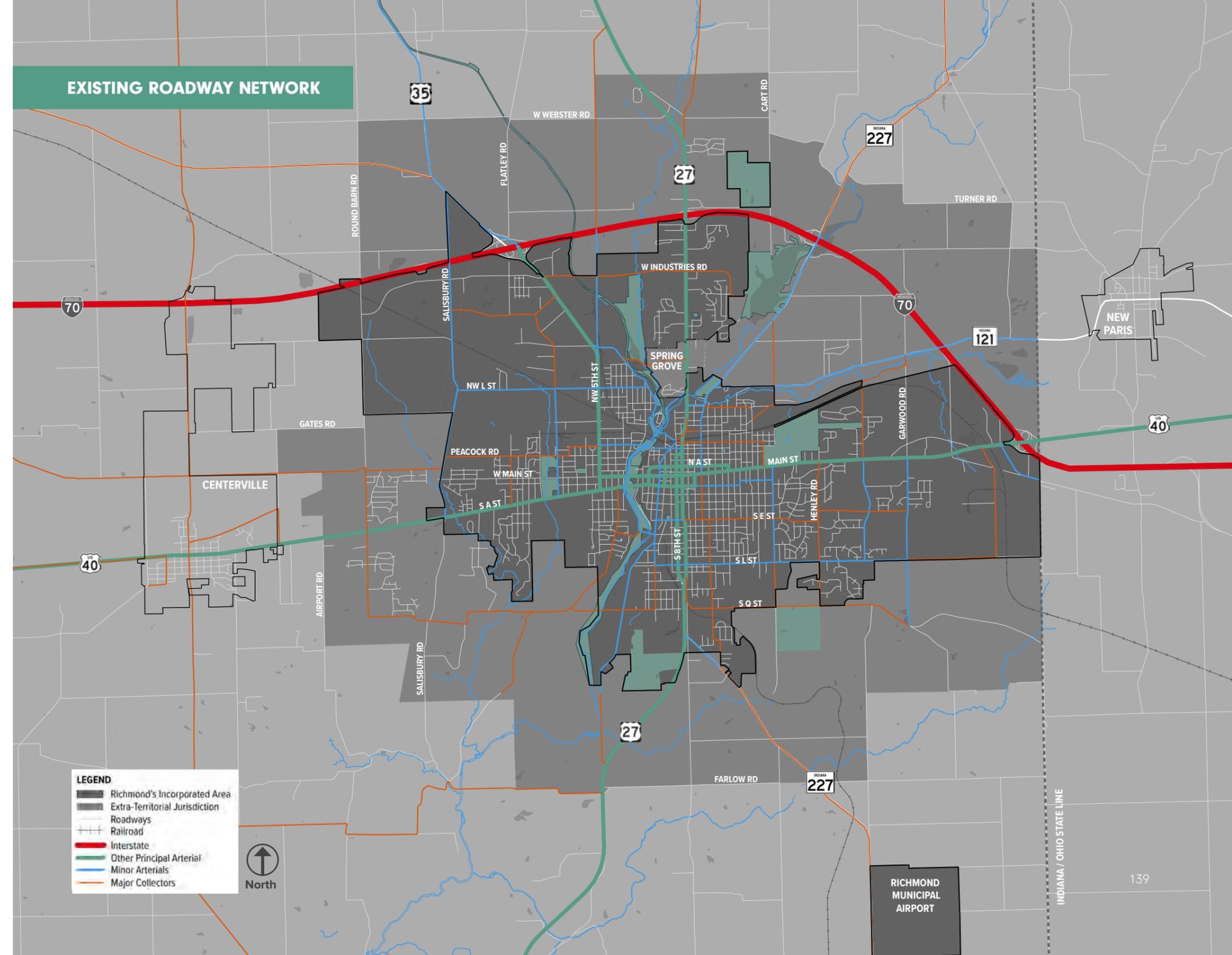
Interstate 70, being the highest classification with full access control and a high level of driver comfort, runs through the northern portion of Richmond with four interchanges. Interstate 70 is highlighted in red on the existing conditions map. There are several other principal arterials, which only have partial control of access, such as U.S. 27/South 9th Street and U.S. 40/Main Street. These roadways serve as natural dividers within the community, creating the four quadrants discussed in existing land use sections.

Additionally, portions of Williamsburg Pike, North 6th Street, and South 10th Street are identified as other principal arterials and shown on the map as the green lines.

In urban settings, minor arterials provide intra-community connections. When compared to principal arterials, these roadways tend to have lower travel speeds, accommodate shorter trip lengths, and lower traffic volumes. The minor arterials located in Richmond are highlighted in blue on the existing transportation map.

The lowest classification roadways in Richmond, aside from local streets, are major collectors. These roadways, highlighted in orange on the map, are characterized by an even distribution of access and mobility function. Major collectors act as an intermediate link between the arterial system and points of origin and destination.

All other roadways in Richmond are considered to be local streets. Although not an official classification, local streets serve many important functions by offering many points of direct access to adjacent properties.



EXISTING CONDITIONS

NATURAL FEATURES

Reviewing natural features such as bodies of water, waterways, and flood plains is an important component of an existing conditions analysis because these areas can be very sensitive to development. The natural features within Richmond offer many benefits to the environment, and disturbing the land can lead to unintended consequences. The following sections describe the natural features found in Richmond.

Water features

The main waterway traveling through Richmond is the Whitewater River. This river has three tributary rivers that flow into it including the West Fork Whitewater River, Middle Fork Whitewater River, and East Fork Whitewater River. Located along the Middle Fork is the Middle Fork Reservoir. Constructed in the early 1960s, the reservoir provides Richmond's water supply. The 177 acre lake is owned by the American Waterworks Company and its subsidiary, Indiana American Water Company, but is operated by Richmond's Parks and Recreation Department. Other waterways highlighted on the map include smaller water features such as creeks and ditches. Each is equally as beneficial to the environment but not essential to this analysis.

Whitewater River Gorge

Where the West, Middle, and East Fork come together, the Whitewater Gorge offers a unique feature to Richmond. A gorge is a deep valley with steep sides, usually formed by a river or

stream cutting through rocks. The Whitewater Gorge dates back to the Ice Age and offers visitors a prime location for fossil hunting and exploration. It can be explored by boat or trail, with the main trail extending 3.5 miles through waterfalls, cliffs, quarries, and over numerous bridges.

Floodplains

The floodplain, which consists of the floodway and flood fringe, exists as a permanent natural habitat. Richmond contains numerous areas of floodplain running north and south. The most predominant floodplain runs along the three forks of the Whitewater River. All floodplains located in Richmond are considered 100-year floodplains, and structures located within them are required to have flood insurance coverage as a condition of receiving a mortgage loan or home equity loan. In some instances, the development of the land in these areas is greatly restricted or prohibited because of its proximity to a floodplain. The undeveloped land on U.S. 27 is an example of an area where development is restricted because of the floodplain.

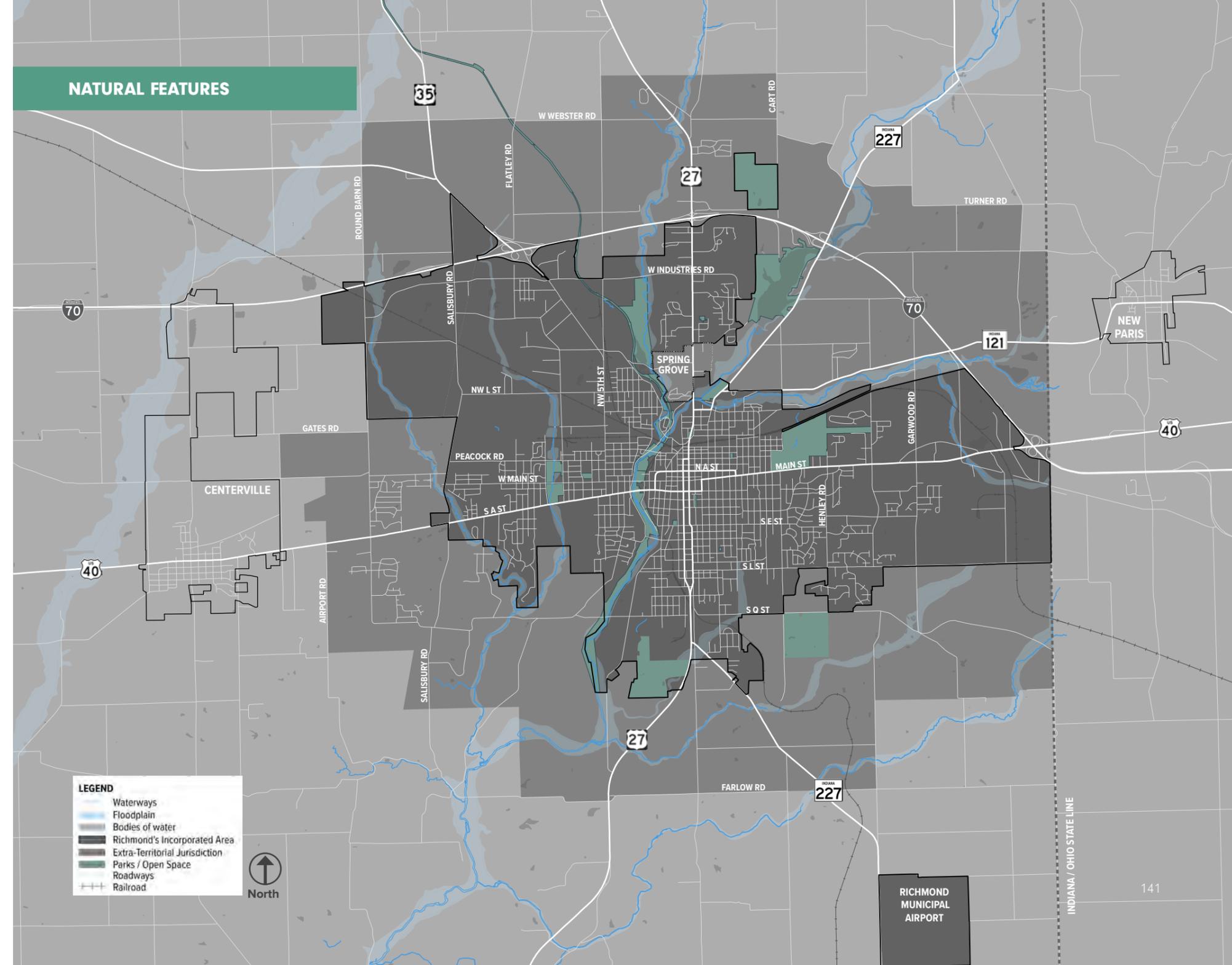
For more information about the undeveloped land on U.S. 27, please see page 154.

In some instances, the term "100 year flood zone" is misunderstood. It does not mean that a flood will happen once in a 100 years. It means that there is a 1 percent chance per year

that the area could flood. In terms of a 30-year mortgage, a home located in the floodplain has a 26 percent chance of experiencing a flood during the life of a loan.

Although floodplains are problematic in terms of development, they serve many purposes and provide countless natural and environmental benefits to the community. When left undisturbed in a natural state, floodplains store water and dissipate floods without adverse impacts on humans, buildings, roads, and other infrastructure. The natural areas located in floodplains act as a filter to remove impurities from runoff and overbank flow which improves the water quality. Additionally, floodplains provide habitat for diverse species of plants and animals, some which cannot live anywhere else. Most importantly, they are essential to a community's ability to adequately handle runoff from rain events and snowmelt.

NATURAL FEATURES



EXISTING CONDITIONS

PARKS AND RECREATION

The Richmond Parks and Recreation Master Plan says it best: “Today, Americans spend more time in outdoor recreational activities than ever before, and the demand for leisure activities in on the increase.” Parks and recreation is a key component to the quality of life offered in Richmond, with associated facilities making up over 1,000 acres (6 percent) of land in community. The following sections provide an overview of each facility. These parks and recreational facilities offer countless benefits to the community including:

- Economic benefits associated with the promotion of tourism, increased property values, attraction of business and industry, and reinvestment in property.
- Health benefits such as increased physical activity can improve mood, lower blood pressure, decrease stress, increase muscle strength, and lower total cholesterol levels.
- Environmental benefits from open space and vegetation include improved air quality, recharging of aquifers, prevention of pollution of surface and ground water, and maintenance of wildlife habitats and natural systems.

Park Facilities

Glen Miller Park

The largest park area and the most popular one in Richmond, Glen Miller Park offers a broad range of opportunities for recreation. Located within its 199 acres are shelters, pavilions, amphitheaters, rose gardens, fishing, golfing, and a skate park. Both the playground and restrooms are ADA accessible making this park a place for all visitors to enjoy. Built in 1923, the beautiful Glen Miller Golf Course was later closed and incorporated into the greater Glen Miller Park. The area was laced with walkable pathways, that extend through hills, trees, and small greens totaling 2,831 yards. The First Tee training facility, established in 2008, continues to offer 8-week golfing lessons for youth.

Highland Lake Golf Course

Highland Lake Golf Course was built in 1972 and is located just off of U.S. 27 North and Interstate 70 on Highland Road. Compared to Glen Miller Golf Course, this one is longer with 18 holes and covers 165 acres of land. Recently, over 30 bunkers were renovated to add to the challenge of the course. It is a popular destination for many local, regional, and state tournaments.

Springwood Park

Formerly known as “Conservation Park,” Springwood Park covers over a 100 acres and includes the Whitewater River, large wooded areas, a marsh, stream, and a 30-acre lake. Users can enjoy picnicking, boating, and fishing.

In addition to passive natural areas, there is a pavilion, storage buildings, restrooms, residence structure, and play equipment on site.

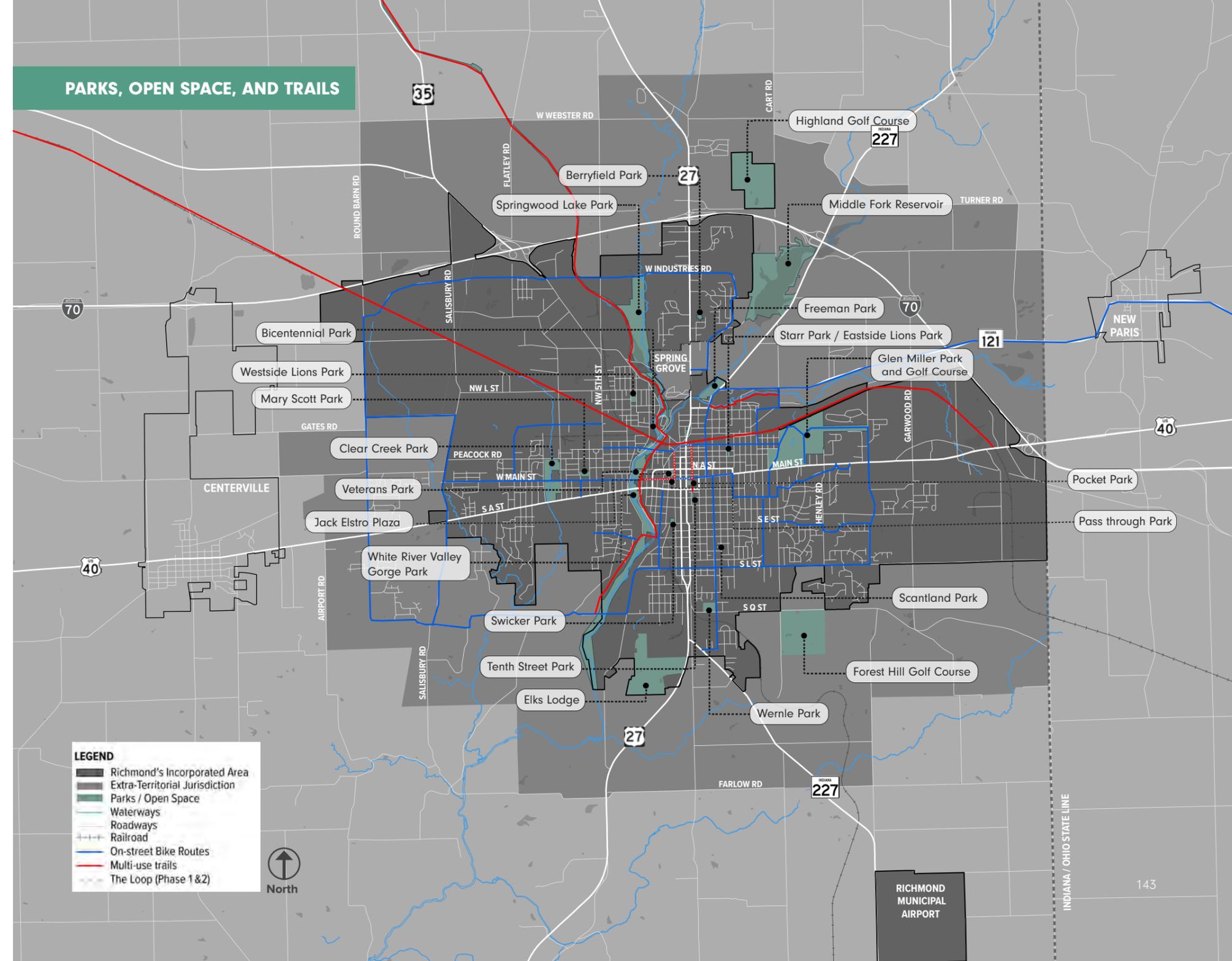
Middlefork Reservoir

Not only does this park area include 100 acres in land, the lake takes up an additional 177 acres. This park has endless amenities ranging from boat rental and launches, cabins, and fish cleaning station, to accessible play structures, volleyball courts, and model airplane runways. An important thing to note about this park is that Richmond’s Parks and Recreation Department is responsible for the operation and usage of the city water reservoir, but does not retain ownership.

Whitewater Valley Gorge Park

A valuable environmental and natural resource to Richmond, the Whitewater gorge runs 3.5 miles through the city. Dating back to the Ice Age, exposed bedrock along various points along the gorge walls illustrate the geological history that is unique to Indiana. The gorge provides miles of hiking trails and scenic vistas, picnic areas, vertical cliffs, and beautiful waterfalls. Also, located in the park is Starr Gennett Historic Site. The Whitewater Valley Gorge Park accounts for 100 acres of land surrounding the waterway.

PARKS, OPEN SPACE, AND TRAILS



EXISTING CONDITIONS

Clear Creek Park

Clear Creek Park, consisting of 49 acres of park land, is divided into two sections by the existence of West Main Street. Located on the west side of Richmond, the park provides a complex of sports-oriented activities which include a baseball stadium, five ball diamonds, Cordell pool, eight pickleball courts, horseshoe courts, basketball courts, and sensory playground.

Freeman Park

Covering 30 acres of land, Freeman Park is home to an international striped basketball court, shelter, swings, soccer fields, volleyball court, and open fields for recreation. The south end of the park is bordered by the Middle Fork of the Whitewater River and consists mostly of wooded area.

Wernle Park

Wernle Park is located between South L Street and Wernle Road at 16th Street. As of now, it is just designed open space with a retention basin for the purpose of retaining storm water runoff during peak times, but this park could hold opportunity for the City of Richmond.

Mary Scott Park

Mary Scott Park is made up of 7 acres located adjacent to Noah's Ark Day Care Center and Dennis Middle School. The proximity to the two school enhances the potential of this area. The park includes facilities for both active and

passive recreation and special facilities in a cabin, shelter, and play equipment.

Richmond Senior Center

With indoor and outdoor recreational facilities, the senior center is located on South 2nd Street. This community asset offers a variety of options ranging from bingo, book clubs, fitness classes, and art programs to chair volleyball, basketball, and pickle ball. Residents can enjoy access to the amenities for as little as 15 dollars per year.

Small Community Parks

In addition to the park and recreational facilities described above, Richmond is home to several smaller parks. These facilities are just as important to the community, but often times serve a different purpose. Whereas the large parks above may act as a destination to the entire community, or sometimes even region, smaller parks serve the neighborhoods surrounding them. Acting as gathering points for communities, these parks range anywhere from 0.8 to 4 acres in size. Small parks such as these can often become the catalyst for future community development in building up the neighborhood. For this reason, they may not be identified on the map but were considered for this existing conditions report. The following parks have been identified as small community parks:

- Bicentennial Park
- Veterans Park
- Starr Park

- Westside Lions Park
- North Tenth Street Park
- South Tenth Street Park
- Riverside Park
- Swicker Park
- Scantland Park
- Berryfield Park
- Jack Elstro Plaza

Connectivity through Trails and Bike Routes

Richmond's 2015 Bike and Pedestrian Master Plan outlines an entire network made up of existing and proposed multi-use paths, sidewalks, greenways, bike lanes, and shared lanes. For the purpose of this existing conditions report, this section works to highlight some of the trails and bike routes offered in Richmond. This is not intended to be an exhaustive list as the City is continuously adding new infrastructure and improving connections. The Parks and Trails Map illustrates the connection, or lack of, among the existing parks and trails. By doing this, it will reveal any gaps in connectivity and start to lay the groundwork for the types of recommendations this comprehensive plan could offer to enhance the network.

State Connections

American Discovery Trail

The American Discovery Trail (ADT) includes two portions, a northern and southern portion, making up over 600 miles of trail throughout the State of Indiana. Richmond is situated at the southern end of the Northern Route. Just

southeast of the incorporated boundary, the trail travels along Greenmount Pike onto Wernle Road and crosses the river. Eventually, the trail transitions onto NW 5th Street and continues northward out of the city limits.

Regional Connections

Cardinal Greenway

The Cardinal Greenway is a 58-mile trail that spans from Richmond through Muncie to Gas City, Indiana. Because the trail is a long, paved pathway, it is ideal for hiking, jogging, cycling, and skating. Recently, a bike share station was added at South 3rd street in Richmond for people who would like to ride along the trail but don't own a bicycle. The farthest south the trail goes is at Test Road in Richmond. From there, the trail travels along the river northward to Springwood Park. There are two trailheads located in Richmond, both with parking, restrooms, water fountains, and interpretive displays. Union Pike Trailhead is located just south of the intersection of West Industrial Road and Union Pike. The second trailhead is located at North D Street just east of the East Fork White River.

National Road Heritage Trail

This trail is part of a border-to-border trail stretching between Terre Haute and Richmond, Indiana. It is anticipated that the trail will span over 150 total miles. The trail enters into Richmond from an abandoned railroad corridor to the west of the city, crossing the Whitewater

River on Main Street, and transitions back to the railroad corridor just north of Glen Miller Park. Richmond is home to one of twelve "Madonna of the Trail" statues established by the Daughters of the American Revolution, as part of the Great National Shine in commemoration of pioneer mothers heading west.

Local Connections

Bike Routes

Shown as a blue line on the map, there are multiple designated bike routes throughout Richmond. This means that the city determined that roadway as one of the most bikable streets in Richmond. The map reveals that the southeast quadrant of the City features the highest level of connectivity when it comes to bike infrastructure. It can be assumed this is because of its proximity to downtown and the development density in this area. Most recently, phase 1 of the bike look has been constructed. It is anticipated that phase 2 construction will started in early 2022. As for the other city quadrants, bike infrastructure is few and far between.

Gorge Trail

The Whitewater River Gorge Trail runs from Test Road to Thistlethwaite Falls, covering 3.5 miles. Throughout the trail, users will come across nine bridges and eight sets of stairs. There are a variety of destinations and scenic views along the trail such as bird sanctuaries, canopy of trees, Weir Dam, National Road Bridge, and Test Woolen Mill.

Riverside Trail

A project of the Society for the Preservation and Use of Resources (SPUR), the Riverside Trail continues to grow. The vision for this trail is to connect the Whitewater River Gorge, Cardinal Greenway, Middle Fork Reservoir, Glen Miller Park, and Hayes Arboretum.

Hayes Arboretum Trails

Nearly 466 acres of woodlands, meadows, swamps, and streams make up the Hayes Arboretum. Within this area, there is a 3-mile long auto trail, several hiking trails, and even three mountain bike trails.

EXISTING CONDITIONS

COMMUNITY SERVICES

The term community services can mean a variety of things to different people and organizations. For the purpose of the comprehensive plan, community services refers to education, healthcare, and public safety such as police, fire, and EMS. The following sections provide an overview of the services and facilities offered in Richmond.

Educational Institutions

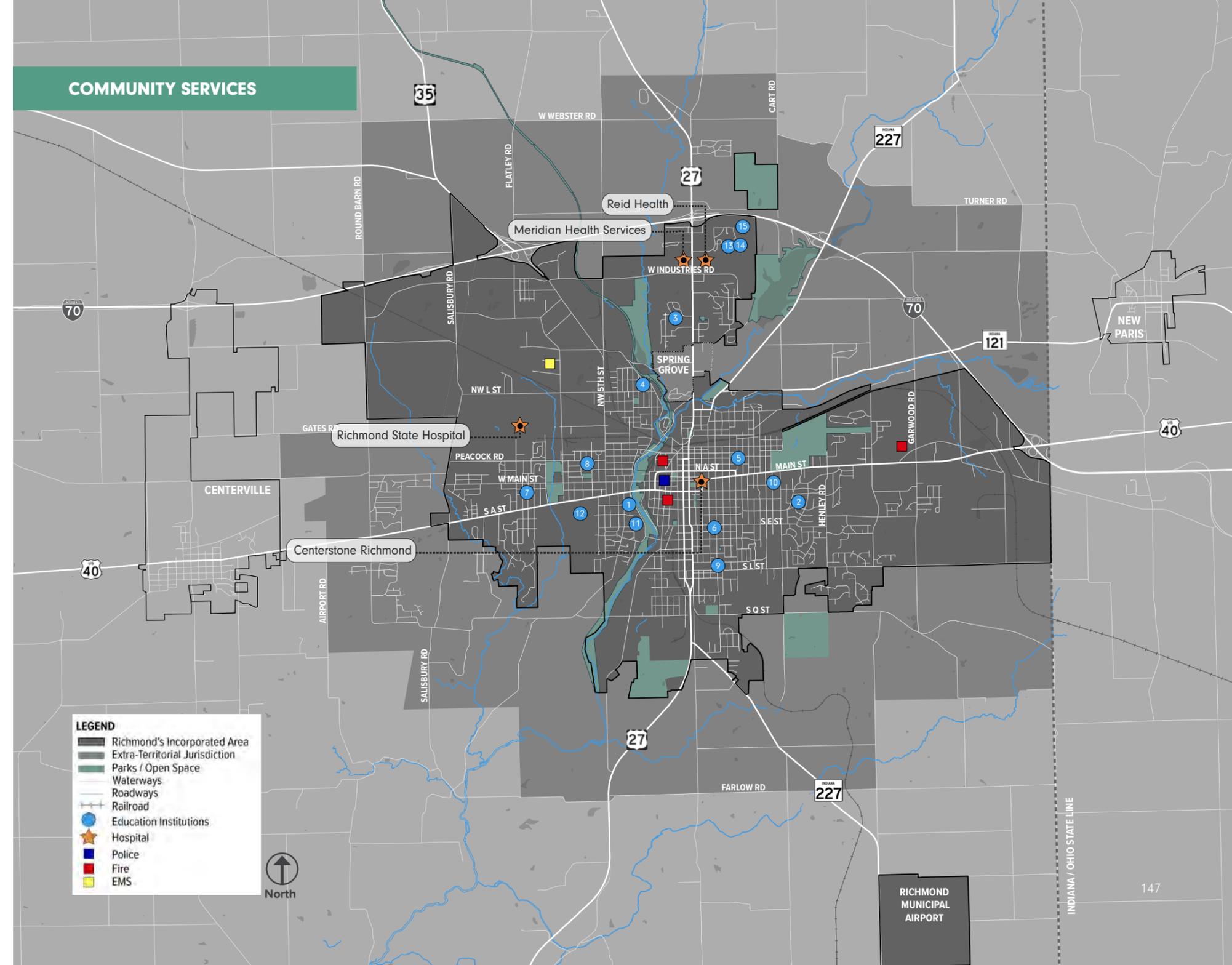
Richmond has no shortage of educational institutions. Richmond Community Schools comprises 10 schools and six special programs. There are six elementary schools serving preschool through 4th grade, three middle schools serving 5th through 8th grade, and one high school serving 9th through 12th grade. In addition to the public school system, there are several private education institutions including Seton Catholic East, Seton Catholic West, The Children's School, Richmond's Friends School, Community Christian School, Seventh Day Adventist Church School, Oak Park Christian Academy, and STEM programs through Earlham College.

In terms of higher education, five institutions offer various opportunities for individuals looking to further their education. Earlham College offers nearly 50 programs ranging from archeology, Chinese language, film studies, education, to politics, sociology, and anthropology. Another institution with a strong local presence, Indiana

University East is another great institution in the City of Richmond. This facility provides the opportunity to complete bachelor degree programs both in-person and online, and some online graduate certificates. Also located in Richmond is the Purdue Polytechnic Richmond extension of Purdue University. The benefit to this local campus is that it is small enough to provide students with dedicated, one-on-one attention while earning a degree from Purdue University. This campus offers a variety of programs including computer graphics (animation, game, and web design) and engineering technologies (mechanical, robotics, and industrial). The Bethany Theological Seminary, the fourth institution, offers two master programs and five separate graduate certificates for those pursuing a career within church ministries. The seminary focuses on the Christian faith, and is the official seminary of the Church of the Brethren. Accounting for the fifth and final facility, Ivy Tech Community College provides a wide variety of options for students in both the programs that are offered and the extracurricular activities that students can take advantage of. Another perk of this facility is that it is the most affordable option when choosing a college in Richmond; in 2014, the net cost for a full-time student was approximately \$6,500 per year.

MAP NUMBER LEGEND	
Number	Educational Institution
1	Richmond Community School Building
2	Charles Elementary
3	Crestdale Elementary
4	Fairview Elementary
5	Starr Elementary
6	Vaile Elementary
7	Westview Elementary
8	David W. Dennis Intermediate School
9	Hibberd Building
10	Julia E. Test Intermediate School
11	Richmond High School
12	Earlham College / Bethany Theological Seminary
13	Indiana University East
14	Purdue Polytechnic Richmond
15	Ivy Tech Community College

COMMUNITY SERVICES



EXISTING CONDITIONS

Public Health and Safety

The Richmond Police Department is made up of over 75 officers, several dedicated volunteers, reserve officers, and support staff. The office is located near the intersection of North A Street and North 5th Street. The department is trained and offers support in a variety of divisions and specialty services including:

- Patrol
- Investigations
- Drug Force Task
- Youth Services
- Community Outreach
- Equestrian Unit
- Bicycle Patrol Unit
- K-9 Unit
- Reserve Unit
- Explorer Cadet Post
- CUFFS TV Program

The Richmond Fire Department has approximately 80 professional firefighters and staff. There are six fire stations located throughout Richmond. Each firefighter is assigned to one of three shifts, making up about 25 firefighters per shift. All firefighters are trained as an emergency medical responder, an emergency medical technician, or a paramedic; therefore, they are instrumental in delivering emergency medical services (EMS).

In terms of healthcare, Richmond has two local hospitals. Reid Health is a general medical and surgical facility, and has served the Richmond

community since 1905. The new facility is located in northern Richmond along US 27, just south of Interstate 70. Richmond State Hospital has been around since 1890. This health facility is a psychiatric hospital operated by the state. It is one of six hospitals within the Family and Social Services Administration Division of Mental Health. In addition to the two hospitals, a handful of medical offices and an urgent care facility are located throughout Richmond.

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EXISTING CONDITIONS

EXISTING REDEVELOPMENT OPPORTUNITIES

A key component to planning for future growth and development is addressing the unique opportunities and needs of older parts of the City. Even the most vibrant communities experience vacancies at any given point in time. These areas present an opportunity to conserve land resources, leverage existing infrastructure, and repurpose existing structures. As opposed to new greenfield development on the edge of the City, redevelopment of existing areas or structures can result in:

- A more efficient and effective use of land and resources since existing areas will already have the necessary public infrastructure.
- A more compact form of land use and development.
- Reinvestment in areas experiencing growth pressures, or that haven't benefited from investments made by the public or private sectors.

This section is not intended to provide an exhaustive list of redevelopment sites in Richmond but instead will identify the benefits and areas of focus for redevelopment. Through the community asset mapping workshop and stakeholder engagement sessions and confirmed by the City, there have been three areas of focus identified for redevelopment efforts.

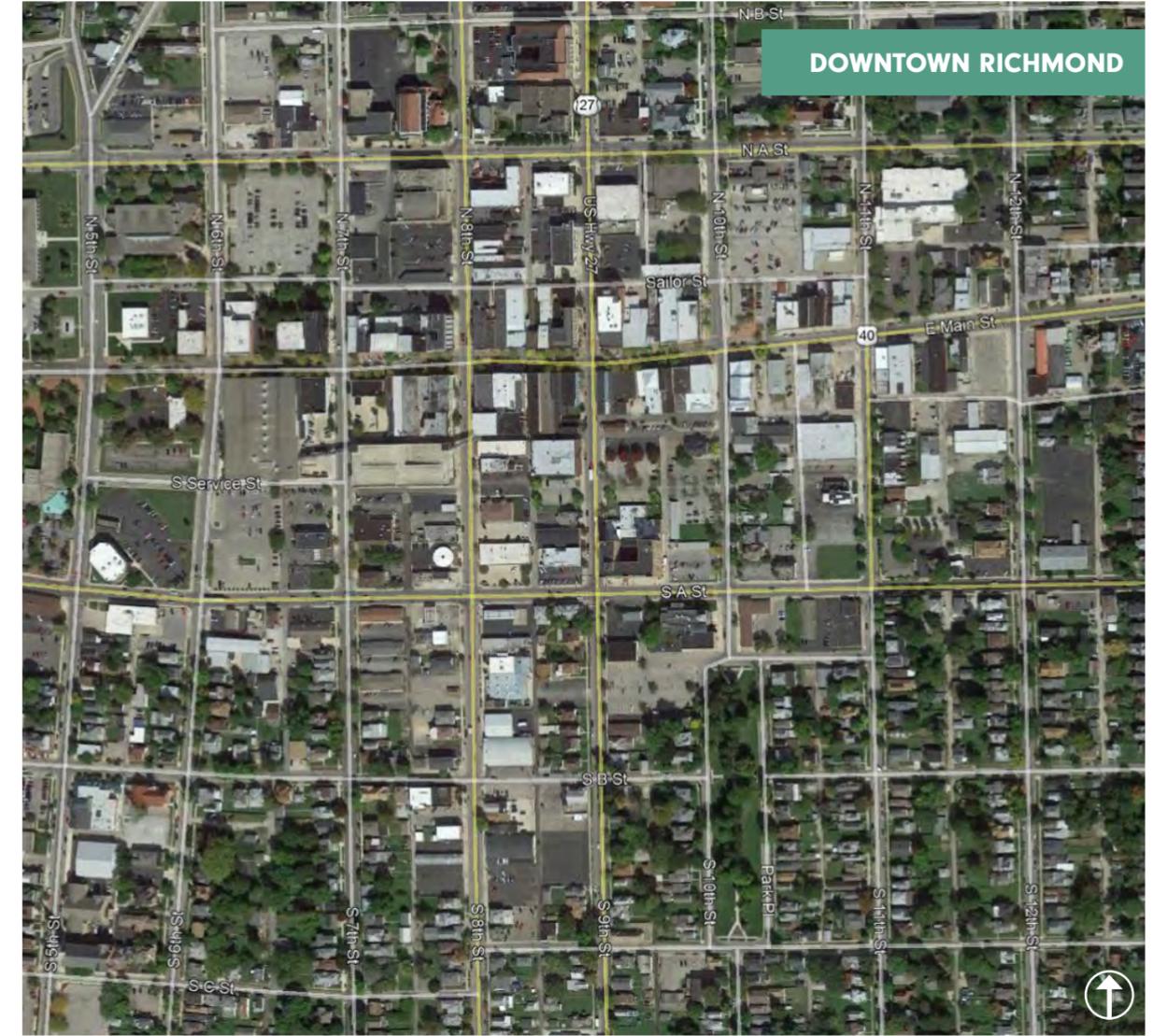
Downtown

Downtowns are sometimes referred to as the heart of a city and region, and accordingly play a strong role in the health of their respective communities. Richmond is unique in that it has an original downtown area and located just north of that is the Depot District. As the Depot District continues to expand, it is important to continue improving the original downtown area too. Additionally, creating pedestrian connections between these areas will foster activity and investment in both locations. Fortunately, the downtown and Depot District are located in Opportunity Zones. The opportunity zone program offers three tax incentives for investing in low-income communities through a qualified Opportunity Fund.

Benefits from investment in downtown revitalization include job creation, increases in property values, and attraction of new residents and tourists. On the other hand, the redevelopment of downtown structures comes with many challenges. These structures are usually aging, which can result in high construction costs, especially with ADA regulations and efficiency standards. The key to downtown revitalization is establishing a shared vision and a pathway to get there. Revitalization doesn't always have to mean redeveloping a structure. Investment in streetscape improvements such as sidewalks, bike lanes, landscaping, and seating can enhance an area too.

With the current roadway improvements and installation of the Stellar bike loop, improving movement and connectivity is underway. As redevelopment opportunities open up within the downtown area, the City of Richmond should be proactive in planning for the reuse of site and structures within this area.

A great example of this is the former Elder-Beerman building located at 601 E Main Street. This structure presents a unique opportunity for Richmond with its prime location in downtown and a connecting skywalk to a parking garage, and could be the next anchor for revitalizing downtown Richmond.



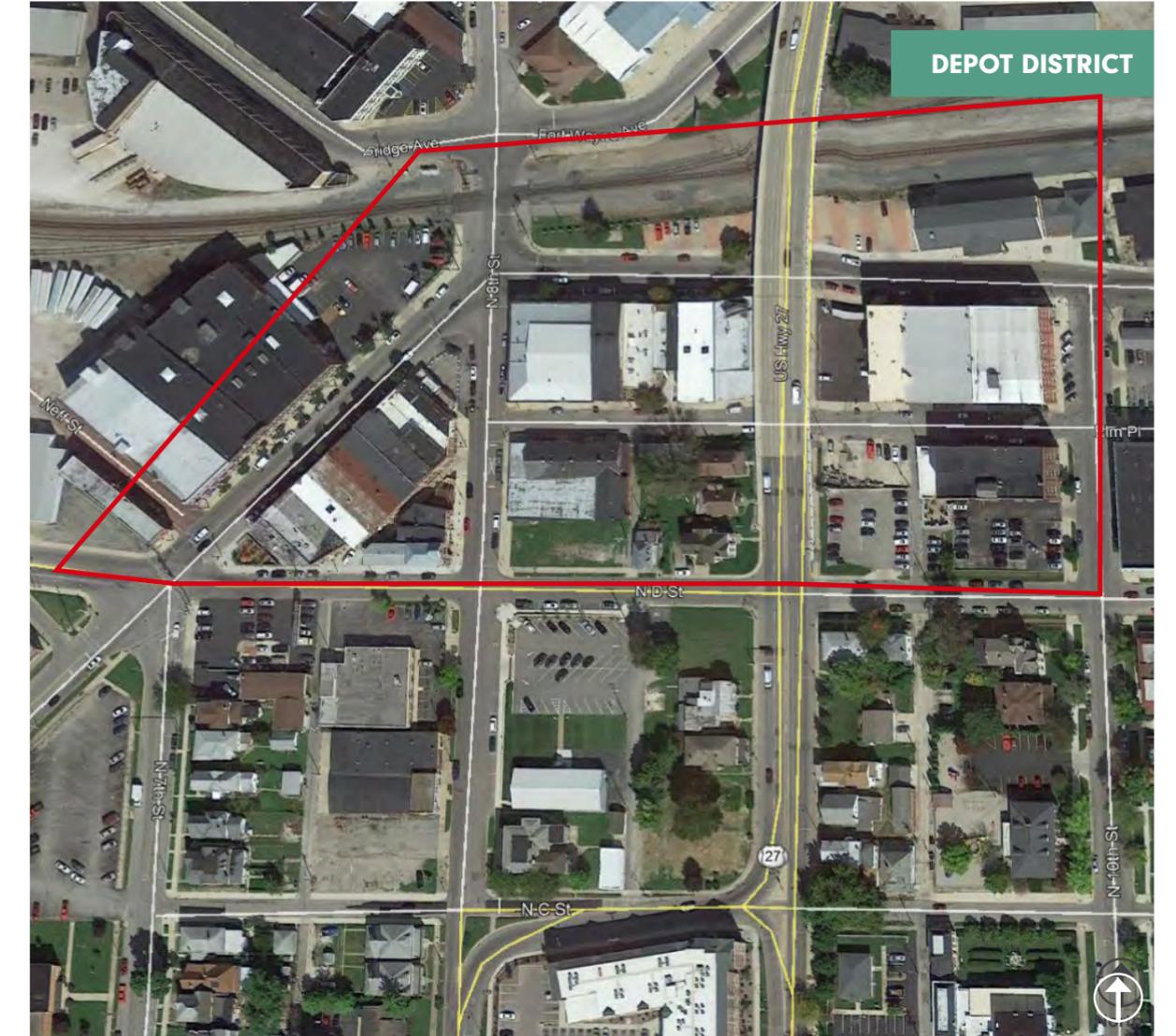
EXISTING CONDITIONS

Depot District

The Depot District is bounded by North D Street to the south, the railroad to the north, North 10th Street to the east, and both sides of Fort Wayne Avenue to the west. Similar to downtown, the Depot District is lined with shopping, dining, and historical attractions such as the 1902 Pennsylvania Railroad Depot and the National Model T Ford Museum. Fort Wayne Avenue is booming with popular local destinations including Little Sheba's restaurant, Roscoe's coffee bar, Two Sisters Books and More, and Richmond Furniture Gallery to name a few.

Additionally, art murals seem to be the distinguishing factor for this area. The Depot District is home to several unique art pieces sprinkled throughout the district. The photos on the following page are just two examples.

As discussed in the previous downtown section, historic structures can come with a hefty price tag but Richmond should be proactive in the reuse of the structures. Redevelopment efforts within this district could include filling vacant store fronts as they become available and working to increase occupancy in the upper floors of the existing structures.



EXISTING CONDITIONS

Undeveloped Land on U.S. 27

In 1905, Reid Memorial Hospital was founded by Daniel Grey Reid and located at 1401 Chester Boulevard in Richmond. The hospital was dedicated to Reid’s wife and son who had passed away shortly before due to the lack of healthcare facilities at the time. The 31,000-square-foot building provided healthcare services for over a century. After over 100 years of operations, Reid Hospital and Health Care Services relocated to the north, closer to the I-70 interchange, in 2008. At that time, the building was sold to Spring Grove Development, LLC, under the premise that the building would be restored; after several years of inactivity, as well as an accumulation of delinquent property taxes, the City took ownership of the site in 2018. Prior to finalizing ownership, in 2017, demolition plans were prepared by TRC Environmental Corp., an Indianapolis engineering firm, to coordinate the removal of building structures and site infrastructure. Due to asbestos being present within the building, and typical striation given the age of the structure, careful attention was taken to remove hazardous materials through the demolition process. All buildings and parking lots were removed while a portion of the existing roadway and all connected stormwater collection and conveyance systems remained. The site was then re-graded to closely match adjacent areas, concluding the demolition in 2018.

Since this time, the property has been graded, seeded, and allowed to naturally revegetate over time. The site has grown into a large open space with a host of invasive vegetation along the perimeter woodlands, and a roadway through the site has been preserved to provide access to a neighboring residence beyond the site to the northeast. With an existing mature tree canopy along a large portion of the site, the open fields and sloping hills provide an area of mostly undeveloped land just north of downtown Richmond.

Today the City owns six parcels with a combined area of 81.0 acres; three of these parcels (totaling 49.2 acres) are within the City of Richmond, with two more parcels (totaling 4.2 acres) residing within the adjacent Town

of Spring Grove, and the final parcel (27.6 acres) being outside of either municipality. These parcels are located within the county and fall within the boundaries of the city’s 2-mile extraterritorial jurisdiction.

Since 2017, the City of Richmond has been thinking about how the site could be redeveloped and reused. Due to the site’s history, location, and proximity to downtown Richmond and Interstate 70, the Richmond Rising Comprehensive Plan will provide detailed recommendations on the site’s reuse and redevelopment. Additionally, the plan will feature an implementation framework to best identify which economic development tools and capital improvement projects can be leveraged by the City to incentivize redevelopment on the site.



EXISTING CONDITIONS

Site Analysis

The following section works to provide a high level analysis of the existing condition site constraints related to redevelopment.

Context

The site is located east of US27/Chester Boulevard, just north of downtown Richmond, 1 mile north of the popular Depot District, and two miles south of the I-70 interchange. Currently, the redevelopment area is within close proximity to large expanses of tree-lined farmland to the northeast, approximately 31 acres, and the Cardinal Greenway travels less than a mile west of the site toward Sim Hodgin Parkway. Land uses immediately surrounding the site include the following:

Residential

To the east, along Middleboro Pike, there is an existing mobile home site and a mix of single-family and agricultural lots extending north beyond the site. Some small clusters of single-family units abut the site along Oak Drive to the north of the property, and south just below Freeman Park. Other single-family units can be found on the west side of US 27/Chester Boulevard.

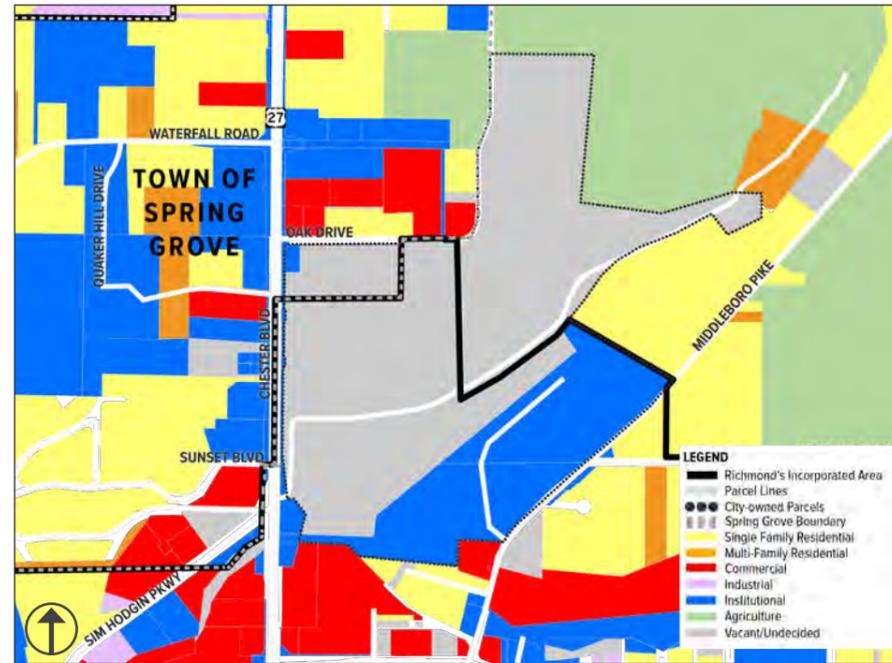
Office

Within the Town of Spring Grove to the north of the site, is an office park that is occupied by several dentist and orthodontics offices. West of US 27/Chester Boulevard, multiple medical facilities including an internal medicine center and a dermatologist office are located along the highway. Additionally, the Quaker Hill Conference Center is tucked back from the road along Quaker Hill Drive to the west.

Commercial

South of the East Fork Whitewater River, there is a current mixture of commercial uses, including additional medical facilities, auto sales and repair services, and small businesses along North J Street and North 12th Street.

LAND USE MAP



Recreational

Freeman Park is located to the southeast of the site and offers more active recreational uses and a direct connection to the riverfront. The existing 30-acre site is currently home to a variety of sports uses including a fenced soccer field and an international striped full-sized basketball court. Additional amenities are provided such as swing sets and a picnic area with overhead lighting for night time use. The park includes a large open field to the west that is unmarked and can be used as a flexible space for a host of other events such as volleyball and futsal, or any other desired use. This area is pretty well connected to the bike loop and Center City. A key consideration is that this area is home to a diverse community comprised of

several ethnicities including African American and Latino people. Freeman Park is specifically used by the Latino community. For an example, the basketball court has been striped in a unique way that is familiar to this community. Additionally, many of the signs throughout the park are written in Spanish. This demographic will be an essential part of determining recommendations that may impact the park facility.

Institutional

Religious uses can be found on the west side of US 27/Chester Boulevard, and a skilled nursing facility can be found along Oak Drive. Although not immediately adjacent to the site, the Middlefork Reservoir lies approximately 3,000 feet to the northeast.

EXISTING CONDITIONS

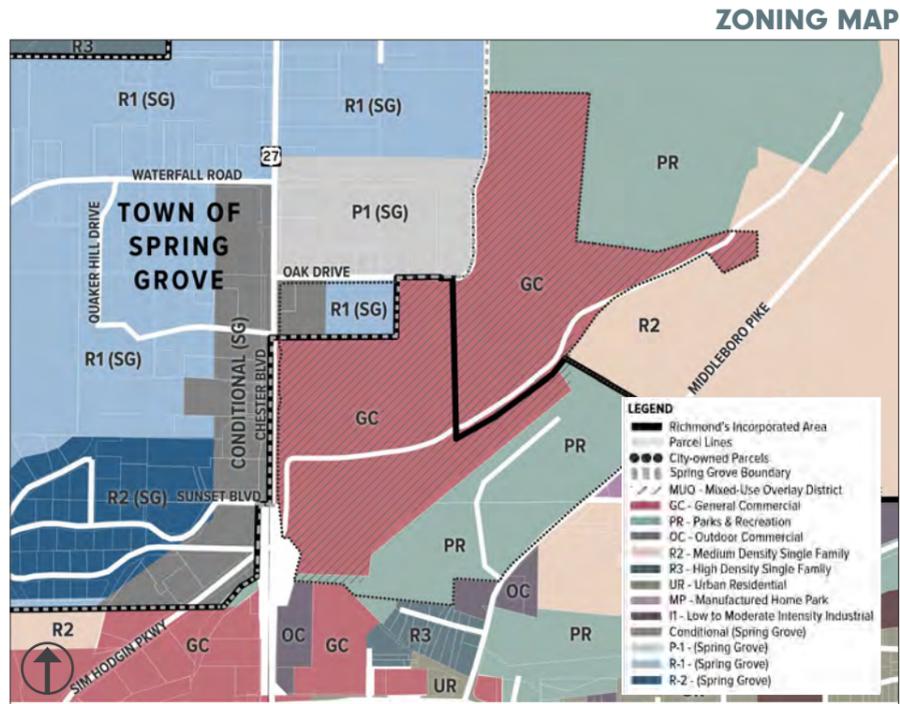
Existing Zoning

Although part of the site is located within the county, it falls within the city's extraterritorial jurisdiction. The planning and zoning jurisdictions of two communities – the City of Richmond and the Town of Spring Grove – intersect the site. Since the zoning ordinances for these communities identify what uses are permitted, the City and Town will need to agree on the reuse for the full site to be utilized. Furthermore, multiple zoning districts for each community are present on the site. In summary, these circumstances imply that both the City and Town will likely need to take action (such as a use amendment or a rezoning petition) in order for a site-spanning reuse to be compliant with both sets of regulations.

City of Richmond Zoning

The two (2) largest parcels on the site (with a combined acreage of nearly 57 acres) are located within a "General Commercial" (GC) district, which is intended to accommodate "moderate intensity commercial and office uses" such as retail, restaurants, light offices, and personal and professional services. Development within these properties will require multiple considerations such as a 25' front-yard setback, a 15' side-yard setback, and a 35' rear-yard setback. No structures shall occupy more than 80 percent of the overall site, and required screening within all bufferyards and parking lots will be required per landscape standards.

The City's "Mixed-Use Overlay" (MUO) district also applies to the site, which expands the set of uses to include the addition of single- and multi-family residential uses, as well as institutional uses, such as parks, child care, and religious uses. Any proposed use outside of the base zoning will be required to conform to the proposed base zoning requirements. For example, any multi-family residential development within the MUO will be required to meet all M2 District standard requirements including setbacks, lot coverage standards, and landscape buffering requirements. Likewise, single-family uses must conform to all R2 District standards, and any institutional uses will be required to meet all IS District standards.



The two (2) southernmost parcels (totaling nearly 20 acres, and located primarily in the floodplain) are zoned "Parks and Recreation" (PR). These areas are to allow all types of active and passive recreation including parks, trails, playgrounds, and sports fields. PR zoning is designated to protect areas for conservation, and any new development within these sites will be required to meet predetermined setbacks per the zoning ordinance. All primary structures must maintain a 50' minimum setback from the property line, and no more than 50 percent of the lot may be developed with structures and parking.

Town of Spring Grove Zoning

The two northwest parcels of the site (totaling about 4.2 acres) are within the Town's jurisdiction. A copy of the ordinance was not available for review, but a map of the districts was obtained. The Spring Grove zoning ordinance is notably more restrictive than the City's, with most of the attention being paid to single-family residential uses. The smallest parcel (about 0.3 acres) is part of a larger "Conditional Use" district extending along Chester Boulevard/US 27; typically, special use districts require direct discussion with the plan commission to identify a feasible use. The other parcel (3.9 acres) has both "Conditional Use" and "R-1" (typically single-family residential) as pertinent designations.

Additional Ownership and Restrictions

In addition to the site's various zoning restrictions the property currently also has a restrictive covenant in place. The covenant outlines that Reid Health must approve the development of another hospital or healthcare facility on the property.

EXISTING CONDITIONS

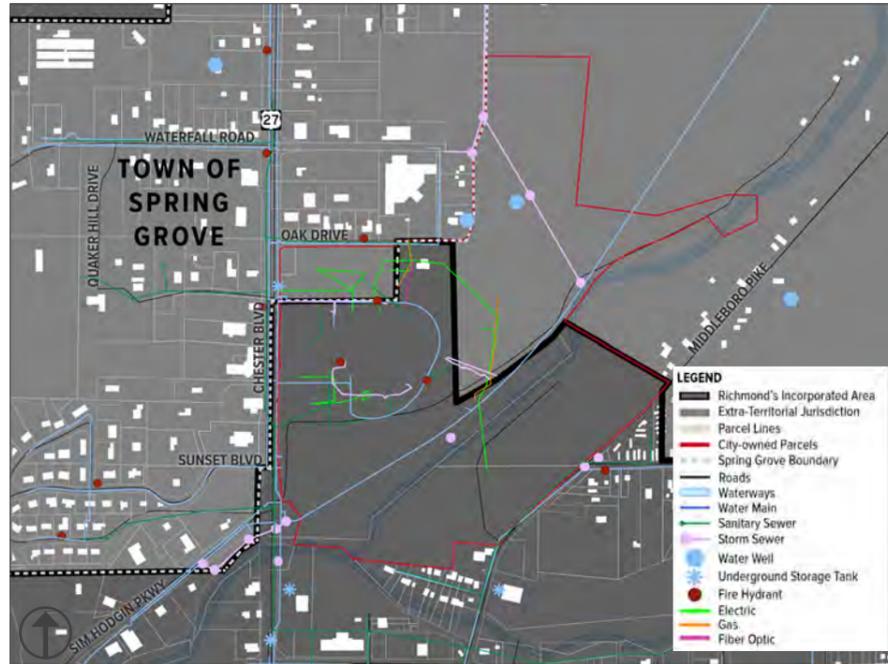
Infrastructure

Site Utilities and Stormwater Infrastructure

Prior to demolition, the site was serviced by public utilities accessed along Chester Boulevard/US 27. Data for interior areas of the site were identified through previous site development plans, but a lack of public information limits conclusions about other onsite extensions; nevertheless, major findings are summarized below:

- A sanitary sewer main currently exists to the west along Chester Boulevard/U.S. 27. The site was served from an existing sanitary sewer connection at the southwest corner of the site. This connection point should be able to be utilized for the site redevelopment pending approval from Richmond Utilities.
- A water main currently exists to the west along Chester Boulevard/U.S. 27. The site utilized a connection to the main at the northwest corner of the site. Records indicate that this connection was decommissioned at the time of building demolition, but any future water service should be able to connect in the same fashion pending approval from Indiana American Water.
- It is documented that a series of underground storage tanks were removed from the site during demolition of the previous hospital infrastructure. An additional storage tank is identified south of Oak Drive and Chester Boulevard, and will need further information to determine its use and impact to the adjacent site. Future development may require removal of this structure.
- An existing well is located to the northeast of the site. Due to the existing environmental condition of the surrounding area, this well is to be demolished and any water servicing the site shall be brought in from the City's municipal water supply.
- Existing gas service currently extends across the north end of the site along Oak Drive. Records indicate that this service line was disconnected at the time of building demolition, but any future gas connections should be able to connect in the same fashion pending approval from Richmond Utilities.
- Records indicate that the power poles through the center of the site still provide active electric service to the site. Any future electric

UTILITY INFRASTRUCTURE MAP



service should be extended from these existing poles and be coordinated with Richmond Power & Light.

- Existing fiber optic service is currently located at the southwest corner of the site along Chester Boulevard/US 27. Any future fiber optic and communication service should connect to the existing fiber line pending approval from the telecommunications utility provider.
- Previous site development did not accommodate onsite stormwater storage or treatment infrastructure. It is likely that prior to the demolition the site's stormwater runoff was conveyed directly to the Whitewater River. Per the current development ordinance, stormwater detention will be required onsite. This can be achieved in a variety of different ways (i.e., wet detention pond, dry detention pond, underground detention, rain gardens, etc.) depending on the

selection of the final use of the property. It is recommended that any stormwater detention devices be installed along the east side of the site to complement the existing topography and outfall to the Whitewater River Middle/East Fork in an efficient way.

EXISTING CONDITIONS

Transportation Network

Overall, the former hospital site is easy to access from the neighboring community. Chester Boulevard/U.S. 27 provides a direct connection to Interstate 70 just two miles to the north, making the site accessible to a major interstate in less than five minutes. Chester Boulevard/ U.S. 27 also provides a strong north/south route through the city itself and intersects U.S. 40 approximately 1.5 miles to the south, providing quick access to downtown and easy travel to the east and west. Adjacent routes to SR 227 and SR 121 provide multiple options connecting traffic traveling east of the site, as well.

Existing access points to the site have been previously provided in three locations:

- To the southwest of the site a traffic signal is present at Sim Hodgin Parkway, providing a controlled entry to the site and a dedicated access drive to the former hospital parking lot. While this intersection provides controlled access to the site, the angle of the existing drive is such that turning may pose a problem to some, especially southbound traffic. The drive here not only provides access to the site, but provides access to a single residential property located to the east of the property. This roadway parallels the river and is paved to the edge of the property, where it extends to the residence as a narrow, gravel driveway. This access road will need to remain following redevelopment because it is the only access point for this property.
- One block north, along Chester Boulevard, an existing curb cut provided ingress/egress to the site as well, though access is not controlled by any traffic signals. This access is located near the crest of a hill and provides a limited view of traffic traveling southbound along Chester Boulevard.
- Finally, to the southeast, an access drive to Freeman Park provides a point of entry on the opposite side of the river to SR 121. The Freeman Park drive and associated transportation network are not directly connected to the larger portion of the site at this time.

TRANSPORTATION MAP



While the existing access points are likely to remain during redevelopment, modifications may be required to better control turning movements into and out of the site. Redevelopment efforts will need to review existing traffic counts along Chester Boulevard/ U.S. 27 and proposed traffic counts coming from the proposed development uses with the City of Richmond to determine applicable locations and design changes.

Bike lanes and trails are not present on the site itself. Sidewalks provide a walkable surface along the property's Chester Boulevard/U.S. 27 frontage, but they are narrow and in close proximity to the roadway, with few opportunities for shade or protection from surrounding elements. The presence of a busy highway could be an impediment to pedestrian

access. The "2015 Bike and Pedestrian Master Plan" proposes a shared-use pathway along the site's Chester Boulevard/ U.S. 27 boundary, and a greenway along the East Fork of the Whitewater River at the site's southern boundary.

EXISTING CONDITIONS

Environmental Features

Site Topography

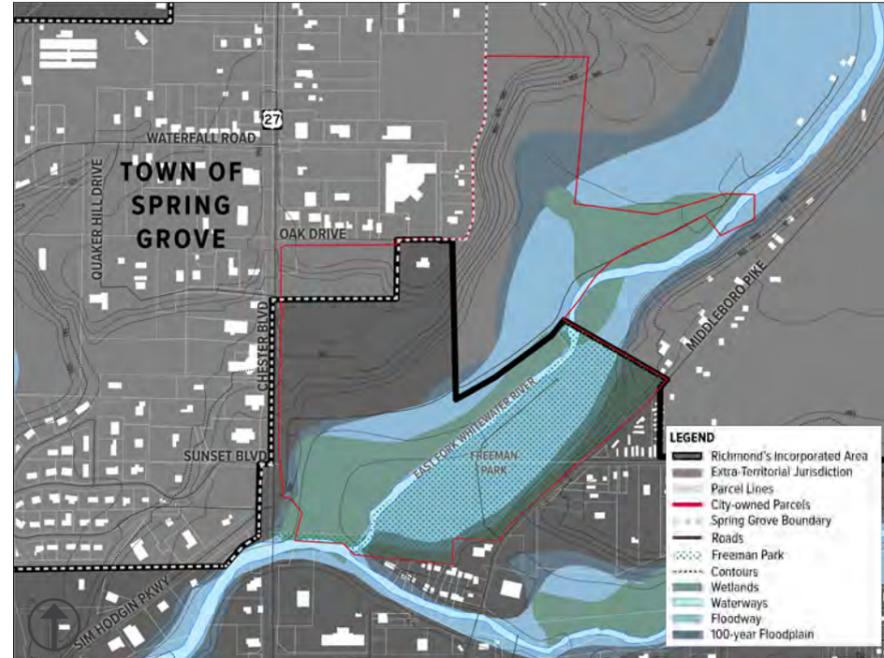
The site generally slopes from northwest (high of 995 feet above sea level) to southeast (low of 910 feet), with a rather steep drop along its northern boundary; in some areas, elevation drops 70' over 160' horizontal distance (44 percent slope). In other areas of the site, the elevation "steps down" as the site transitions to the riverfront, creating a series of flat areas leading to the waterway below. Post-demolition grading has raised up a portion of the site from its adjacent surroundings, and is currently elevated at least 15' above the lower woodlands.

The East Fork of the Whitewater River comprises the southern border of the property, beginning at the Middlefork Reservoir to the northeast of the site and merging into the Middlefork just to the southwest. Roughly half of the site is occupied by 100-year floodplain, and is therefore under the regulatory jurisdiction of the Indiana Department of Natural Resources (DNR). The term "100-year floodplain" means that there is a 1% chance in any particular year that flooding will occur to the extent outlined by the floodplain. The floodplain elevation ranges from 923' on the east side of the property to 919' on the southwest side. Construction can be permitted here, depending on compliance with DNR and FEMA regulations.

Contamination / Hazardous Areas

The known use of asbestos and lead paint in the previous building's original construction has long been a concern, and was exacerbated by the alleged materials stripping that Spring Grove Development, LLC engaged in once they acquired the structure. Beginning in February of 2014, Phase I and Phase II Environmental Site Assessments were performed. During the process, testing confirmed the presence of hazardous contaminants within the site including arsenic, chromium, and thallium. As a result of these findings, the Indiana Department of Environmental Management requested further analysis to determine the extent of remediation required within the site.

FLOODWAY MAP



In May of 2018, a Supplemental Site Investigation Summary Report was published by Environmental Resources Management, identifying the results of further testing and initial remediation efforts. This report indicated that levels of contamination are considerably lower than previously identified, and many of the original concerns have been identified as being near normal levels. While the conditions have improved considerably, it was recommended an Environmental Restrictive Covenant be implemented to reduce the possibility of future disturbance of contaminated materials.

Since then, ongoing efforts have continued to provide assessment and monitoring of the site, with the intent of mitigating the environmental concerns within the site, and restore it to a safe and natural state. As recently as January 2019, an updated Remediation Work Plan was provided by ERM to give clear direction on how to do so effectively. Based on this work plan, select locations within the site are to be excavated and all hazardous soils are to be removed from the area. Once this is complete, clean soil from other areas within the property will be used as fill to restore the original elevation and native vegetation will be reestablished within the site.

An **environmental site assessment** is a report that identifies potential or existing environmental contamination liabilities. The analysis, often called an ESA, typically addresses both the underlying land as well as physical improvements to the property. The Phase I ESA is generally considered the first step in the process of environmental due diligence. A Phase I report generally identifies potential or existing environmental contamination liabilities. If a site is considered contaminated, a Phase II environmental site assessment may be conducted to further investigate the presence/absence or further identify/quantify potential environmental contaminants that were recognized in the Phase I ESA. A Phase III Site Assessment is called for only when contamination has been identified. A Phase III assessment determines the extent of the contamination, and forms the basis for preparing a remediation plan.

EXISTING CONDITIONS

Opportunities and Constraints

The following points are key takeaways from the items discussed above:

Adjacent land uses and current zoning policy provide redevelopment flexibility. Current uses adjacent to the redevelopment area provide an established conglomerate of medical facilities and offices within a walkable distance to the site. With the redevelopment area being in close proximity to downtown and the popular Depot District, this location is very much accessible to the nearby community, and provides a good opportunity to create a connection for new businesses or residences to tie into the neighboring areas.

Current zoning has already been established on portions of the site to accommodate a wide array of uses and provides a unique opportunity for a community to provide all of the necessary components for daily living. Housing is allowed within the mixed use overlay to provide a place for residents to live, and adjacent areas dedicated to parks and conservation allow for a close connection with the natural environment as well as places for play and exercise. Allowing businesses and office uses within the space provides opportunities for jobs and services that will be essential to residents while providing safe, convenient access. Allowing for such a variety of uses reduces many of the hurdles that may be required to develop places that businesses want to grow into, allowing for a quick and expedient process to build within the site. Utilization of the full site may require cooperative action by the Town of Spring Grove and the City of Richmond.

Transportation network provides access to local and regional corridors. Future development will be attracted to property adjacent to a major thoroughfare such as I-70 and U.S. 40. These corridors provide quick external connections to adjacent communities in all directions, offering prime real estate for many different uses.

While the redevelopment area has external visibility, the adjacent highway and access may provide challenges in themselves. The current location is accessed along a hillside where existing ingress and egress may prove to be difficult for some drivers as sight angles are limited by the natural terrain and existing adjacent improvements. Also, the wide right of way that is currently in place makes for longer distances and ever-changing traffic patterns that can lead to concerns with users entering and existing the site. Additional measures will likely be required to control traffic at entrances and may lead to further detailed studies and assessments before the site is able to be developed.

Adjacent multimodal infrastructure can be improved. Multimodal connectivity is a challenge facing the site. The desire within the community is to create a place that can be accessible by alternative modes of transportation, but the site is encompassed by busy highways, narrow and uncomfortable sidewalks, and a lack of crosswalks or bike lanes. Providing such connections will require additional improvements along adjacent intersections and street frontages to incorporate necessary amenities and proper signaling for pedestrian crossing. Dedicated bike lanes and providing connected bridge access across the Whitewater River will require specific funds to be allocated for such uses above and beyond typical site development, increasing overall improvements costs.

Site utilities are available. The recent occupation of a former major use (medical facility) means that public utilities – including sanitary sewer, water, power, gas, and fiber optic cable – are present on the site. The presence of these utilities greatly diminishes development uncertainty and additional up-front costs, which will translate into increased interest for development within the site.

Remediation efforts pose redevelopment challenges. A significant challenge facing the site is the previous existence of hazardous materials. Previous remediation has been implemented through a series of tests, site assessments, and documented cleanup, but portions of the site have

been identified to contain levels of contamination that are not suitable for residential exposure. While many of these are far enough below the ground surface, and only found in isolated areas within the site, any future development will need to be mindful of these locations, and any possible restrictions on local groundwater usage and soil disturbance. The stigma of developing on a formerly contaminated land may cause developers and residents to hesitate utilizing the site in fear of side effects or potential health concerns.

Existing topography and natural features are assets. The site is located directly adjacent to areas of established vegetation and natural woodlands, creating a prime opportunity to connect outdoor recreation with the adjacent uses. The woods and lowlands provide spaces that can be developed into recreational uses such as trails, parks, and conservation areas to promote a healthy and active lifestyle that is easy to access within the community. Employees from adjacent businesses or future residents can utilize this space for passive recreation such as a walk through the woods, and more active opportunities are available as this area can easily connect to Freeman Park to the southeast.

Recreational opportunities aside, many communities are realizing the value of activating riverfront spaces of all sizes. Utilizing property adjacent to the riverfront will provide a great opportunity for development as people will often gravitate towards these spaces, and businesses, residences, or cities can all take advantage of enhancing these areas for public use. Connecting people to the riverfront is a great way to spur an interest and appreciation for outdoor activity and provides unique opportunities to connect to the water that are not available elsewhere within the community.

One of the more notable challenges is the combination of the extreme contours adjacent to a sizable floodplain. While the topography of the land can be manipulated for new construction, any impact to the existing 100-year floodplains will require FEMA permitting for constructing within this area. Any filling of areas designated to be located within the 100-

year floodplain may require the developer to provide compensatory water storage elsewhere onsite, adding to the overall cost of earthworks and construction within the area.

Overall, a great opportunity exists here, with the availability to develop something that can become a destination for outside interests and a catalyst for attracting desirable business enterprises. Accomplishing this redevelopment will create a foundation to generate more revenue within the heart of the community and provide the necessary income and subsequent tax revenues that will help promote positive growth and improvements for the city. A thoughtful approach to this site not only presents the opportunity for new jobs, but also an inducement that could attract new residents to the community, retain young professionals, and create a place that is attractive to both visitors and natives alike.

KEY FINDINGS

The following statements are intended to serve as the conclusion for the entire existing conditions report. The data and analysis points to six key challenges in which Richmond is or will be facing in the future. Each of these challenges will be further explained in chapter three of the comprehensive plan.

DECLINING POPULATION

Richmond's population has been decreasing for the last several years. The City is expected to experience a two percent decrease in total population over the next five years. Additionally, Richmond's population is continuously getting older, with a median age that is two years older compared to the state. This challenge is further complicated by a concept known as brain drain. This population decline could be directly related to the quality of life currently offered in Richmond.

QUALITY OF HOUSING

Nearly 70 percent of the current housing stock in Richmond was built before 1970, meaning the units were constructed before modern building codes went into effect. The combination of aging structures, high percentage of renter-occupied units, and increasing vacancy rates contribute to the overall quality of housing offered in Richmond. Code enforcement plays a significant part in the ability to provide high-quality, clean, safe neighborhoods.

LACK OF HOUSING OPTIONS

In addition to challenges related to the quality of housing, Richmond lacks variety in housing types and price points. The majority of the housing stock is single-family homes. A variety of housing types is needed to attract young professionals and encourage aging in place. Additionally, Richmond is lacking in the middle range and higher-end price points for housing. This could mean workers with a healthy salary are having to look for housing options elsewhere.

KEY FINDINGS

MULTIMODAL TRANSPORTATION

With the Cardinal Greenway, several trails along the river, and the most recent addition of the bicycle loop, Richmond has been taking strides to improve connectivity but there is still more to do. A popular response during public engagement opportunities reveals gaps in connectivity for pedestrians still exist. Addressing this challenge provides an alternative mode of transportation and serves as recreational amenities. Furthermore, citizens expressed the need for public transit improvements that offer a more user-friendly, convenient service.

COMMUNICATION AND COLLABORATION

Streamlined processes, transparent decision-making, and efficient use of resources are key components to any successful community. The City should always be working to improve communication and collaboration among its citizens, organizations, and various bodies of government. A common concern expressed during the engagement phase reveals that citizens feel that decisions aren't always made with the community's best interest in mind.

SOCIAL SERVICES

The City of Richmond, as the only urban center in East Central Indiana, is the primary provider of social services for a rather large region consisting of nearly 85,000 people. This spatial pattern creates challenges for both providers and clients. For the providers, resources may be limited relative to the service area, because municipalities outside of Richmond do not contribute to these services. For clients not located in Richmond, services are inaccessible if transportation is not available, and a need for ongoing services may even necessitate a change in residence.

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