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ABSTRACT

CREATIVE PROJECT: Elwood, Indiana: A City-Wide Preservation Study

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As many communities across the America’s Midwest continue to lose population, their built environments and historic resources are quickly crumbling and fading away. For almost a half-century, cities and towns have used historic preservation to help stabilize and rehabilitate individual properties, neighborhoods, and districts. This improves economic and social stability in these neighborhoods, but often ignores larger contextual influences across the entire community. By expanding the traditional role of historic preservation with a multi-tiered approach, cities can produce and execute city-wide economic strategies that promote rehabilitating and stabilizing of the whole community. Leveraging historic preservation as an economic tool, help establish neighborhood-lead initiatives for clean-up and restoration of the built environment, including the opportunity to use preservation grants and funds to finance the investment. Communities must be committed to a long-term self-preservation strategy that enables individuals to re-establish the local economy.

The city of Elwood, Indiana, serves as a case study of how a small community can establish a network of local historic neighborhoods, utilize flexible city-wide guidelines, and expand opportunities historic preservation offers the community. This project follows each step of the process, from city-wide policies to neighborhood initiatives and an individual property owners’ rights. The conclusion shows that, if applied on a holistic, city-wide scale, historic preservation can play a crucial role in stabilizing and rehabilitating whole cities.
INTRODUCTION

Throughout the Midwest, an industrial manufacturing tradition sparked and sustained much of its urban growth, but a long cycle of disinvestment by industries has left many communities under difficult socio-economic circumstances. These communities are losing jobs, but also facing loss of community and cultural resources. Although facing an up-hill battle, these communities have hope for their future, and historic preservation can play an important role in helping these cities manage their recovery process by providing guiding principles and resources.

Communities can leverage preservation opportunities by establishing preservation policies and pairing them with already established goals and projects. With ever-dwindling financial and human capital resources and today’s social, economic, and political involvement, communities must find creative ways to accomplish multiple goals with fewer projects. Historic preservation is both a planning and financial tool that ties together projects across communities. By utilizing existing historic resources and providing access to grants and tax credits for both new investments and revitalization projects, Elwood can establish a plan that will accomplish its long-term goals of being a sustainable community while improving quality of life for current residents.

For decades, cities have based their policies and planning upon continual growth. In reality, cities across the Midwest have shown a sharp decline in population over the past 25 years, and the traditional model for growth is no longer viable for indicating community success. Cities must re-characterize what success means and focus on quality-of-life issues for current residents until these cities once again see truely sustainable growth.

In small communities across the Midwest, economic and physical deterioration plays a major role in the disinvestment of property and built environment. As these small communities continue to shrink and their tax bases diminish, they are unable to provide adequate services for maintaining abandoned structures and properties. As more properties become distressed, people lose hope and move away, leaving more abandoned
properties. This in turn drives down property values in these communities, further reducing the tax base, and limiting the financial potential for those who remain. This perpetual cycle is destroying neighborhoods and communities across the Midwest, most visibly in cities such as Detroit, Michigan, and Gary, Indiana, but the trend has also been present in smaller communities across the region.

The city of Elwood, Indiana, is one of these small communities that has seen periods of disinvestment stretching back for over a century. Once a vibrant industrial community at the forefront of the American glass and tin industries, Elwood today is a sleepy little bedroom community packed with a great history but few job opportunities. With the recent housing market collapse that began in 2007, the city has seen a sharp decline in property values, and many structures across the community are now vacant. Fortunately for the city, the planning commission was already in the process of establishing a Comprehensive Plan that was published in 2009. The plan clearly outlines Elwood's rich heritage and resources but fails in two major ways. Although it acknowledges the city’s population has seen little growth over the first decade of the 21st century and that with recent developments in the housing market, this trend will likely continue. The plan fails to adequately address how to accomplish goals pertaining to treatment of abandoned properties and improvement of the quality-of-life beyond basic repairs to existing infrastructure. The plan also fails to adequately address benefits the historic preservation profession has to offer the community. Although not a solution in itself, preservation is often a key component of a successful city revitalization plan.

Elwood has the opportunity to make several major concerted moves to improve both the city’s quality-of-life and attraction. First, the city must define historic resources in both commercial and residential districts. This would allow Elwood to open federal and state preservation funding opportunity to property owners and guide investments into small, manageable areas. Second, the city has the opportunities to continue its recent projects involving infrastructure improvements, and add several bike path projects that will bring both an awareness to the community and help attract young professionals and retirees. Third, the city should abandon efforts to attract commercial tenants to the State Road 37 bypass corridor and instead focus on how to attract
businesses and residents back downtown. Fourth, Elwood must bring awareness to opportunities the community presents for both new residents and businesses. By incorporating three key markets of potential interests, the city has the ability to market itself as an alternative to northern Indianapolis suburbs, with a lower cost of living and as a potential business location close to the northeast Indiana medical industry.
DECLINE OF SMALL TOWNS IN THE MIDWEST

Many communities across the Midwest have lost jobs and population over the past 50 years due to many factors, and that has led to a diminished the quality of life. For over the past hundred years, some communities across the Midwest, particularly those which grew after natural gas was discovered in the area, have experienced cycles of growth and decline. Now, with the globalization of industries and the dwindling government resources, many of these communities are facing new challenges in the 21st century.

The topic of decline in the Midwest has mostly focused on larger cities like Youngstown, Ohio; Cleveland, Ohio; Detroit, Michigan; and Gary, Indiana. In these cities, the disinvestment of manufacturing facilities left entire neighborhoods abandoned and residents isolated from adequate civic services. But much like these major cities, smaller communities across the Midwest are facing similar disinvestments. Many smaller communities have been hit just as hard as the larger metropolitan areas, but may not always show the same scale of physical deterioration.

For cities in the Midwest, a series of events that has led to their decline. Particularly in the gas field cities of Ohio and Indiana, this pattern of disinvestment started over a century ago, when the overall pattern affected many of the cities across the Midwest, but was particularly hard on the economies of the smaller communities where resources are limited. The cycle of rise and decline across these communities can be marked by five events.
In central Indiana and western Ohio, the first decline began with the overuse of the Trenton Gas Field, discovered in 1876. Prospectors and cities took over a decade to fully realize its potential. This fueled the rapid growth and expansion of cities like Muncie, Anderson, Kokomo, Marion, and Elwood.¹ Large manufacturing facilities were organized or relocated from the gas fields of eastern Ohio and Pennsylvania, while many immigrants flocked to the area to work in these factories. The Trenton Gas Field was exhausted for manufacturing use by 1903. During this time, natural gas was also discovered in the Great Plains and Texas, so many factories left for these new fields. For smaller Indiana communities like Converse, Eaton, Frankton, Ingalls, Redkey, and Upland, jobs and prosperity would never return. These cities immediately shrank from one-third to half of their Gas Boom era populations.² This was also true to a lesser extent in larger communities such as Muncie, Anderson, Kokomo, Marion, and Elwood.

During the early 20th-century, central Indiana’s manufacturing industry began focusing on the automobile and subsequent facilities required for their production. By the 1920s, over 40 Indiana communities were manufacturing automobiles and products used in their

construction, thus making Indiana the leader of the automobile industry.³ Many start-up factories occupied abandoned facilities from the Gas Boom era. But then the Great Depression hit Indiana hard, bringing an end to Indiana’s automobile industry, but also causing other industries across the state decline. Unemployment hit a high of 25% in the state, and many farmers and homeowners lost their property due to foreclosure.⁴

During WWII, many factories across the Midwest, utilized the war effort, were converted to make tanks, airplanes, ammunitions, and clothing for soldiers. This was important in bringing wealth back the Midwest, as many companies that were barely profitable during the 1930s, were able to turn their factories into mass producing facilities after the war. The automobile industry boomed post-war and was centered on the three main companies in Detroit (Ford, Chrysler, and General Motors); but many communities across the Midwest also saw investment in facilities that supported the industry. With increasing vehicular-based transportation and change in urban planning theory following WWII, many communities across the Midwest began to see a new form of development -- sprawl. Coupled with "white flight," many communities saw residents move from the traditional core of the city to suburban homes. This loss of residents meant cities began to lose tax income and property values began to diminish. Although this was not a major event in the loss of jobs or economic production, it marked the shift of these resources out of the traditional communities, leading to rapid decline of many city neighborhoods, such as those in Detroit and Indianapolis.

Automobile manufacturing in the Midwest continued to be a source of steady jobs and economic growth from after WWII through the early 1990s when the United States signed the North American Free Trade Agreement, or NAFTA. This agreement allowed free trade across the North American continent and was intended to help "boost intraregional trade between Canada, Mexico, and the United States, but has fallen short

of generating the jobs and the deeper regional economic integration its advocates promised decades ago. 5 The overall economic impact of this treaty is debatable, but it is clear that many industries, including automobile manufacturing, have relocated factories to other countries, seeking cheaper job markets while increasing their profits. Unfortunately, many of those manufacturing jobs were taken from workers across the Midwest, leaving communities desperate for opportunities to attract new jobs.

The 2000s continued to see manufacturing decline across the Midwest. Fortunately for much of the Midwest, overall economic stability and a rising housing market helped sustain communities. But then, the housing bubble collapse and economic fallout from the subsequent recession starting in 2007 devastated the housing market across the Midwest and brought an end to this growth. Many individuals with little to no credit and limited financial capabilities were given mortgages to buy homes in communities across the Midwest, but bank foreclosures and reduced market demand have further driven down property values. This has had far wider implications than just the housing market. As Ellen and Dastrup say, "Homes are not just sources of shelter but also repositories of wealth, determinants of access to credit, and the basis for accessing schools and other community services." 6 Because banks and out-of-state investors now own many of the foreclosed properties, communities are dealing with deteriorating structural conditions and overall lack of maintenance as many of the owners either cannot afford to renovate or simply do not care about properties that have lost much of their value. 7

With weak markets and the current trend of people to moving to the Sun Belt and American Southwest, many Midwest cities continue to see declining populations. As this shift continues, smaller Midwest cities will experience much of the impact of this loss. People are moving out of the region, but also towards larger

metropolitan areas within the Midwest itself. Since industrialization and manufacturing facilities will probably never reach their previous level of employment and production, these communities must face the reality that growth is no longer a module for success in their cities. Instead, they must focus on improving their quality of life.
HISTORIC PRESERVATION IN REVITALIZATION

Historic preservation is an important tool in stabilizing and revitalizing cities. Through preservation principles, cities can incentivize investment into existing buildings and improve the overall quality of the built environment. This quality includes both economic and social aspects. With the ability to provide grants and tax credits, preservation programs enable cities to point new development towards the redevelopment of existing building and infrastructure. Cities can entice new investors, but they can also direct funds towards existing homeowners in an effort to help them maintain their homes and businesses.

Preservation helps stabilize property values. In a 1997 study on the effects of preservation on property values in Indiana, Donovan Rypkema's research shows that in all his case studies, property values within historic districts matched or outpaced an increase in value compared with other neighborhoods within the communities.8

Preservation can play an important role in overall stabilization of a city and is an integral part of the existing community fabric, with the ability to leverage existing resources. Many cities discuss preservation ideas but rarely carry them out in the comprehensive planning process, and even fewer adequately institute sufficient preservation policies to be useful.9 Citing a report by Dr. Ann Bowman and the National League of Cities, Rypkema points out that of 320 cities surveyed and of the 45 economic development tools polled, historic preservation

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8 Rypkema, Donovan, “Preservation and Property Values in Indiana” (Indianapolis: Historic Landmarks Foundation of Indiana, 1997), 2.
ranked 7th. Furthermore, Rypkema notes that 15 of the 20 cities identified as being successful had a key component of preservation in their plan.\footnote{Rypkema, “The Economics of Rehabilitation” (Washington: The National Trust for Historic Preservation, 2003), 21-22.}
HISTORIC PRESERVATION AS A TOOL

The historic preservation profession is a small community of people who promote the idea that preserving examples of the past build environment is beneficial for communities’ physical and social well-being. As a tool, historic preservation is a set of ideas with legislative and financial opportunities capable of preserving the built environment while also improving the residents’ quality of life. The profession is often regarded negatively as a result of popular opinion and press coverage during the few large efforts needed to preserve key aspects of a community’s past, while the overall benefit of preservation goals goes unnoticed. The historic preservation field is unique, in that preservationists have the opportunity to both preserve the past and positively enhance the future.

The integrity of historic preservation is often questioned, and many people associate the field as against progress and change. The public remembers the notable arguments, the struggles, and the tough negotiations that preservationists face when promoting their ideas. However, what the public overlooks are all the successes and the many little contributions, either as a whole, or by individuals quietly promoting preservation. Historic preservation is much more than saving a vacant and dilapidated building; it promotes preserving the story of the community through examples of its past while improving the quality of life. This includes but is not limited to the maintaining the community’s built environment, public safety, and economic stability.

The profession is not against change or progress; preservation is about the management of that change in respect to the past. In some situations, “progress” may threaten historic resources, and in some of those situations, those resources are more valuable than the progress, but most preservation issues offer many ways of compromising to address both historical integrity and progress at the same time. It is also important to remember that not all buildings and places targeted by the preservation profession are worth fighting for. Some buildings have little value to the community, and although it is sad to see them demolished, any building without a use or potential use is often a threat to other nearby historic resources. Letting some go allows
preservationists to focus efforts on important and viable structures worth saving. There are also certain ideas within the profession that are not worth the fight. Many of these focus around maintenance issues. Although it would be ideal that historic buildings be painted with historic era colors, have appropriate era roofs, and keep their historic windows, it is more important to remember that paint is just paint and a roof is just a roof. Overall preservation of the material structure of the built environment is more important than preserving exact aesthetic interpretations. In a 2013 collection of essays on historic preservation in Indiana, Gayle Cook, of Indiana’s Cook family fame, reminds us that “adaptive reuse construction techniques must be practical in order to preserve buildings without causing extreme maintenance costs and to ensure endurance.”11 Whether it be personal taste or a modern material, preservationists should be flexible to allow changes that might not be completely preservation-driven, but do accomplish the overall goal of preserving the community.

As a tool, historic preservation can be used in different ways to accommodate the different needs of each community. There are two ways of doing so. Traditionally, the historic preservation field has relied on a set of standard tools to accomplish its goals. These include preservation districts, conservation districts, city ordinances and review boards, tax credits, grants, private investment, and non-profit organizations. These are great tools for promoting preservation within the community, but are certainly not the only way of accomplishing preservation goals. As social and economic trends continue to evolve, the preservation field must be able to adjust and cooperate with other operating organizations with varying goals to pair efforts for the mutual benefit of the community. This could include pairing with agencies such as the Department of Transportation or the local water department to improve infrastructure, pairing with a rails-for-trails project to link neighborhoods together while cleaning up and promoting historic areas, or simply promoting the city with signage both within and outside the city. Promoting and attracting people to a city are very important to the community’s vitality, but is also key in preserving it. A city that is not economically stable will deter potential

residences and business and drive away existing ones, limiting the community’s ability to address current and future preservation issues.

Historic preservation and quality of life are a great example of a paired set of ideas that could mutually benefit the community. The definition of “quality of life” can vary, but for the following purposes, consider it to be determined by the community’s overall safety, general welfare, and happiness. Although preservation’s end goals are to preserve and maintain the historic built environment, and quality of life goals include safety, health, and welfare, they are not mutually exclusive. In a 2006 executive summary, the University of Florida says, “quality of life is assumed to be an intrinsically valuable outcome of historic preservation efforts.”\(^\text{12}\) Conversely, improving the quality of life leads to the preservation of the community.

For the purposes of this study, Elwood, Indiana, provides a showcase for historic preservation potential using both conventional and innovative methods. A small community in east-central Indiana, Elwood faces many unique challenges from the continual cycle of lost industry to the city’s inability to cope with many residual issues from the rapid way the community developed.

\(^{12}\) McLendon, Timothy et. al., "Contributions of Historic Preservation to Quality of Life of Floridians" (Gainesville: University of Florida, 2006), 11.
THE CONTEXT: ELWOOD, INDIANA

Elwood, Indiana, is located approximately 45 miles north-east of downtown Indianapolis on roughly 2,300 acres of land.\textsuperscript{13} Although the city may lie quiet today, it has a vibrant history. Much of the city developed during the late 19th-century: stories of huge factories, railroads, the interurban system, and the many people who made Elwood a community tell us of how this once-active community lived and breathed. The most important development in Elwood's history was the discovery and exhaustion of the Trenton Gas Field, which fueled growth across central Indiana and is the primary reason Elwood grew into the city it has become today.

Elwood took root as Indiana’s frontier lands were quickly becoming vast arrays of agricultural land and farming communities. The first store was erected by William Barton in 1852 “near Duck Creek” in a location probably close to Main and 16\textsuperscript{th} Streets. The town of Quincy, the community’s original name, was laid out the following year by James Anderson, Mark Simmons, and J.B. Frazier, and included one north-south street and three east-west streets. The first railroad through Elwood -- the Cincinnati, Chicago, and St. Louis Railroad (later the Pennsylvania Railroad) -- was constructed in 1857\textsuperscript{14} and cuts diagonally across the city grid.

By 1869, the population had reached about 300. Also during this year, the town was looking to establish its own post office, but learned that Indiana already had a city named Quincy. The state suggested Quincy should change its name to avoid confusing travelers and the postal system. On June 15, 1869, the community officially became known as Elwood, a name taken from the son of J.B. Fraiser.\textsuperscript{15}

\textsuperscript{13} Elwood, Indiana Comprehensive Plan 2010-2013 (Madison County Council of Governments, 2009), 2.
Elwood was incorporated as a town in 1872. That same year, the second railroad line -- the Lake Erie and Western -- came through town (later became part of the Nickel Plate line). Primarily a freight line, the railroad connected Elwood with larger eastern markets and increased the availability of goods from other markets. Industry in Elwood was shipping large quantities of wood products during this time as the surrounding lands were cleared for farming. By the time the first factory was built in 1874, the community already had several lumber yards, two churches, a brick school house, hotel, and flour mill.\textsuperscript{16}

In 1876, geologists discovered the Trenton Gas Field, which covered much of eastern central Indiana, including cities such as Anderson, Muncie, and Shelbyville.\textsuperscript{17} It took over a decade to fully realize the full extent of the field’s capacity, but the Trenton Gas Field was the largest discovery of natural gas at the time, covering approximately 2,500 square miles.\textsuperscript{18} Elwood is situated in the north-western region of the field. The first profitable well was established north of Muncie in 1886, and shortly thereafter the four cities of Muncie, Anderson, Kokomo, and Marion seized the opportunity and invited industrialization through access to free gas. These four cities were the first round of industrialization in the Trenton Gas Field, but as speculators drove up the price of land within several short years, industries began locating to smaller communities throughout the area, including Elwood.\textsuperscript{19}

\textsuperscript{17} Gray, Ralph D, \textit{Indiana History: A Book of Readings} (Indiana: Indiana University Press, 1995), 185-188.
\textsuperscript{18} Glass, “The Gas Boom in East Central Indiana,” 313.
\textsuperscript{19} Glass, “The Gas Boom in East Central Indiana,” 315.
In 1887, gas was first tapped under Elwood, and many industries began to locate near the city. As with many communities across central Indiana, Elwood used gas revenues to pave streets and sidewalks across the community, along with flambeaus and continuous operating gas lights that displayed the city’s potential to visiting prospective entrepreneurs.\(^{20}\) Within several years of the discovery of gas in the area, the population expanded from around 2,300 to over 15,000,\(^{21}\) and as a result, by the mid-1890s Elwood had become the fifth-largest city in the Trenton Gas Field through central Indiana and Ohio.\(^{22}\)

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\(^{22}\) Glass, “The Gas Boom in East Central Indiana,” 324.
Three major facilities provided the basis for Elwood’s prosperity. In 1899, the Diamond Plate Glass Company (later Pittsburgh Plate Glass), already in operation in Kokomo, built their largest facility in Elwood. The factory was a fourteen-acre plant and one of the largest plate glass manufacturing facilities in the United States. In 1890, the Macbeth Chimney Works, already a leading manufacturer of glass for kerosene lamps, constructed a facility in Elwood. The American Sheet and Tin Plate Company established a mill just southeast of the city in 1891-92. Opening in September of that year, part of the machinery had been shipped from Wales, followed by Welsh and English tin makers who settled Elwood. As the first tin mill in the United States, its opening came with great fanfare. The plant would eventually grow to have 28 hot mills, which made it the largest of its kind in the country.

Elwood officially became a city in 1891, and the first mayoral election was held that year. The following year, the city’s first electric plant became operational, and the fire department was established. The period 1898-

1903 saw much investment in the community. Prosperity had paid for a new Central School, a new neoclassical city hall, and the installation of the interurban system connecting Elwood to the neighboring communities of Tipton and Alexandria. Unfortunately, 1903 saw the sudden end of the gas boom, and many of the new large manufacturers that had located to the area left, including the Pittsburgh Plate Glass and McCoy Glass companies. Fortunately for the community, around this time farmers discovered this area’s is exceptionally good for cultivating tomato crops. O.B. Frazier had already been canning tomatoes in a small operation on his farm, and was able to expand into a vacated factory, thus initiating the tomato industry in the area.

The years following the end of the gas boom were tumultuous for the city of Elwood. For decades, businessmen struggled to attract and retain industries that once relied heavily on the natural gas supply. This led to a rapid disinvestment from the city during the early 1900s. Many of the 135 industries throughout the city simply abandoned their facilities and moved westward to newer gas fields being discovered across the Great Plains and Texas.

In 1913, the Great Flood inundated the city, much like the rest of the Midwest. Many homes and businesses were damaged, and Sanborn Map evidence suggest many buildings downtown closest to Duck Creek were

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simply destroyed. Although spared the extensive damage of larger communities downstream, Elwood experienced a difficult recovery compounded by pre-existing economic struggles.29

The years following the First World War saw many Elwood residents unite to help produce a better civic environment. In 1918, Henry C. Callaway donated 40 acres for the city park that now bears his name. Father Biegel helped city officials establish the city’s only hospital (Mercy) in 1925. Records show that the building was enlarged after 10 years, had an excellent rating for quality of care, and became known throughout the region. Some industries which remained in Elwood after the gas boom, including the American Sheet and Tin Plate Company and the Macbeth-Evans Glass factories thrived. These were joined by several tomato canning operations and the Sellers Kitchen Cabinets Company.30

The Great Depression brought the end to large industry in Elwood. Although several small factories survived, by 1938, all the large factories closed their doors, including the American Sheet and Tin Plate Company and Macbeth-Evans Glass factory.31 In a *Life Magazine* article written about Elwood in anticipation of city native Wendell Willkie’s acceptance speech for the Republican nomination for president of the United States in 1940, Willkie called the community a poster-child for “America and its problems.” The problems Willkie cited included: the reckless waste of natural resources and the over-industrialization of an agricultural community. Although Elwood was once a mecca for those seeking to make a fortune, by 1940, the city “had become the kind of town that spirited young people get out as fast as they can.”32

Despite the nationwide economic downturn, the city saw some investment during this time. Elwood attracted the Continental Can Company in 1935, establishing much-needed jobs in the area. This was seen as such an important event that the city even staged a dedication day for the company to celebrate its arrival.33 In 1939, looking to attract more industries back to Elwood, the Elwood Industrial Bureau was formed and had

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32 “The Story of Elwood is the Story of America,” *Life Magazine*, 12 August 1940, 38-44.
limited success in the following years. The organization was later reformed in the 1950s as the Elwood Chamber of Commerce.34

As American culture changed and vehicular travel became the main means of transportation, the city of Elwood also saw much change. During this time, Indiana State Road 37 was built to the south and east of the city limits. This attracted businesses to relocate from the downtown and today still serves as a strong deterrent to redeveloping the central business district. Passenger rail service ended in the early 1970s, and the Pennsylvania Railroad was completely abandoned in 1976.35

Figure 10 The American Sheet and Tin Plate Company’s factory was abandoned in the mid-1930s. This picture from Life Magazine’s article on Elwood in 1940 shows the conditions many abandoned factories around the city were facing. Image: Life Magazine

Elwood’s deindustrialization clearly began as soon as the gas ran out in 1903, but only after the Great Depression did the city begin facing many of its most daunting challenges from the loss of manufacturing jobs. The post-WWII resurgence of the commercial automobile industry gave hope to many in the city. As communities across the Midwest competed to facilitate the ever-growing automotive industrial complex, Elwood attracted numerous tool-and-die shops, producing the machine parts that would make the actual parts for vehicles. The city’s location was prime, close to both Kokomo and Anderson. The city’s tool-and-die industry flourished well into the 1980s in the city, but this brief glimmer of hope and stability also began to fade in the 1990s. By the mid-2000s, the industry had all but died out as jobs and businesses were moving to other countries.

Much of Elwood’s housing stock is older than 50 years, with 78% of structures built prior to 1960.\textsuperscript{36} Statistics show the city’s population is aging, with an increase in the median of 33.7 years in 1990 to 37 years in 2000. Within the same period, the labor force declined from 5,514 to 4,102.\textsuperscript{37}

\textit{Elwood, Indiana, Comprehensive Plan 2010-2030}

In 2009, the city of Elwood’s Planning Commission partnered with the Madison County Council of Governments to create \textit{Elwood, Indiana, Comprehensive Plan 2010-2030}. This plan extensively outlines existing policy and infrastructure deficiencies that need addressing for the city to attract new residents over the next 20 years. Although the plan does an excellent job covering many issues and concerns, it fails to address the full benefits that historic preservation offers and continues to rely on growth as a module for progress within the city.

"Any city planning for the future does not start on a clean slate. The future will be built on the foundation of Elwood as it exists today."\textsuperscript{38} The Comprehensive Plan clearly states several reasons for its establishment that

\textsuperscript{36} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 2.
\textsuperscript{37} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 31.
\textsuperscript{38} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 2.
pertain the historic preservation field, including the need for a single vision for the future of the city, addressing deteriorating neighborhoods, and the inefficiency of sprawl.\textsuperscript{39} The plan acknowledges that the city has seen little development over the past few decades, and little pressure for development exists today. From 1970 to 1990, records show Elwood lost 15% of its population. Estimates of future population growth suggest the city will only reach its 1970’s population again in 2030.\textsuperscript{40} This is still less than its population at the turn of the 20th-century, assuming growth is possible at all.

The Comprehensive Plan acknowledges job growth is key for future sustainability. For Elwood, the plan notes potential for several retail and service sector facilities that would both generate jobs and keep money within the community. This includes shops and industries like clothing, furniture/home furnishings, sporting goods/hobbies/books/music stores, electronics, health care, and hotel/lodging facilities.\textsuperscript{41} The plan states the city should create more business opportunities, and focus those opportunities in the downtown.\textsuperscript{42}

\textsuperscript{39} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 5.
\textsuperscript{40} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 28-29.
\textsuperscript{41} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 116.
\textsuperscript{42} Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 117.
WHAT CAN ELWOOD DO?

The Elwood, Indiana, Comprehensive Plan focuses commitment on sustainable urban growth practices but fails to fully acknowledge that growth alone cannot measure success for the community. Elwood and other small Midwest communities must combat a deteriorating built environment while improving residents’ overall quality of life without relying on major external investment. This means cities must answer many questions all at once, and in today’s economy and political realm, these questions must be answered with less financial resources than before.

In the complex puzzle facing communities across the country, no one profession can provide a complete solution. It will require joint efforts in planning and financing to achieve multiple goals simultaneously during a given project. The city must have common goals to guide all efforts involved. One of the best ways for a city to outline its plan is with a city-wide comprehensive plan, which the city of Elwood conducted in 2009-2010. Unfortunately, the Comprehensive Plan lacks any substantial policy towards historic preservation, and the only statement towards preservation in the implementation chapter reads as follows:

One of Elwood’s best characteristics is the small-town charm its natural and built environment. This environment does not stop at the municipal boundaries. While the City is largely responsible for the stewardship of the environment within its own boundaries, it also should play an important role as a leader in regional efforts to maintain the character and scenic quality in the region. Given the importance of this resource to the community and its future, it is vital that the City support regional planning initiatives that seek to preserve its natural and scenic environment.43

Historic preservation can be an asset to the city when included in the comprehensive plan. Although the city of Elwood does an adequate job recognizing the importance of preservation practices, it fails to outline strategies and financing opportunities that preservation can offer. Along with traditional forms of preservation, there are other ways in achieving the same goal of preserving and maintaining the existing built environment.

43 Elwood, Indiana Comprehensive Plan 2010-2030 (Madison County Council of Governments, 2009), 121.
Historic preservation provides proven benefits. From National Trust studies to private entities that examine the success of preservation practices, preservation helps keep money local, provides more quality jobs, and contributes to the lasting vitality of communities. Conventional methodologies of practicing preservation are becoming more difficult, especially in smaller towns and cities like Elwood. This calls for an approach that utilizes traditional practices, but also leverages potential opportunities with other agencies and projects to further promote historic preservation. The first step in the process will be bringing together parties invested in the city’s vitality, both public and private, to discuss the overall plan for the community. The Comprehensive Plan partially does this but stops short at discussing how to use single projects to achieve a multitude of different goals.

The city should concentrate its effort toward several key areas to have a dramatic impact on the community’s quality of life and overall sustainability. Preservation first, the city must outline a clear organizational structure for identifying and caring for historic properties in the community. Second, the city must address infrastructure deficiencies in several key areas, including transportation and the frequent flooding of Duck Creek. Third, the city must make a concerted effort to attract businesses and residents back to the downtown. And fourth, the city must make itself a destination by both providing activities and marketing that will bring positive attention to the community.
IDENTIFYING AND CARING FOR HISTORIC RESOURCES

Long-term strategies and goals are important in establishing a community vision for any city, but for resource-limited small communities such as Elwood, this can be vital in improving the quality of life. Traditional historic preservation offers many tools for stabilizing and rehabilitating neighborhoods. Key to success for any preservation plan is identifying and maintaining historic resources. These resources should be concentrated in key districts throughout the community, focusing public and private investment into important, more manageable size rehabilitation efforts. As preservation investments take time, Elwood should consider investing in ordinances and funding that promote the maintenance and care of the existing built environment, especially neighborhoods that have lost much of their integrity and are far from qualifying for much state and federal assistance.

Identification of Resources

Many communities across the Midwest are facing the question whether to rehabilitate or demolish structures within their neighborhoods. Many of these structures have been abandoned and neglected for years, and therefore have problems with animal infestations and material degradation. Many preservationists would love to save everything, and many people think all preservationists think that way. The reality is, not everything can and not everything should be saved.

When implementing a strategy for deciding what buildings are significant enough to be rehabilitated, preservationists must consider several factors. First, the location of the structure. Structures in neighborhoods that have already lost many structures may mean rehabilitation of remaining structures is no longer economical. Second, the condition of the structure must be carefully determined. Often cities and developers cite condition as the driving force when evaluating the feasibility for restoring or demolishing a structure. In theory, there is no structure in too poor a condition to save, but with limited budgets and a limited demand for housing, the
economics of rehabilitation may not make the project profitable. And third, the architectural and cultural significance of the structure must be determined. Structures that served as prominent community gathering centers or homes of prominent citizens or structures that exhibit well the qualities and character of a specific architectural style may be worth saving for simply that reason. These structures should be limited in number and reflect the overall values of the community.44

For the city of Elwood, these three factors suggest the need for a comprehensive study of existing structures for historical integrity, character, and overall current condition. The 1984 Madison County Interim report already identifies a number of historic resources, concentrated within the downtown and along Anderson and Main Streets. Although these are the most prominent areas, additional critical resources lay beyond this area. The city should establish several districts around the community to concentrate rehabilitation efforts, and these districts should be formed around individual themes that define the historical importance. For instance, neighborhoods west and north of the central business district may have significance in relation to the glass factories that developed in the area. Individual buildings that should be considered as significant are those associated with important business men or other community leaders, long-time business establishments (even if the historic business is closed), and sites where important events occurred.

After identifying these districts, Elwood can establish programs to help maintain and revitalize the built environment. Key to this would be creating local preservation organizations to promote each district’s unique character and rally residents to support of a much needed facelift. The first investments should utilize important key structures, such as an important businessman’s home or a great example of an architectural style, and use the revitalization of these “starter projects” as a catalyst for the rest of the district to follow. These catalyst projects will require the most involvement from the city, including the selection of such projects, overall rehabilitation plan, and even the execution and financing through grants and tax credits. Unfortunately for homes that have been abandoned and neglected within these districts, the city should make a concerted effort to

market them for rehabilitation, but ultimately many of these structures should be demolished (or even deconstructed) to improve the district. Focusing resources in these key areas will draw investment into the districts by removing potential safety hazards and eyesores.

What about the rest of the city? Realistically, small Midwest cities like Elwood lack sufficient resources to establish complete city-wide preservation districts with full city backing. The tax-base and federal funding just do not currently exist. This means cities must identify and concentrate their efforts in key districts for both revitalization and demolition. The rest of the community should be considered an investment opportunity for future plans of reinvestment. Yes, there will be more continual loss in the community outside of the proposed districts for a period of time, but concentrated city and private investments in key districts have the ability to spark more interest and investment across the community as a whole. Concentrating on a few areas now will benefit the whole community.

**Historic Preservation and Conservation Districts**

Establishment of historic districts can be a useful tool in stabilizing property values. Donovan Rypkema states, "the mathematically demonstrable evidence shows such districts to be valuable tools for safeguarding and strengthening the physical, economic and social fabric of Indiana's neighborhoods and cities." 45 One of the best solutions to improving the immediate quality of life for residents and preparing a city for the potential for future prosperity is stabilizing existing neighborhoods. Disinvested neighborhoods create many problems for communities far beyond vacant land and abandoned properties; problems created by these communities extend to loss of tax revenue for the city, a reluctance to invest in the area, and limited investment potentials due to low property values. 46

One solution is to establish National Register districts, federally protected defined areas that meet strict criteria for historical importance and integrity under the National Register of Historic Preservation Program.

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45 Rypkema, Donovan, “Preservation and Property Values in Indiana” (Indianapolis: Historic Landmarks Foundation of Indiana, 1997), 2.
The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources.47

National Register districts provide property owners access to a federal 20% historic tax credit on qualifying expenditures for income-producing properties. These districts also mandate that a Section 106 Review be performed prior to receiving federal funding to determine the impact any federally funded project will have on the integrity of historic resources within the district. This protects property owners and resources from federal projects, main street and infrastructure, and provides assurance that any work performed within the district will not negatively impact its integrity (which is directly linked to property values).48 Since most state-funded projects come from federally-backed programs, states typically perform Section 106 Reviews as part of their own process, recognizing the validity of the federally backed National Register districts. Although federally and state protected, a National Register district does not regulate property owners in any form.

A more important component for the city of Elwood would be to establish Local Preservation districts, which allow city and county governments to


identify and regulate historic resources within their own communities. Through local ordinances, cities have the ability to establish grant programs, revolving funds, and even their own tax credit system if so desired. Cities can provide guidance for how to preserve historic resources, and even require specific materials and techniques to be used. Local preservation districts often conform to the standards for the National Register, but have no obligation to do so. This gives cities the ability to identify more, less integrally important resources as valuable enough to the local community that they deserve the right to be protected at a local level. Although some federal and state programs may not recognize local districts, many do. A city such as Elwood, looking to protect its resources and give residents and owners access to financial help in restoring and maintaining their properties, should consider establishing districts.

The best strategy for Elwood to protect its historic resources through its many residential neighborhoods would be establishing conservation districts. These are locally recognized areas of concentrated historic resources identified and protected by city legislation are designed to promote and protect a neighborhood’s historical character. Many of these areas do not qualify for national or state designation, but by providing local protection, cities can use these districts to stabilize neighborhoods.49 A conservation district allows the city to identify and facilitate maintenance of its historic resources, by providing local financing opportunities such as grants and low-interest loans for qualifying property owners. Besides protecting against demolition and inappropriate infrastructure improvements, conservation districts typically do not regulate private properties other than regular maintenance required for public safety (i.e. no leaky roofs allowed). This is an excellent way for the city of Elwood to use historic preservation strategies while preserving the rights of property owners.

Maintaining Existing Resources

In any community, maintaining of properties is key for both the safety and economic value of the built environment. Unmaintained properties are both a perceived and actual risk for the public, deter investment, drive down adjacent property values, and hinder revitalization of any community.

Preventing a phenomena known as “demolition-by-neglect” is important to long-term community stability in protecting its historic resources. Demolition-by-neglect is the long-term disinvestment in a building that leads to the degradation of materials and structures until demolition is the only viable solution. The city of Elwood can prevent this by establishing ordinances for the regular maintenance and safety of buildings and an enforcement policy of fines and fees for non-compliance. The building code already addresses many issues with historic structures. Miller says enforcement of codes and preservation ordinances is key, "because without enforcement, requirement to affirmatively maintain a historic resource is of no consequence."

For the city of Elwood, a preservation-based ordinance and enforcement plan are key to stopping the community from further deterioration. Such an ordinance should be limited to enforcing maintenance required to keep buildings safe. Safety issue should be determined by any degradation or cause of degradation that endangers the public or resident of a structure. This should include properly functioning roofs, gutters, paint or siding, and properly sealed windows. This ensures that the occupants will remain safe over time, while also preventing deterioration of the structure.

The city should devise a plan to require maintenance, but they should also develop funding opportunities for property owners. In defined districts, owners could qualify for formal preservation grants and loans, but for the community at large, the city will need to establish its own program to help low-income property owners care for their buildings. Through the effort of the “City of Elwood Comprehensive Housing Plan” (March 2009), Elwood has already established a Homeowner Repair and Improvement Program with suggested

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Home Purchasing Counseling and assistance programs and a Rental Rehabilitation program.\textsuperscript{52} Although the plan calls for National Stabilization Program (NSP) funds to be used in a predetermined “area,” the plan misses the opportunity to concentrate efforts around historic resources. In fact, the only reference to historic districts is the reference the already established district in Elwood’s downtown and is only 6 lines of a 73-page document.

\textsuperscript{52} City of Elwood Comprehensive Housing Plan (Madison County Council of Governments, 2009), 62.
IMPROVING INFRASTRUCTURE

The city of Elwood is facing several areas of concern regarding infrastructure. A shrinking tax base limits the city’s ability to maintain its current operations, and aging infrastructure is nearing the end of its expected lifespan. Elwood faces these current infrastructure problems, but as society today is changing, the city also must address new issues to attract prospective residents.

Fortunately, the city of Elwood has already taken an active approach to tackling current infrastructure problems. Within the past two decades, Elwood has completely replaced Anderson Street (State Road 13), making it a two-lane highway with a third continuous turning lane. The project extends from about a quarter-mile south of the city limits to the northern-most city boundary. This project replaced an aging and outdated street, but also tackled two other important key projects for the city: installing a new sewer and storm drainage system and enhancing streetscape aesthetics. This helped many neighborhoods by eliminating flooding in their basements during heavy rain events. Since then, many residents have reported the flooding has completely ceased. The city took the opportunity to perform major street aesthetic improvements during the project. Instead of re-installing outdated overhead street lamps, the city invested in new pseudo-historic lighting more appropriate to Elwood’s historical character. As many of the trees had already died and many others were clearly reaching the end of their lifespan, Elwood proactively removed all the trees and replanted the entire length of the street. Although many people were upset to see the historic street trees removed, the new trees were an improvement over the others’ poor state of health. The project also gave the city the ability to proactively preserve and commit to the heritage of street trees for many generations to come.

Elwood has also taken this approach to other areas of the community. P Street went through similar storm water and aesthetic improvements while the downtown’s lighting was replaced to match that along Anderson Street. Several smaller streets, have also been repaired, replacing overhead lighting and installing new sidewalks. Limited resources have slowed the city’s ability to accomplish this task across the community. As
the main drive for revitalizing of Anderson Street was installing the separated storm drain system, the city coordinated that effort to make other improvements much more affordable. Elwood should continue this trend, and establish a plan to eliminate all outdated overhead lights, first in the neighborhoods surrounding downtown, then throughout the community. Although some preservationists see this as creating “false history,” installing new lighting much more akin to the historical gas fixtures gives the community a better sense of character, but also displays community pride. Also, Elwood should apply the same model to redevelop Main Street (State Road 28). This would improve aesthetics along the street to make an overall positive impression on people passing through town.

The Elwood Cemetery, long established, has recently become aware that its resources (land) are limited, and filling up quickly. Since it is the main cemetery in town, the city should help address the future growth and expansion of the cemetery grounds. When originally established, it was much smaller, but cemetery acquired several blocks that were never fully developed due to the end of the gas boom. This allowed the cemetery to grow until now. Now, the cemetery must decide where and how to expand, or consider creating a new grounds elsewhere. West of the current cemetery are a few homes whose backyards border Duck Creek. On the other side of the creek is a wooded area and farmland. The cemetery should take this opportunity, to cross Duck Creek and expand westward, incorporating the creek into the landscape design, making it a feature for guests. This opportunity would give the cemetery area for expansions that could keep it going for another hundred years, but would also open Duck Creek to the public and give people access to this underutilized

![Figure 12](image_url) The Elwood Cemetery’s expansion would extend G Street to County Line Road and incorporate Duck Creek into its landscape. Image: by author
resource. Along with the cemetery’s expansion, the city should also consider extending South G Street across the creek to serve the new cemetery grounds.

While improving existing infrastructure and providing for expansion, the city of Elwood should also consider addressing a popular new and trending form of infrastructure: bike trails. Following the tremendously successful of the Indianapolis Culture Trail, the city should seek ways to invest in such infrastructure to help attract both young professionals and families, empty-nesters, and retirees looking to stay active. The city of Elwood should examine two possibilities for bike trail projects: the Pennsylvania Railroad line and Duck Creek.

The abandoned Pennsylvania Rail Road line from Kokomo to Anderson through the city of Elwood is a prime position for a Rails-to-Trails project, as already suggested by the “Madison County, Indiana Bicycle and Pedestrian Facilities Plan 2005-2015.”53 A full expansion of that project would connect Elwood 15 miles to downtown Anderson and 21 miles to downtown Kokomo, in addition to connecting neighborhoods within Elwood itself. Rails-to-Trails projects, like the Monon Trail (Carmel to Indianapolis) and Cardinal Greenway (Richmond–Muncie–Marion), have seen a tremendous amount of success. In a publication by the Rails-to-Trails Conservancy, summarize the benefits of a project:

Rail-trails act as linear greenways . . . providing much-needed recreation space while also serving as utilitarian transportation corridors between neighborhoods and workplaces and connecting congested areas to open spaces. In rural areas, particularly those suffering economically from a railroad abandonment, a rail-trail can be a significant stimulus to a local economy. Trail users spend money on food, beverages, camping, hotels, bed and breakfasts, bicycle rental, souvenirs and gasoline. Studies

Elwood also has an opportunity for a second trail system. Duck Creek has long been a concern for the city of Elwood. The creek caused much of the damage during the Great 1913 Flood, and continues to plague the city to this day. Much of the creek’s route through the city was hand-dug during the Gas Boom Era to reroute the creek for a better flow through the city. Duck Creek is by no means a large flow of water, but it does drain a large area of northwestern Madison and eastern Tipton counties. This large drainage area causes the creek to flood during peak rain events, also occasionally flooding adjacent structures along the creek bank. As one possible solution for addressing this issue, the city of Elwood should consider expanding the creek to include an overflow area that when dry could serve as a trail similar to the White River Greenway in Muncie. This widening of the creek has the potential to almost triple the cross section of the creek flow. The trail would also be an important part of the cemetery expansion and would connect neighborhoods with the downtown. The expansion should start somewhere north of the city, possibly all the way to State Road 37, and extend full-width to the White River near Strawtown in northern Hamilton County. From either end of the creek-trail system, the trail could be extend along the White River into Noblesville and could run parallel to S.R. 37 up to Marion. This route would put Elwood almost dead-center of a 46-mile trail.

Elwood has had the forethought to update and replace existing infrastructure within the community, utilizing opportunities to invest in efforts enhancing the city’s aesthetic character and pride. Elwood should continue this trend by continuing to gradually replace street lights and expand of the city cemetery. Also, the city has a unique opportunity to be at the center of two bike trials that would benefit the existing community by cleaning up problem areas and providing public access routes, while also bring outside people into the community and raising awareness of the amenities Elwood has to offer.

54 Ryan, Karen-Lee and Julie Winterich, "Secrets of Successful Rails-Trails" (Washington: Rails-to-Trails Conservancy, n.d.)
Figure 14 The expansion of Duck Creek into a trail system will increase the flow of the creek during peak rain events and reduce flooding potential throughout the city. Image: by author
FOCUSING ON DOWNTOWN

Downtowns are the most important key to revitalizing a community, whether small or large. Attracting businesses and residents downtown are key to activate the area both day and night. Utilizing historic resources as key points of interest and investing in making the downtown a destination, will also make the streets more pedestrian-friendly. Although the Elwood Comprehensive Plan sets a goal to “[create] a more vibrant downtown,” the plan falls short at describing potential strategies to achieve this.

A key aspect in planning for downtown redevelopment is understanding the limitations of traditional zoning policies. During the WWII era, many urban planners promoted separation of uses as a means of organization. For many downtowns, these ordinances with single-use zoning limit the ability to utilize the second and third floors of commercial buildings as residential spaces. In planning for a downtown revitalization effort, ordinances must be adjusted in one of two ways: either by redeveloping the plan to include zoning for mixed-use development, or implementing an overlay district that allows multi-use development. Charles Marohn explains:

The difficulty standard zoning creates for infill needs to be appreciated, because infill is just the start. We need to get far beyond the concept of infill. What we need is a system of development that allows neighborhoods to establish, grow and mature over time. Single-family homes need to evolve into duplexes. Duplexes need to mature into row houses. Row houses need to grow into low rise, mixed use flats. The operating system of our cities need to allow places to mature in this way. It needs to be easy, intuitive and – most of all – desired by everyone involved.

Historic preservation also plays a key role in the downtown revitalization. In his book Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns, Michael Burayidi identifies several key reasons small community downtowns are often more attractive than larger cities: smaller communities most often have less financial disparity between the downtown and corresponding suburbs than larger cities, are closer and more accessible to all city residents, and connect residents more closely with their

56 Marohn, Charles L., Jr., Thoughts on Building Strong Towns, Volume 1 (Charleston: Marohn, 2012), 92-93.
downtown. Burayidi emphasizes that historic preservation is a key element in planning for revitalization, citing successes of the National Main Street Program and cultural tourism. He says, “downtowns are where a community’s story is told, its culture is on display, and its history can be narrated.”

Figure 15 A schematic downtown master plan identifies structures eligible for the National Register (green) within the boundary of the already establish historic district. Red building pictures are historic resources that have been demolished or replaced with non-historic structures. A critical mass of resources exists (yellow) and should be the forefront of restoration efforts in the downtown. Proposed parks (purple) add to the attraction of the downtown while investing in streetscapes (blue dash) and bike trails (blue dots) will help make the downtown more pedestrian friendly. Image: by author over modified 1899 Sanborn Insurance Map.

Elwood once had a vibrant, thriving downtown. As businesses relocated to the State Road 37 bypass and shopping malls developed in larger nearby cities, many of the Elwood’s stores and businesses closed and

left the downtown. This was further hastened by the city’s continual cycle of decline during this period. With this disinvestment, Elwood began to lose much of the downtown fabric. As with many communities, storefronts were covered up, second and third floors abandoned, and many buildings were demolished either by neglect or for parking lots catering to non-existent customers. Of Elwood’s once-vibrant downtown, half to three-quarters of the downtown has been lost. Such a devastating blow to the integrity and character of the downtown continues to be an eyesore, and a key factor in why the downtown has not already been revitalized.

The Elwood Comprehensive Plan notes one of its goals is to create a more vibrant downtown and attract businesses by leveraging a business park near the intersection of State Roads 28 and 37. This approach almost inherently puts these goals at odds. Instead of promoting further relocation of businesses outside of the downtown, Elwood should put itself in a position the make the downtown attractive to businesses. The city has several key ways to address this. First and foremost, the city should focus on making downtown a safe and walkable destination. In his book *Walkable Cities*, Jeff Speck says downtowns can make themselves more attractive by creating mixed-use spaces, providing ample and safe pedestrian and bike areas, and planting trees. He says, “walkability is both an end and a means, as well as a measure. While the physical and social rewards of walking are many, walkability is perhaps most useful at it contributes to urban vitality and most meaningful as an indicator of that vitality.” Elwood has the ability to simultaneously attract businesses and make the downtown more pedestrian-friendly.

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Elwood has opportunities to address the issue of downtown revitalization with several key projects. First and foremost, the city must address deteriorating buildings downtown. Already a historic district, the downtown has a dormant Main Street program that exists in name only. The city has an opportunity to leverage tax credits and façade grants to help owners and businesses maintain their buildings. The city could even offer the assistance to help owners write and facilitate applications for tax credits and grants as an incentive for them to reinvest in their properties. Two important factors are key: first-floor store fronts must be restored and maintained, and second-floor windows repaired and reinstalled where missing. The city must prioritize saving its remaining historic resources downtown, focusing attention on a core of remaining structures at Anderson and South A Streets.

Second, the city must restore a pedestrian focus downtown. To address downtown parking concerns, the city should create defined parallel parking zones that clearly announce the space as dedicated for parking, while also creating a buffer separating the sidewalk from active traffic flows. The city must address traffic by reducing downtown speed limits, narrowing lanes, and providing other traffic-calming measures. Sidewalk bump-outs at street intersections reduce the distance pedestrians need to cross active lanes of traffic and provide opportunity to reintroduce flowers and trees to the downtown. Paired with a stormwater management plan, bump-outs could double as bioswales to help reduce street and sidewalk runoff during rain events.

Figure 16 Revitalization efforts should focus on restoring historic facades to protect the structures from further deterioration and improve the aesthetics of the downtown. Image: by author
Third, the city can make the downtown more attractive by utilizing vacant lots as temporary greenspace. Knowing that ultimate goal of revitalization will be redeveloping of many of these vacant properties, the city should beautify such spaces until the demand for the property returns. These areas can be utilized as community garden sites, bioswales, or even community parks. In tandem with the idea of making Elwood a destination, the city has an opportunity to create two new “destinations” for downtown. Along the previously mentioned rails-to-trails project, the city should invest in redeveloping the former site of the train station into a

Figure 17 Downtown can be made pedestrian friendly by adding bump-outs at intersections that reduce the distance needed to cross active lanes of traffic, define parallel parking zones, narrows traffic lanes to reduce speed, provides bioswale locations to address storm water management concerns, and allows for the reintroduction of trees into the downtown. This master plan show how integrated pedestrian design can improve the character of a downtown. Image: Stowers, Joshua.
family friendly-park. This would provide outdoor activity space directly adjacent to the downtown while also cleaning up a site that has been vacant for decades. The second “destination” is the triangular lot between Main and Anderson Streets, and Chamness Avenue. Although a small building exists there today, its poor condition and lack of historic significance call for relocating the business to a new building across Chamness Avenue. Then the city can redevelop the site as a cultural heritage display park, including a large sign that proudly displays the city name and accompanying educational signage telling the history of the community.

Another important aspect of downtown revitalization is attracting residents to live in the area. As many buildings downtown were originally designed for mixed-use facilities, reestablishing these assets is key in making the downtown as a safe place. Small communities face limited populations in their downtown. Many stores are only open for traditional business hours of 9-5, making the area feel abandoned and unsafe at night. Attracting more residents downtown will activate street life so businesses that now typically close at 5 have reason to stay open later to attract area residents. This includes businesses, such as restaurants, which now typically locate outside downtown, believing evening customers do not feel safe in a location perceived as being closed and abandoned, which will deter patrons. By attracting residents downtown, the city can improve economic vitality, support new businesses, and decrease both perceived and real safety concerns.  

Re-establishing downtown Elwood is a daunting goal which will require returning businesses to the traditional urban core and recreating the image of the downtown. It must overcome the relocation of businesses outside of the traditional city core, and recreate the image of the downtown as an active, pedestrian-friendly destination.

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MARKETING POTENTIAL

The city of Elwood has diverse opportunities to market itself. As a community situated within easy distance to several different communities of varying interest, Elwood is poised to become the crossroad that connects these groups together. Choosing a particular market to focus on and developing a simple public awareness program could do wonders to enhance the city’s identity.

Elwood’s first potential market is to focus on the growing medical device industry of northeast central Indiana. Cities such as Warsaw and Fort Wayne are capitalizing on the development and manufacturing of medical devices, of which northeast Indiana holds a substantial share of world-wide production in several key markets.62 Elwood already may have a foot-hold with the Robert M. Palmer MD Institute of Biomechanics, which now occupies the historic city hall. Leveraging this key asset, Elwood should further promote itself as a friendly, well-established community with ample amenities for businesses in the medical industry. Located just south of the hub of activity in northeast Indiana, Elwood could market itself as being close to both the northeast Indiana medical device market and major Indianapolis bio-tech and health science industries.

The second potential market for Elwood is to focus on empty-nesters by catering to the aging population’s needs. Citing research from the American Association of Retired Persons (AARP), Burayidi points out that the elderly population, particularly those who no longer drive, “prefer to live close to city amenities.”63 This makes the downtown a key component in pursuing this strategy, so plan should include establishing activities gauged toward senior citizens both for those who have limited means and those who continue to stay physically active. This market would require careful partnership with local medical facilities and could benefit from the nearby medical industry in northeast Indiana. Key in this strategy would be the potential market for

senior housing centered on convenient locations, ease of access, and smaller living footprints. Downtowns are often the ideal locations for such concentrated development efforts.

The third potential market is for Elwood to focus on young families and professionals desiring proximity to the Indianapolis market but due to financial limitations are unable to find suitable housing. Elwood’s close distance to Indianapolis makes it a prime location for a bedroom community. Again, revitalizing downtown would be essential as many young professionals prefer smaller living footprints and are attracted to areas with active and diverse downtowns. More importantly, this strategy makes concerted effort to attract businesses and individuals from suburban communities between Elwood and Indianapolis. As growth and sprawl continue throughout the northern side of the Indianapolis Metropolitan Region, once independent communities are being swallowed wholesale by new development, leading to the unfortunate rise in cost of living for existing residents. The Elwood Comprehensive Plan identifies this strategy as a goal, and the city has already shown some success in doing so. For example, in 2014 Warner Bodies completed a move to an abandoned factory in Elwood. Originally located 15 miles south in Noblesville, the company cited rising costs and the need for a larger facility as reasons for relocating to Elwood. As the economy picks back up again, Elwood could attract more businesses and factories to do the same.

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Although Elwood could concentrate its strategy on any one particular market, the city has the potential to leverage itself in all three markets. In fact, the city has already gained a foot-hold in two of the markets, and the potential strategies for promoting them are not mutually exclusive. Elwood has the potential to re-brand itself as a small community, close to the medical industry of northeast Indiana and therefore easy access to medical facilities for the aging, while being a family-friendly economically attractive alternative to growing sprawl of northern Indianapolis. The city could actively market itself with a set of brochures, a billboard campaign, or online advertising and social media.

A publicity campaign should promote an awareness program. As a small, sleepy community, Elwood has limited ability to gain positive press. By establishing an awareness campaign, the city could begin to make itself known across greater central Indiana by leveraging existing festival events and placing more signage both within and outside of the community. For example, Elwood’s name does not appear on any interstate exit, although all three of its state highways have on-ramps. The city could simply petition the Indiana Department of Transportation to include the city name on one, two, or all three of the interstate exits. This could provide quick, easy, and free publicity for the city, putting the community “on the map” for passersby on the interstate system.
CONCLUSION

Small post-industrial Midwestern cities face a growing crisis, larger cities often take the limelight, while smaller communities are struggling with similar difficulties, often without federal assistance available to larger cities. The community of Elwood, Indiana, has been active in readdressing the city’s future needs through both a Comprehensive Housing Plan and city Comprehensive Plan written in 2009. Although these plans are a step in the right direction, they both miss great opportunities for historic preservation.

Historic preservation is an essential component in redeveloping downtowns. Historic districts can provide grants and tax credits though state and federal programs can assist the revitalization process, and priming key areas of historic resources for new investment. While helping direct concentrated areas of redevelopment, the city also should develop a maintenance plan to increase safety and preserve the built environment across the community.

Non-traditional preservation methods are also important in revitalizing of small communities. Elwood has already established a pattern for being proactive in maintaining and replacing infrastructure in tandem with improving overall community aesthetics. The city should expand this trend and its program throughout the entire city over the next decade. They should continue to reinvest in infrastructure, but also seize opportunities to build new bike trails that enhance public awareness, clean-up disinvested areas along their routes, and provide an attraction for new residents and businesses.

Elwood has the potential to market itself simultaneously to young professionals in the northern Indianapolis suburbs, empty nesters and the aging in population, and the northeast Indiana medical device industry. By taking advantage of the city’s strategic location and using its downtown as a key component in this attraction, the city is poised to attract new businesses and residents.
To improve the quality of life for residents, the city of Elwood should identify historic resources, improve infrastructure, focus on downtown, and define a market potential as a long-term strategy. Many projects that would make the city more attractive also have the benefit of improving the community.
By concentrating revitalization efforts in districts across the community, Elwood can combine funding resources to drive investment opportunities in key locations across the community. And, as these opportunities begin to materialize, other neighborhoods will begin to see a mutual benefit. With a long and often difficult past, Elwood has much to overcome, but through already established programs and goals, embracing historic preservation, poises the city of Elwood to become a vibrant destination once again.
APPENDIX A

Selected Chapters from “Elwood, Indiana, Comprehensive Plan 2010-2030”

Chapter 1: Introduction

Chapter 3: Guiding Policies

Chapter 9: Historic and Cultural Resources

Chapter 14: Implementation Policies and Growth Strategy
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  Resolution Adopting Comprehensive Plan
The City of Elwood Comprehensive Plan establishes a development strategy and policies to guide the future growth and development of the community for the next two decades. The plan assesses existing conditions and trends and provides recommendations for the use and development of land, the extension and improvement of the transportation network and infrastructure, the development of community facilities, the expansion of the City’s economic base, the provision of housing, and the protection of natural resources.

This Comprehensive Plan was undertaken to formalize the framework for guiding land-based decision-making within the city. The City has been operating on a case-by-case basis without the guidance of a general plan; relying on various planning documents, previous land-use maps, etc. The Comprehensive Plan brings all of the past planning documents and maps together, combines them with current administrative and public input and provides a new direction; a new framework. The framework outlined in this document is aimed at promoting public health, order, general welfare and economic development. Ultimately, the plan identifies the needs of the community, sets policies that address planning issues, and recommends appropriate actions to achieve the vision of the community and deal with the planning issues.

The Comprehensive Plan is a policy document that provides a coordinated approach to making many of the decisions regarding land use and the location of development, the extension of urban services and the placement of community facilities. The Comprehensive Plan is one of the primary tools used by the Planning Commission, the City Council, and
the City administration in making decisions that affect the future of the community.

While the Comprehensive Plan is primarily a tool to be used by policy makers for decision guidance, it can also serve the private sector as a reference for making informed development choices. The City of Elwood Planning Commission initiated the Comprehensive Plan, with the support of the City Council, to address two specific issues:

- **Resolve and update previous planning efforts.** While the City has previously developed a comprehensive plan [1973], most records and documentation for the plan have been lost. While the city continues to follow a set of zoning and development standards, they do not incorporate all of the development concerns the City is facing. In addition, several areas have been identified on the official zoning map whose current land use does not match the zoning indicated on the map. This comprehensive plan will reestablish a vision for the City and provide the foundation for a new set of zoning ordinances. City leadership initiated the planning effort to establish a blueprint that would lead community growth, economic development and preservation initiatives over subsequent years.

- **Abide by state law.** State of Indiana law requires that each planning jurisdiction adopt a Comprehensive Plan before zoning ordinances are drafted and implemented. State law changed the criteria and components of an acceptable Comprehensive Plan since the last Comprehensive Plan (1973); therefore, an update was required for compliance. The Comprehensive Plan provides a legal foundation for the adoption of development regulations, and must be considered in the judgments of the Planning Commission and Board of Zoning Appeals when presiding over exceptions, variances, and rezoning decisions.

**Current Conditions**

**Community Context**

Any city planning for the future does not start on a clean slate. The future will be built on the foundation of Elwood as it exists today. Elwood has evolved over time, shaped by a variety of forces, which will continue to shape the community into the future. A clear understanding of these influences provides the context for planning decisions. It is impossible to plan for the future without a careful examination of the physical, demographic, social, and economic characteristics of the community. What characteristics exist today and are likely to be the same in 2030?

How is the community changing and how might these trends influence future growth? Do these trends or issues address public comments? The Comprehensive Plan provides information needed to answer these questions.

**Location**

Elwood contains 2,334.24 acres or approximately 3.6 square miles and lies in the north-west corner of Madison County. Adjacent to Tipton County to the west and Grant County to the north. Elwood is ideally situated to serve as a bedroom community for larger employment centers; it is approximately forty-five miles from downtown Indianapolis, twenty-five miles from the City of Anderson and has easy access to Muncie, Kokomo, Tipton, Marion, and Noblesville. Elwood's location also provides local businesses with excellent access to customers, employees, and markets. Elwood is served by three major regional highways (State Road 37, State Road 13, and State Road 28). This location gives Elwood residents convenient access to the aforementioned employment centers and cultural amenities throughout the greater Indianapolis-metropolitan area.

**Existing Land Use Patterns**

Elwood's physical setting forms the foundation of the Comprehensive Plan. Existing land-use patterns influence the type and location of future development. Housing is the largest land-use and a defining characteristic of the community. Elwood is surrounded by fertile, agricultural lands that play an important role in local food processing industries. Elwood is an established and mature community. There is a mix of new and old commercial and industrial areas and more than 78% of owner-occupied housing was built prior to 1960 – over three-quarters of the homes in Elwood are more than 50 years old.

Key aspects of the existing land use pattern are:

- Single Family residential is the dominant land use. This form of housing occupies more than 46% of Elwood's total land area. Housing shapes the form and character of the community and influences those who live in Elwood today and will live here in the future [discussed in more detail in Chapter 10].

- Business (commercial and industrial) uses are scattered throughout the city. Commercial areas can also be found along major street corridors (e.g. Anderson Street and Main Street) and at major street intersections.

- Parks, and open spaces are abundant in Elwood. These and other physical characteristics will
Comprehensive Plan 2010 - 2030

Introduction

The Comprehensive Plan 2010 - 2030 is a guide for the future development of the City of Elwood. It aims to preserve and enhance the City’s natural, historical, and architectural resources, while considering the economic, social, and environmental impacts of future growth.

Key aspects of the plan include:

- Economic Development and redevelopment influence the use of land for commercial and industrial purposes. As existing land uses grow older, the need for reinvestment and the opportunity for redevelopment will increase.
- Rail-lines and roadways have been an important factor in shaping the development pattern of Elwood, as discussed in more detail in Chapter 8.
- Major street corridors and historic rail lines are important factors in organizing land uses, as discussed in more detail in Chapter 11.
- Sanitary sewer and water services influence the capacity for land to support current and future development. Storm-water management systems are required to support development, but also become defining physical features, as discussed in more detail in Chapter 12.

Past and Future Growth

Growth trends and projections are critical elements of the Comprehensive Plan. Historic trends describe how current conditions evolved and may offer insights into the future growth and development of Elwood, as discussed in more detail in Chapter 8.

Figure 1.1: State of Indiana with Madison County and the City of Elwood Identified

The state of Indiana is shown with Madison County highlighted. Elwood is identified within the county, indicating its strategic location and potential for future development.

The introduction sets the stage for the detailed analysis and planning outlined in subsequent chapters. It emphasizes the importance of considering multiple factors, including economic, social, and environmental impacts, to ensure sustainable and informed growth.

The next section provides an overview of the past and future growth, setting the context for the detailed analysis that follows. This comprehensive approach is essential for understanding the evolving needs and priorities of the City of Elwood.
about future development. Looking to 2020, Elwood will continue to grow as a place to live, work, and shop. Projections of future development determine the demand for land and the need for infrastructure and municipal services. Chapter 4: Demographics and Socioeconomic provides a look at historic trends and looks forward at projections for Elwood’s future.

**Development Trends**

Recent development trends provide a useful context for planning and an idea for the direction a community is growing. Elwood has not experienced substantial growth in the last decade. Outside of this there have been significant improvements to the overall quality of life in Elwood.

An important element in implementing the Comprehensive Plan will be to monitor these changes and their implications for the future of Elwood. Certain findings and assumptions have been made from which this plan has been developed. First,
growth trends and projections indicate that the City will continue to face a limited amount of pressure for new development. New development will primarily be infill residential and commercial along major thoroughfares. Second, the plan is based on the premise that protection of the community’s natural environmental systems is of critical importance, and the location and sensitivity of certain natural resources should dictate the location of growth areas and the basis for policy on managing growth. While a certain amount of growth has previously occurred in areas that would be identified today as unsuitable for development because of environmental, locational or other factors, these existing development patterns cannot be altered. As a result, expansion of certain developed areas will be discouraged.

Need for the Comprehensive Plan
Cities seldom stand still; they are continually, growing, changing, and evolving as places of human interchange. Elwood is no exception. The Comprehensive Plan, therefore, addresses a number of pressing issues facing the city that require considerable attention and concerted action. Among these issues are:

- Organizing and establishing one vision for the future of the City.
- Addressing neighborhoods hampered by deteriorating housing, crime and other social problems.
- Funding the rising cost of city services in the face of an inefficient, sprawling growth pattern.
- Focusing on revitalization and reinvestment in the downtown area.
- Addressing aging water and sewer systems in
Elwood, Indiana

Introduction

• Maintaining parks, recreation and open space facilities with limited budgets.

The Comprehensive Plan:

• Seeks to create and sustain the elements that define Elwood’s character, heritage, and identity.
• Influences the economic health of the community by attracting new investment and guiding it to proper locations, and by protecting existing investments through the promotion of strong residential neighborhoods and business districts
• Shapes the future of municipal government by identifying needed public improvements that facilitate and sustain development. The form of development influences the character of the local population and the demand for public services.

Comprehensive Plan Overview

The Comprehensive Plan is committed to sustainability; the preservation and enhancement of the environment, and to the principle that each generation of residents must meet the needs of the present without compromising the ability of future residents to meet their own needs. This approach to sustainability is a thread that is woven throughout the Plan. Every chapter addresses some aspect of sustainability. In this way, using the Comprehensive Plan in a manner consistent with the vision for Elwood will work to improve sustainability. Through the Comprehensive Plan, the community will continue to explore ways to enhance the physical, social, and economic environment. In addition to sustainability, the Comprehensive Plan will focus on the following three key areas when determining future growth in the City:

• Infill. Areas designated for infill are primarily areas of existing development. Any new development within infill areas would be expected to occur on existing land, or as a result of single-lot splits. No major development requiring subdivision approvals would be anticipated.
• Expansion. Areas designated for expansion are undeveloped areas already zoned for development, or undeveloped areas which may be considered as logical extensions of existing development. Expansion areas are expected to accommodate projected growth needs for the life of the plan (20 years).
• Reserve. Areas designated as reserve are to indicate long-range planning objectives, but which are beyond the life of the plan. Rezoning or development of reserve areas would not be anticipated unless development of expansion areas has already occurred, or unless the City could expect significant benefit from such development.

A comprehensive plan, sometimes called a master plan, provides a broad vision for the future growth of a community. It is often formulated using input from community visioning exercises and previous strategic plans. A comprehensive plan is the next level of detail in the planning process from the basic community visioning steps. Typical elements of a comprehensive plan include projections of population growth and correlated plans for transportation, utilities, and community facilities to accommodate or direct that growth. The comprehensive plan is typically implemented through zoning codes and subdivision regulations. It serves as a guide for officials when reviewing development permits and applications to rezone individual sites. In communities where zoning is not present, the comprehensive plan serves as a blueprint that guides public actions about infrastructure or other community investments.

According to Indiana Code 36-7-4-501, a comprehensive plan is required to include the following elements:
1. Statement of objectives for future development;
2. Statement(s) of policy for land use development; and
3. Statement(s) of policy for the development of public ways, public places, public lands, public structures, and public utilities.

Comprehensive Plans may also include a number of optional elements listed in IC 36-7-4-503. While the Indiana Code requires only the most basic elements, comprehensive plans typically contain a number of additional elements, including analyses of economic and land use trends; goals, objectives, action steps, and policies; and a future land use map. Effective comprehensive plans identify specific strategies, recommendations and agencies or organizations to implement the plan. More detailed comprehensive plans may include chapters that address housing, economic development, natural or cultural resources, open space and recreation, transportation (including multi-modal options), fiscal impacts, utility expansions, community facilities, timelines and costs for implementation. Comprehensive plans also can include subarea studies which address infill areas, brownfields, corridor development, or annexation.

In Indiana, before a comprehensive plan is adopted, there must be a minimum of one advertised public hearing held by the plan commission. This provides the public an opportunity to voice their concerns,
offer suggestions, and see the plan before it is approved by the legislative body. Effective plans include more extensive public participation than is required by law. Citizen involvement should start early so that all stakeholders can gain consensus and develop ownership of the plan. Often, steering committees are established which focus on the main individual elements of the plan (i.e. housing, economic development, recreation, infrastructure, etc.). Through this community participation, a more accurate vision for the future of the city can be established.

Comprehensive plans may be adopted once the required public hearing(s) have been held. The Plan Commission approves the plan for adoption and recommends it to the City Council. The legislative body then adopts a resolution which approves the comprehensive plan. This is done by a majority vote and is not subject to any further approval. The legislative clerk must then post at least one copy of the Comprehensive Plan on file in the office of the County Recorder. Comprehensive plans are most effective when they are treated as documents that change with the conditions and the values of the community. Typically, comprehensive plans address long-range issues of the community. A common timeframe for comprehensive plans to cover is ten years. However, these plans should be reviewed periodically and updates be made as needed.

Role of the Comprehensive Plan in Shaping the Future of the City
The Comprehensive Plan, in its broadest form, is a statement of what the community will strive to achieve and what the community hopes to become. The Comprehensive Plan provides basic policies to guide the many other community-based planning activities that are an integral and essential component of Elwood’s character. The Plan will help to determine public investment priorities, be the general framework for the development of more-detailed neighborhood and special area plans and the specific regulations and standards that will be created to help guide public and private developments. The Comprehensive Plan must have the flexibility to address changing conditions and adapt to new situations that may not be anticipated today.

Elwood’s Relationship to the Region, It’s Institutions, and Neighborhoods
Elwood is part of a growing and dynamic region - Central Indiana. The continued economic, social and fiscal health of the City will depend on its willingness to become proactive toward the growth of Central Indiana, working with other communities, institutions, and local organizations to identify opportunities for alignment and coordination to address shared planning goals and diversify its economic base.

Enhancing Elwood’s Unique Qualities
The City will enhance its unique qualities, including a legacy of festivals and community events, a natural setting of scenic beauty and abundant natural resources, and a rich fabric of historical events, structures and personalities that help convey a sense of Elwood’s history and reinforce a sense of place, identity, and location.

Planning for Future Growth, Continuity and Change
Elwood and Madison County are a part of the growing Central Indiana region. As Indianapolis continues to expand, communities will see changes in both size and demographics. Demographic shifts, increased diversity, technological advances, changing business practices, and evolving lifestyles will require corresponding changes in the way multiple functions of the City are organized, designed, and served. The Comprehensive Plan will seek to balance the need to accommodate growth and change with the desire to conserve and enhance the special qualities that make the City of Elwood a great place to live, work, and play.

Living within our resources
The City of Elwood must grow in a sustainable manner to meet the needs of the present without compromising the ability of future generations to meet their own needs. The Comprehensive Plan will work to accomplish this through environmental stewardship; compact, mixed-use development; safe, convenient, and efficient transportation facilities/opportunities; and high-quality, cost-effective community services.

Document Structure
The Comprehensive Plan is the tool for guiding the growth, redevelopment, and overall improvement of the City. The traditional view of this type of plan focused on physical planning through the development of a land-use plan. The purpose of the land-use plan was to reinforce desirable land-use patterns, identify places requiring change, and determine the location and form of future growth. However, the vision for Elwood is more than a rational pattern of development; thus, The Comprehensive Plan identifies not only a land-use plan, but also develops a broader framework to help shape the character of the community and enhance the quality
of life in Elwood. The Comprehensive Plan consists of a series of interrelated chapters that collectively work to create a plan for the future. Each chapter of the Comprehensive Plan describes some aspect of the existing context that shapes the plan for the future of Elwood.

The Comprehensive Plan is structured to take the reader through the planning process in three sections.

Section A: Framework
This section outlines the definition, requirements, purpose, need, structure, process, vision statement and goals of the City of Elwood Comprehensive Plan.

Chapter 1: Introduction
Chapter 2: Planning Process
Chapter 3: Guiding Policies

Section B: Community Profile
This section outlines the existing conditions, projections where applicable, action items where applicable, and key issues that are addressed by this plan.

Chapter 4: Demographics & Socioeconomic Data
Chapter 5: Housing Development
Chapter 6: Community Facilities
Chapter 7: Natural Resources
Chapter 8: Parks, Open Space & Greenways
Chapter 9: Historic & Cultural Resources
Chapter 10: Land Use
Chapter 11: Transportation
Chapter 12: Utilities
Chapter 13: Economic Development & Redevelopment

Section C: Strategies & Action Items
This section outlines the steps and tools for implementation of policies and goals and objectives.

Chapter 14: Policy Implementation & Growth Strategy

The adopted Comprehensive Plan shall subsequently guide the development and creation of other planning documents and policies, such as zoning ordinances and subdivision controls, which may then be published along with the compiled sections of the Comprehensive Plan.

Administration of the Comprehensive Plan
Section 1: Life of the Comprehensive Plan
The Comprehensive Plan shall become effective upon adoption by the Elwood City Council. The planning period for which the background studies and projections were developed and upon which the plan is based is the year 2010.

Section 2: Review Period
The Elwood Planning Commission and Elwood City Council shall review the plan every 10 years and shall consider amendments to the plan as appropriate, in accordance with the review.

Section 3: Plan Amendment
The Comprehensive Plan must be flexible in order to address changing development pressures which affect land use. Because of this, it may be necessary to amend the policies or map to reflect proposed changes.

Any amendment to the Plan should generally be guided by the following considerations:
1. Compatibility with the overall policy basis of the Comprehensive Plan;
2. Compatibility with surrounding land uses;
3. Applicant’s justification to support such amendments to the Comprehensive Plan.

The Comprehensive Plan may be amended by the Elwood City Council after review and recommendation by the Elwood Planning Commission. An amendment to the plan may be initiated by the owner(s) of the property involved, the Planning Commission or City Council.

Section 4: Administrative Policies and Procedures
Successful administration of the Comprehensive Plan will require close intergovernmental cooperation between all the City offices and boards.

Leadership and Involvement
Effective leadership and involvement is critical to the success of an effective planning program. Fortunately, the Elwood community is well stocked with talented leaders in all areas of civic life. From successful business people, to respected political leaders and public servants, to philanthropists-big and small, to community-minded news media, to institutions of faith and learning, to citizens with a special appreciation for history and tradition, Elwood is unusually blessed with more than its share of gifted leaders.
Vision Statement
Located in the Heart of Hoosierland, the City of Elwood is a community of choice for families and businesses. Elwood is safe and sustainable, with places to live, work, shop and play.

Our rich history provides a foundation for us to be optimistic about our future and the opportunities it brings. All families are strong, healthy, and embraced, and we serve people throughout their lives with places to live, work, learn, worship, and play. We are a great place to raise a family, run a business, age in place, and recreate, and we protect these opportunities by thoughtfully investing in infrastructure, facilities, services, and open spaces. We take pride in our safe and well-maintained neighborhoods, housing, and businesses, and we benefit from connected neighborhoods and compact development. Our strong design standards and proactive planning create a community that is attractive, appealing, and desirable, with a healthy mix of land uses and the flexibility to respond to change.

Housing and Neighborhoods. Elwood preserves the character, vitality, and safety of its neighborhoods and provides a full range of housing opportunities.

Community Development. Elwood develops projects that enhance the community economy and the environment. Elwood maintains a predictable development process and provide incentives to attract targeted industries and create new jobs.

Jobs and Shopping. Elwood is a commercial and job center that supplies valuable products and services; embraces sustainable solutions; cultivates family-
supporting careers; and offers opportunities to grow small businesses and entrepreneurial endeavors.

**Natural Resources and Recreation.** Elwood enjoys vibrant parks, bikeways, trails, and natural landscapes; is a careful steward of water and other resources; and is a center for culture, recreation, hospitality, and entertainment.

**Education.** Elwood offers a sound educational system filled with opportunities to meet modern workforce demands and support entrepreneurship.

**Sustainability.** Elwood is a sustainable community in all aspects – from the environment to the economy – and fosters responsible community growth and redevelopment.

**Special Place.** Elwood celebrates its rich heritage and historical contributions from Presidential candidates to Olympians.

**Transportation.** Elwood is centrally located and accessible by three state highways and railway service making it convenient and cost effective for business, services and residents.

**Community Value.** Elwood enjoys exceptional services at reasonable costs, a competitive cost of living, and provides youth programs and recreational sports of all types.

**Regionalism.** Elwood is well connected to the central Indiana region and the Indianapolis Metropolitan area.

**Goals and Objectives**
The Goals and Objectives of the Elwood Comprehensive Plan represent the overall community vision for future development.

This chapter outlines the goals and objectives of the focus areas for community development. These policies are largely the result of steering committee formulation and public input gathered throughout the planning process. Consideration in the development of the goals and objectives has been given to the various existing conditions and trends, planning issues, and future demographic and development trends facing the City. The goals and objectives in this policy document provide the framework for the development of supporting recommendations, strategies, and actions that are contained in Chapter 14: Policy Implementation and Growth Strategy.

A GOAL is a general statement describing a future condition desired by the community. Each goal provides direction for assuring that continued and balanced development takes place in the City of Elwood. A goal does not suggest specific actions, but describes a desired outcome. The public participation component in the planning process has focused on the formulation of these goals and supporting objectives.

An OBJECTIVE is a statement that describes an activity to be accomplished in pursuit of a goal. Each objective establishes measurable progress towards a goal, and is usually time dependent. The objectives created for the Elwood Comprehensive Plan generally follow one of three types:

**Direct/Indirect Government Actions.** Objectives of this type can be accomplished by direct government action through existing programs and laws. These objectives, through their adoption, will allow government to focus resources on the implementation. In some cases, there will be indirect actions that City Government may undertake to accomplishment certain objectives. These objectives embody the actions of: Involve, Create, Develop, Ensure, Implement, Incorporate, Minimize, Preserve, Protect, and Provide.

**Influencing.** Objectives of this type can be accomplished by supporting federal, state, and local governmental policies that influence private sector and not-for-profit agencies to take action. These objectives embody the actions of: Encourage, Promote, and Support. City of Elwood leadership can most influence these actions through:

- Establishing public awareness campaigns and educational programs
- Providing guidance for government granting and permitting processes
- Fostering cooperation with and between other local governments and utilities
- Identifying service priorities for not-for-profit agencies to benefit the community
- Funding quasi- and non-governmental programs
- Considering all objectives when reviewing petitions made to City Boards and Commissions.

**Investigative.** Objectives of this type include those that provide for follow-up and secondary planning, research on innovations, and monitoring that was not possible within the time and resource constraints of this comprehensive planning process, but that would be beneficial for future updates. These objectives embody the actions of: Define, Explore, and Identify.
Comprehensive Plan 2010 - 2030

Community Sustainability
The Community Sustainability goals are the over-arching goals that tie the entire plan together. They represent issues that do not fit into the other goal focus areas, but were important issues identified during the Comprehensive Plan process.

1. Goal: Maintain and improve Elwood as an attractive place to live, work, and play by promoting sustainable land-use patterns and new developments that contribute to the preservation and enhancement of the community's vitality and sense of identity.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Maintain orderly transitions between different land uses in accordance with the general land use guidance of the Comprehensive Plan by establishing or strengthening development design standards.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective</td>
<td>Promote high standards for commercial and residential aesthetics, as well as public improvements. Incorporate design innovations; set high standards for landscaping and design of public improvements.</td>
</tr>
<tr>
<td>Objective</td>
<td>Ensure high-quality design, innovation, sustainability, and aesthetic appeal in private and public development and redevelopment, with emphasis on efficient site access, appropriately sized parking areas, and overall beautification through the adoption and utilization of year-round landscaping and site design standards, guidelines, principles, and other criteria.</td>
</tr>
</tbody>
</table>

2. Goal: Provide excellent, effective and efficient city services

<table>
<thead>
<tr>
<th>Objective</th>
<th>Benchmark and routinely seek community input to evaluate and continuously improve city services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective</td>
<td>Invest in staff/commission training and development to improve quality and responsiveness of City services</td>
</tr>
</tbody>
</table>

3. Goal: Make Elwood a livable community for all.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Increase positive spin and news stories.</th>
</tr>
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<tbody>
<tr>
<td>Objective</td>
<td>Educate community members on diversity issues and provide means to repair damage caused by prejudice; convey a clear message that intolerance is not welcome in the community.</td>
</tr>
<tr>
<td>Objective</td>
<td>Set the tone for private development by having environmentally sustainable public facilities and properties.</td>
</tr>
</tbody>
</table>

4. Goal: Support environmentally friendly energy options for residential, business, and governmental needs.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Model energy conservation and encourage alternative energy; increase use of energy efficient and low impact lighting throughout the City.</th>
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<tr>
<td>Objective</td>
<td>Reduce local energy usage by educating community members about energy conservation and its impact on the City.</td>
</tr>
<tr>
<td>Objective</td>
<td>Encourage and support new development, redevelopment, and infrastructure improvements that incorporate and protect alternative energy sources, such as solar access, geothermal, wind, and biomass.</td>
</tr>
</tbody>
</table>
5. Goal: Ensure that city government is civil, informative, and responsive.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Objective</th>
<th>Objective</th>
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<tr>
<td>Adopt and promote norms and codes of conduct for civil public discourse; respect and encourage respectful discussions of differing perspectives.</td>
<td>Promote open-mindedness on the part of its elected officials before they formulate public policy, as well as encouraging a similar attitude on the part of community members; expect City Council discussions to stay on the policy level.</td>
<td>Ensure that city employees and elected officials respond appropriately and respectfully to resident concerns, and clearly and transparently explain all actions.</td>
</tr>
<tr>
<td>Ensure the public treats city employees respectfully at public meetings.</td>
<td>Create timely and effective communications; make community information accessible to everyone.</td>
<td>Connect community members to available support services.</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Maintain communication with the Metropolitan Planning Organization.</td>
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**Housing Development**

1. Goal: Preserve and enhance the residential character and livability of existing neighborhoods and ensure that adjacent uses are compatible with existing neighborhoods.

<table>
<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Promote maintenance and reinvestment in existing residential buildings and properties, residential amenities, and infrastructure to enhance the long-term desirability of existing neighborhoods and to maintain and improve property values.</td>
</tr>
</tbody>
</table>

2. Goal: Protect and preserve the small community character of Elwood.

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<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Ensure life-cycle housing throughout the City to attract and retain a diverse mix of people, family types, economic statuses, ages, etc.</td>
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</table>

3. Goal: Implement programs to ensure safe and well-maintained properties.

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<tbody>
<tr>
<td>Maintain a housing plan.</td>
<td>Vigorously enforce housing codes.</td>
<td>Develop more stringent codes for rental properties of four or fewer units.</td>
<td>Implement housing inspections.</td>
</tr>
</tbody>
</table>
4. **Goal:** Encourage development of neighborhood identities to build a sense of community and foster neighborhood communications, planning, and decision making.

<table>
<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Encourage development of neighborhood groups, organizations, and forums in order to provide residents with a sense of belonging.</td>
<td>Create neighborhood safety program.</td>
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</table>

5. **Goal:** Develop design guidelines to support new or renovated housing that contributes to neighborhood character, sustainability, and other community expectations.

<table>
<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Create neighborhood safety program.</td>
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<thead>
<tr>
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<tbody>
<tr>
<td>Pursue housing programs that allow the City to meet diverse and long term housing needs.</td>
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</table>

6. **Goal:** Achieve a broad and flexible range of housing choices within the community to provide sufficient alternatives to meet the changing housing needs of current and future residents throughout all stages of life.

<table>
<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Promote flexible development standards for new residential developments to allow innovative development patterns and more efficient densities that protect and enhance the character, stability, and vitality of residential neighborhoods.</td>
<td>Encourage high-quality, mixed residential developments that achieve the community’s goals, policies, and performance standards, encourage parks and open space, and use high-quality site design features and building materials.</td>
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<table>
<thead>
<tr>
<th>Objective</th>
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</thead>
<tbody>
<tr>
<td>Employ flexible zoning for property redevelopment to meet broader housing goals such as density, open space, and lot size.</td>
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### Community Facilities

#### Education

1. **Goal:** Encourage high expectations and active involvement in public education.

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<tr>
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<tbody>
<tr>
<td>Support family and community involvement in education.</td>
<td>Encourage more community outreach and information sharing around education.</td>
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<table>
<thead>
<tr>
<th>Objective</th>
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<tbody>
<tr>
<td>Help create partnerships between schools and local businesses, nonprofits, and government.</td>
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</table>

2. **Goal:** Provide sustainable, cutting edge, educational technology.

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Educate community members on what technology can provide.</td>
<td>Create greater access to expanded curriculum offerings through technology.</td>
</tr>
</tbody>
</table>

3. **Goal:** Promote the benefits of lifelong learning and intergenerational education

<table>
<thead>
<tr>
<th>Objective</th>
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</thead>
<tbody>
<tr>
<td>Support age-appropriate educational opportunities.</td>
<td>Support affordable, excellent early education options for all families.</td>
</tr>
</tbody>
</table>
Public Safety
1. Goal: Provide strong police, fire, and emergency medical services to ensure residents feel and are safe.

| Objective | Maintain low crime rate and implement changes as necessary. | Develop community relations programs to meet changing community needs and demographics. | Implement proactive programs to deter crime. | Support a neighborhood network to be used for neighborhood monitoring and emergency preparation. |

Other Community Facilities
1. Goal: Maintain and enhance community facilities.

| Objective | Inventory existing library services and determine if there are any gaps that need to be filled. | Foster youth leadership and development through expanded programming. | Explore public and private partnerships to develop community programs. | Explore strong partnerships to better meet community needs. Consider options including pool, exercise/fitness, teen activities, technology access, performing arts, theater, eating and meeting spaces, space for local organizations, etc. |

2. Goal: Support more volunteer activities and opportunities.

| Objective | Create volunteer programs to help address City issues. |

Natural Resources
1. Goal: Preserve and enhance soil, water, and urban forest resources.

| Objective | Protect and preserve wetlands, ponds, aquifers, and other natural environments and habitats. | Recognize water resources and the importance of aquifer recharge; reduce stormwater runoff through regulation and education. | Encourage water conservation. |

| Objective | Protect and enhance urban forests. | Collaborate with other governmental units and groups to identify and help meet environmental targets. | Promote preservation, replacement, and addition of trees within the community. |

2. Goal: Improve air, water, soil, and sound quality by reducing pollution of all kinds, including traffic, noise, runoff, and excess light and noise; enhance community awareness of environmental impacts

| Objective | Set community specific goals for pollution reduction. |
### Parks, Open Space, & Greenways

1. **Goal:** Preserve and maintain community parks, open space, and green space, and improve as needed in response to changing community needs.

   **Objective:**
   
   Continuously work to improve parks and recreation network.

2. **Goal:** Expand and maintain year-round, creative programs and facilities for all ages, abilities, and interests

   **Objective**
   - Remain aware of and responsive to changes in recreational needs and trends.
   - Keep a reasonable balance between open spaces and parks.
   - Increase use of parks and recreation facilities.
   - Maintain and expand trails.

   **Objective**
   - Actively promote parks, recreation, open space, and trail opportunities.
   - Protect parks and recreation assets and assure user safety.
   - Support volunteerism to encourage people to actively support parks and open spaces.

3. **Goal:** Provide high quality and well-maintained facilities, parks, and trails

   **Objective**
   - Maintain and manage parks, recreation facilities, and open spaces to the highest standards using best practices; implement a plan to retain green and open space.
   - Leverage resources by partnering with other communities, agencies, and school districts to optimize open space, fitness and recreation programming, and facility options.
   - Connect the park system to the community via paths and trails.
   - Make the entire park system accessible to people with disabilities.

4. **Goal:** Utilize recreation development as a resource management tool.

   **Objective**
   
   Maintain and enhance the quality of the vegetative and hydrologic resources within the City.

5. **Goal:** Maintain the parks and recreational amenities to a quality that meets or exceeds the goals of the community.

   **Objective**
   - Maintain a park plan that meets Department of Natural Resources standards.
   - Maintain a park plan that incorporates the community's goals and creates a vision for the park system.
## Historic & Cultural Resources

1. **Goal:** Build upon local assets and heritage to develop an overall community identity.

   **Objective**
   - Identify local cultural and historic resources.

2. **Goal:** Preserve and enhance historical and culturally significant amenities.

   **Objective**
   - Identify local cultural and historic resources.

3. **Goal:** Develop design guidelines to maintain the architectural integrity of the buildings in Elwood’s central business district and historic district from rehabilitation and new construction.

   **Objective**
   - Create design guidelines.

## Land Use

1. **Goal:** Promote the coordinated and planned uses of land as a means to protect the City’s environment.

   **Objective**
   - Ensure the Comprehensive Plan is followed and all ordinances are enforced.
   - Encourage land use patterns which reduce overall energy expenditures [heating and cooling, transportation, construction methods and materials, etc.] or which maximize energy efficiency.

2. **Goal:** Provide adequate land area for a full range of development locations and permitted development types.

   **Objective**
   - Promote compact growth patterns and identify growth areas that can effectively be provided with public services.

3. **Goal:** Maintain and improve the mix of residential, commercial, employment, parks, and civic land uses throughout the community to promote a balanced tax base and to anticipate long-term economic and social changes.

   **Objective**
   - Review the Land Use Plan regularly to ensure its usefulness as a practical guide to current and future development. Whenever practicable, coordinate the Plan with the plans of neighboring communities, the county, and school districts.
   - Encourage a broad mix of commercial businesses within the community to diversify and strengthen the tax base and employment opportunities.

4. **Goal:** Identify underutilized, deteriorated, or blighted properties and guide them toward revitalization, reinvestment, or redevelopment consistent with community goals, good planning and development principles.

   **Objective**
   - Promote redevelopment that reduces blight, expands the tax base, enhances the mix of land uses in the community, and achieves other community goals.
   - Apply strategies to effectively enforce City ordinances related to the maintenance of buildings and property.
Transportation
1. Goal: Develop a transportation network which helps achieve the land use and sustainability goals of the Comprehensive Plan.

   **Objective**
   
   Encourage infrastructures improvements according to the Comprehensive Plan.

2. Goal: Provide a transportation network that moves people and goods safely and efficiently.

   **Objective**
   Support planning and funding for state, regional, and county transportation projects to ensure capacity, improve operations, improve safety, and reduce spillover to the local system.

   **Objective**
   Collect and maintain data on roadway deficiencies (safety, operations, capacity), and target investments accordingly, including the top 10 intersections where the greatest number of accidents occur.

   **Objective**
   Install better signage to improve safety for drivers, pedestrians, and bicyclists.

3. Goal: Develop a street maintenance program.

   **Objective**
   Budget sufficient funding to address safety, aesthetic, and maintenance issues.

   **Objective**
   Increase life expectancy of roadways by addressing maintenance issues.

4. Goal: Expand, maintain, and promote a system of continuous and connected trails/pathways that encourage walking and biking

   **Objective**
   Create a sidewalk construction/reconstruction program.

   **Objective**
   Provide safe crossings across busy streets to keep areas connected.

   **Objective**
   Provide safe routes to schools.

   **Objective**
   Connect major retail and business areas with one another and with neighboring residential areas; support walkways/bikeways connecting retail areas.

   **Objective**
   Create walkable neighborhoods that promote community cohesion, connections, and cooperation; create pathways that connect neighborhoods as well as community gathering/meeting places with each other.

   **Objective**
   Work with other units of government to develop and connect trail systems.

   **Objective**
   Make the city accessible to people with physical disabilities.
Utilities
1. Goal: Develop and maintain a program for infrastructure to expand with growth in Elwood.

   Objective
   Coordinate development with details of the City of Elwood Master Utility Plan.

2. Goal: Use infrastructure and other redevelopment efforts to reduce or eliminate visual clutter such as overhead power, cable, telephone lines, and traffic controller and junction boxes.

   Objective
   Identify opportunities to improve the over-all aesthetics of the community.

3. Goal: Develop and implement environmentally sensitive public infrastructure planning, design, and construction.

   Objective
   Consider environmental impact of infrastructure improvements.


   Objective
   Identify new funding sources for infrastructure improvements.

Economic Development
1. Goal: Collaborate to create a coordinated plan to promote Elwood’s business and residential opportunities.

   Objective
   Support businesses that serve Elwood’s population and provide attractive employment options that encourage people to relocate here.

2. Goal: Enhance the City’s diverse business community.

   Objective
   Actively promote Elwood in the greater metropolitan area and throughout the state and region.
   Encourage businesses with family sustaining jobs.
   Actively support existing businesses.
   Pursue/Create opportunities for job training/retraining.
3. **Goal:** Provide attractive, inviting, high-quality retail shopping and service areas that are conveniently and safely accessible by multiple travel modes including transit, walking, and bicycling.

<table>
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<tbody>
<tr>
<td>Welcome new businesses.</td>
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<tr>
<td>Seek out and support high quality businesses that enhance the tax base.</td>
</tr>
<tr>
<td>Work with existing businesses to recruit their suppliers.</td>
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</table>

4. **Goal:** Maintain a balance of commercial/industrial activities that anticipate long-term economic and social changes.

<table>
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<th>Objective</th>
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<tbody>
<tr>
<td>Encourage commercial areas to make efficient use of land, provide for safe vehicular and pedestrian movements, including bicycle, provide adequate parking areas, provide appropriate site landscaping, and create quality and enduring aesthetic character.</td>
</tr>
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5. **Goal:** Promote an appropriate mix of commercial development types within the community.

<table>
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<tbody>
<tr>
<td>Use the Comprehensive Plan to guide new commercial development to locations appropriate for its scale and use.</td>
</tr>
<tr>
<td>Emphasize the development of commercial uses that meet the needs of existing and future Elwood residents.</td>
</tr>
<tr>
<td>Support neighborhood-scale commercial areas that provide convenient access to goods and services at appropriate locations within the community.</td>
</tr>
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6. **Goal:** Support redevelopment that embraces genuine public-private partnerships with benefits for all.

<table>
<thead>
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<tbody>
<tr>
<td>Identify areas for redevelopment within the City.</td>
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7. **Goal:** Ensure that the technology infrastructure is in place to provide a competitive advantage and optimize public and private sector performance.

<table>
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<tbody>
<tr>
<td>Maintain a cutting edge City of Elwood website as a first impression to the City.</td>
</tr>
<tr>
<td>Provide current and cost-effective technology and associated infrastructure for city operations and services, and private sector partnerships.</td>
</tr>
<tr>
<td>Invest in a technology infrastructure that meets short-term needs and provides long term flexibility.</td>
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8. **Goal:** Develop a long-term technology infrastructure plan

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<tbody>
<tr>
<td>Regularly assess and update technology trends to identify and recommend future investments.</td>
</tr>
<tr>
<td>Develop policies to provide broad technology access.</td>
</tr>
<tr>
<td>Seek community and business input on technology infrastructure needs.</td>
</tr>
<tr>
<td>Establish secure funding sources to operate, maintain, and upgrade technology infrastructure.</td>
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</tbody>
</table>
Like most communities, Elwood has a long and rich history full of significant events and historical figures. The identification and preservation of these resources is important for a number of reasons. First, it provides an educational opportunity for a greater awareness of the history of Elwood to its citizens. Secondly, by rehabilitating and preserving historically significant structures, properties which might otherwise fall into disuse, can remain functional and have a positive economic impact on the City's tax revenues. Third, a well designed and promoted preservation effort can enhance the Elwood’s attraction to tourists and visitors, further boosting the local economy. Finally, it can foster civic pride and preserve an appreciation for the historic values in which the City was founded.

The Early Years
In 1852, William Barton opened a store in Pipe Creek Township near the banks of Duck Creek. A town dubbed Quincy soon grew at this location. The unincorporated town of Quincy was laid out by James Anderson, J.B. Frazier and Mark Simmons in March of 1853. In 1869, postmaster Francis M. Hunger was notified that Indiana already had a town in Owen County named Quincy. A group of men discussing the matter noticed Elwood, the son of Jesse B. Frazier, playing nearby. It was suggested that they give the town his name. On June 15, 1869, Quincy officially became known as Elwood. In 1872, Elwood was incorporated as a town.

In 1870, Captain R.L. Leeson, established arguably the most well-known store in Elwood at the corner of Main and Anderson Streets. A fire destroyed Leeson’s first two buildings, but in 1882, Leeson built a two-story building at the corner of South “A” and Anderson
Streets. The department store, dubbed “Leeson’s”, was a one-stop shopping experience – one of the first of its kind, offering products such as furniture, floor coverings, shoes, clothing, jewelry, hosiery, patterns, dry goods, cosmetics, candy and grocery. Leeson’s finally closed in 1984. The building is still a productive part of the Central Business District as Village Furniture.

In 1874, the first factory in Elwood, a flax mill owned by John H. Wagner and Kidwell, was built. It was located at the corner of what is now Main and 22nd Streets. Three years later, the first newspaper in Elwood, The Elwood Review, was founded by George Winters.

The single most important event in Elwood history occurred in 1887. The discovery of the Indiana Natural Gas Field took Elwood and other eastern Indiana communities from small towns to industrial centers. In 1893, the field consisted of roughly 2,700 square miles, or over sixteen times the combined areas of all other known gas fields in the United States at that time. Gas was charged at a flat per month rate: ten cents for cooking, 75 cents for heating and five cents for each jumbo light in the house. Elwood’s population increased from 400 to 800 from 1877 to 1887. Three years later in 1890, the population was 2,229.

Gas Boom & Industrial Growth
In 1892, Senator William McKinley of Ohio, who would later become President of the United States, helped to pass a tariff law that would favor the manufacture and exportation of tin. Shortly after, The American Tin Plate Company started on September 13, 1893 in Elwood, making the first tin ever manufactured in America. Part of the plant was shipped from Wales,
and a group of Welsh immigrated to Elwood to staff the new plant. The plant soon increased to 28 hot mills, making it the first and largest plant of its kind in America. The plant was located on South "J" Street and was later called Carnegie Illinois Steel Company. It eventually closed in 1938. At its height, the company employed over 1,800 people and the facilities covered twenty acres.

By 1893, Elwood had 45 industries including several glass works, furniture companies, boiler works and iron works. At this point, the population had grown to over 9,000 people. Numerous businesses, churches and homes were built around this time due to the population growth. By 1899, the Union Traction Company connected Elwood with Tipton, Alexandria and Anderson. By rail, one could leave Elwood every hour on the hour with almost any Indiana town or city as a destination.

Many of Elwood’s largest and most prosperous industries were glass factories which located here to utilize the inexpensive natural gas to fuel their operations. The largest of these was the Diamond Plate Glass Company located on 9th Street, which covered about fourteen acres and employed over 1,000 men. Eventually, Diamond Plate became Pittsburg Plate Glass.

The population of Elwood reached 15,000 people by 1900, but soon after, the gas boom collapsed. Most of the factories left as did many of the people. At the turn of the century, the soil around Elwood was discovered to be perfect for growing tomatoes. That year, O.B. Frazier built the first canning factory in North Central Indiana. Later, Frazier’s Tomato Products became known worldwide, with “Frazier’s Superfine Catsup” being distributed to GIs during World Wars I & II. During its peak, the Frazier Packing Corporation disturbed approximately 500,000 cases of tomato products each year to all states east of the Rocky Mountains.

On August 17, 1940, Elwood native Wendell L. Willkie accepted the Republican nomination for President. An estimated 250,000 people came to Elwood for his ceremony. Willkie gave his speech at Callaway Park in sweltering temperatures nearing 100 degrees. Willkie lost the election to Franklin D. Roosevelt.

Other notable residents over time include James J. Davis, who was city clerk of Elwood from 1898 to 1902. Later, he was the United States Secretary of Labor from 1921-30 under Presidents Warren Harding, Calvin Coolidge and Herbert Hoover. Actor David Canary who first starred on the television series Bonanza, played the ranch foreman Candy Canaday from 1967-70 and then again from 1972-73, is from Elwood. He also played twins Adam and Stuart Chandler on All My Children from 1983 to 2010. He won 5 Daytime Emmy Awards for outstanding lead actor. John Mengelt, a ten year NBA veteran and contemporary poet Jared Carter are also from Elwood.

**Historic District**

Elwood’s Historic District consists of the downtown Central Business District and two single-family residences immediately adjacent to the district. This area is listed in the National Register of Historic Places.

**Interim Report**

There are several buildings listed in the interim report not in Elwood’s Historic District. Most of these properties are homes located along State Road 13 south of Main Street to South “P” Street. There are additional houses and commercial establishments along Main Street west of State Road 13 to North 6th Street. In addition, there are some scattered sites throughout the city on various streets.

![Elwood Historic District & Interim Properties](image)
Cultural Resources
Aside from the restored Elwood Opera House, there is a lack of cultural resources in Elwood. However, there are several options within a short driving distance. In nearby Anderson, there are art exhibits and art classes at the Anderson Center for Fine Arts. The Madison County Historical Society and the Paramount Theater, which continues to hold events, are also in Anderson. The City of Muncie is home to Ball State University as well as Minnetrista, an extensive nature and gardens area that also hosts history, nature and art exhibits and workshops. Thirty minutes away in the Town of Fishers, Conner Prairie Interactive History Park is a living museum and the Indiana Transportation Museum can be found in the City of Noblesville. The State Capitol, Indianapolis, where several museums, monuments, universities, concert halls, art galleries, and sports facilities are located, is less than an hour drive from Elwood.

Planning for the Future
Downtowns represent the heart and soul of their respective community. Visitors and residents alike are affected by the physical conditions of downtown areas and tend to draw conclusions regarding a city’s commitment to community development and pride from what they see and experience within the city center. A downtown should be able to appeal to all ages and backgrounds. A downtown should be active past the 9 to 5 work day. Unfortunately, Elwood appears lacking in many of these things that make a downtown pulsating.

Today, the population of Elwood is nearly half of what it was in the early 20th Century. When the natural gas bust of 1903 occurred, many of the industries left the City and with them so did the people. Soon after, the automobile became the dominant form of transportation of both people and goods. The northwest-southeast rail line, one of the main railroads in the City, became obsolete making Elwood even more isolated than before. With the automobile being able to carry people further and faster, Elwood’s downtown was no longer the only viable destination for shopping and entertainment.

The first major problem facing Elwood’s Central Business District is the number of building and land vacancies. Several of the first floor shops in the downtown are empty and several tracts of land where buildings one stood have been demolished. These lots are overgrown with weeds, gravel, and trash. Because of this, the vision of a high-density, compact downtown is lost. The majority of studies conclude that it costs considerably less to provide linear services (sewer, water, streets) to a dense, efficient development pattern than to a sprawling pattern. However, land costs outside of the city center remain low. When the economy of Elwood began to recede, private developers began building commercial areas on the outskirts of the City. While Elwood’s downtown is getting by, strip malls and other businesses at the southern edge of the City as well as the intersection of State Road 28 and State Road 37 and the intersection of State Road 37 and County Road 1100 North are doing considerably better.

There is also a large amount of paved land and parking lots for a small downtown that already has plenty of on-street parking. An analysis of the downtown parcels reveals there is nearly a 50/50 split of building footprints to parking lots. This creates a low density suburban downtown which does not support housing and a variable mix of businesses. In addition, there is very little public space or green space in the downtown that serves as a destination for residents.

In addition, strong retail destinations are sparse. The newly reconstructed CVS Pharmacy is the largest draw downtown. Papa John’s is a popular pizza chain, but because of the option to deliver, not many people have to go into the downtown to get it. Circle City Pizza remains a popular local destination while other local retail shops are struggling. Specialty destinations such as Horton’s Do-It Best, Village Furniture, Moser Jewelers, and CJ’s Dog Salon maintain steady clienteles. Non-retail destinations remain consistent with two banks, the government center, the library and two churches.

Lastly there is a lack of residential units on second floors in downtown buildings. Loft apartments and similar residences help downtowns thrive because it gives the businesses a 24-hour customer base. These mainly pedestrian customers need to be able to get their necessities within a close proximity of their residence.

Most of the pubs and bars are located outside the city center. The Elwood Opera House is used mainly for weddings and proms. While the Opera House doubled as a movie theater in the mid 20th century, currently the closest movie theaters to Elwood are in Tipton and Alexandria.
Figure 9.3: Parking and Buildings in Elwood’s Historic District
Figure 9.4: Land Use in Elwood's Historic District
Issues
The following issues were identified during the background data collection, community surveys, and public, focus group and steering committee meetings.

- Elwood lacks residential units in the central business district preventing the downtown from being a 24 hour center of activity.
- Elwood has a limited mix of retail and entertainment destinations in the central business district preventing the downtown from being a 24-hr center of activity.
- Elwood’s central business district has a high percentage of vacancies and turnover of businesses.
- Elwood does not have design guidelines to protect the historical integrity of the historic district or scattered historic homes.
- Elwood has a large amount of vacant and underutilized space in the central business district.
- Elwood has limited cultural, fine art, and museum destinations within the City.
The Implementation Policies & Strategies Chapter, the fourth section of the City of Elwood Comprehensive Plan, provides guidance on using the plan and outlines policies and strategies that when implemented will achieve the goals and objectives. Implementation refers to “putting something into effect.” Putting a comprehensive plan into effect can be as simple as adopting the plan. Implementing Elwood’s Comprehensive Plan calls for something more; it calls for sustained action and continuous community involvement. The Comprehensive Plan is the most important tool for guiding the future of Elwood, but the plans, policies and strategies contained within can only help achieve the community’s vision for the future if the Plan is used.

Implementing the Comprehensive Plan will involve broad policies and specific strategies. It will contain a series of short-term and ongoing actions. This chapter describes some of the actions that will be taken to implement the Plan. Some actions cannot be anticipated and described in the Comprehensive Plan – we cannot foresee everything that will happen in the future. To ensure that the Comprehensive Plan remains a useful tool for guiding growth, it will be periodically monitored and modified to reflect changing conditions. As part of plan implementation, a periodic plan review and corresponding work program will be completed. There are several broad policies that affect all of the focus area contained within the plan. Key strategies for implementing the plan that apply to all focus areas include:

- Seek ways to achieve the Plan’s goals
- Use established policies and plans to evaluate project proposals, decisions, and investments
- Monitor changing physical and demographic
characteristics for implications to the Plan

- Work closely with other governmental and private parties to address shared interests and make effective use of limited financial resources
- Engage and involve the community in the use of the Plan

Implementation Policies

The following section discusses the broad based policies the City of Elwood will adopt to implement the goals, objectives, and strategies of the Comprehensive Plan. The City presently utilizes some of the implementation tools, which therefore may only require review for consistency with the Plan. Other implementing actions may be pursued by the City to further the implementation of the Plan. These may include actions that expand on and develop adopted policies, and that may be formally adopted later as part of the Plan.

Regulatory Measures

The Comprehensive Plan includes policies that are implemented through administrative actions that may include inter-local agreements or development review procedures. All official controls should be consistent with the Comprehensive Plan. Regulatory measures to implement the Plan must be adopted as legal instruments in the form of ordinances. Administrative actions and decisions of the City should also be based on implementing the goals and objectives of the Comprehensive Plan. Elwood will need to review its existing land development regulations following adoption of the Comprehensive Plan to insure that the regulations are consistent with the adopted Comprehensive Plan. One of the major regulatory measures for implementing land development is the Zoning Ordinance. The Zoning Ordinance regulates and restricts the use of land, the location and construction of buildings and structures, and establishes use districts within the City to implement the Land Use Concept Map. The Comprehensive Plan has proposed land-use changes from the existing zoning map. The City may review other aspects of the Zoning Ordinance to fine tune development regulations for implementing the goals and objectives of the Comprehensive Plan.

As the City continues to operate on an existing set of ordinances, conflicts may arise between the newly created Comprehensive Plan and the ordinances. The Comprehensive Plan will address conflicts by:

- Conflict between Policies and Maps: In the event that one or more goals, objectives, strategies, and/or policies, or any portion of the text conflict with the Future Land Use Plan Map or any other maps, the provisions of the text shall prevail. This is the case because the Future Land Use Plan Map, while substantially detailed, is not intended to dictate the exact use of each parcel in the community. Rigid application of this map is not expected because it is intended to be applied generally, and because there will undoubtedly be justifiable departures from the design of the plan map. Implementation of the overall general policies is what is most important. However, substantial and/or successive departures from the plan map should result in an amendment to the plan text and map.

- Conflict between Policy Statements: It is anticipated that instances will arise where certain goals and policies will conflict with other policy statements. The goals, objectives, strategies and policies are all considered to be of equal value on their face. That is, such policy statements are not always ranked by order of importance in the Plan. In cases of conflicts, the Planning Commissions and/or City Council must decide, as individual instances arise, which of the conflicting policies will prevail.

Community Engagement

Civic participation is vital to democracy. It takes many forms: individual volunteerism, volunteering on city commissions and committees, involvement with neighborhood and other nonprofit organizations, and participation in elections and governmental processes. When residents are actively involved, civic decisions themselves are more likely to reflect and serve the needs of the community. The built environment that results from public decisions made to benefit the community as a whole will decrease isolation and increase the vitality of public life.

Without public acceptance and engagement in the Comprehensive Plan, it will not have much of an impact in guiding Elwood’s future. Public participation and engagement is a community standard that this plan values. Elwood residents are invested in their community. City values community input and will utilize all input when making decisions. To this end, the City will encourage diverse representation on all city commissions and advisory bodies. The importance of community engagement is reflected throughout the Comprehensive Plan, primarily in the Land Use Chapter and the Housing Chapter, and public participation will continue to be a major underpinning of future public policy decisions. Specifically, as it
relates to the use of the Comprehensive Plan, the following steps will be taken to ensure community engagement:

- Create a clear and concise “citizen’s guide” to the Comprehensive Plan that explains its purpose and summarizes its contents
- Maintain a Comprehensive Plan webpage on the City’s website that includes the citizen’s guide and all chapters of the Plan
- Have complete printed copies of the Comprehensive Plan available for public use at City Hall and the Elwood Public Library.
- Prepare a series of articles for the Elwood Call Leader that explains the Comprehensive Plan and make copies of the program for use as an informational resource.
- Provide opportunities for public participation in studies undertaken to address issues raised in the Comprehensive Plan.
- Explore ways to communicate information about the Comprehensive Plan to segments of the population not reached by traditional communication strategies.

Regional Coordination
Many of the issues facing Elwood extend beyond the boundaries of the City and therefore require cooperation and coordination among municipalities and regional interests to be successfully addressed. The City anticipates implementation of the Comprehensive Plan will require cooperation and coordination with neighboring municipalities, Madison County, and other agencies and organizations. These ongoing partnerships will be essential to successful implementation of the plan.

Issues of regional concern include:

Transportation Issues
Roadways seem like a local issue, but often, transportation networks stretch across multiple jurisdictional boundaries. Elwood is a transportation center, with three state highways converging in the City. People come to Elwood to work and play, but they also pass through Elwood on their way to work and play. Because strip development along major transportation corridors can congest traffic in the City, transportation should be addressed on a regional scale in order to improve the situation. Issues that should be addressed include a State Road 37 expansion plan.

Public Safety Services
The City of Elwood Fire Department provides full-time fire protection services while Pipe Creek Township has a largely volunteer firefighting staff. Despite this different level of service, there may be services and equipment that the two communities could share. The two public safety services should examine the range of services and equipment they provide and seek opportunities where cooperation could provide an efficient and high level of service.

Provision of Affordable Housing
Those working in our community are drawn from a regional labor pool, and those seeking to live in our community may work regionally. Market forces determine the price of housing in a community, and oftentimes it is difficult for a community to guarantee a supply of affordable housing. The provision of affordable housing is an issue that should be approached on a regional level.

Small Town Charm
One of Elwood’s best characteristics is the small-town charm its natural and built environment. This environment does not stop at the municipal boundaries. While the City is largely responsible for the stewardship of the environment within its own boundaries, it also should play an important role as a leader in regional efforts to maintain the character and scenic quality in the region. Given the importance of this resource to the community and its future, it is vital that the City support regional planning initiatives that seek to preserve its natural and scenic environment.

Coordination with Other Plans
The City undertakes multiple capital improvement and redevelopment projects each year. In addition, private development shapes the growth of the City. All city and private development plans should be reviewed with adherence to the Comprehensive Plan. The Comprehensive Plan refers to other policy plans that Elwood uses to guide municipal systems, actions and investments. These plans cover municipal systems for transportation, sanitary sewer, water supply, surface water management, and parks. These plans serve as ongoing tools for implementing the plans, goals, and policies in the Comprehensive Plan. These plans may be updated and modified without updating the Comprehensive Plan.

Financial Assistance
Tax increment financing (TIF) is the only finance tool formally tied to the Comprehensive Plan. State Law requires that the City find that a TIF plan conforms to the Comprehensive Plan. As a matter of policy, similar evaluation should apply to other forms of public financial assistance. In agreeing to provide financial
assistance to private development, it is reasonable that the City Council determines that the development furthers the objectives of the Comprehensive Plan.

Amendments and Updates
As needed, the City will amend the Plan to correct errors or reflect changing needs and conditions in accordance with the process outlined in the City Code and compliant with state statutes.

Implementation Strategies
The policies and strategies follow the format of the goals and objectives and are organized according to the following community areas:

- Community Sustainability
- Housing Development
- Community Facilities
- Natural Resources
- Parks, Open Space and Greenways
- Historic and Cultural Resources
- Land Use
- Transportation
- Utilities
- Economic Development

The goals and objectives were developed through the input of the general public, the Steering Committee, the Planning Commission, the City Council and City Administration. The recommended strategies and actions should provide a clear vision, offer guidance, and implement the adopted policies that surround the issues of greatest concern to the Elwood community.

Goals and objectives were listed in Chapter 3: Guiding Policies. The next section of Chapter 14 outlines specific strategies, entities responsible for implementation and a timeframe.

Each individual policy and strategy:
- proposes specific methods, programs, options, and/or regulatory changes that should be completed in order to achieve the objectives.
- identifies various agencies that should take the lead or participate in achieving the objectives.

It is important to note that several of the recommended strategies and actions are merely suggestions and should function as a guide for service providers and other stakeholders. While realizing that these issues will ultimately affect the overall community development, the Planning Commission, City Council and City Administration can only advise in areas in which they have no direct jurisdiction for enforcement.
Goal 1: Maintain and improve Elwood as an attractive place to live, work, and play by promoting sustainable land-use patterns and new developments that contribute to the preservation and enhancement of the community’s vitality and sense of identity.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Strategy</th>
<th>Responsible Entity</th>
<th>Timeframe</th>
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<tbody>
<tr>
<td>Create an attractive, vibrant, and effective city with a high quality of life.</td>
<td>Ensure the local community schools are top notch. Create beautification programs, with volunteer staff that targets property clean-up.</td>
<td>Elwood Community School Board; City Administration, Planning Department</td>
<td>Immediate and on-going</td>
</tr>
<tr>
<td>Maintain orderly transitions between different land uses in accordance with the general land use guidance of the Comprehensive Plan by establishing or strengthening development design standards.</td>
<td>Update zoning ordinances to ensure compatibility with the Comprehensive Plan.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Promote high standards for commercial and residential aesthetics, as well as public improvements. Incorporate design innovations; set high standards for landscaping and design of public improvements.</td>
<td>Change internal policies to require energy efficient and sustainable City practices. Update zoning ordinances to require improved building and site design.</td>
<td>City Administration, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Ensure high-quality design, innovation, sustainability, and aesthetic appeal in private and public development and redevelopment, with emphasis on efficient site access, appropriately sized parking areas, and overall beautification through the adoption and utilization of year-round landscaping and site design standards, guidelines, principles, and other criteria.</td>
<td>Update zoning ordinances to include sustainable concepts for redevelopment projects.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
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Goal 2: Provide excellent, effective and efficient city service.

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<tr>
<td>Benchmark and routinely seek community input to evaluate and continuously improve City services.</td>
<td>Utilize online resources, i.e. Facebook, Twitter, etc. to give residents the opportunity to connect with city administration.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Invest in training for all staff/commission to improve quality and responsiveness of city services.</td>
<td>Provide relevant training opportunities for City staff including webinars, conferences. Review training needs of current City staff.</td>
<td>City Administration</td>
<td>Immediate</td>
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Goal 3: Make Elwood a livable community for all.

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<tbody>
<tr>
<td>Increase positive spin and news stories.</td>
<td>Create 'Mayor’s column' in Elwood Call Leader</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Educate community members on diversity issues and provide means to repair damage caused by prejudice; convey a clear message that intolerance is not welcome in the community.</td>
<td>Create PR program announcing Elwood as the 'city for all' Work with residents on diversity issues</td>
<td>City Administration</td>
<td>Within one year</td>
</tr>
<tr>
<td>Set the tone for private development by having environmentally sustainable public facilities and properties.</td>
<td>Require all new municipal construction and rehabilitation be energy efficient. Seek federal and state funds to build sustainable public facilities.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Within five years</td>
</tr>
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</table>
Goal 4: Support environmentally friendly energy options for residential, business, and governmental needs.

<table>
<thead>
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<th>Timeframe</th>
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<tbody>
<tr>
<td>Model energy conservation and encourage alternative energy; increase use of energy efficient and low impact lighting throughout the City</td>
<td>Retrofit city street lights and traffic lights with LEDs. Retrofit public facilities with water efficient fixtures. Start residential energy efficiency upgrade program.</td>
<td>City Administration, Planning Department</td>
<td>Within five years</td>
</tr>
<tr>
<td>Reduce local energy usage by educating community members about energy conservation and its impact on the City</td>
<td>Start residential energy efficiency PR campaign and upgrade program.</td>
<td>City Administration Planning Department</td>
<td>Within three years</td>
</tr>
<tr>
<td>Encourage and support new development, redevelopment, and infrastructure improvements that incorporate and protect alternative energy sources, such as solar access, geothermal, wind, and biomass.</td>
<td>Establish a redevelopment commission. Update zoning ordinances.</td>
<td>City Administration Planning Department, Planning Commission.</td>
<td>Within one year</td>
</tr>
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</table>
Goal 5: Ensure that city government is civil, informative, and responsive.

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<tbody>
<tr>
<td>Adopt and promote norms and codes of conduct for civil public discourse; respect and encourage respectful discussions of differing perspectives.</td>
<td>Create standard operating procedures for meetings and how to handle public comment and public participation.</td>
<td>City Administration</td>
<td>Within one year</td>
</tr>
<tr>
<td>Promote open-mindedness on the part of its elected officials before they formulate public policy, as well as encouraging a similar attitude on the part of community members; expect City Council discussions to stay on the policy level.</td>
<td>Use charrettes and community visioning exercise to set public opinion and build consensus on community projects.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Immediate</td>
</tr>
<tr>
<td>Ensure that city employees and elected officials respond appropriately and respectfully to resident concerns, and clearly and transparently explain all actions.</td>
<td>Establish code of conduct for public meetings (i.e. addressing public comments, etc.)</td>
<td>City Administration Planning Department</td>
<td>Within one year</td>
</tr>
<tr>
<td>Ensure the public treats city employees respectfully at public meetings.</td>
<td>Establish code of conduct for city meetings (i.e. city council, planning commission)</td>
<td>City Administration Planning Department</td>
<td>Within one year</td>
</tr>
<tr>
<td>Create timely and effective communications; make community information accessible to everyone.</td>
<td>Post meeting minutes on city website and have information available at City Hall. Develop a community Help Desk.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Connect community members to available support services.</td>
<td>Create a 24-hour Help Desk.</td>
<td>City Administration</td>
<td>Within one year</td>
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Goal 6: Participate in regional and intergovernmental collaborations for planning and development.

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<tbody>
<tr>
<td>Maintain communication with the Metropolitan Planning Organization</td>
<td>Attend MPO meetings</td>
<td>City Administration, City Council</td>
<td>Bi-monthly</td>
</tr>
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</table>
### Housing Development

Goal 1: Preserve and enhance the residential character and livability of existing neighborhoods and ensure that adjacent uses are compatible with existing neighborhoods.

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<tbody>
<tr>
<td>Promote maintenance and reinvestment in existing residential buildings and properties, residential amenities, and infrastructure to enhance the long-term desirability of existing neighborhoods and to maintain and improve property values.</td>
<td>Require new residential development to explore infill options. Explore Federal/State funding options for neighborhood stabilization.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
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</table>

Goal 2: Protect and preserve the small community character of Elwood.

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<tbody>
<tr>
<td>Ensure life-cycle housing throughout the City to attract and retain a diverse mix of people, family types, economic statuses, ages, etc.</td>
<td>Provide for a range of housing opportunities in zoning ordinances.</td>
<td>Planning Department, Planning Commission</td>
<td>Within three to five years</td>
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Goal 3: Implement programs to ensure safe and well-maintained properties.

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<tbody>
<tr>
<td>Maintain a housing plan.</td>
<td>Ensure housing plan is well blended with the Comprehensive Plan.</td>
<td>Planning Department, Planning Commission</td>
<td>Immediate</td>
</tr>
<tr>
<td>Vigorously enforce housing codes.</td>
<td>Create a fast-track system that allows violators to be brought to court quicker. Enforce fines and put a lean on the property, if necessary.</td>
<td>Planning Department, City Court System</td>
<td>Immediate</td>
</tr>
<tr>
<td>Develop more stringent codes for rental properties of four or fewer units.</td>
<td>Develop ordinances regarding rental properties.</td>
<td>Planning Department, Planning Commission</td>
<td>Within two years</td>
</tr>
<tr>
<td>Implement housing inspections.</td>
<td>Conduct bi-annual housing inspections with one month-2-week advanced notice for each household.</td>
<td>Planning Department, Planning Commission</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
Goal 4: Encourage development of neighborhood identities to build a sense of community and foster neighborhood communications, planning, and decision making.

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<tbody>
<tr>
<td>Encourage development of neighborhood groups, organizations, and forums in order to provide residents with a sense of belonging.</td>
<td>Create neighborhood watch groups.</td>
<td>City Administration, Residents</td>
<td>Within one to two years</td>
</tr>
<tr>
<td>Create neighborhood safety program.</td>
<td>Reorient police force to ensure neighborhood safety is a top priority.</td>
<td>City Administration</td>
<td>Within one year</td>
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</table>

Goal 5: Develop design guidelines to support new or renovated housing that contributes to neighborhood character, sustainability, and other community expectations.

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<tr>
<td>Pursue housing programs that allow the City to meet diverse and long term housing needs.</td>
<td>Include design specifications for housing in Zoning Ordinances. Include infill strategies in housing plan.</td>
<td>Planning Department, Planning Commission</td>
<td>Within two years</td>
</tr>
</tbody>
</table>
Goal 6: Achieve a broad and flexible range of housing choices within the community to provide sufficient alternatives to meet the changing housing needs of current and future residents throughout all stages of life.

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<tbody>
<tr>
<td>Promote flexible development standards for new residential developments to allow innovative development patterns and more efficient densities that protect and enhance the character, stability, and vitality of residential neighborhoods.</td>
<td>Update zoning ordinances to allow for flexibility in housing development.</td>
<td>Planning Department, Planning Commission</td>
<td>Within two years</td>
</tr>
<tr>
<td>Encourage high-quality, mixed residential developments that achieve the community's goals, policies, and performance standards, encourage parks and open space, and use high-quality site design features and building materials.</td>
<td>Include mixed-use development in updated zoning ordinances.</td>
<td>Planning Department, Planning Commission</td>
<td>Within two years</td>
</tr>
<tr>
<td>Employ flexible zoning for property redevelopment to meet broader housing goals such as density, open space, and lot size.</td>
<td>Include flexibility in updated zoning ordinances. Address redevelopment proposals on a case-by-case basis to ensure they meet the goals of the Comprehensive Plan.</td>
<td>Planning Department, Planning Commission</td>
<td>Within two years</td>
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## Community Facilities - Education

### Goal 1: Encourage high expectations and active involvement in public education.

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<tbody>
<tr>
<td>Support family and community involvement in education.</td>
<td>Create programs [i.e. PTO, volunteer opportunities] for parents and community members to become more involved with the schools</td>
<td>City Administration, Elwood School Corporation</td>
<td>Immediate</td>
</tr>
<tr>
<td>Encourage more community outreach and information sharing around education.</td>
<td>Provide opportunities for information dissemination: website, bi-monthly open houses, grade specific newsletter, etc.</td>
<td>Elwood School Corporation</td>
<td>Within one year</td>
</tr>
<tr>
<td>Help create partnerships between schools and local businesses, nonprofits, and government.</td>
<td>Host an annual 'status of Elwood Schools' meeting to share information with local business, nonprofit, and other City departments to address budget shortfalls and potential donations/grants.</td>
<td>City Administration, Chamber of Commerce, Elwood School Corporation</td>
<td>Immediate</td>
</tr>
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### Goal 2: Provide sustainable, cutting edge, educational technology.

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<tbody>
<tr>
<td>Educate community members on what technology can provide.</td>
<td>Create a community outreach program to share statistics, benefits, and possibilities.</td>
<td>City Administration, Elwood School Corporation</td>
<td>Within one year</td>
</tr>
<tr>
<td>Create greater access to expanded curriculum offerings through technology.</td>
<td>Establish a partnership with a trade school, community college, or university, to offer online courses for students enrolled in Elwood community schools.</td>
<td>City Administration, Chamber of Commerce, Elwood School Corporation</td>
<td>Within two years</td>
</tr>
</tbody>
</table>
Goal 3: Promote the benefits of lifelong learning and intergenerational education.

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<tbody>
<tr>
<td>Support age-appropriate educational opportunities.</td>
<td>Create opportunities for families to learn together. Create after-school programs for students and parents.</td>
<td>City Administration, Chamber of Commerce, Elwood School Corporation</td>
<td>Within two years</td>
</tr>
<tr>
<td>Support affordable, excellent early education options for all families.</td>
<td>Create a certified daycare program.</td>
<td>City Administration, Elwood School Corporation</td>
<td>Within two years</td>
</tr>
</tbody>
</table>

Community Facilities - Public Safety

Goal 1: Provide strong police, fire, and emergency medical services to ensure residents feel and are safe.

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<tbody>
<tr>
<td>Maintain low crime rate and implement changes as necessary.</td>
<td>Maintain geographically specific crime statistics. Create programs to address the predominant type of crimes being reported.</td>
<td>City Administration, Police Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Develop community relations programs to meet changing community needs and demographics.</td>
<td>Work with Police, Fire, and medical to establish community outreach programs.</td>
<td>City Administration, Police Department, Fire Department, Medical Centers, Churches</td>
<td>Immediate</td>
</tr>
<tr>
<td>Implement proactive programs to deter crime.</td>
<td>Create a Neighborhood Crime Watch Program</td>
<td>City Administration, Police Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Support a neighborhood network to be used for neighborhood monitoring and emergency preparation.</td>
<td>Organize Neighborhood Watch Program monitoring and reporting system.</td>
<td>City Administration, Police Department</td>
<td>Immediate</td>
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</tbody>
</table>
## Community Facilities - Other Facilities

**Goal 1: Maintain and enhance community facilities.**

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</thead>
<tbody>
<tr>
<td>Inventory existing library services and determine if there are any gaps that need to be filled.</td>
<td>Administer survey and review data to ensure the needs of citizens are being addressed at the library.</td>
<td>City Administration, Library Administration</td>
<td>Within two years</td>
</tr>
<tr>
<td>Foster youth leadership and development through expanded programming.</td>
<td>Create leadership program.</td>
<td>City Administration, Elwood School Corporation, Library Administration, YMCA, Church Groups</td>
<td>Within two years</td>
</tr>
<tr>
<td>Explore public and private partnerships to develop community programs.</td>
<td>Use survey data to reach out to specific businesses, industry, community groups that help develop specific programs.</td>
<td>City Administration, Elwood School Corporation, Library Administration, Chamber of Commerce</td>
<td>Within two years</td>
</tr>
<tr>
<td>Explore strong partnerships to better meet community needs. Consider options including pool, exercise/fitness, teen activities, technology access, performing arts, theater, eating and meeting spaces, space for local organizations, etc.</td>
<td>Coordinate development of program across all City Departments and the community at-large.</td>
<td>City Administration, Elwood School Corporation, Chamber of Commerce, Library Administration</td>
<td>Immediate</td>
</tr>
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**Goal 2: Support more volunteer activities and opportunities.**

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<tr>
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<tbody>
<tr>
<td>Create volunteer programs to help address City issues.</td>
<td>Maintain a database of community programs and match needs with volunteers.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
### Natural Resources

**Goal 1:** Preserve and enhance soil, water, and urban forest resources.

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<tr>
<td>Protect and preserve wetlands, ponds, aquifers, and other natural environments and habitats.</td>
<td>Include protection in updated zoning ordinances.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Recognize water resources and the importance of aquifer recharge; reduce stormwater runoff through regulation and education.</td>
<td>Work with the countywide MS4 Partnership to create programs to address storm water run off.</td>
<td>City Administration, Planning Department, Water Department</td>
<td>Within one year</td>
</tr>
<tr>
<td>Encourage water conservation.</td>
<td>Create PR campaign about water conservation.</td>
<td>City Administration, Planning Department, Water Department</td>
<td>Within one year</td>
</tr>
<tr>
<td>Protect and enhance urban forests.</td>
<td>Provide protection in updated zoning ordinances.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Collaborate with other governmental units and groups to identify and help meet environmental targets.</td>
<td>Build partnerships with State, Federal, and non-profit entities to increase environmental protection awareness.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Promote preservation, replacement, and addition of trees within the community.</td>
<td>Create tree planting program.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

**Goal 2:** Improve air, water, soil, and sound quality by reducing pollution of all kinds, including traffic, noise, runoff, and excess light and noise; enhance community awareness of environmental impacts.

<table>
<thead>
<tr>
<th>Objective</th>
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<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Set community specific goals for pollution reduction.</td>
<td>Create PR campaign to provide information to citizens of Elwood.</td>
<td>City Administration, Planning Department</td>
<td>Within one year</td>
</tr>
</tbody>
</table>
# Park, Open Space & Greenways

Goal 1: Preserve and maintain community parks, open space, and green space, and improve as needed in response to changing community needs.

<table>
<thead>
<tr>
<th>Objective</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Continuously work to improve parks and recreation network.</td>
<td>Ensure funding is provided to address all maintenance needs. Create volunteer programs to help with facility maintenance.</td>
<td>City Administration, Parks Department</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

Goal 2: Expand and maintain year-round, creative programs and facilities for all ages, abilities, and interests.

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Remain aware of and responsive to changes in recreational needs and trends.</td>
<td>Periodically survey parks users and citizens to identify changing needs.</td>
<td>City Administration, Parks Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Keep a reasonable balance between open spaces and parks.</td>
<td>Identify future recreational needs and areas for protection.</td>
<td>City Administration, Planning Department, Parks Department</td>
<td>Within one year</td>
</tr>
<tr>
<td>Increase use of parks and recreation facilities.</td>
<td>Create programs that are responsive to the needs of the citizens.</td>
<td>City Administration, Parks Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Maintain and expand trails.</td>
<td>Identify areas of the City that trails/pedestrian facilities can be added.</td>
<td>City Administration, Planning Department, Parks Department</td>
<td>Within three years</td>
</tr>
<tr>
<td>Actively promote parks, recreation, open space, and trail opportunities.</td>
<td>Increase PR of park facilities and opportunities.</td>
<td>City Administration, Parks Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Protect parks and recreation assets and assure user safety.</td>
<td>Conduct yearly assessment of park facilities.</td>
<td>Parks Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Support volunteerism to encourage people to actively support parks and open spaces.</td>
<td>Create volunteer opportunities and work to align volunteers with opportunities.</td>
<td>City Administration, Parks Department</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
Goal 3: Provide high quality and well-maintained facilities, parks, and trails.

<table>
<thead>
<tr>
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<th>Timeframe</th>
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</thead>
<tbody>
<tr>
<td>Maintain and manage parks, recreation facilities, and open spaces to the highest standards using best practices; implement a plan to retain green and open space.</td>
<td>Ensure adequate funding to maintain park facilities.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Leverage resources by partnering with other communities, agencies, and school districts to optimize open space, fitness and recreation programming, and facility options.</td>
<td>Coordinate development and maintenance of park facilities with other City Departments.</td>
<td>City Administration, Elwood School Corporation, Parks Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Connect the park system to the community via paths and trails.</td>
<td>Implement trail plan identified in 5-Year Parks and Recreation Master Plan</td>
<td>City Administration, Planning Department, Parks Department</td>
<td>Within three years</td>
</tr>
<tr>
<td>Make the entire park system accessible to people with disabilities.</td>
<td>Conduct yearly review to ensure compliance with ADA act.</td>
<td>Parks Department</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

Goal 4: Utilize recreation development as a resource management tool.

<table>
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</thead>
<tbody>
<tr>
<td>Maintain and enhance the quality of the vegetative and hydrologic resources within the City.</td>
<td>Use park facilities as a proving ground for environmental protection.</td>
<td>City Administration, Pipe Creek Historical Society</td>
<td>Immediate</td>
</tr>
</tbody>
</table>

Goal 5: Maintain the parks and recreational amenities to a quality that meets or exceeds the goals of the community.

<table>
<thead>
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</thead>
<tbody>
<tr>
<td>Maintain a park plan that meets Department of Natural Resources standards.</td>
<td>Update park and recreation master plan every 5 years.</td>
<td>City Administration, Parks Department</td>
<td>Within five years</td>
</tr>
<tr>
<td>Maintain a park plan that incorporates the community’s goals and creates a vision for the park system.</td>
<td>Conduct a survey to determine community needs.</td>
<td>City Administration, Parks Department</td>
<td>Within five years</td>
</tr>
</tbody>
</table>
## Historic & Cultural Resources

### Goal 1: Build upon local assets and heritage to develop an overall community identity.

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Identify local cultural and historic resources.</td>
<td>Use local attractions as a means to increase tourism and the attractiveness of the City.</td>
<td>City Administration, Pipe Creek Historical Society</td>
<td>Within two years</td>
</tr>
</tbody>
</table>

### Goal 2: Preserve and enhance historical and culturally significant amenities.

<table>
<thead>
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<th>Strategy</th>
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<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify local cultural and historic resources.</td>
<td>Ensure adequate funding to address preservation needs. Identify external funding sources to aid with preservation efforts.</td>
<td>City Administration, Planning Department, Pipe Creek Historical Society</td>
<td>Within two years</td>
</tr>
</tbody>
</table>

### Goal 3: Develop design guidelines to maintain the architectural integrity of the buildings in Elwood’s central business district and historic district from rehabilitation and new construction.

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Create design guidelines.</td>
<td>Adopt design guidelines.</td>
<td>Planning Department, Planning Commission</td>
<td>Within two years</td>
</tr>
</tbody>
</table>
### Land Use

Goal 1: Promote the coordinated and planned uses of land as a means to protect the City’s environment.

<table>
<thead>
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</tr>
</thead>
<tbody>
<tr>
<td>Ensure the Comprehensive Plan is followed and all ordinances are enforced.</td>
<td>Host Comprehensive Plan information dissemination sessions.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Immediate</td>
</tr>
<tr>
<td>Encourage land use patterns which reduce overall energy expenditures [heating and cooling, transportation, construction methods and materials, etc.] or which maximize energy efficiency.</td>
<td>Require compact development patterns – new development should be immediately adjacent to existing development.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

Goal 2: Provide adequate land area for a full range of development locations and permitted development types.

<table>
<thead>
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</thead>
<tbody>
<tr>
<td>Promote compact growth patterns and identify growth areas that can effectively be provided with public services.</td>
<td>Incorporate Smart Growth and Low Impact Development strategies into the future development of the City.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Within two years</td>
</tr>
</tbody>
</table>

Goal 3: Maintain and improve the mix of residential, commercial, employment, parks, and civic land uses throughout the community to promote a balanced tax base and to anticipate long-term economic and social changes.

<table>
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<tbody>
<tr>
<td>Review the Land Use Plan regularly to ensure its usefulness as a practical guide to current and future development. Whenever practicable, coordinate the Plan with the plans of neighboring communities, the county, and school districts.</td>
<td>Schedule regular cross-department plan updates.</td>
<td>All Departments, Elwood School Corporation</td>
<td>Immediate</td>
</tr>
<tr>
<td>Encourage a broad mix of commercial businesses within the community to diversify and strengthen the tax base and employment opportunities.</td>
<td>Use census and economic forecasting information to determine the types of businesses that need to be recruited in Elwood.</td>
<td>City Administration, Economic Development Department, Chamber of Commerce, Economic Development Corporation</td>
<td>Within one year</td>
</tr>
</tbody>
</table>
Goal 4: Identify underutilized, deteriorated, or blighted properties and guide them toward revitalization, reinvestment, or redevelopment consistent with community goals, good planning and development principles.

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Promote redevelopment that reduces blight, expands the tax base, enhances the mix of land uses in the community, and achieves other community goals.</td>
<td>Actively pursue the redevelopment of identified sites.</td>
<td>City Administration, Economic Development Department, Planning Department.</td>
<td>Within two years</td>
</tr>
<tr>
<td>Apply strategies to effectively enforce City ordinances related to the maintenance of buildings and property.</td>
<td>Maintain City policies with regards to upkeep of properties and expedite the citation into court process.</td>
<td>Planning Department, Planning Commission, City Courts</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
### Transportation

**Goal 1:** Develop a transportation network which helps achieve the land use and sustainability goals of the Comprehensive Plan.

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Encourage infrastructures improvements according to the Comprehensive Plan.</td>
<td>Re-evaluate infrastructure improvement plans in accordance with the Comprehensive Plan</td>
<td>City Administration, Planning Department</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

**Goal 2:** Provide a transportation network that moves people and goods safely and efficiently.

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Support planning and funding for state, regional, and county transportation projects to ensure capacity, improve operations, improve safety, and reduce spillover to the local system.</td>
<td>Coordinate infrastructure development projects with all partners.</td>
<td>City Administration, Planning Department, Metropolitan Planning Organization</td>
<td>Immediate</td>
</tr>
<tr>
<td>Collect and maintain data on roadway deficiencies (safety, operations, capacity), and target investments accordingly, including the top 10 intersections where the greatest number of accidents occur.</td>
<td>Conduct yearly assessments of infrastructure within the City.</td>
<td>City Administration, Planning Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Install better signage to improve safety for drivers, pedestrians, and bicyclists.</td>
<td>Conduct an inventory of existing roadway signage.</td>
<td>City Administration, Planning Department</td>
<td>Immediate</td>
</tr>
</tbody>
</table>

**Goal 3:** Develop a street maintenance program.

<table>
<thead>
<tr>
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<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget sufficient funding to address safety, aesthetic, and maintenance issues.</td>
<td>Monitor and maintain a database of required street improvements.</td>
<td>City Administration, Street Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Increase life expectancy of roadways by addressing maintenance issues.</td>
<td>Create a street maintenance program.</td>
<td>City Administration, Street Department</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
Goal 4: Expand, maintain, and promote a system of continuous and connected trails/pathways that encourage walking and biking.

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Create a sidewalk construction/reconstruction program.</td>
<td>Address sidewalks that have been assessed in the Safe Routes to School Plan and the ADA Accessibility Plan.</td>
<td>City Administration, Planning Department, Street Department</td>
<td>Within three years</td>
</tr>
<tr>
<td>Provide safe crossings across busy streets to keep areas connected.</td>
<td>Improve signalized intersections throughout the City.</td>
<td>City Administration, Planning Department, Street Department</td>
<td>Within one year</td>
</tr>
<tr>
<td>Provide safe routes to schools.</td>
<td>Implement the Safe Routes to School Program.</td>
<td>City Administration, Elwood School Corporation</td>
<td>Within one year</td>
</tr>
<tr>
<td>Connect major retail and business areas with one another and with neighboring residential areas; support walkways/bikeways connecting retail areas.</td>
<td>Incorporate pedestrian path requirements in zoning ordinances update.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Create walkable neighborhoods that promote community cohesion, connections, and cooperation; create pathways that connect neighborhoods as well as community gathering/meeting places with each other.</td>
<td>Develop a sidewalk and pedestrian pathway improvement plan.</td>
<td>City Administration, Planning Department, Planning Commission</td>
<td>Immediate</td>
</tr>
<tr>
<td>Work with other units of government to develop and connect trail systems.</td>
<td>Coordinate development and expansion of trail network with the Metropolitan Planning Organization.</td>
<td>City Administration, Planning Department, Metropolitan Planning Organization</td>
<td>Immediate</td>
</tr>
<tr>
<td>Make the city accessible to people with physical disabilities.</td>
<td>Create and implement an ADA Accessibility Plan</td>
<td>Planning Department</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
### Utilities

Goal 1: Develop and maintain a program for infrastructure to expand with growth in Elwood.

<table>
<thead>
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</thead>
<tbody>
<tr>
<td>Coordinate development with details of the City of Elwood Master Utility Plan.</td>
<td>Blend utility improvement plan with other infrastructure improvement plans.</td>
<td>City Administration, Planning Department, Water Department</td>
<td>Within two years</td>
</tr>
</tbody>
</table>

Goal 2: Use infrastructure and other redevelopment efforts to reduce or eliminate visual clutter such as overhead power, cable, telephone lines, and traffic controller and junction boxes.

<table>
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</thead>
<tbody>
<tr>
<td>Identify opportunities to improve the overall aesthetics of the community.</td>
<td>Address issues during redevelopment, replacement or rehabilitation of infrastructure.</td>
<td>City Administration, Planning Department, Street Department, Water Department.</td>
<td>On-going</td>
</tr>
</tbody>
</table>

Goal 3: Develop and implement environmentally sensitive public infrastructure planning, design, and construction.

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Consider environmental impact of infrastructure improvements.</td>
<td>Involve Planning Commission with the review of infrastructure improvement projects.</td>
<td>City Administration, Planning Department, Planning Commission, Street Department, Water Department</td>
<td>Immediate</td>
</tr>
</tbody>
</table>

Goal 4: Provide sufficient funding for long-term infrastructure construction and operations.

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<tbody>
<tr>
<td>Identify new funding sources for infrastructure improvements.</td>
<td>Pursue all funding strategies to improve infrastructure.</td>
<td>City Administration, Planning Department, Street Department, Water Department</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
## Economic Development

**Goal 1: Collaborate to create a coordinated plan to promote Elwood’s business and residential opportunities.**

<table>
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</thead>
<tbody>
<tr>
<td>Support businesses that serve Elwood’s population and provide attractive employment options that encourage people to relocate here.</td>
<td>Create a ‘buy local’ program. Advertise Elwood’s ‘quality of life’ programs.</td>
<td>City Administration, Planning Department, Chamber of Commerce</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

**Goal 2: Enhance the city’s diverse business community.**

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Actively promote Elwood in the greater metropolitan area and throughout the state and region.</td>
<td>Create PR campaign to attract businesses to Elwood. Increase highway signage directing people into Elwood.</td>
<td>City Administration, Planning Department, Chamber of Commerce</td>
<td>Immediate</td>
</tr>
<tr>
<td>Encourage businesses with family sustaining jobs.</td>
<td>Match job trade skills with available job opportunities.</td>
<td>City Administration, Elwood School Corporation, Chamber of Commerce</td>
<td>Immediate</td>
</tr>
<tr>
<td>Actively support existing businesses.</td>
<td>Create a ‘buy local’ program. Advertise Elwood’s ‘quality of life’ programs.</td>
<td>City Administration, Planning Department, Chamber of Commerce</td>
<td>Within one year</td>
</tr>
<tr>
<td>Pursue/Create opportunities for job training/retraining.</td>
<td>Create programs to match skilled labors with existing job opportunities.</td>
<td>City Administration, Planning Department, Chamber of Commerce</td>
<td>Within one year</td>
</tr>
<tr>
<td>Welcome new businesses.</td>
<td>Create a recruitment incentive package.</td>
<td>City Administration, Economic Development Department, Chamber of Commerce</td>
<td>Immediate</td>
</tr>
<tr>
<td>Seek out and support high quality businesses that enhance the tax base.</td>
<td>Create a business recruitment campaign.</td>
<td>City Administration, Economic Development Department, Chamber of Commerce</td>
<td>Immediate</td>
</tr>
<tr>
<td>Work with existing businesses to recruit their suppliers.</td>
<td>Build a location quotient model, demonstrate how much money a supplier can save by working in closer proximity to a manufacturer/distributor</td>
<td>City Administration, Economic Development Department, Chamber of Commerce</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
Goal 3: Provide attractive, inviting, high-quality retail shopping and service areas that are conveniently and safely accessible by multiple travel modes including transit, walking, and bicycling.

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</thead>
<tbody>
<tr>
<td>Encourage commercial areas to make efficient use of land, provide for safe vehicular and pedestrian movements, including bicycle, provide adequate parking areas, provide appropriate site landscaping, and create quality and enduring aesthetic character.</td>
<td>Incorporate new design standards into zoning update.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

Goal 4: Maintain a balance of commercial/industrial activities that anticipate long-term economic and social changes.

<table>
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</tr>
</thead>
<tbody>
<tr>
<td>Attract businesses that require a diverse set of skills.</td>
<td>Coordinate business recruitment activities with school degree tracts.</td>
<td>City Administration, Elwood School Corporation</td>
<td>Immediate</td>
</tr>
</tbody>
</table>

Goal 5: Promote an appropriate mix of commercial development types within the community.

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</tr>
</thead>
<tbody>
<tr>
<td>Use the Comprehensive Plan to guide new commercial development to locations appropriate for its scale and use.</td>
<td>Define new commercial expansion areas with the zoning ordinance update</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
<tr>
<td>Emphasize the development of commercial uses that meet the needs of existing and future Elwood residents.</td>
<td>Use a business analyst model to determine which businesses are needed in Elwood.</td>
<td>Department of Economic Development, Chamber of Commerce</td>
<td>Within one year</td>
</tr>
<tr>
<td>Support neighborhood-scale commercial areas that provide convenient access to goods and services at appropriate locations within the community.</td>
<td>Include neighborhood commercial in zoning ordinance update.</td>
<td>Planning Department, Planning Commission</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

Goal 6: Support redevelopment that embraces genuine public-private partnerships with benefits for all.

<table>
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</thead>
<tbody>
<tr>
<td>Identify areas for redevelopment within the City.</td>
<td>Partner with private and non-profit businesses to redevelop underutilized properties.</td>
<td>City Administration, Department for Economic Development, Chamber of Commerce</td>
<td>Within one year</td>
</tr>
</tbody>
</table>
Goal 7: Ensure that the technology infrastructure is in place to provide a competitive advantage and optimize public and private sector performance.

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</thead>
<tbody>
<tr>
<td>Maintain a cutting edge City of Elwood website as a first impression to the City.</td>
<td>Develop and maintain a web presence.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Provide current and cost-effective technology and associated infrastructure for city operations and services, and private sector partnerships.</td>
<td>Ensure installation of current mobile and internet technology.</td>
<td>City Administration, Planning Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Invest in a technology infrastructure that meets short-term needs and provides long term flexibility.</td>
<td>Address technology infrastructure needs that are not being addressed by the private sector.</td>
<td>City Administration</td>
<td>Within one year</td>
</tr>
</tbody>
</table>

Goal 8: Develop a long-term technology infrastructure plan.

<table>
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</thead>
<tbody>
<tr>
<td>Regularly assess and update technology trends to identify and recommend future investments.</td>
<td>Maintain an inventory of up-to-date programs and installed infrastructure throughout the city.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Develop policies to provide broad technology access.</td>
<td>Coordinate with private providers to increase access throughout the City.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Seek community and business input on technology infrastructure needs.</td>
<td>Conduct a survey to identify needs.</td>
<td>City Administration</td>
<td>Immediate</td>
</tr>
<tr>
<td>Establish secure funding sources to operate, maintain, and upgrade technology infrastructure.</td>
<td>Institute a technology user fee.</td>
<td>City Administration, City Council</td>
<td>Immediate</td>
</tr>
</tbody>
</table>
APPENDIX B

Selected Chapters from “City of Elwood Comprehensive Housing Plan”

Chapter 5: Housing Policy

Chapter 6: Action Plan and Strategies
City of Elwood
Comprehensive Housing Plan

March 2009

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City of Elwood
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V. Housing Policy
A. Goals & Objectives

The Goals and Objectives created for the Elwood Comprehensive Housing Plan represent the overall community vision for the future of housing, neighborhood, and community development/redevelopment. This policy portion of the housing plan document will consist of a series of goals with supporting objectives and strategies. The creation of this section is largely the result of input received from public meetings, numerous surveys, and other data that were collected through the planning process.

- **A GOAL is a general statement describing a future condition desired by the community.** A goal does not suggest specific actions, but describes a desired outcome. The goals will provide a greater focus, offer guidance, and establish policy for specific and pressing housing issues so that the Elwood community and leadership are equipped for better decision-making.

- **An OBJECTIVE is a statement that describes an activity to be accomplished in pursuit of a larger goal.** Each objective establishes measurable progress towards a goal, and is usually time dependent.

**Encourage the Development and Redevelopment of the Community.**
- Develop design guidelines and site criteria that maintain residential choices of unit size, cost, and other amenities and support the economic feasibility of new construction and development.
- Ensure the provision of necessary amenities in close proximity to existing and new residential neighborhoods.
- Assure the protection and compatibility of all land uses including commercial, residential, park, and historic sites.
- Define areas for redevelopment and create a master plan including public infrastructure for phasing improvements to those areas.
- Encourage development and redevelopment patterns that emphasize the importance of the village/neighborhood community concept.
- Support greater mixed land-use areas.
- Reduce strip commercial areas whenever possible.
- Support the creation of downtown development districts.
- Support the development and implementation of financial incentives for downtown redevelopment (TIF, BID, etc.).
- Encourage development and improvement of streets through pedestrian friendly design.
- Encourage connective pedestrian/bicycle links in all development.
Encourage the Revitalization of Neighborhoods.
- Reclaim the historic and residential character of neighborhoods.
- Create target rehabilitation areas in neighborhoods to act as a catalyst for rejuvenation and to illustrate the potential for the area.
- Initiate programs that offset high foreclosure rates in neighborhoods.
- Create safe and secure neighborhood environments.
- Resolve parking issues in neighborhoods.
- Maintain and enhance the streetscapes and open spaces in neighborhoods to increase livability.
- Encourage the construction of infill housing in existing neighborhoods.
- Encourage the delineation of neighborhood districts for future planning and organization.
- Create a neighborhood enhancement program.
- Coordinate all redevelopment efforts with public works projects whenever possible.

Encourage the Preservation and Enhancement of the Housing Stock.
- Improve the quality of the rental and owner-occupied housing stock.
- Look for opportunities to reclaim larger single-family dwellings from conversion to multi-units.
- Reduce or restrict future conversions of single-family dwellings into rentals.
- Create incentives and opportunities that encourage homeowners and rental property owners to maintain and improve their properties.
- Improve the exterior appearances of houses, outbuildings, and apartment structures.
- Create rehabilitation and weatherization programs.
- Encourage the creation of a variety of housing types including mixed residential stock.
- Maintain an adequate supply of rental housing.
- Ensure that the existing housing stock is maintained in sound condition and adheres to code requirements.
- Develop a stricter code enforcement program with progressive penalties.

Encourage the Availability of Greater Ranges of Housing.
- Encourage the construction of new housing.
- Increase the supply of affordable rental housing for low and moderate-income households through the rehabilitation of existing structures as well as new construction.
- Support and participate in rental assistance and rental subsidies programs.
- Encourage the provision of housing for local employees (high and lower-end units).
- Encourage development of new housing for low- to moderate-income households.
- Develop a purchase counseling program to guide first-time and low-income individuals and families through the home buying process.
- Participate in or develop home purchase assistance programs such as mortgage buy downs, homesteading programs, etc.

Encourage the Provision of Housing for Special Needs Groups.
- Increase the supply of affordable owner and rental housing for low- and moderate-income seniors and special needs populations.
• Increase the supply of supportive housing for homeless and special needs populations, particularly transitional and permanent housing options.
• Encourage a variety of housing types and care choices for disabled and elderly residents.
• Encourage innovative housing models and types for special needs groups.
• Encourage the creation of housing to meet the needs of seasonal workers/visitors.
• Develop partnerships with groups – churches, non-profits, Habitat for Humanity, high-school trade classes, etc. – that focus on special group needs.
• Build partnerships with existing senior housing providers to expand services if necessary and possible.

Encourage the Formal Organization of Housing Stakeholders.
• Promote better tenant/landlord relations and educate them about expectations and laws.
• Promote greater local government involvement in the creation and preservation of the housing stock, neighborhoods, and the community.
• Increase residents’ commitment to the neighborhood through the creation of neighborhood-based associations and networks that will enable residents to address housing and neighborhood concerns.
• Establish neighborhood-wide housing improvement workshops and forums.
• Develop an effective system for implementing and monitoring housing actions/programs.
• Establish and enforce standards for housing unit construction and rehabilitation.
VI. Action Plan & Strategies
A. Strategies to Meet Housing Needs

The housing needs for Elwood have been clearly identified through census data analysis, research, surveys, and community input. As outlined in the previous sections, there are several minor and major housing needs in the City. To identify the degree of need in specific areas of housing, surveys were conducted on community members. The Community Input Survey (Exhibit B) was a primary tool used to prioritize housing needs in Elwood. Used in each of the surveys, the following question enabled prioritization of housing needs in the county.

Survey Question: The following categories are types of housing programs. Please rank these six categories based on housing needs in your community. (1 - Most Important to 6 - Least Important)

<table>
<thead>
<tr>
<th>Rank</th>
<th>Program</th>
<th>Avg.</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Home Purchase Assistance</td>
<td>2.07</td>
<td>53.8%</td>
<td>7.7%</td>
<td>23.0%</td>
<td>7.7%</td>
<td>7.7%</td>
<td>0.0%</td>
</tr>
<tr>
<td>2</td>
<td>Owner-Occupied Rehabilitation</td>
<td>2.85</td>
<td>46.1%</td>
<td>7.7%</td>
<td>7.7%</td>
<td>7.7%</td>
<td>15.4%</td>
<td>15.4%</td>
</tr>
<tr>
<td>3</td>
<td>Rental Rehabilitation</td>
<td>3.25</td>
<td>8.3%</td>
<td>25.0%</td>
<td>25.0%</td>
<td>16.6%</td>
<td>25.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>4</td>
<td>Home Purchase Counseling</td>
<td>3.54</td>
<td>0.0%</td>
<td>30.7%</td>
<td>15.4%</td>
<td>38.4%</td>
<td>0.0%</td>
<td>15.4%</td>
</tr>
<tr>
<td>5</td>
<td>New Construction of Homes</td>
<td>3.69</td>
<td>15.4%</td>
<td>23.0%</td>
<td>0.0%</td>
<td>15.4%</td>
<td>30.7%</td>
<td>15.4%</td>
</tr>
<tr>
<td>6</td>
<td>New Construction of Rentals</td>
<td>5.55</td>
<td>0.0%</td>
<td>0.0%</td>
<td>7.7%</td>
<td>7.7%</td>
<td>7.7%</td>
<td>77.0%</td>
</tr>
</tbody>
</table>

Based on survey responses, results point to home purchase assistance and rehabilitation of the existing housing stock as the most crucial housing needs in Elwood. As discussed in earlier sections, the City’s aging housing stock contains dilapidated and deteriorated structures in need of repair and renovation. Thus, the top priority should be upgrading the existing stock into safe and quality structures. After completion of the rehabilitation initiative, housing needs such
as home purchase assistance and counseling and construction of new homes and rentals should be addressed. Additionally, research results indicated several housing needs aside from those identified above. Further elaboration of these needs will be discussed in the section below.

**STRATEGIES:**

**Owner-Occupied Rehabilitation**

The owner-occupied housing stock faces many of the same issues encountered in the renter-occupied stock. The age of owner-occupied units beyond the 40 year old threshold is consistent with the renter-occupied stock. Thus, the rehabilitation of the existing owner-occupied housing stock is a main priority in the City. An owner-occupied rehabilitation program would be a beneficial tool in assisting low-income households, enabling substandard homes to be rehabilitated into quality structures that provide safe and decent housing for the low-income population.

**Rental Rehabilitation**

According to survey results, the rehabilitation of rental properties was the third ranked priority. The propensity of rentals beyond the 40 year old threshold has led to many substandard units in pressing need of rehabilitation. In addition to this concern, the conversion of many large historic homes into multi-unit structures was another issue that arose in community meetings. With these issues identified, development of a rental rehabilitation program is needed allowing for landlords to rehabilitate their units into safe, decent, and affordable housing. This kind of program aims to recycle structures that are integral to a community’s and/or neighborhood’s fabric and character. In addition, a rental rehabilitation program would require participating landlords to rent to low-income families with rent levels at or below “Fair Market Rent” figures for the county.
Home Purchase Assistance

A home purchase program will enable many first-time home buyers the financial means to acquire adequate and appropriate housing. Purchase assistance for low-income buyers is a major need in the City, and the implementation of a variety of tools including below market interest rates, down payment assistance, or specialized mortgage programs would prove beneficial to county residents. The main thrust of the effort should be geared toward low-income, first-time home buyer programs.

Home Purchase Counseling

Many home buyers need counseling in the complex process of purchasing a home. Potential home buyers need assistance and counseling in pursuing financing, budgeting, application preparation, and general guidance throughout the entire process. This program will provide the counseling and resources necessary to acquire safe, decent, and appropriate homes for potential home buyers and/or first-time home buyers.

NSP Demolition and Redevelopment of Homes

Aside from the rehabilitation of existing owner-occupied housing units, construction of new single family and multi-family homes are also needed for the low-income population. New construction programs will allow for the development of quality homes especially designed and funded to meet the housing needs of low-income families.

With NSP funding, the City can acquire abandoned/blighted structures, demolish structures, leave some areas as green space and redevelop other areas with new residential properties. These homes should be constructed within existing neighborhoods. Standards and guidelines for construction and design must be created to ensure that these homes fit within the
fabric and character of their surroundings. In addition, they must produce a mixture of new housing options that meets the needs of all income levels and promotes a diverse and healthy housing stock.

**NSP Foreclosure Stabilization**

When looking at the high foreclosure status in Elwood, it becomes evident that the issue must be addressed. This program would take an approach of buying foreclosed homes, rehabilitating them, and reselling the homes back into the market (usually at a reduced price of 10-15% less than the market value). The City would also roll income made from the sale of homes into additional foreclosure-rehab.-resell projects. This would provide a way for first-time and low-income homebuyers the ability to acquire safe, decent, and affordable housing. It would be essential to provide home purchase assistance and counseling services for the homebuyer group the City is trying to serve.
B. Action Plan

The five year action plan addresses actions to be taken as a result of the previously outlined strategies. This plan summarizes the year the project will begin, the action or program name, location, estimated completion dates, and funding sources. Covering a five year period from March 2009 through March 2014 and showing the timetable for actions or programs to be conducted, there are five-(5) programs scheduled to address the identified strategies. Actions and programs are as follows:

1. Elwood Homeowner Repair & Improvement Program
2. Elwood Neighborhood Stabilization Program
   a. NSP Foreclosure Stabilization
   b. NSP Demolition and Redevelopment of Homes
3. Elwood Home Purchase Counseling Program
4. Elwood Home Purchase Assistance Program
5. Elwood Rental Rehabilitation Program

This priority listing of programs to be conducted in an aggressive plan to meet the housing needs in the City of Elwood. These programs will help achieve goals and initiatives set forth by the City. A timetable for the five year plan is displayed on the following page, outlining the activities and programs scheduled to meet the identified strategies.
<table>
<thead>
<tr>
<th>YEAR</th>
<th>ACTION/PROGRAM</th>
<th>LOCATION</th>
<th>ESTIMATED COMPLETION DATE</th>
<th>FUNDING SOURCES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2009 Elwood Homeowner Repair &amp; Improvement Program</td>
<td>Scattered Sites in Elwood</td>
<td>2011</td>
<td>CDBG, Banked Match</td>
</tr>
<tr>
<td>2</td>
<td>2009 Elwood Neighborhood Stabilization Program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a. NSP Foreclosure Stabilization</td>
<td>Within Elwood</td>
<td>2013</td>
<td>CNRF – NSP</td>
</tr>
<tr>
<td></td>
<td>b. NSP Demolition &amp; Redevelopment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>2009 Elwood Home Purchase Counseling Program</td>
<td>Scattered Sites in Elwood</td>
<td>2013</td>
<td>IHCDA – HomeEC, NSP</td>
</tr>
<tr>
<td>4</td>
<td>2009 Elwood Home Purchase Assistance Program</td>
<td>Scattered Sites in Elwood</td>
<td>2013</td>
<td>IHCDA – HomeEC, NSP</td>
</tr>
<tr>
<td>5</td>
<td>2012 Elwood Rental Rehabilitation Program</td>
<td>Scattered Sites in Elwood</td>
<td>2014</td>
<td>CDBG, Landlord Contribution</td>
</tr>
</tbody>
</table>
C. Implementation

The implementation of the five year action plan will require a collaborative effort between local officials, organizations, not-for-profit agencies, communities, and the low-income population. Only through a collaborative effort will Elwood be able to effectively address and meet the housing needs of its residents. Proper implementation will enable the community’s individuals and families to obtain safe, decent, and affordable housing. The City of Elwood and the Madison County Council of Governments will serve as the main facilitators of the five year action plan. Their main responsibilities include oversight of the implementation of the plan as well as coordination of resources to achieve the goals and initiatives.

The following section outlines the implementation procedures for the five year action plan, including a listing of each identified action/program. The actions/programs are divided into three major summary components: the activity, funding sources, and implementing organizations and their roles. These summary components will clearly outline the procedures to achieve the five year action plan.

Implementation Procedures for the Five Year Plan

1. Elwood Homeowner Repair & Improvement Program
   A. Activity
   - Apply for Community Development Block Grant (CDBG) funds from the Indiana Housing & Community Development Authority (IHCDA).
   - Conduct a city-wide homeowner repair and improvement program that allows homeowners to rehabilitate their homes into safe, decent, and adequate housing.
   B. Funding Sources
   - CDBG Homeowner Repair & Improvement Funds - Provided by the IHCDA to conduct owner-occupied rehabilitation of existing homes.
   - Banked Match – The City of Elwood has compiled banked match from previously completed CDBG projects that will be applied toward this program to meet the 10% match requirement.
C. Implementing Organizations and Their Roles

- City of Elwood – Local unit of government and legal applicant for CDBG funds.
- Madison County Council of Governments – Would apply on behalf of the City as the Subrecipient. Serves as grant administrator in implementing the repair and improvement program while adhering to program guidelines and regulations.

2. Elwood Neighborhood Stabilization Program

- NSP Foreclosure Stabilization
- NSP Demolition & Redevelopment

A. Activity

- Buy foreclosed homes within the NSP Target Area, rehabilitate them, and resell the homes back into the market (sell at 10-15% below market value). Roll funds received from sale back into additional projects.
- Acquire abandoned/blighted structures, demolish structures, leave some areas as green space and redevelop other areas with new residential properties. Roll funds received from sale back into additional projects.

B. Funding Sources

- Community Neighborhood Revitalization Funds (CNRF) - Provided by the Indiana Housing & Community Development Authority to conduct NSP Foreclosure Stabilization and NSP Demolition & Redevelopment.
- Match – There is no match requirement for this funding.

C. Implementing Organizations and Their Roles

- City of Elwood – Local unit of government and legal applicant for CNRF funds.
- Madison County Council of Governments – Would apply on behalf of the City as the Lead Applicant. Serves as grant administrator in implementing the NSP program while adhering to program guidelines and regulations.

3. Elwood Home Purchase Counseling Program

A. Activity

- Offer pre-purchase and post-purchase counseling and education for primarily first-time and low-income homebuyers to guide them through the home buying process.
- Offer pre-purchase and post-purchase counseling and education buyers as a component of the NSP program.

B. Funding Sources

- HomeEC Funds - Provided by the Indiana Housing & Community Development Authority (IHCDA) to provide homebuyer education and pre- and post purchase counseling.
• Community Neighborhood Revitalization Funds (CNRF) – Provided by IHCDA to conduct Neighborhood Stabilization Programs (NSP).

C. Implementing Organizations and Their Roles
• City of Elwood – Local unit of government and legal applicant for CNRF funds.
• Rural Opportunities, Inc. – Partner agency that would provide the homebuyer education and pre- and post-purchase counseling. Additionally, provide education and counseling to homebuyers purchasing homes though the NSP program.

4. Elwood Home Purchase Assistance Program
   A. Activity
   • Offer down payment assistance for primarily first-time and low-income homebuyers.
   • Offer down payment assistance to qualified homebuyers as a component of the NSP program.
   B. Funding Sources
   • HomeEC Funds - Provided by the Indiana Housing & Community Development Authority (IHCDA) to provide 3:1 match in down payment assistance for qualified homebuyers.
   C. Implementing Organizations and Their Roles
   • City of Elwood – Local unit of government.
   • Rural Opportunities, Inc. – Partner agency that would provide the qualified homebuyers with down payment assistance. Additionally, provide down payment assistance to qualified homebuyers purchasing homes though the NSP program.

5. Elwood Rental Rehabilitation Program
   A. Activity
   • Apply for Community Development Block Grant (CDBG) funds from the Indiana Housing & Community Development Authority (IHCDA).
   • Conduct a city-wide rehabilitation program that allows landlords to rehabilitate their rental units into safe, decent, and affordable housing for low-income tenants.
   B. Funding Sources
   • CDBG Rental Rehabilitation Funds - Provided by the IHCDA to conduct rental rehabilitation of existing rental properties.
   • Landlord Contribution – The landlord/owner will contribute a percentage of the rental rehabilitation costs and this will be applied toward the program to meet the 10% match requirement.
   C. Implementing Organizations and Their Roles
   • City of Elwood – Local unit of government and legal applicant for CDBG funds.
• Madison County Council of Governments – Would apply on behalf of the City as the Subrecipient. Serves and grant administrator in implementing the rental rehabilitation program while adhering to program guidelines and regulations.

Summary of Implementation

The housing needs facing Elwood can only be met through a community-wide effort. The Elwood Housing Sub-Committee and the Madison County Council of Governments will serve as the driving force to ensure successful implementation of the Elwood Comprehensive Housing Plan. The implementation of the plan will also require a diligent participation and collaborative effort between local officials, organizations, not-for-profit agencies, communities, and the low-income population. Properly utilized, the plan will enable individuals, families, and the low-income population the ability to obtain safe, decent, and appropriate housing.
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Figure 2  By author
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