



Five-Year Parks and Recreation Master Plan 2024-2028

ZEC EIGHT INSIGHTS
PUBLIC SPACES, PLACES, AND PROGRAMS | CONSULTING

Acknowledgments

City Council

Anthony Scott, *Member (District 1)*
Amy Kirkpatrick, *Member (District 2)*
Joyce Plisinski, *Member (District 3)*
Jeff Lowder, *Member (District 4)*
Thomas Moore, *Member (District 5)*
Dan Riley, *President Pro-Tem (At-Large)*
John Jester, *Member (At-Large)*

Mayor

Chuck Fewell

Park Board*

Deby Low, <i>President</i>	(Term: January 2022-December 2025)	Mayoral Appointee
Kristi Baker, <i>Vice-President</i>	(Term: January 2023-December 2026)	Mayoral Appointee
Rick Roberts, <i>Secretary</i>	(Term: January 2024-December 2027)	Mayoral Appointee
David Nickel	(Term: January 2021-December 2024)	Mayoral Appointee
John Rihm	(Term: January 2022-Until Replaced)	School Board Appointee

Parks & Recreation Department Staff/Project Team

Ellen Kuker, *Director*
Julie Patterson, *Assistant Director*
Josh Gentry, *Maintenance Operations Manager*
Bobbi Anderson, *Administrative Assistant*
Kim Voorhis, *Senior Center Director*
Marissa Purcell, *Riley Home & Museum Curator*
Madison Ritchison, *Programs/Events Specialist*
Carrie Young, *Customer Service Specialist*
Sean Swift, *Facilities Foreman*
Tara Layne, *Grounds/Landscape Foreman*
Kyle Cambridge, *Maintenance Repair Tech*

Consultant Team

Austin Hochstetler, *Zec Eight Insights*

Department and Park Board Contact Information

280 North Apple Street
Greenfield, IN 46140
(317) 477-4340

*The Greenfield Park Board is a five-person bipartisan board. The composition of the board includes: four (4) appointees by the mayor and one (1) appointee by the School Board.

Table of Contents

<i>Chapter 1 - Introduction</i>	1
1.1 Master Plan Overview	1
1.2 Department Overview	1
1.3 Accomplishments from 2019-2023 Master Plan	2
1.4 Master Plan Goals and Objectives	3
<i>Chapter 2 - Greenfield Community Features</i>	5
2.1 Natural and Landscape Features	5
2.2 Man-Made, Historical, and Cultural Features	7
2.3 Social and Economic Factors	9
2.4 Parks and Recreation	22
<i>Chapter 3 - Facility and Program Supply Analysis</i>	25
3.1 Methodology	25
3.2 Results	25
3.3 Discussion and Implications	32
3.4 Accessibility	33
3.5 Recreation Events and Programs	37
<i>Chapter 4 - Community Engagement</i>	38
4.1 Stakeholder Interviews and Focus Groups	38
4.2 Public Input Opportunities	39
4.3 Public Engagement Findings	48
4.4 Final Presentation	48
<i>Chapter 5 - Needs Assessment</i>	49
5.1 Introduction	49
5.2 Identified Needs	49
<i>Chapter 6 - Implementation Plan</i>	54
6.1 Purpose	54
6.2 Strategies	54
<i>Chapter 7 - Appendix: Online Survey Results</i>	59

Master Plan Acceptance Resolution



GREENFIELD PARKS AND RECREATION

280 N. Apple Street
Greenfield, Indiana 46140

Parks Dept. Phone: 317-477-4340 Senior Center Phone: 317-477-4343 FAX: 317-477-4341
Website: www.parksingreenfield.com Email: parks_rec@greenfieldin.org

Mayor
Guy Titus

Parks and Recreation Board
Deby Low
Kristi Baker
Rick Roberts
David Nickel
John Rhim

Administration
Ellen Kuker
Director

Julie Patterson
Assistant Director

Bobbi Anderson
Administrative Assistant

Josh Gentry
Maintenance Operations Manager

Madison Ritchison
Program/Events Specialist

Carrie Young
Customer Service Specialist

Parks Make Life Better!



BOARD RESOLUTION ADOPTING PLAN

WHEREAS, the Greenfield Board of Parks and Recreation is aware of the parks and recreation needs of the residents of Greenfield, Indiana, and

WHEREAS, the Board realizes the importance of sound planning in order to meet the needs of its citizens,

NOW, therefore be it resolved that the Greenfield Board of Parks and Recreation, by unanimous declaration, does adopt the Park and Recreation Master Plan as its official plan for the next five years, for the growth and development of parks and recreation opportunities in Greenfield, Indiana. This approval is contingent upon final DNR document approval.

Passed and signed this 20th day of March, 2024.

SIGNATURE: Deby Low

APPLICANT PRESIDENT

Deby Low

(Printed Name)

SIGNATURE: [Signature]

SECRETARY OR ATTORNEY

Richard P. Roberts

(Printed Name)

DATE: 3/20/2024

DNR Acceptance Letter



Eric Holcomb, Governor

Greg Beilfuss - Chief Planner
IDNR – State Parks: Community Grants and Trails
402 W. Washington St., W298
Indianapolis, IN 42204-2782
(317) 232-4071

April 9th, 2024

Deby Low
Greenfield Park Board
280 N. Apple St.
Greenfield, IN 46140

Dear Deby,

The DNR Division of State Parks planning staff has reviewed the final draft of the 2024-2029 Greenfield Five Year Parks and Recreation Master Plan. The plan meets the Department of Natural Resources' minimum requirements for local parks and recreation master plans. This letter certifies that your community **is eligible to apply for Land and Water Conservation Fund (LWCF) Grants through this office in the 2024 grant year**. A new plan will be due on November 15th, 2029 at which time your current LWCF grant application eligibility will expire.

If you haven't already, we strongly recommend that you contact our grant section chief as soon as possible about future grant applications. The grants staff can assist in your grant application process. They can be reached by phone at: (317) 232-4075 or by e-mail at: nsimmons@dnr.IN.gov.

We support your planning efforts and encourage your participation in the grant programs administered by the Division of State Parks. If you require further information regarding planning, do not hesitate to call me at: (317) 232-4071 or by e-mail at: gbeilfuss@dnr.IN.gov.

Sincerely,

Greg Beilfuss
Chief Planner - IDNR Division of State Parks, Community Grants and Trails

ECC – Austin Hochstetler, Zec Eight

The DNR mission: Protect, enhance, preserve and wisely use natural, cultural and recreational resources for the benefit of Indiana's citizens through professional leadership, management and education.

www.DNR.IN.gov
An Equal Opportunity Employer



Chapter 1 - Introduction

1.1 Master Plan Overview

Greenfield, Indiana is the county seat of Hancock County, and is part of the Indianapolis metropolitan area. A month after Hancock County was created (named after John Hancock, the first person to sign the Declaration of Independence), Greenfield was chosen as the county seat with a population of just 400 residents in 1828.

Greenfield was an important stop along the Pittsburgh, Cincinnati, Chicago, and St. Louis Railroad. The Pennsylvania Railroad system’s tracks, later the Penn-Central, were removed in the 1980s. Greenfield was incorporated as a city in 1876 with a population of over 2,000 residents. The city’s greatest growth period came one year after incorporation when natural gas was discovered in the area. As a result, Greenfield was a boomtown for 20 years, leading to the creation of manufacturing plants and other industries.

The Greenfield Parks and Recreation Department (GPRD) pays homage to its city’s transportation roots as made evident by the most recent park development – Depot Street Park and the Pennsy Trail. Depot Street Park makes connections to the location’s history of railroad transportation and boasts railroad-themed amenities. The Pennsy Trail is over 5.5 miles long and is a rail-trail that follows the old section of the Pennsylvania Rail Road Line that once ran through Greenfield. However, parks and recreation services in Greenfield are diverse and thus, require planning to ensure recreation experiences align with community expectations. This *Five-Year Parks and Recreation Master Plan* provides strategic goals for the next five-year reporting period and meets the local planning guidelines set forth by the Indiana Department of Natural Resources (IDNR).

1.2 Department Overview

1.2.1 Vision

To be the regional innovators for park experiences through nurturing community engagement and stewarding the natural environment, by creating diverse and educational experiences for all.

1.2.2 Mission

The Ambassadors for Nature and Recreation!

1.2.3 Core Values

Environment

Inclusiveness

Community

Education

Connectivity





1.2.4 Organizational Structure

GPRD manages over 400 acres of parkland with seven full-time staff and an additional 14 full-time equivalents coming from part-time, seasonal, or volunteer hours donated (Figure 1).

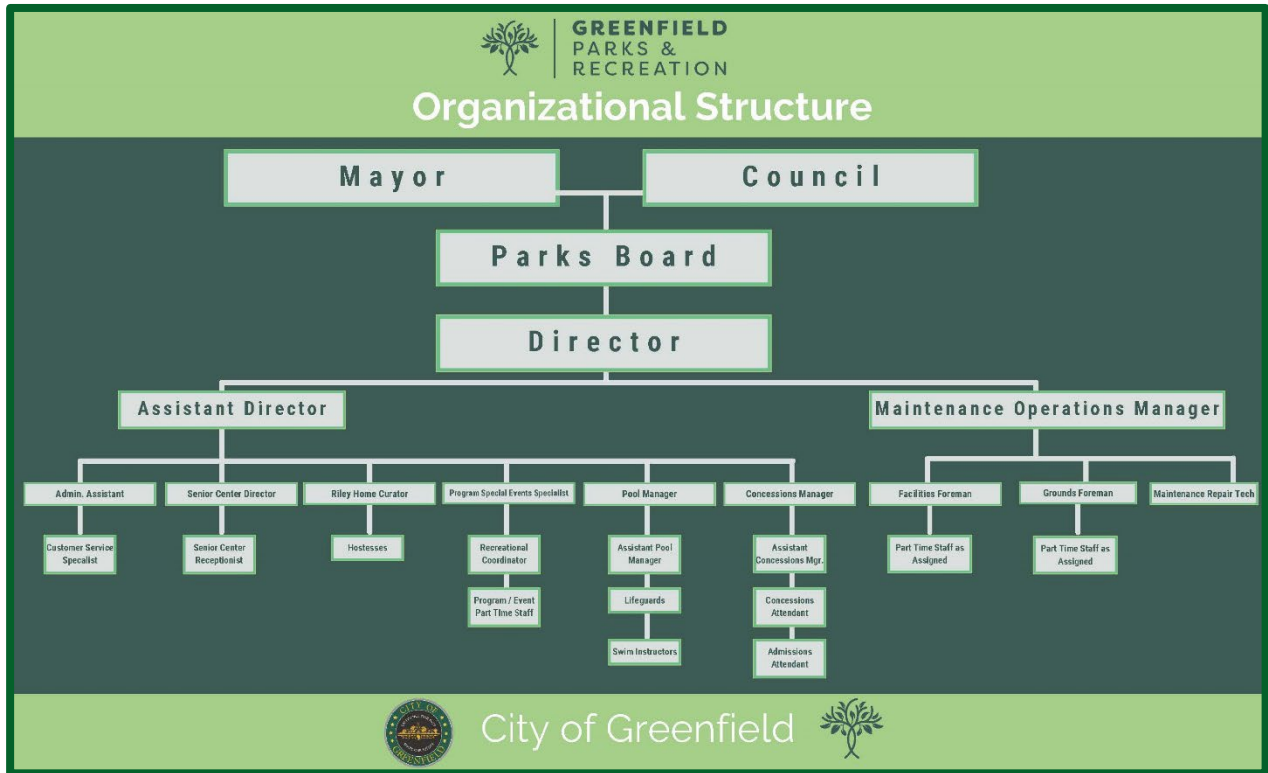


Figure 1: GPRD Organizational Chart

1.3 Accomplishments from 2019-2023 Master Plan

The previous Five-Year Parks and Recreation Master Plan was adopted in March 2019 and helped GPRD prioritize system improvements. Table 1 on the following page represents the notable accomplishments made over the previous plan’s lifecycle:



2019
<p>Constructed ‘Lizabuth Ann’s Kitchen Purchased GYBA concessions building and restrooms Swimming pool renovations completed Added parking along Pennsy Trail Gazebo replacement Added pickleball courts to system Installed playground and shelter to support splashpad Purchased ~13 acres for park land expansion</p>
2020
<p>Staff re-organization New department logo Riley Park Vision Plan completed New shelter and building roofs Public art added along Pennsy Trail Purchased a mobile recreation bus Implemented new recreation software system Added playground equipment along Pennsy Trail Added parking Resided GYBA concessions building</p>
2021
<p>Various construction projects commenced (trail connectors, inclusive playground, and Depot Street Park) New department mission statement Will Vawter Statue created Pavilion replacement Wetland mitigation Purchased ~21 acres for park land expansion Began construction of new nature center Re-named Riley Park Community Pool to Kathy Dowling Aquatics Center Updated risk management policies Created sign standards and wayfinding criteria Purchased ~2 acres for Pennsy Trail connector project</p>
2022
<p>Staff re-organization Contracted some maintenance services Opened Depot Street Park, inclusive playground, and trail connections Added parking Created mobile Green Room Purchased outdoor movie equipment Upgraded Rover’s Run Dog Park gate access system Continued remodeling Thornwood Nature Center</p>
2023
<p>Replaced flooring in Elmore Center Began the process to rebuild the shelter house after December 2022 fire Updated Recreation Impact Fee Awarded funds to update Riley Park restrooms and playground structure, and build new restrooms at Brandywine Park Updated Risk Management Plan Renovated Brandywine Park softball fields Implemented a bike share program Doubled participation to summer concert series Began work on Pennsy Trail wayfinding system</p>

Table 1: Notable Accomplishments from the Previous Planning Cycle

1.4 Master Plan Goals and Objectives

The *Five-Year Parks and Recreation Master Plan* development process began in mid-June 2023, and seeks to build on the successes of the previous five-year planning period. At the project’s onset, the consultant met with elected officials and parks department staff to understand their goals and objectives for this planning effort. The following overarching goals and objectives resulted:

Park Board

- Utilize the recent park land acquisitions more.
- Better position ourselves and establish flexibility for future development via funding and land acquisition.
- Implement the Riley Park Vision Plan.
- Address existing operations and maintenance processes.



- Connecting all the parks by trails; increase bikeability and walkability across Greenfield.
- Add more facilities, especially indoor recreation opportunities.

Parks and Recreation Department Staff

- Identification of impactful action items that really move the needle.
- Identification of how to better serve the community from a programming perspective.
- Creation of a strategy to better utilize facilities/fields.
- Solicitation of more robust information and feedback from the community.





Chapter 2 - Greenfield Community Features

2.1 Natural and Landscape Features

2.1.1 Water Resources

Greenfield is traversed by Brandywine Creek in two branches along with Potts Ditch. Brandywine Creek is a tributary of the Big Blue River. Potts Ditch starts in the middle of a field and continues for five miles until it connects to Brandywine Creek. As a result of the water resources in and around Greenfield, the city is subject to areas of flooding and the various waterways create significant barriers to development with the associated costs to develop in a floodway or floodplain. Therefore, the *City of Greenfield Comprehensive Plan* calls for the natural areas surrounding Brandywine Creek to provide opportunities for regional trail development, conservation areas, animal habitat, and passive recreation use. GPRD is fulfilling this suggested management and oversight with several parks along bodies of water including Brandywine Park, Thornwood Preserve, Riley Park, Mary Moore Park, and Wilson Park; however, proximity to water bodies provides challenges to park land development and use as many areas are within floodplains.

Floods

Riley Park, in particular, is subject to anywhere from a few (around three) to a lot (up to 10) flood events each Spring. When flooding occurs, routine maintenance tasks get delayed as staff focus on removing trapped fish from water pools and working with the Fire Department to clean and rinse affected park amenities. These events also disrupt park use as GPRD must close portions of the park, or its entirety, while floodwaters recede. GPRD is active to alert the community via social media notifications for all park closures.

2.1.2 Natural Resources

More communities across the country are putting more emphasis on urban forestry and connecting residents to nature. Goal 5.3 of the *City of Greenfield Comprehensive Plan* includes a strategy to facilitate tree canopy studies, preplacement program effectiveness, inventory efforts, as well as analyze the location and accessibility of park facilities. To support the City's overall focus on natural resources, GPRD is actively providing more site activation at Thornwood Nature Preserve, a 40-acre woodland with seven trails, a campground, suspension bridge, and a soon-to-be developed Nature Center. As the preserve becomes more publicly accessible and more management strategies are implemented, invasive species identification, mapping, and remediation will occur.

Flora and Fauna Concerns

Common invasive species dealt with in the park system include multiflora rose and honeysuckle. For management purposes, GPRD conducts controlled burns every three years based on weather availability. There is a working relationship with Purdue Extension to continue identifying areas that contain multiflora rose and honeysuckle. Additionally, "weed wrangler" events are held in which church groups and volunteers assist GPRD staff with invasive species identification and removal.

The system is also affected by animal life. A particular concern GPRD is watching out for is nutria. Nutria are semi-aquatic rodents native to South America. They have been spotted in Indiana and given the GPRD's prevalence of water ways, they are on high alert. Nutria are known to destroy the banks of



ditches, lakes, and other water bodies. They also are known to feed on native plants that hold wetland soil together.

Although not invasive, heavy beaver populations influence maintenance activities and affect user safety as trees along shorelines fall and dams are created. Similarly, more coyote activity within the system is occurring and GPRD installs signage alerting park users to their presence so they can have better awareness, especially for those that utilize affected park areas with their dogs/pets. GPRD contracts with trappers to help manage the beaver population, and focuses on signage and general awareness for the coyote population.

The GPRD system is also affected by the tree removal restrictions that occur each year between March 15-April 30 and September 15-October 31 due to Indiana bat habitat requirements. This means tree removals can only occur during the inactive bat season which influences maintenance schedules and planning.

2.1.3 Park Land Availability and Acquisition

According to the 2023 *Hancock County, Indiana Economic Development Strategy*, Hancock County continues to be viewed as a rural county with a strong farming community despite its recent growth. According to the US Agriculture Census and Rural Indiana Stats, Hancock County lost about 2,000 acres of cropland between 2007 and 2017, but annual livestock production sales have almost doubled during the same time. As agriculture continues to be the dominant land use type for the foreseeable future, it will be important to identify land acquisitions that preserve open space.

An additional consideration for future park land availability and acquisition involves the future development of a county park system. As of the development of this *Five-Year Parks and Recreation Master Plan*, Hancock County is studying the possibility of creating a county-wide parks department that would have a broader jurisdictional scope than GPRD but would necessitate a close working relationship as Greenfield is the county's largest community by far and is experiencing rapid population growth.

2.1.4 Climate

In Greenfield, the summers are long, warm, humid, and wet and the winters are freezing, snowy, and windy. Over the course of a year, the temperature typically varies from 22 °F to 84 °F and is rarely below 3 °F or above 91 °F. The summer months are viewed as the best times to visit Greenfield based on the average number of clear, rainless days. This statistic bodes well for GPRD as it manages and operates a community pool and offers a variety of community events such as the summer concert series.

2.1.5 Natural Features Implications

Based on the challenges posed by some of the natural features around Greenfield, GPRD needs to maximize floodplain areas for pathways and riparian zones. Additionally, floodplain park land diminishes the active recreation quality which means there is an increased importance on using available park land more for active recreation purposes as appropriate. For passive recreation areas, an increased focus on invasive species identification, cataloguing, and mitigation will increase as more natural areas are actively managed for both public consumption and resource protection (especially with the impending activation of Thornwood Nature Preserve). There will be an increased need to partner with the county for land preservation and trail access if a county park system is created. Additionally, GPRD should continue to monitor the presence of potentially new flora and fauna species that can have profound effects on the park system such as nutria, beavers, bats, and coyotes.



2.2 Man-Made, Historical, and Cultural Features

2.2.1 Trails and Pathways

Greenfield has almost 17 miles of paved and unpaved trails and pathways. The signature trail within the park system is the Pennsy Trail. As mentioned previously, this trail is a Rail Trail and has greatly influenced the park system's most recent developments such as Depot Street Park. The National Road Heritage Trail is an Indiana cross-state multiuse trail with 150 miles from Terre Haute to Richmond using the former Pennsylvania and Vandalia rail corridors. The idea is to utilize the Pennsy Trail as the connector across Hancock County for the National Road Heritage Trail. Currently, a gap exists west of Greenfield to Cumberland and east of Greenfield to the county line.

2.2.2 Streets

Greenfield pushed forward the idea of Complete Streets in the *2015 City of Greenfield Comprehensive Plan* and the idea was furthered along with the *2020 Greenfield Thoroughfare Plan*. This concept has a sidewalk and/or trail component for all major roadways. Given this notion, the seven recommended added capacity projects in Greenfield include:

- Franklin Street as three-lane road from New Road to Davis Road
- Park Avenue extension from Apple Street to Blue Road
- McKenzie Road as a three-lane road from Meridian Road to Jaycie Phelps Drive
- A new roadway "Jason Road" from New Road to McKenzie Road on the west side of SR 9
- Widen CR 300N from Fortville Pike to SR 9 to three lanes
- Widen New Road from SR 9 to CR 400E to three lanes
- Widen Blue Road to three lanes from US 40 to New Road

Therefore, future pedestrian access should be considered along with street improvements identified in the *2020 Greenfield Thoroughfare Plan*. This will increase the human-powered mobility system within Greenfield as not all trails are fully integrated into the city's sidewalk network.

2.2.3 Infrastructure

As infrastructure approaches end of expected lifecycle, component renewal becomes more prevalent. Between 2018-2022, GPRD spent nearly \$400,000 on capital improvement plan surface repairs, HVAC work, siding, gutters, repainting, and replacement parts. This figure increases substantially when including a \$2.5 million pool renovation and new equipment and fleet replacements. At a minimum, an equal amount of funds should be included in the next five-year capital improvement plan. Additional monies for the Pennsy Trail may be warranted as resurfacing and crack sealing needs increase. Also, monies for maintenance yard relocation and/or expansion is warranted as the system outgrows existing space and facilities approach the end of their expected lifecycle.

2.2.4 Culture

Famed "Hoosier Poet" James Whitcomb Riley was born and raised in Greenfield. Two major features exist in the GPRD system today: Riley Park and the James Whitcomb Riley Boyhood Home and Museum.

Riley Park

Riley Park may not be GPRD's largest park (Beckenholdt Park), but it is the department's signature park and the one with the most notoriety, familiarity, and nostalgia for Greenfield residents. The park is part of the annual Riley Festival, one of the largest craft festivals in the state of Indiana with over 460 exhibitors.



The Riley Festival begins every year on the first Thursday of October and lasts four days. The Riley Festival activates the park and provides for local residents to connect while also attracting regional visitors. There are not a lot of park-specific programs within the GPRD system (other than athletics agreements and summer camp), so this multi-day festival brings a specific activation to an otherwise passively activated (self-directed experiences) park.

James Whitcomb Riley ‘Boyhood Home’ & Museum

This facility is owned by the City of Greenfield and operated by GPRD. The facility provides an opportunity to view life from the poet’s perspective by offering a glimpse into a pioneer era homestead which includes many family items that influenced James’ life and poetry. The Home and Museum are open for visitation from the first Tuesday in March to the last Saturday in October each year (closed Sunday, Monday, and major holidays).

2.2.5 History

Historic Landmarks

Hancock County is home to 12 properties and districts listed on the National Register of Historic Places, half of which are in Greenfield:

- Charles Barr House
- Greenfield Courthouse Square Historic District
- Greenfield Residential Historic District
- Lilly Biological Laboratories
- Lincoln Park School
- James Whitcomb Riley ‘Boyhood Home’

School

The Greenfield-Central Community School Corporation serves the city and consists of nine schools:

- Cougar Cubs Preschool
- Weston Elementary
- JB Stephens Elementary
- Harris Elementary
- Eden Elementary
- Maxwell Intermediate
- Greenfield Intermediate
- Greenfield-Central Junior High
- Greenfield-Central High School

Library

The Hancock County Public Library has two locations, one in New Palestine and the other in Greenfield. The library offers facility rentals, a bookmobile, and community events separated into age categories (kids, tweens, teens, adults, and all ages).

Parks and Recreation Providers

As mentioned earlier, Hancock County is exploring the possibility of creating a county park department as of this plan’s development. On a more local scale, the Boys & Girls Clubs of Hancock County and the Hancock Wellness Center are in Greenfield. Each organization offers more niche recreation experiences to different age segments within the community, leaving GPRD as the main recreation service provider for the city.

2.2.6 GPRD’s Role and Interaction

GPRD’s mission and vision outline a focus on both nature and recreation. However, one word reverberates the most – *regional*. GPRD states its vision is to be the *regional* innovator for park



experiences. This context indicates GPRD is embracing its role as the county’s largest community, county seat, and recreation experience hub. Given the city’s historic and cultural features, GPRD should continue to be at the forefront of promoting and celebrating the local heritage. Additionally, GPRD’s role for expanding the Pennsy Trail and creating regional connectors should not be overlooked as it will be imperative to work with the county to increase trail and pathway access, especially since GPRD is arguably the county’s most established parks and recreation department example to look to for experience if a county park system is created.

More regional festivals, events, and attractions should be provided in the parks. With the recent opening and success of Depot Street Park, more park activation can occur via activities that do not require indoor recreation space as that is a limited recreation infrastructure in the city.

2.3 Social and Economic Factors

Population statistics were collected via Esri Business Analyst. Esri utilizes the American Community Survey (ACS) and augments the information with various data sources, including local market research reports, data modeling, employment statistics, labor records, and much more. Together, Esri combines the information to produce accurate demographic statistics for a variety of categories and data points.

All demographic data was obtained from Esri in September 2023 and represents the most current demographic data available at the time of analysis.

2.3.1 Population

Greenfield’s population has grown by 4% since the 2020 Census and is projected to increase by another 5% over the next five years. According to historic Census data, Greenfield grew by 14% between the 2010 and 2020 Census years, and this is currently the largest population that has ever lived in the city.

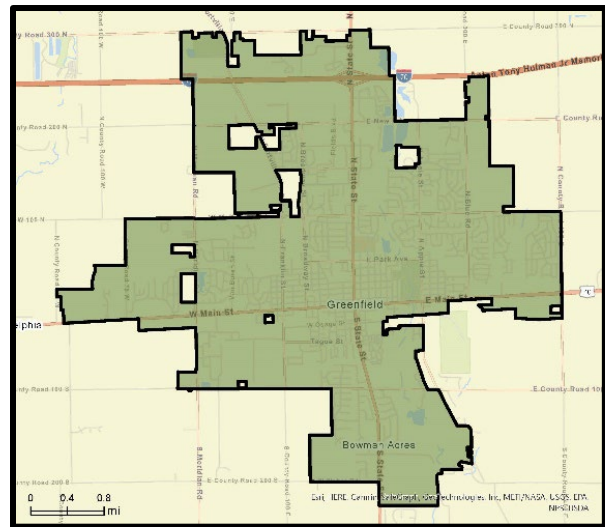


Figure 2: Greenfield City Boundaries

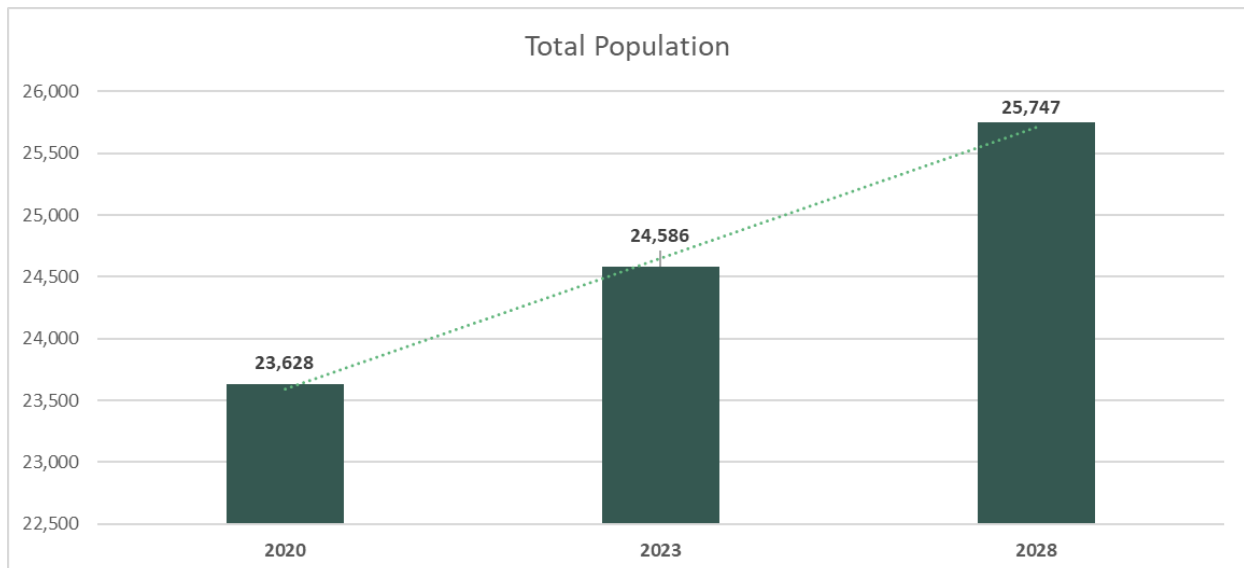


Figure 3: Greenfield Population



2.3.2 Age Segmentation

Greenfield’s median age is 38.5, an increase of 2.1 years since the 2010 Census. This is not a surprising trend considering over half (55%) of the population is over 35 years old. Looking ahead over the next five years, the city’s age segments are projected to remain stable in terms of overall percentages; therefore, it does not appear one age segment over another should command more programmatic attention based on population stats alone.

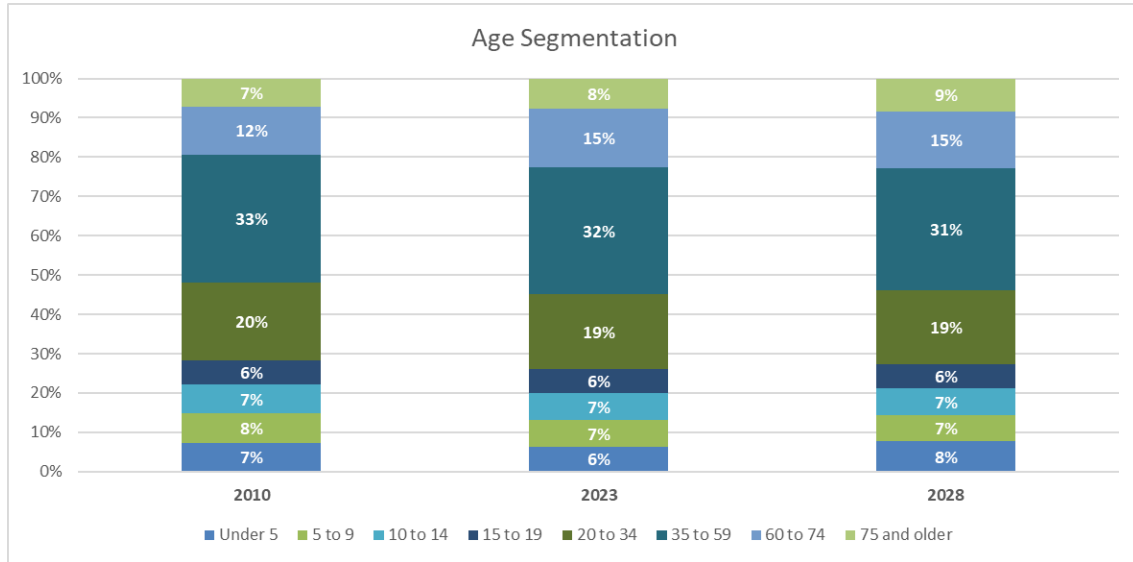


Figure 4: Age Segmentation Breakdown (2010-2028)

2.3.3 Race and Ethnicity

Greenfield is less diverse than the state average (84.2% White); however, diversification is occurring and is projected to continue over the next five years. It should be noted that ethnicity is recorded separately from race as people who identify their origin as Hispanic, Latino, or Spanish may be of any race (Figure 5).

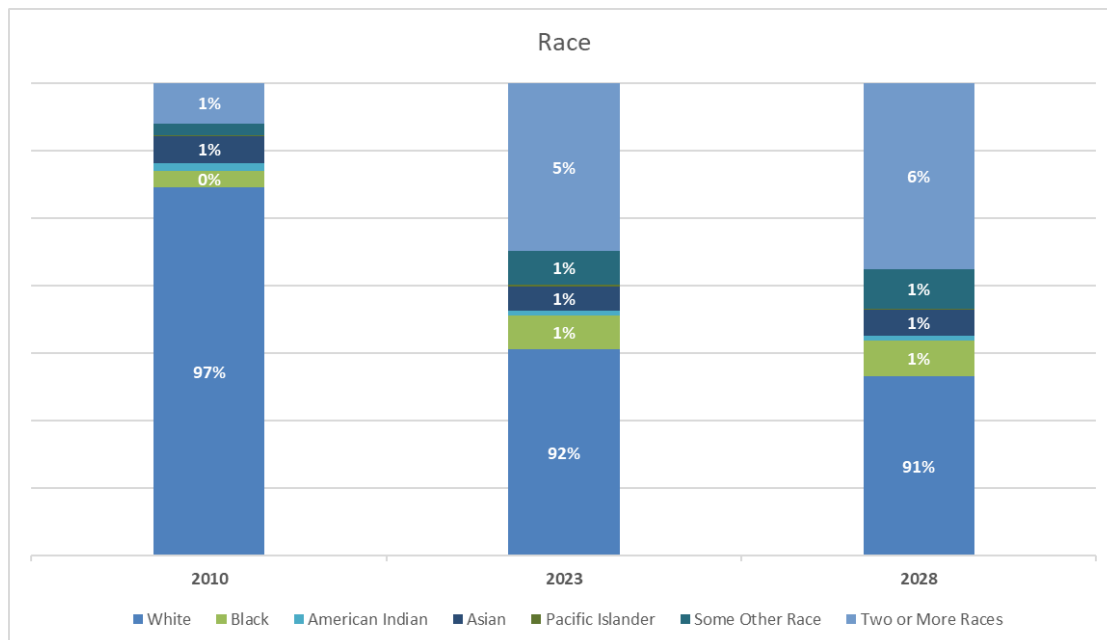


Figure 5: Race Statistics (2010-2028)

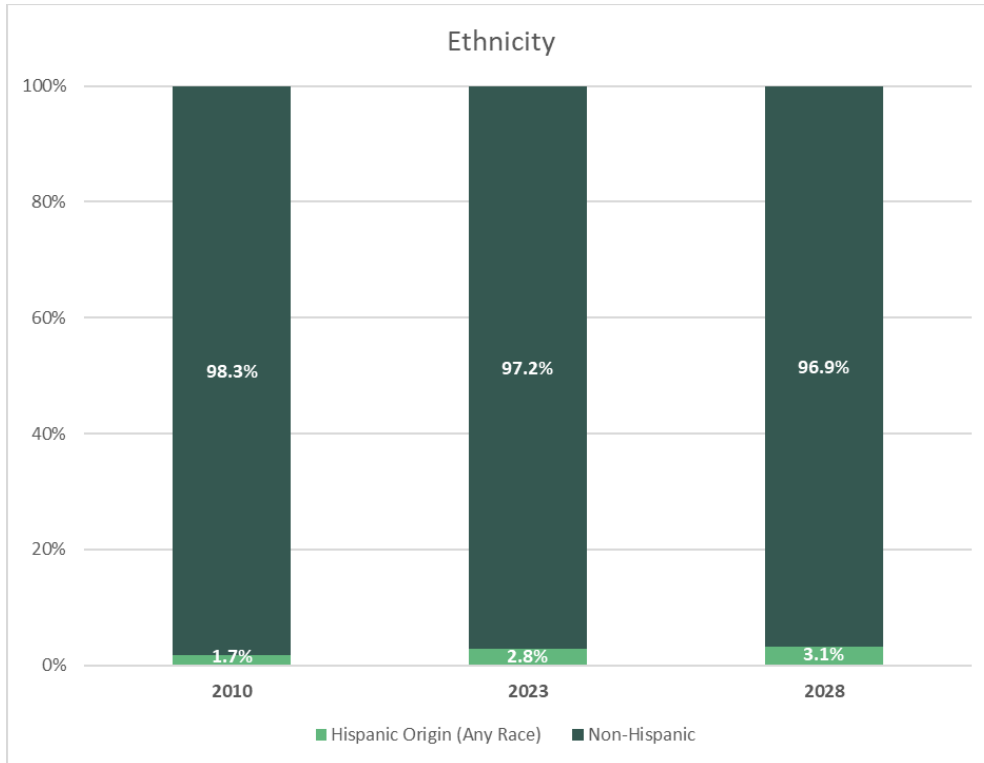


Figure 6: Ethnicity Statistics (2010-2028)

2.3.4 Household Characteristics

The average household size is decreasing and is projected to continue decreasing over the next five years. This means there are fewer people living in households, but there is still demand for newer housing to accommodate those living on their own as the total number of households is growing and is projected to continue growing. This can also be indicative of families moving to the area with fewer children, fewer number of children being born, or other familial trends. These trends have a direct impact on department marketing (for one thing) because there are more households to communicate with and less concentrations of people to assist with word-of-mouth marketing.

Household Statistics			
Characteristic	2010	2023	2028
Total Households	8,171	10,023	10,609
Avg. Household Size	2.52	2.39	2.37
Median Age	36.4	38.5	38.6

Figure 7: Household Statistics (2010-2028)



2.3.5 Household Income

Greenfield's median household income is \$70,736, a figure well-above the median household income for the entire state of Indiana (\$58,235). Additionally, the median household income is projected to increase by 12% over the next five years (**Figure 8**). The largest household income category in the city is the \$50,000-\$74,999 range, but household income is expected to continue shifting upwards with the highest income category by population percentage being \$100,000-\$149,999 by 2028 (**Figure 9**).

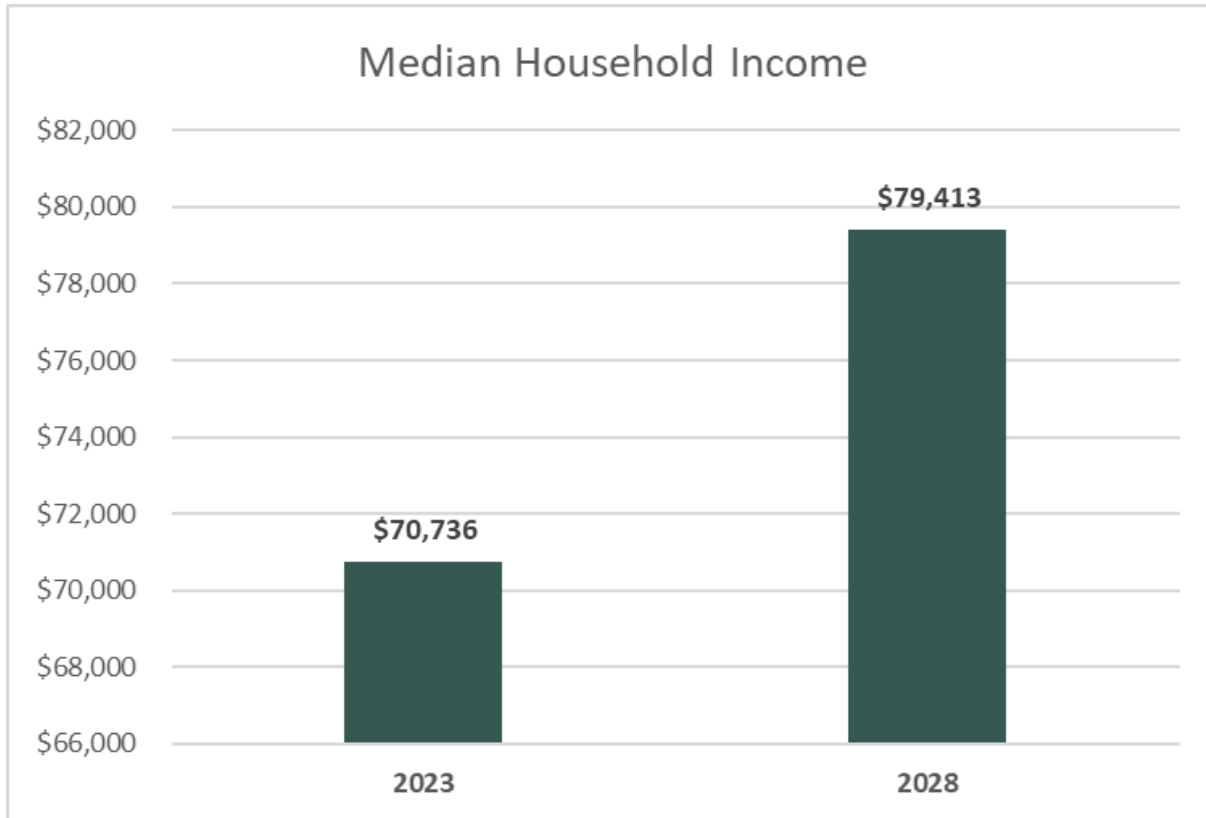


Figure 8: Median Household Income (2023-2028)



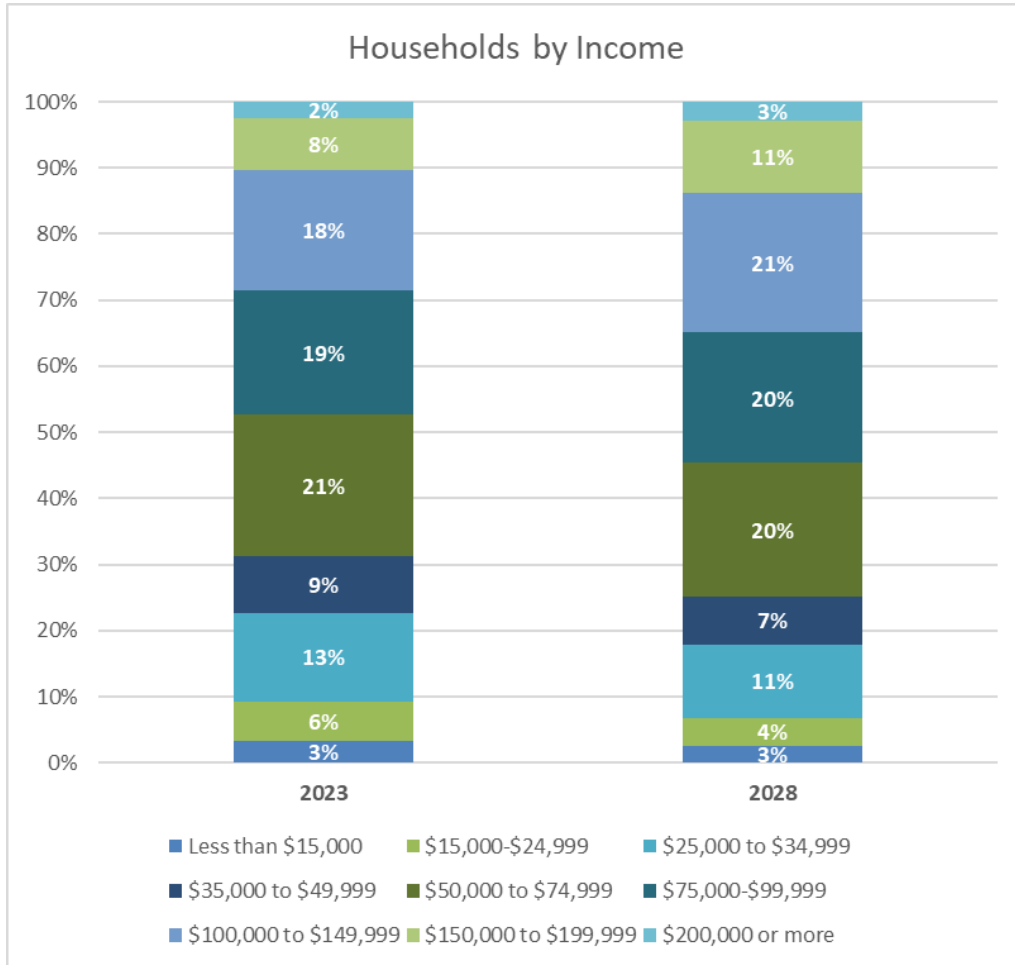


Figure 9: Household Income by Category (2023-2028)

2.3.6 Poverty

A grassroots movement including United Ways, corporations, nonprofits, and foundations from 23 states (and the District of Columbia) produces research that focuses on how to improve life across the country for Asset Limited, Income Constrained, Employed (ALICE) populations. ALICE represents the growing number of individuals and families who are working but are unable to afford the basic necessities of housing, childcare, food, transportation, health care, and technology.

Each ALICE Report uses standardized measurements to quantify the cost of a basic household budget in each county in each state, and to show how many households are struggling to afford it.

ALICE households earn more than the federal poverty level, but less than the basic cost of living for the county (the ALICE Threshold). For Hancock County, only 5% of households are in poverty, but 26% are considered ALICE households. This means the county’s population is below the poverty state average of 12%, but more like the state average for ALICE Households (27%). In Hancock County, the percentage of ALICE households has increased yearly since 2012 while the number of households in poverty has decreased. This is an important trend because poverty levels may be decreasing in and around Greenfield, but residents are experiencing greater challenges addressing the rising cost of household essentials.



Figure 10 shows Hancock County’s ALICE households by township, with the top-five percentages highlighted in red on the left. Greenfield is in Center Township, which has the second highest percent of ALICE households next to Brown Township. This means the county’s largest ALICE population is concentrated in the park department’s planning boundaries. With Brown Township located to the northeast, this may indicate a need to identify connectivity corridors, park land, and programming locations to expand the department’s reach, especially considering it is their mission to be more regional. These statistics reinforce the need for more assets, amenities, and opportunities within the city and the department should be a leading partner in providing recreational services and forming partnerships that enhance access to amenities, quality of life features, and needed services.

Township	Percent of Households Below ALICE
Blue River	16%
Brandywine	27%
Brown	44%
Buck Creek	24%
Center	41%
Green	25%
Jackson	17%
Sugar Creek	25%
Vernon	25%

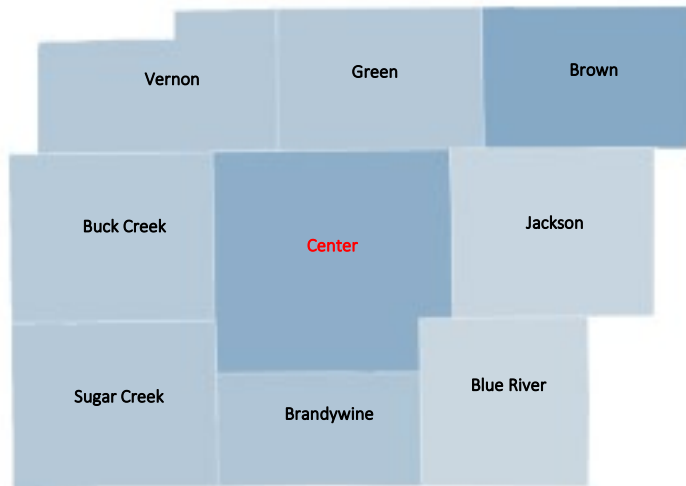


Figure 10: Hancock County ALICE Population by Township (left) and Overall Township Map (right)

2.3.7 Educational Attainment

Greenfield’s largest educational attainment category for the population 25 years and older is a high school degree, followed by those with some college, but no degree. Only 7% of the population does not have a high school diploma or equivalent, a statistic below the state average of nearly 10%. These statistics indicate Greenfield residents are well-educated compared to state averages.

Educational Attainment	
Level	2023
Less than 9th Grade	2%
9th - 12th Grade, No Diploma	5%
High School Graduate	28%
GED/Alternative Credential	7%
Some College, No Degree	21%
Associate Degree	12%
Bachelor's Degree	17%
Graduate/Professional Degree	9%

Figure 11: Educational Attainment Statistics (2023)

2.3.8 Disability Status

Approximately 18% of the civilian noninstitutionalized population reports having a disability, a statistic higher than the state average of 14%. Over half (54%) of all those older than 75 residing in Greenfield report having a disability. Interestingly, 15% of Greenfield residents under 18 report having a disability compared to the state average of 7% for that age category. With these statistics in mind, it is beneficial to examine the need for inclusive playgrounds, sensory trails, increased facility accessibility, and providing recreation facilities and amenities with all abilities and ages in mind.

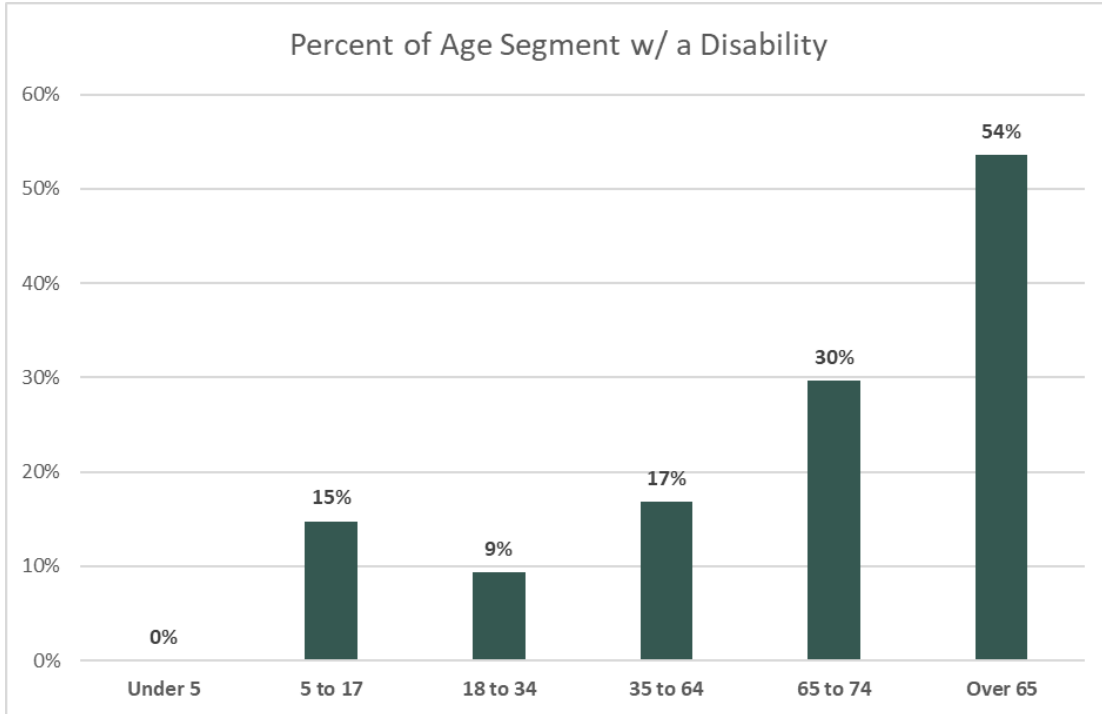


Figure 12: Disability Statistics (2023)

2.3.9 Employment

Greenfield’s overall unemployment rate is 3.1%, slightly below the state average of 3.6%. Greenfield’s largest employed age segment (25-54) is not technically the largest unemployed age segment overall, which is an interesting anomaly considering this age segment has the most people in the workforce. With a relatively high percentage of unemployed individuals willing to work between the ages of 16-24 and those older than 65, these statistics support the idea of utilizing youth internships and training programs along with focused volunteerism and part-time work (at a minimum) for older residents.

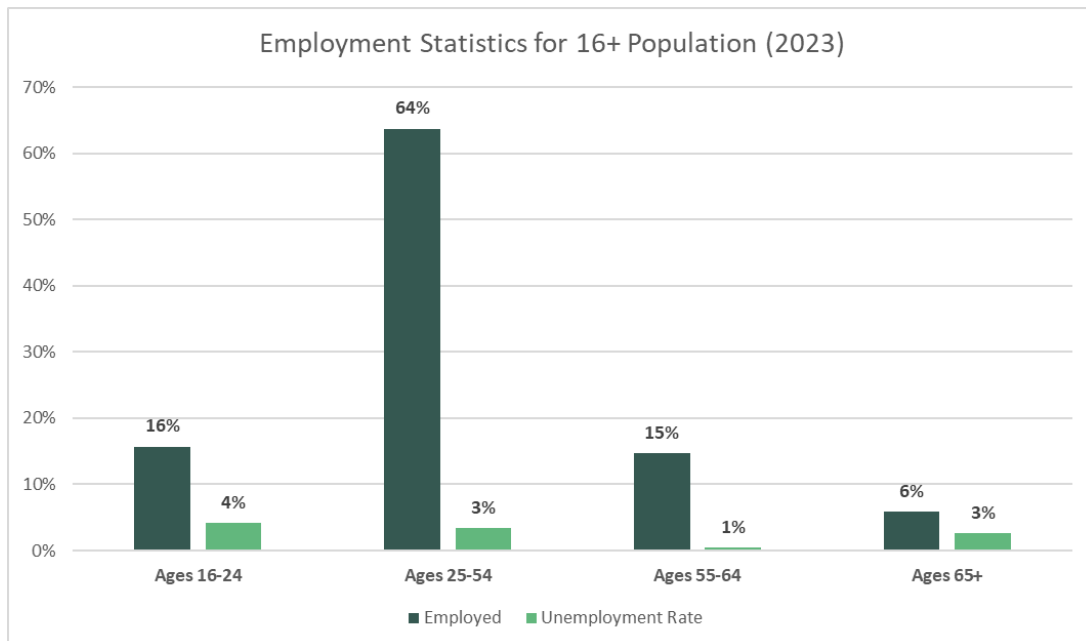


Figure 13: Employment Statistics (2023)



2.3.10 Industry and Occupation

Greenfield’s top five leading industries combine to represent only 59% of all industries within the city. This statistic indicates Greenfield’s industry composition is diverse, with no one sector dominating overall employment opportunities. This means partnership development from the department should be a broad effort across sectors.

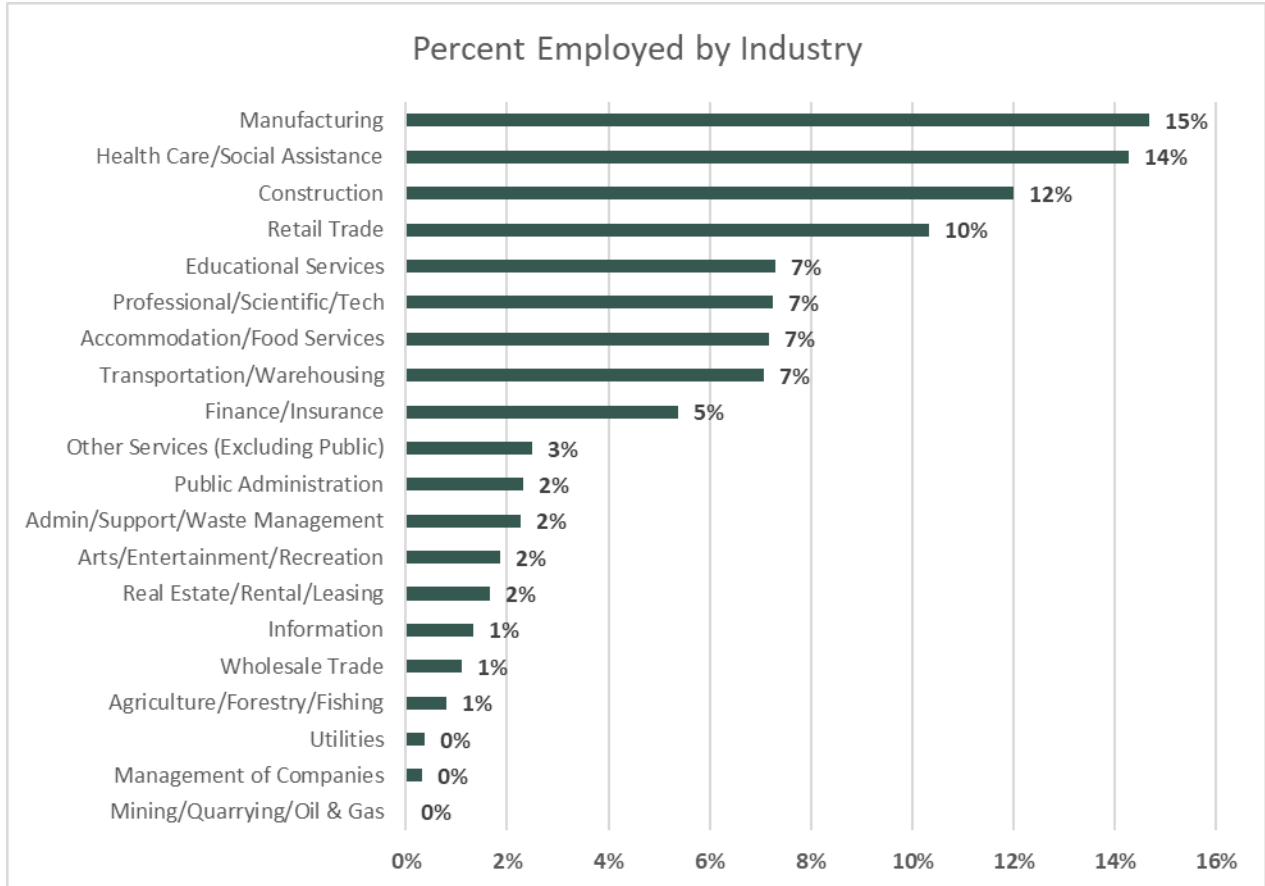


Figure 14: Industry Composition (2023)

2.3.11 Market Potential Index

Esri’s Market Potential data measures the likely demand for a product or service in an area. A Market Potential Index (MPI) compares the demand for a specific product or service in an area with the national demand for that product or service. A value of more than 100 represents higher demand, and a value of less than 100 represents lower demand. For example, a service with a score of 125 translates into being 25% higher than the national average.

MPI scores were pulled for four categories:

1. Exercise/Personal Health Activities
2. Sport Activities
3. Outdoor Activities
4. Enrichment Activities



Exercise/Personal Health Activities

Half of the recorded activities score near or above the national average: swimming, weightlifting, walking for exercise, and jogging/running. In terms of overall participation, walking for exercise is expected to have 34% participation, followed by swimming (17%), weightlifting (14%), and jogging/running (11%). These statistics indicate amenities such as trails, tracks, pools, and indoor recreation space may be popular within the city.

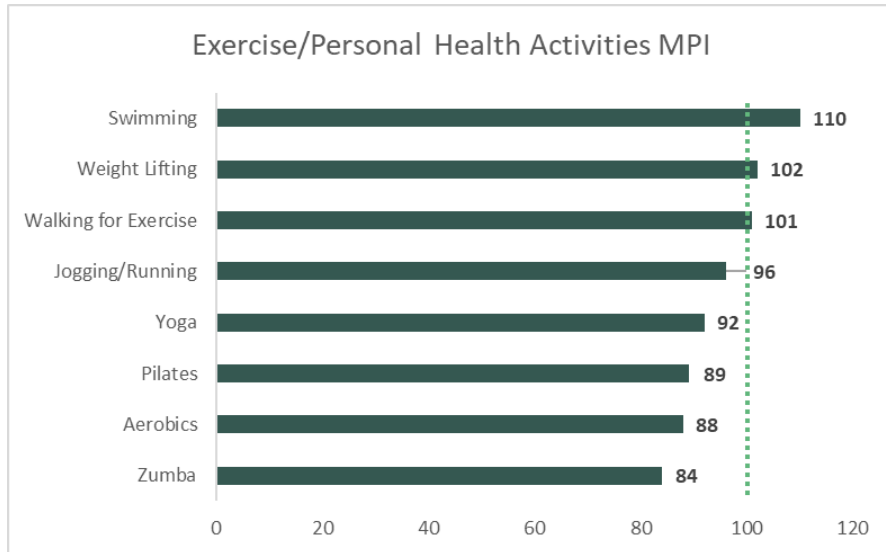


Figure 15: Exercise/Personal Health Activities MPI Scores for Greenfield

Sport Activities

Market research shows a varying degree of consumerism for sport activities. Football, volleyball, and golf score at or above the national average with all other recorded sport activities falling below. The expected population percentage participation is below double digits for all recorded activities as well. These statistics indicate a measured approach to sport programming must be taken by the department.

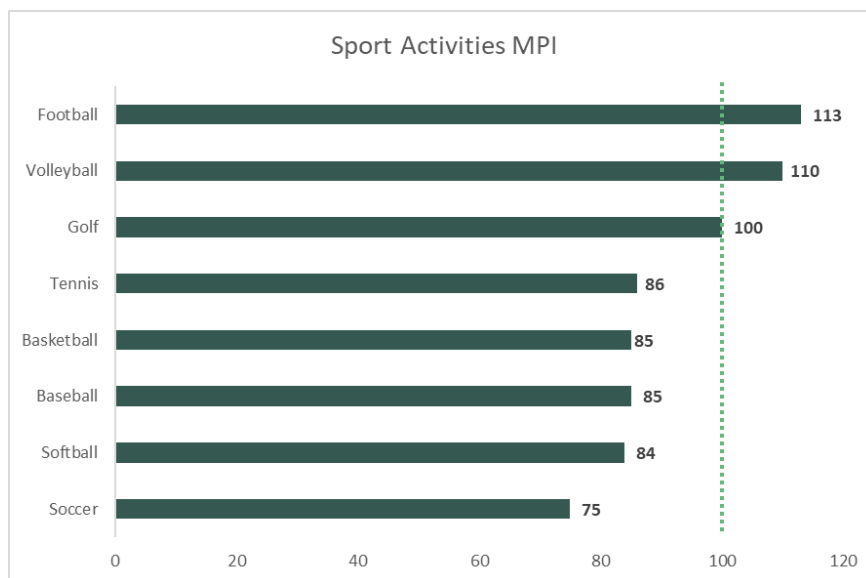


Figure 16: Sport Activities MPI Scores for Greenfield



Outdoor Activities

Many outdoor activities score near or above national averages. These statistics reinforce the idea of potentially increasing and leveraging water access to Brandywine Creek, Little Brandywine Creek, Potts Ditch, Roberts Lake, and enhancing more nature-based programming opportunities around the city.

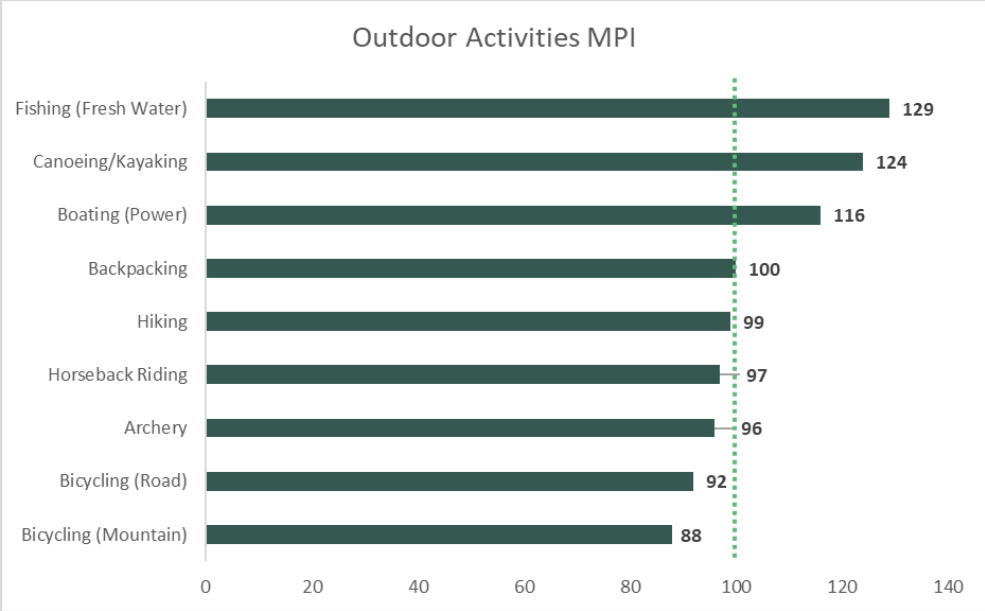


Figure 17: Outdoor Activities MPI Scores for Greenfield





Enrichment Activities

Figure 18 presents a long list of enrichment type activities that Greenfield residents participate in according to market research. The intent of this list is to show diverse resident interest while identifying what role the department can play (if any) in facilitating access to these types of activities and experiences. Based on MPI scores, Greenfield residents exhibit interests in games (electronic, board, and card), aquatics, arts (crafts, visual, and performance), horticulture, education, and cooking.

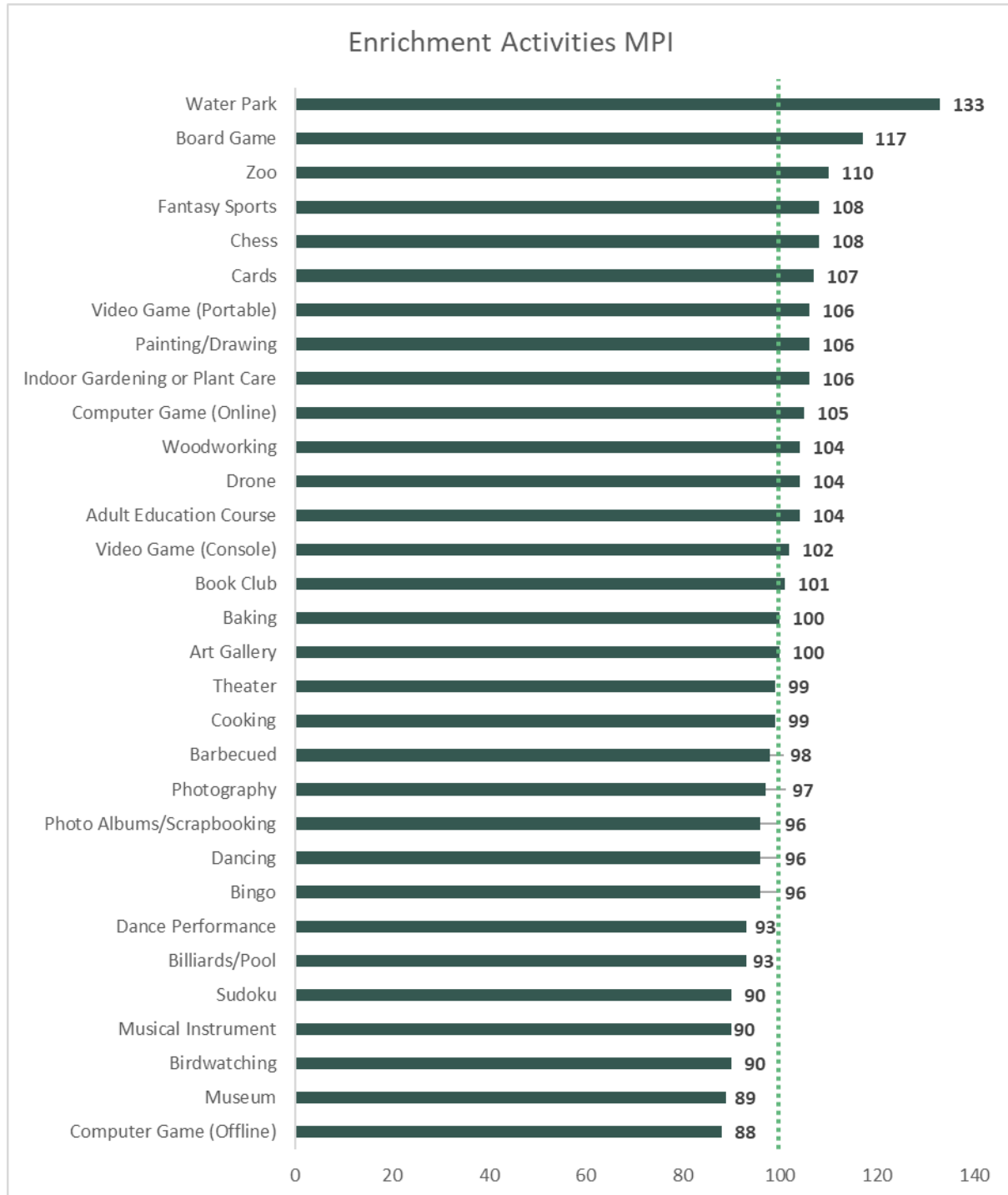


Figure 18: Enrichment Activities MPI Scores for Greenfield



2.3.12 Spending Potential Index (SPI)

Esri’s U.S. Consumer Spending data is based on the latest Consumer Expenditure Surveys (CEX) from the Bureau of Labor Statistics. The Spending Potential Index (SPI) compares the average amount spent locally for a project to the average amount spent nationally. Like the MPI score, an index of 100 reflects the national average.

SPI scores were pulled for two categories:

1. Entertainment/Recreation Fees and Admissions
2. Sports, Recreation, and Exercise Equipment

Entertainment/Recreation Fees and Admissions

Greenfield residents exhibit below average SPI index scores for all spending categories within Entertainment/Recreation Fees and Admissions and Sports, Recreation, and Exercise Equipment topics. These trends may have major implications for the parks department as both spending power *and* willingness to pay/spend may be influential factors on department fees for services and programs. This also translates to marketing efforts because residents’ willingness to spend on recreational activities may be low, but there is still spending occurring meaning the parks department needs to compete to be the leading destination for those dollars.

Entertainment/Recreation Fees and Admissions	
Activity	SPI
Tickets to Parks or Museums	87
Admission to Sporting Events, excl. Trips	85
Membership Fees for Social/Recreation/Health Clubs	81
Fees for Participant Sports, excl. Trips	80
Tickets to Theatre/Operas/Concerts	78
Fees for Recreational Lessons	71

Figure 19: Entertainment/Recreation Fees and Admissions SPI Scores for Greenfield

Sports, Recreation, and Exercise Equipment	
Activity	SPI
Hunting and Fishing Equipment	94
Water Sports Equipment	87
Bicycles	82
Rental/Repair of Sports/Recreation/Exercise Equipment	82
Camping Equipment	81
Exercise Equipment and Gear, Game Tables	79
Other Sports Equipment	77
Winter Sports Equipment	65

Figure 20: Sports, Recreation, and Exercise Equipment SPI Scores for Greenfield

2.3.13 Recreation Impact Fee

The State of Indiana enacted a statute that allows local communities to collect impact fees to pay for capital costs and improvements to infrastructure as a result of proposed new development. The most recent Recreation Impact Fee ordinance for Greenfield was passed in 2023. Having a reliable source for capital improvements is a critical component of the overall capital improvement strategy, but more financial support is warranted from both a maintenance and capital development perspective.



2.3.14 Demographic Implications

Continuing to Enhance Inclusivity

With the recent development of Michael’s Playground, the department has shown its commitment to inclusive recreation. Given the fact that Greenfield residents report relatively high disability status, especially for those under 18, it is imperative to continue enhancing existing recreation facilities while introducing/enhancing inclusive recreation program opportunities and amenities/facilities.

Addressing Inequity

ALICE statistics indicate there is a need within the city’s boundaries for access to essential services. The department can play a large role in addressing systemic inequities by facilitating access to recreation resources and programs through partnerships. Given the city’s diverse industry composition, collaborations with non-traditional sectors may be necessary to expand sponsorships, donations, volunteerism, and overall system support.

Outdoor Recreation

Local market research shows a proclivity to participate in outdoor recreation activities. Since there are water resources throughout the city, it will be important to develop a strategy to enhance access and utility. Many communities around the country are “reclaiming” water resources for reinforcing community pride and establishing the social fabric. Waterfront trails, overlooks, watercraft access points, event spaces, and more are all ways communities are activating their water spaces. Additionally, land-based outdoor recreation activities should continue to be expanded within the city and the department should identify existing and future locations to broaden programmatic offerings – both leader-lead and self-directed recreation experiences.

Workforce Development and Volunteerism

With both young and old interested in participating in the workforce, a focus on internships, counselor-in-training programs, and volunteerism coordination is necessary. It appears Hancock County in general is attracting new residents for its quality-of-life attributes and Greenfield plays an important role, especially parks and recreation services. Therefore, workforce entry points should be identified, supported, and articulated to the community. To strengthen this idea, the department may need increased operational support through the creation of additional staffing positions, enhanced marketing and promotion budget, and/or improved staff recruitment, development, and retention functions.

Willingness to Pay

Since market research shows a low potential willingness to pay for recreation services, the department must be able to fully articulate and express how it is financially supported, why program pricing exists the way it does, and why gap areas may exist in both capital and operational budgets. All recreation programming should adhere to an overall cost recovery philosophy to support the department’s decision-making. It is not the intent of a cost recovery framework to mandate 100% cost recovery; rather, it is the philosophy’s intent to outline *why* a particular program or service’s pricing structure exists the way it does within the context of revenue generation goals.



2.4 Parks and Recreation

The GPRD system contains 14 park locations categorized into Block Parks, Neighborhood Parks, Community Parks, Linear Parks, and Special Use Parks. The system also includes many outdoor amenities such as youth baseball diamonds, pickleball and tennis courts, playgrounds, youth soccer fields, an aquatics park, and more. As demonstrated by **Figure 21**, the system contains sites that hug the city’s border and sites more in the city’s central hub, with little in between. There are opportunities to expand neighborhood park land as more housing developments are created.

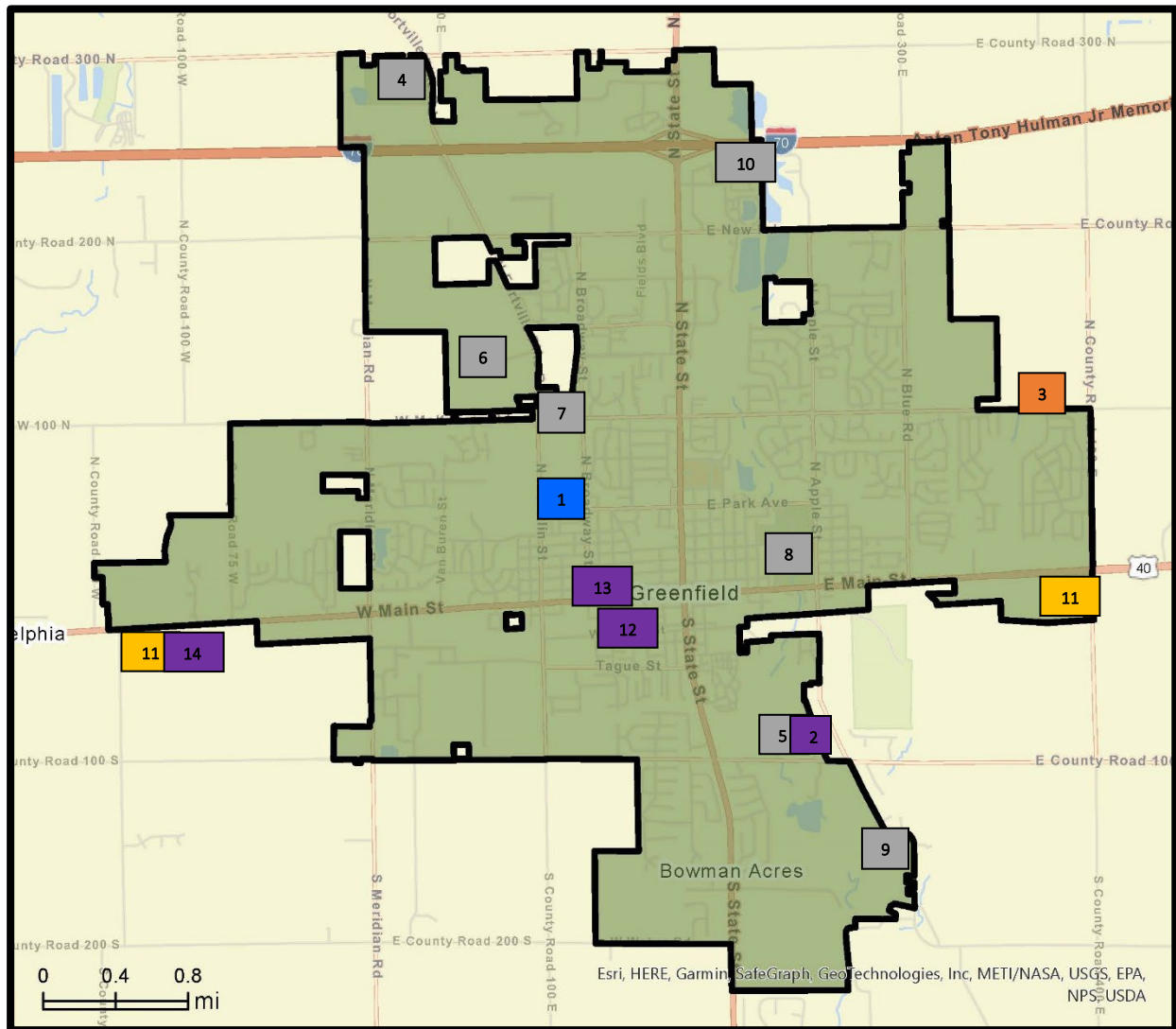


Figure 21: Greenfield Planning Area with Park System Highlighted

1	<i>Commons Park</i>	8	<i>Riley Park</i>	Block Parks
2	<i>Hackney Property</i>	9	<i>Thornwood Preserve</i>	Neighborhood Parks
3	<i>Macy Park</i>	10	<i>Wilson Park</i>	Community Parks
4	<i>Beckenholdt Park</i>	11	<i>Pennsy Trail (terminus)</i>	Linear Parks
5	<i>Brandywine Park</i>	12	<i>Depot Street Park</i>	Special Use Parks
6	<i>Franklin Park</i>	13	<i>Riley Home/Gardens</i>	
7	<i>Mary Moore Park</i>	14	<i>Wetlands Property</i>	



2.4.1 Planning Boundary and Future Development

Parks and recreation services within Hancock County are limited (the *Indiana Statewide Comprehensive Outdoor Recreation Plan* indicates the county has a deficit of ~1,000 local recreation acres). Cumberland has four parks and two trails, Fortville has two parks and a dog park, and McCordsville has two parks. Greenfield has the largest park system in the county. As a result, system users come from surrounding unincorporated areas, neighboring townships and communities, and even neighboring counties.

Figure 22 below shows the existing and future growth boundaries taken from the *2015 City of Greenfield Comprehensive Plan*. Although having its own designation, the City of Greenfield also acknowledges parks, trails, and open space can include floodways, land utilized as cemeteries, wetlands, water bodies, and places where terrain makes development unfeasible. Parks, trails, and open space can also be created in other land use designations to encourage trail and park connectivity. For the purposes of this Master Plan, the planning boundary adheres to the future growth boundaries below.

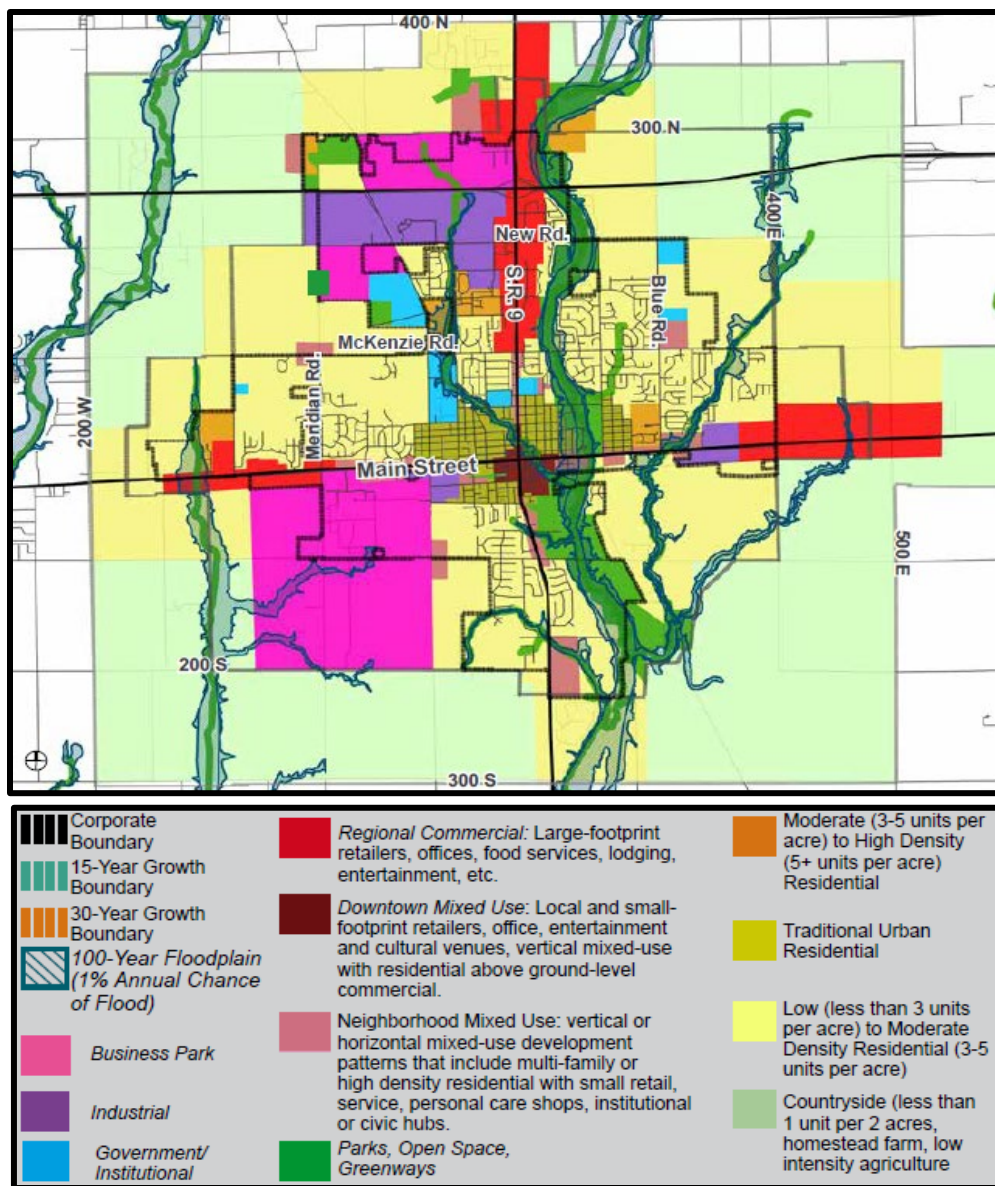


Figure 22: Greenfield Future Land Use Map
 Source: 2015 City of Greenfield Comprehensive Plan



2.4.2 Park Acreage

Figure 23 shows the park acreage currently within the GPRD park system. There are approximately 440 acres of park land available, with an additional 21 acres reserved for future park land development. The GPRD system is largely defined by Community Parks, Special Use Facilities, and the Penny Trail.

2.4.3 Level of Service (LOS)

According to the most recent *City of Greenfield Recreation Zone Improvement Plan*, the Greenfield acres standard is set at 14 acres/1,000 residents. Based on 10-year population projections, GPRD will need to procure additional park land to achieve the standard, especially for smaller parks such as Block and Neighborhood Parks. Additionally, based on the community’s inventory, the following amenities/facilities have been prioritized as a *need* or *top need* based on a four-tiered system also including *marginal need* and *low priority* (listed in alphabetical order):

- Top need
 - Multi-use/nature pathways
 - Park land/open space acres
 - Park shelters/gazebos
 - Playgrounds
 - Skate/bike park
- Need
 - Baseball diamonds
 - Maintenance facilities
 - Multi-purpose fields
 - Recreation/community center
 - Pickleball courts
 - Soccer fields
 - Splashpads
 - Swimming pool/water park

Park	Acreage
Block Parks	
Commons Park	0.30
Subtotal	0.30
Neighborhood Parks	
Macy Park	12.70
Subtotal	12.70
Community Parks	
Beckenholdt Park	77.53
Brandywine Park	61.99
Franklin Park	27.00
Mary Moore Park	8.00
Riley Park	47.60
Thornwood Preserve	40.00
Wilson Park	34.80
Subtotal	296.92
Linear (Greenways and Trails)	
Penny Trail	85.29
Subtotal	85.29
Special Use	
Depot Street Park	1.22
Hackney Property	10.15
Riley Home/Gardens	0.60
Wetlands Property	32.65
Subtotal	44.62
Grand Total	439.83

*Note: Have an additional 21 acres land banked for future park land development.

Figure 23: GPRD System Inventory

It should be noted that these standards are based on current assumptions of community need and must be more comprehensively evaluated via benchmarking/supply analysis along with community input. Then, the Park Board and GPRD can make more informed plans to close identified deficiency gaps as more residents move into Greenfield.



Chapter 3 - Facility and Program Supply Analysis

3.1 Methodology

Parks and recreation agencies have often employed a research technique called benchmarking when developing system planning documents. Benchmarking is intended to help an agency understand how they “stack up” or compare to agencies of similar size, nature, and scope. Today, the National Recreation and Park Association (NRPA) compiles data from municipalities and parks and recreation agencies across the country annually via their Park Metrics database. Park Metrics provides insights into “average” statistics in terms of park land provided per 1,000 residents, trail miles, full-time equivalents (FTEs), budget allocation, and much, much more, diminishing the need to develop customized benchmarking forms and research. As a result, this comparison’s results are two-fold: 1) they provide an overview of Greenfield Parks & Recreation’s (“Greenfield”) inventory and supply and 2) they show how the inventory and supply relates to agencies of similar scope.

All metric standards represent the *median* statistic based on the NRPA’s park and recreation agency performance benchmarking tool. It should also be noted that this process is self-selected, meaning park and recreation agencies choose to participate *and* upload their own information. For each benchmark category, the median metric is presented. For the purposes of this benchmark, metrics for all cities, service population between 20,000-49,999 people, 1,501-2,500 population per square mile, and maintain 10-19 parks are listed to provide additional lenses to view benchmark metrics.

3.2 Results

3.2.1 Park Land and Trails

Greenfield has a higher level of service (LOS) for the number of residents per park and acres of park land per 1,000 residents. This means based on industry comparisons, Greenfield residents have access to more park space compared to the “average” park system. Regarding trail miles, Greenfield offers more than agencies of similar size but aligns with agencies of a similar population density. According to the *Indiana SCORP*, Greenfield’s 17.9 acres per 1,000 people is close to the state recommended guideline of 20 acres per 1,000 people.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Residents per Park	1,750	2,000	2,000	2,200	2,200
Acres of Park Land per 1,000 Residents	17.9*	11.5	11.3	12.3	10.1
Miles of Trail**	16.8	16	8	18	8

*There is an additional 21 acres of undeveloped park land available.

**Trail miles are a combination of paved and unpaved.

Table 2: GPRD Park Land and Trails Benchmark



3.2.2 Outdoor Facilities

Greenfield aligns with industry benchmarks for LOS for dog parks, lacrosse fields, outdoor swimming pools, playgrounds, tennis courts, skate parks, and youth softball diamonds. Greenfield offers a high level of service for youth baseball diamonds, pickleball courts, skate parks, and youth soccer fields. Related to seemingly lower levels of service, Greenfield is below industry medians related to basketball courts and multi-purpose fields. Of note, the park land space at Brandywine Park is calculated as youth soccer fields and not multi-purpose fields. Additionally, Greenfield provides amenities not tracked by NRPA such as park shelters and a splashpad. These are amenities that all help add to the Greenfield LOS, even if a national benchmark comparison cannot be made.

When examining outdoor amenities offered by agencies of similar size and scope, facilities for future consideration may include community gardens, multi-use courts, and adult size baseball and softball fields. Before any recommendation can be made, further public engagement and analysis is required.

The percentages in the chart below represent the percentage of agencies that offer this type of outdoor facility/amenity based on the benchmark characteristic. The numbers in the table represent the LOS metric (i.e., 1 facility/amenity for every X number of people).

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Baseball Diamond (Adult)	-	59%	55%	59%	50%
	-	20,300	20,000	18,200	16,500
Baseball Diamond (Youth)	9	83%	85%	85%	80%
	2,700	6,600	5,000	7,000	6,000
Basketball Courts	2	91%	88%	92%	86%
	12,300	7,000	7,100	7,600	8,000
Community Gardens	-	57%	53%	58%	41%
	-	30,300	26,700	39,000	22,000
Cricket Fields	-	15%	7%	16%	10%
	-	105,500	34,700	112,800	71,700
Dog Parks	1	77%	63%	76%	60%
	24,600	40,600	28,000	44,000	28,900
Field Hockey Fields	-	3%	7%	7%	3%
	-	38,000	17,300	18,000	15,000
Football Fields	-	39%	32%	42%	29%
	-	29,000	18,800	30,700	17,600
Lacrosse Fields	1	11%	14%	15%	5%
	24,600	37,800	16,600	19,400	33,000



Multi-Purpose Fields (Natural)	1	71%	72%	68%	70%
	24,600	9,100	7,700	8,800	8,800
Multi-Purpose Fields (Synthetic)	-	23%	23%	24%	15%
	-	43,200	25,300	31,000	26,500
Multiuse Courts	-	51%	46%	48%	45%
	-	16,800	14,800	17,200	14,800
Outdoor Ice Rink	-	19%	17%	19%	14%
	-	15,800	13,200	20,100	12,200
Outdoor Pickleball Courts	6	32%	29%	38%	29%
	4,100	13,300	9,300	12,400	9,500
Outdoor Swimming Pool	1	60%	41%	58%	38%
	24,600	36,600	25,200	38,700	19,000
Outdoor Tennis Courts	4	81%	77%	82%	71%
	6,100	5,400	5,800	6,000	5,200
Overlay Fields	-	7%	10%	10%	5%
	-	16,600	9,500	20,700	7,400
Playgrounds	8	95%	96%	97%	97%
	3,100	3,300	3,000	3,500	3,800
Shelters	7	-	-	-	-
	3,500	-	-	-	-
Skate Park	1	49%	37%	53%	41%
	24,600	57,200	32,000	54,100	25,700
Soccer Fields (Adult)	-	47%	42%	51%	40%
	-	14,000	10,800	12,700	11,500
Soccer Fields (Youth)	23	55%	51%	58%	46%
	1,100	7,300	5,000	6,500	7,300
Softball Diamond (Adult)	-	71%	67%	69%	60%
	-	13,600	11,800	13,800	12,000
Softball Diamond (Youth)	3	68%	64%	65%	57%
	8,200	12,000	9,000	13,700	7,800
Sprayground/Splashpad	1	-	-	-	-
	24,600	-	-	-	-

Table 3: GPRD Outdoor Facilities Benchmark



3.2.3 Indoor Facilities

Greenfield offers one community and senior center combination facility located at Riley Park. This is also home to the department’s main office. Based on communities of similar size and scope, Greenfield may be ready for a recreation center. Recreation centers provide a year-round option for programming, drop-ins, and membership potential. Greenfield also has the Riley Boyhood Home & Museum which offers tours and is used as a rental facility/programming space.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Aquatics Centers	-	33%	24%	31%	31%
	-	56,100	31,600	53,600	37,400
Arenas	-	8%	5%	12%	4%
	-	78,300	24,600	91,000	96,000
Community Centers	1	62%	57%	64%	56%
	24,600	27,500	27,000	34,000	23,200
Indoor Ice Rinks	-	13%	11%	14%	5%
	-	43,200	24,800	60,700	17,400
Nature Centers	-	29%	20%	35%	21%
	-	99,800	32,000	101,500	48,300
Performance Amphitheaters	-	45%	34%	45%	32%
	-	58,700	30,300	59,400	33,900
Recreation Centers (including gyms)	-	69%	59%	70%	50%
	-	33,500	24,400	32,400	22,200
Senior Centers	1	50%	42%	48%	32%
	24,600	65,400	31,200	73,300	28,300
Stadiums	-	22%	13%	24%	14%
	-	68,300	31,000	72,100	27,900
Teen Centers	-	15%	13%	10%	12%
	-	59,700	31,600	58,200	23,300

Table 4: GPRD Indoor Facilities Benchmark



3.2.4 General Programming

Greenfield offers many types of recreation activities most provided by the “typical” parks and recreation agency. In terms of potential programming to add, health and wellness education, individual and team sports, racquet sports, performing arts, and Martial Arts are offered by a large percentage of agencies of similar size and scope.

The percentages in the table below represent the percentage of agencies that offer this type of recreation programming based on the benchmark characteristic.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Aquatics	<input checked="" type="checkbox"/>	77%	65%	75%	59%
Cultural Crafts	<input type="checkbox"/>	64%	59%	73%	57%
eSports/eGaming	<input type="checkbox"/>	25%	20%	26%	15%
Fitness Enhancement Classes	<input checked="" type="checkbox"/>	85%	86%	87%	76%
Golf	<input type="checkbox"/>	52%	40%	63%	34%
Health and Wellness Education	<input type="checkbox"/>	82%	80%	84%	75%
Individual Sports	<input type="checkbox"/>	81%	77%	79%	73%
Martial Arts	<input type="checkbox"/>	61%	62%	58%	49%
Natural and Cultural History	<input checked="" type="checkbox"/>	65%	56%	72%	57%
Performing Arts	<input type="checkbox"/>	66%	65%	71%	57%
Racquet Sports	<input type="checkbox"/>	76%	73%	75%	62%
Running/Cycling Races	<input type="checkbox"/>	51%	44%	56%	43%
Safety Training	<input type="checkbox"/>	72%	65%	75%	64%
Social Recreation Events	<input checked="" type="checkbox"/>	91%	90%	94%	83%
Team Sports	<input type="checkbox"/>	92%	90%	89%	82%
Themed Special Events	<input checked="" type="checkbox"/>	92%	91%	94%	86%
Trips and Tours	<input checked="" type="checkbox"/>	61%	63%	61%	53%
Visual Arts	<input checked="" type="checkbox"/>	64%	57%	66%	54%

Table 5: GPRD General Programming Benchmark



3.2.5 Targeted Programs

Greenfield offers a less common targeted program compared to agencies of similar size and scope: preschool; however, it also offers two targeted program areas aligned with national averages: senior programming and summer camps. Three program areas should be considered for inclusion including programs for people with disabilities, specific teen programs, and STEM programs based on the percentage of similar agencies that offer them around the country. Again, public engagement should validate any potential programmatic expansion.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
After School Programs	<input type="checkbox"/>	55%	47%	61%	43%
Before School Programs	<input type="checkbox"/>	15%	19%	15%	13%
Full Daycare	<input type="checkbox"/>	6%	6%	4%	4%
Preschool	<input checked="" type="checkbox"/>	28%	32%	35%	30%
Programs for People with Disabilities	<input type="checkbox"/>	65%	55%	65%	55%
Specific Senior Programs	<input checked="" type="checkbox"/>	82%	77%	84%	72%
Specific Teen Programs	<input type="checkbox"/>	68%	61%	78%	60%
STEM Programs	<input type="checkbox"/>	57%	49%	66%	48%
Summer Camp	<input checked="" type="checkbox"/>	81%	86%	88%	74%

Table 6: GPRD Targeted Programming Benchmark

3.2.6 Staffing

Based on Greenfield’s size (both city population and park land), the department is understaffed. A full-time equivalent (FTE) statistic represents the total number of hours available for maintaining and operating a park system divided by 2,080 (the number of hours attributed to a full-time employee). By using the FTE metric, Greenfield can normalize staffing levels across full-time, part-time, and seasonal staff. Based on 21 FTEs, Greenfield has approximately 43,680 hours available to manage its park system. This statistic does not account for vacation, sick time, meetings, travel, etc. and is purely a full-time pay scale figure.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Full-Time Equivalents (FTEs)	21	60	32	74	29
FTEs per 10,000 Residents	8.7	10.3	10.7	9.9	8.6

Table 7: GPRD Staffing Benchmark



3.2.7 Budget Metrics

Greenfield’s 2022 actuals showed a \$1.2 million budget, a figure well below benchmark statistics. Additionally, Greenfield has a low operating expenditure per capita, per acre, and per FTE figure. Greenfield generates a low revenue per capita amount compared to benchmark statistics which translates into a lower cost recovery percentage.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Annual Operating Expenditures	\$1.2M	\$6.5M	\$3.3M	\$7M	\$3.2M
Operating Expenditures per Capita	\$50	\$108	\$104	\$96	\$92
Operating Expenditures per Acre	\$2,800	\$8,200	\$8,100	\$6,400	\$7,300
Operating Expenditures per FTE	\$58,000	\$105,400	\$100,000	\$100,700	\$107,000
Revenues per Capita	\$7	\$22	\$25	\$22	\$22
Revenue as a Percentage of Operating Expenditures (Cost Recovery)	13%	20%	26%	22%	22%

Table 8: GPRD Budget Metrics Benchmark

3.2.8 Distribution of Operating Expenditures

When examining the distribution of operating expenditures, Greenfield aligns well with benchmark statistics.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Personal Services	55%	56%	54%	55%	54%
Operating Expenses	38%	37%	37%	37%	36%
Capital Expense (Not In CIP)	1%	5%	6%	5%	8%
Other	6%	2%	3%	3%	2%

Table 9: GPRD Distribution of Operating Expenditures Benchmark



3.2.9 Sources of Operating Expenditures

In terms of sources for operating expenditures, Greenfield relies more on the general fund than benchmark statistics; however, the general fund is supplemented by other dedicated taxes and earned/generated income.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
General Fund Tax Support	83%	67%	58%	60%	63%
Earned/Generated Income	10%	19%	25%	23%	21%
Dedicated Levies	-	5%	7%	8%	8%
Other Dedicated Taxes	7%	4%	3%	4%	2%
Grants	-	2%	2%	1%	2%
Sponsorships	-	1%	1%	1%	1%
Other	<1%	2%	4%	3%	3%

Table 10: GPRD Sources of Operating Expenditures Benchmark

3.2.10 Capital Budget

The median statistic for capital improvement spending is \$11 million over a five-year period for all cities. Based on capital expense actuals from 2018-2022, Greenfield aligns with the median statistic for all cities and those with a similar population density. It should be noted Greenfield had an impressive five-year period with its ability to secure grant funding and use of bond revenues.

Metric	Greenfield	All Cities	20,000-49,999 Population Served	1,501-2,500 Population Per Square Mile	10-19 Parks Maintained
Five-Year Capital Budget Spending	\$11.8M*	\$11M	\$5M	\$11M	\$4M

*Sources of funding: bond – \$2.6M; community foundation – \$260,000; LWCF grant – \$2.3M; Next Level Trails – \$1.2M; Stellar Grants – \$370,000; impact fees – \$173,000; and all else from general fund, non-reverting, operational funds, or gifts/donations.

Table 11: GPRD Capital Budget Benchmark

3.3 Discussion and Implications

3.3.1 System Investment

Based on benchmark statistics, Greenfield’s parks and recreation department is understaffed and underfunded. The park system’s size is appropriate based on the population served; however, the actual ongoing/routine monetary investment is half of that of similar agencies. Even with an aligned distribution



of expenses (in terms of percentages) as agency benchmarks, there is a low amount of money expended on an annual basis to maintain and operate the system. Over time, this will continue to increase the reliance on capital funding and recapitalization of park assets and facilities. Also, it is more difficult to achieve expected asset and facility lifecycles with a lower level of maintenance and operations activities occurring within the system.

3.3.2 Recreation Space for a Growing Community

Greenfield's population size lends itself to an indoor recreation space conversation. Communities of similar size typically have dedicated indoor recreation space or are planning to develop it. Matched with the statistic that Greenfield's population is expected to continue increasing, more conversation is warranted to determine when and how indoor recreation space can be added to the park system. This type of asset/facility can help improve earned income through expanded programming, drop-ins, and membership opportunities.

3.3.3 Right Sizing and Supporting Sports/Athletics

Greenfield exhibits a high level of service for many sports facilities based on benchmark statistics. As a result, it is imperative for the department to:

- 1) Pay attention to both national and local trends related to sport participation.
- 2) Provide support amenities to maximize the high level of service being provided.

First, with so many athletic facilities being provided, it is critical to stay abreast of participation trends to continue right sizing the number of sports facilities necessary to provide. Second, with a high level of service offered, it is necessary to leverage tournament play and willingness to pay by providing needed support amenities and formalizing fields. Typically, the more user and spectator amenities provided, the more participation, income, and brand awareness that can be generated.

3.4 Accessibility

The City of Greenfield affirms its commitment to nondiscrimination annually by publishing its *Annual Title VI Implementation Plan*. In the document, the City outlines its notice and policy, assurances and implementation, organization and staffing, and analysis and review of its existing Title VI program. In addition, the following core statements are made pursuant to the requirements of Section 504 of the Rehabilitation Act of 1973:

- "The City of Greenfield, Indiana gives assurance that no qualified disabled person shall, solely by reason of disability, be excluded from participation in, be denied the benefits of or otherwise be subjected to discrimination..."
- "The City of Greenfield, Indiana also assures that every effort will be made to prevent discrimination through the impacts of its programs, policies and activities on minority and low-income populations. In addition, the City of Greenfield, Indiana will take reasonable steps to provide meaningful access to services for persons with limited English proficiency (LEP)."

3.4.1 Parks and Recreation Accessibility

GPRD is making strides to increase accessibility within the park system. The most recent example is the development of Michael's Playground. This playground is Greenfield's first inclusive playground and is dedicated to Mayor Chuck Fewell's grandson who was affected by Hunter's Syndrome, a rare genetic disorder, and later passed away at the age of 15. Site amenities include a pavilion, universal carousel, inclusive twister structure, outdoor playground instruments, and parking.



The 2015 *City of Greenfield ADA Transition Plan* is the most recent city-wide planning document for ADA improvements. GPRD’s best practice is to utilize www.ADA.gov to keep current with laws, regulations, and standards. As a result, the following actions have been implemented within the park system since the previous *Five-Year Parks and Recreation Master Plan* cycle:

- Replaced all system playground surfacing (mostly sand) and installed Fibar.
- Riley Park restroom remodel with ADA compliant fixtures, stalls, and access sidewalks.
- ADA compliant ramp installation as part of a lookout tower at Beckenholdt Park.

GPRD’s best practice is to ensure all new developments comply with ADA standards while systematically renovating existing park structures and features for compliance as an ongoing process.

3.4.2 ADA Public Notice

All Title VI and ADA documents are located online at www.greenfieldin.org/title-vi-resources. There, residents have access to the following documents:

- Notice Under the Americans with Disabilities Act
- Complaint Procedures
- Grievance Procedures
- Title VI Complaint Log
- Title VI Complaint Form
- Title VI Implementation Plan for Greenfield
- Title VI Voluntary Public Involvement Survey

Additionally, GPRD utilizes signage at main entry points for parks and facilities that provide guidance on where to access Title VI and ADA-related materials.

3.4.3 Grievance Procedure

1. Any citizen or employee who has a complaint regarding the City's alleged non-compliance with the ADA may file a written complaint within sixty (60) days of an incident or of the receipt of information of such alleged non-compliance.
2. That such written complaints filed by citizens shall be filed with the Engineering Office of the City of Greenfield.
3. Within 15 calendar days after receipt of the complaint, the City Engineer, or his/her designee, will meet with the complainant to discuss the complaint and the possible resolutions. Within 15 calendar days of that meeting, the City Engineer, or his/her designee, will respond in writing, and



Figure 24: Notice Under the Americans with Disabilities Act



where appropriate, in a format accessible to the complainant, accessible formats may include: large print, Braille, or audio tape. The response will explain the position of the City of Greenfield and offer options for substantive resolution of the complaint.

4. If the response by the City Engineer, or his/her designee, does not satisfactorily resolve the issue, the complainant and/or his/her designee may appeal the decision within 15 calendar days after receipt of the response to the Board of Public Works & Safety.
5. Within 15 calendar days after the receipt of the appeal, the Board of Public Works president, or his/her designee, will meet with the complainant to discuss the complaint and possible resolutions. Within 15 calendar days after the meeting, the Board of Public Works president, or his/her designee, will respond in writing and, where appropriate, in a format accessible to the complainant, with a final resolution of the complaint.
6. All written complaints received by the City Engineer, or his/her designee, appeals to the Board of Public Works president, or his/her designee, and responses from these two offices, will be retained by the City of Greenfield for at least three years.

Mitch Ripley
Title VI Coordinator
10 S. State Street
Greenfield, IN 46140
mripley@greenfieldin.org

Jason Koch, PE
ADA Coordinator
10 S. State Street
Greenfield, IN 46140
jkoch@greenfieldin.org





3.4.4 ADA Accessibility Sign-Off Sheet


	GREENFIELD PARKS AND RECREATION
	280 N. Apple Street Greenfield, Indiana 46140
	Parks Dept. Phone: 317-477-4340 Senior Center Phone: 317-477-4343 FAX: 317-477-4341 Website: www.parksingreenfield.com Email: parks_rec@greenfieldin.org
<p>Mayor Guy Titus</p> <p>Parks and Recreation Board Deby Low Kristi Baker Rick Roberts David Nickel John Rhim</p> <p>Administration Ellen Kuker Director</p> <p>Julie Patterson Assistant Director</p> <p>Bobbi Anderson Administrative Assistant</p> <p>Josh Gentry Maintenance Operations Manager</p> <p>Madison Ritchison Program/Events Specialist</p> <p>Carrie Young Customer Service Specialist</p>	<p style="text-align: center;">ASSURANCE OF ACCESSIBILITY COMPLIANCE WITH:</p> <p style="text-align: center;">ARCHITECTURAL BARRIERS ACT of 1968 (As Amended); SECTION 504 OF THE REHABILITATION ACT OF 1973 (As Amended); AND TITLE II OF THE AMERICANS WITH DISABILITIES ACT OF 1990 (As Amended)</p> <p>The Greenfield Board of Parks and Recreation has read the guidelines for compliance with the Architectural Barriers Act of 1968 (As Amended); Section 504 of the Rehabilitation Act of 1973 (As Amended); and Title II of the Americans with Disabilities Act of 1990 (As Amended) and will comply with the applicable requirements of these Acts.</p>
	<p>SIGNATURE: <u><i>Deby Low</i></u></p> <p style="text-align: center;">APPLICANT PRESIDENT</p> <p style="text-align: center;"><u>Deby Low</u></p> <p style="text-align: center;">(Printed Name)</p>
	<p>SIGNATURE: <u><i>[Signature]</i></u></p> <p style="text-align: center;">SECRETARY OR ATTORNEY</p> <p style="text-align: center;"><u>Richard P. Roberts</u></p> <p style="text-align: center;">(Printed Name)</p>
	<p>DATE: <u>03/20/2024</u></p>
	
	

Figure 25: Signed Assurance of Accessibility Compliance



3.5 Recreation Events and Programs

3.5.1 Events

Summer Concert Series

Both Entertainment @ Depot Street Park and Live @ the Rails bring in between 500-2,000 people for each concert/show. The entertainment is made possible via partnerships and sponsorships. Depot Street Park, the newest park within the GPRD system, is home to the summer concert series and its location helps facilitate downtown business commerce.

Summer Movie Series

Another community event activity provided by sponsorships is the summer movie series. Films are shown in different parks and city facilities including Depot Street Park, Kathy Dowling Aquatic Center, and Ricks Theater. The summer movie series attracts several hundred people.

3.5.2 Programs

GPRD offers many programs annually, spanning many age segments and program interest areas including Preschool, Kids Kamp, Daddy Daughter Dance, Glow in the Park, Art School, Rover's Howl-O-Ween, Trunk or Treat, Turkey Day 5k, Pet Photos with Santa, and much more. Together, GPRD generates around \$350,000 for the Non-Reverting Fund.

3.5.3 Senior Center

The Greenfield Senior Citizens Center provides programs and services that promote healthy lifestyles for those 55 and older. Membership is free and provides access to multiple social, recreational, and educational programs such as:

- Educational
 - Computer classes, health and wellness programs, guitar, quilting, wood carving, and more.
- Lifestyle
 - Fitness room usage, yoga, and more.
- Social and recreational
 - Billiards, euchre, bridge, BINGO, day trips, and more.

3.5.4 Riley Home and Museum

The Riley Home and Museum is open for public and group tours. There were over 1,000 museum visitors in 2022 including adults, seniors, children, and students. In addition to the Riley Home and Museum, 'Lizabuth Ann's Kitchen is available for rental for up to 50 people at a time. An average of 140 rentals occurred in 2021 and 2022, generating approximately \$14,000 annually. Renters can host events that invite guests to enjoy a pioneer era property with beautiful gardens set in historic downtown Greenfield.

3.5.5 Program Expansion

Currently, indoor recreation space is limited which hinders GPRD's ability to expand recreation programs. The main park office shares space with the senior center which means indoor space is currently reserved for administrative purposes and senior programming. The ability to expand recreation programming is influenced largely by the ability for additional space and staffing levels. More investigation is warranted to understand the need for indoor recreation space.



Chapter 4 - Community Engagement

4.1 Stakeholder Interviews and Focus Groups

Zec Eight Insights conducted stakeholder interviews and focus groups in August and September 2023 via Zoom. Zoom meetings lasted one hour and individual interviews lasted 30 minutes. Invited and engaged stakeholders included: Park Board members, City Council members, County Commissioner members, Chamber of Commerce, Hancock County Economic Development, Community Foundation of Hancock County, Greenfield Main Street, Hancock County Tourism, Board of Works, Hancock Health Hospital, Greenfield Schools, local business owners, and non-profit groups and leaders.

Talking with vested stakeholders allowed the consultant to understand overarching goals and objectives for the *Five-Year Parks and Recreation Master Plan* while also providing key context to the planning process. The following key themes were derived from the stakeholder interview and focus group process. Of note, the themes are not presented in any order of magnitude or importance; rather, these represent a comprehensive listing of the most salient ideas.

4.1.1 Key Themes

Remain authentic to who Greenfield is. Stakeholders have a strong desire to see GPRD grow and expand with its past in mind; however, that does not mean strictly doing the things that have always been done. As the county's largest city, Greenfield is a catalyst for the county's growth and embracing its "small town" feel will be important as the community expands. For example, identifying more opportunities for social connections (like the Depot Street Park events and concerts) will be an important aspect of GPRD's identity as growth and development occurs.

There is a direct correlation between parks and recreation and community health. Hancock County has the goal to be the healthiest county in the state. Currently, Hancock County is ranked 4th in the state, up from 27th in 2011 (earliest recorded data year available). Stakeholders acknowledge the importance of greenspace, community events, and trails/pathways and how they attribute to the rural county's ability to be a top-five healthiest county in Indiana; therefore, there is widespread support of parks and recreation services, facilities, and programs in Greenfield beyond local government.

There is a need for dedicated indoor recreation and community space. Stakeholders desire to see the ability to offer recreation programming year-round in dedicated spaces. Like other Midwest states, Indiana communities are continuing to seek solutions for four-season recreation. Currently, GPRD has a challenge with activating the community over the winter months and must rely on partnerships and similar providers to help address community recreation needs during this time.

Explore more partnerships and funding opportunities. Since there is a strong connection between parks and recreation and community health, stakeholders want to see more partnerships with a variety of organizations and interest to continue enhancing local health and wellness. Specific partnerships mentioned include the Community Foundation, Rotary, Greenfield Main Street, Arts Council, Chamber of Commerce, private businesses, local home builders, and surrounding communities.

Beyond partnerships, there is a desire to see more funding sources used for the park system. Stakeholders spoke about capital bonds, establishing a dedicated endowment fund/foundation, leveraging recreation program fees, and the continual utilization of Recreation Impact Fee collections.



Invest in infrastructure improvements. With recent capital funding injections into the system via American Rescue Plan Act (ARPA) funds and grants, stakeholders indicate they are ready to see more done with the system, particularly Riley Park and Brandywine Park. Riley Park is synonymous with the GPRD park system as it is arguably the system’s most well-known location. As such, residents often have fond memories of playing at the park from when they were little, and they desire to see the park revamped, updated, and new amenities added to it. Namely, stakeholders are ready to see the Riley Park vision plan implemented.

Additionally, stakeholders desire to see Brandywine Park updated. The park is currently home to a multitude of youth soccer fields; however, the park is not particularly “formalized” meaning there are not a lot of support amenities for the park site to assist with the amount of use the park receives. For example, stakeholders indicated a desire to see restrooms, lighting, shade structures, seating, dedicated parking, and more formalized pathways throughout the site. Basically, stakeholders are ready to see site amenities commensurate with the level of play and spectator/user expectations for the site.

Continue to leverage and enhance trail system connections. The Pennsy Trail has been a locally and regionally acclaimed asset, and its success has spurred a desire for more. Stakeholders want to see expanded trail connections, and possibly, all parks connected via spur trails. With an already high level of service, stakeholders acknowledge there will be a desire to maintain and increase it.

4.2 Public Input Opportunities

Three public input opportunities were offered throughout the planning process and generated interactions with over 300 individuals:

- 1) User-intercept at summer concert series (60 people).
- 2) Online community survey (194 people).
- 3) In-person public meeting (0 people).
- 4) User-intercept at Trunk or Treat community event (53 people).

4.2.1 Summer Concert Series

Zec Eight Insights created a public input station at the August 26, 2023 No Fences summer concert at Depot Street Park. The station was positioned at the pedestrian access gate and people were able to vote on preferred communication methods and the most important programs and facilities to them and their households. Approximately 60 people participated. **Figures 26-28** on the following pages represent the preferences from the input process, but below are the top-three results:

- Most important programs
 - Special events
 - Youth mentoring programs
 - Aquatics
- Most important facilities
 - Nature trails
 - Paved trails
 - Seasonal ice-skating rinks
- Most important communication methods
 - Facebook
 - At events
 - Digital signs



Most Important Recreation Programs (Participants Had One Quarter, Dime, Nickel, and Penny)



Figure 26: Most Important Recreation Programs from Summer Concert Series Input Session



Most Important Recreation Facilities (Participants Had One Quarter, Dime, Nickel, and Penny)

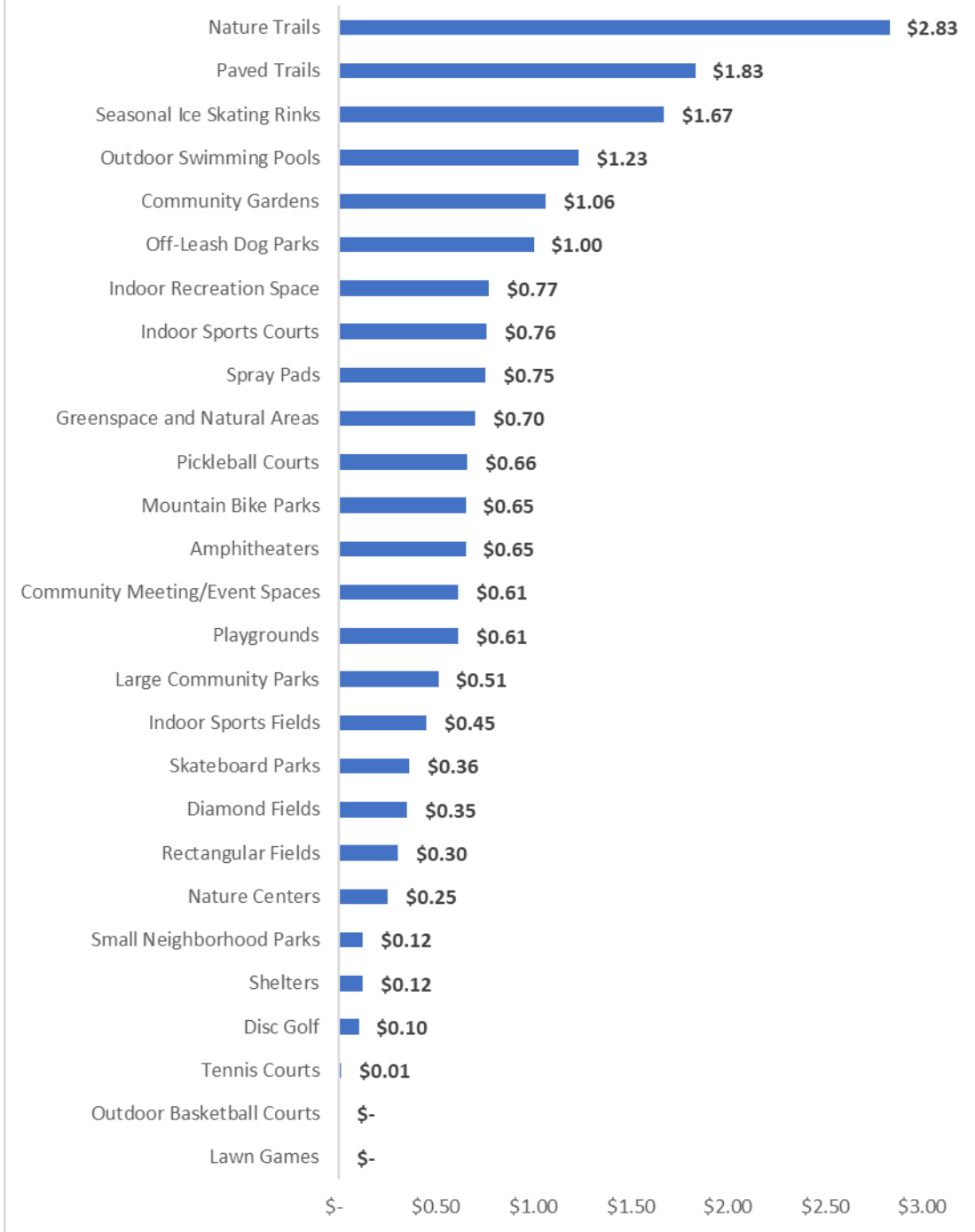


Figure 27: Most Important Recreation Facilities from Summer Concert Series Input Session

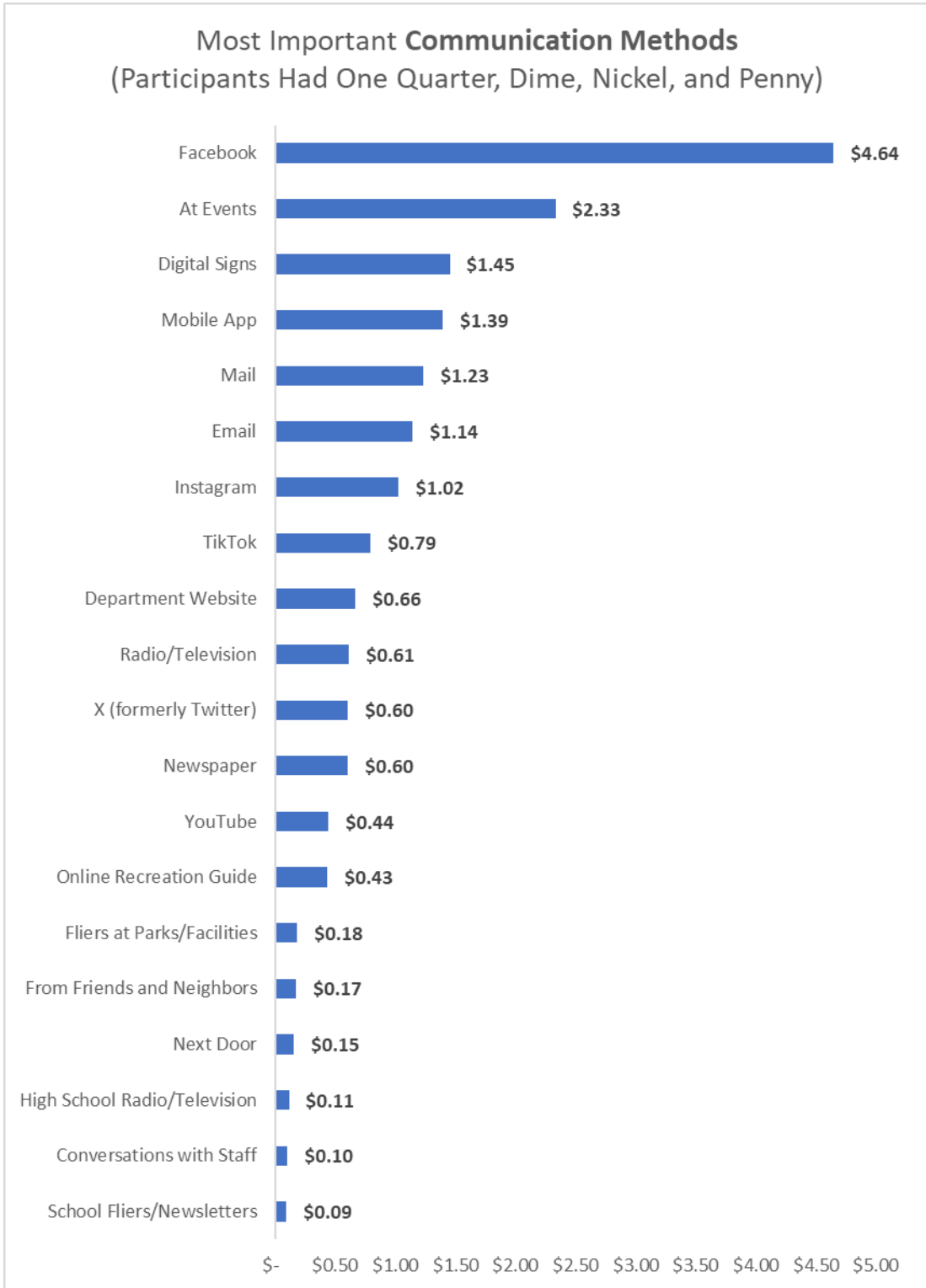


Figure 28: Most Important Communication Methods from Summer Concert Series Input Session



4.2.2 Online Survey

An online survey was launched to solicit general public feedback about parks and recreation services in Greenfield. It launched at the August 26 concert and was closed on September 22. The survey consisted of 16 questions and took users an average of five minutes to complete. A total of 194 responses were recorded, consisting of 90% residents and 10% non-residents. Non-residents were allowed to participate in the survey because of the regional draw from GPRD events and programs. The survey was advertised in person, on social media, and in the newspaper. Survey results can be found in the **Appendix**.

4.2.3 Public Meeting

A public meeting was held on September 20, 2023 from 6-7pm in the Council Chambers. Advertisements were distributed via social media and the newspaper (**Figure 30**). No one from the public attended the meeting so the consultant presented the findings to the Park Board. As a result, an additional public engagement opportunity was added for the fall. Specifically, it was determined an additional intercept opportunity was merited.

4.2.4 Trunk or Treat

On October 26, 2023, another public input opportunity was held at the annual Trunk or Treat event at the Hancock County Fairgrounds. The event is organized by GPRD and utilizes sponsorships. A TV was positioned next to the GPRD station and showed the real-time results of a four-question survey people were able to take on the spot and while walking around. A total of 53 people were engaged during the process. Respondents were asked to answer four questions:

- 1) What should be the focus of the next five years?
- 2) Anything else you can think of?
- 3) Do you think we can achieve your vision?
- 4) Why did you rate that way?

Figures 31-38 on the following pages show the public feedback results.



Figure 29: Online Survey Notification

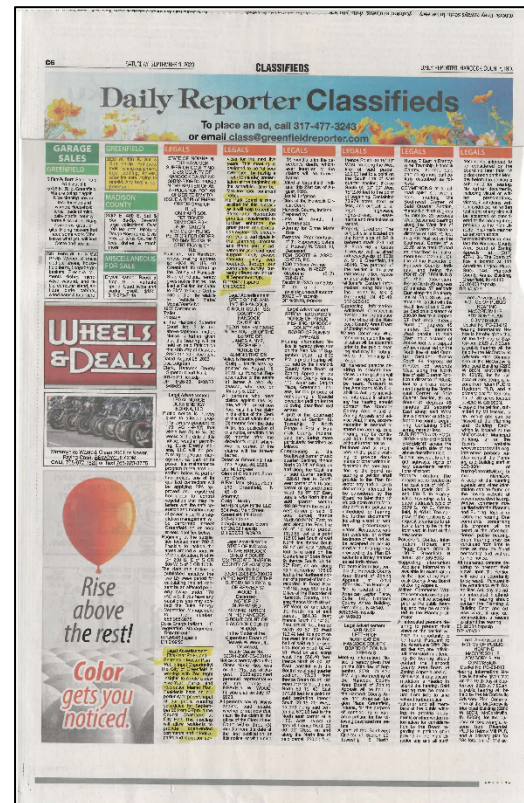
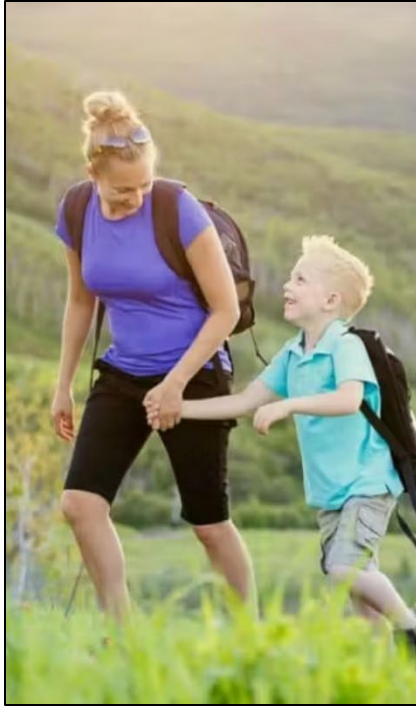
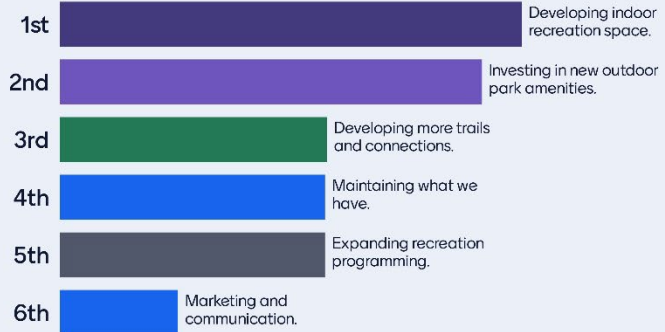


Figure 30: Public Meeting Notification

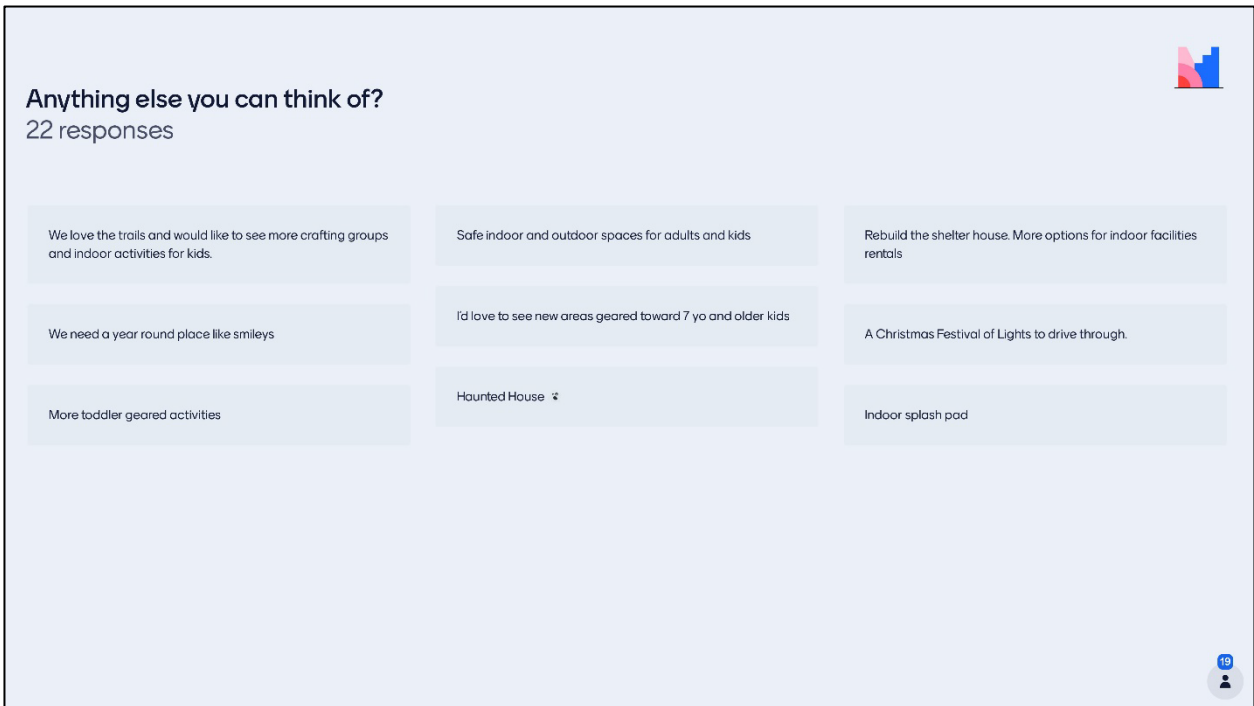


What should be the focus of the next five years?



53

Figure 31: Trunk or Treat Question 1 Results



19

Figure 32: Trunk or Treat Question 2 Results Part I

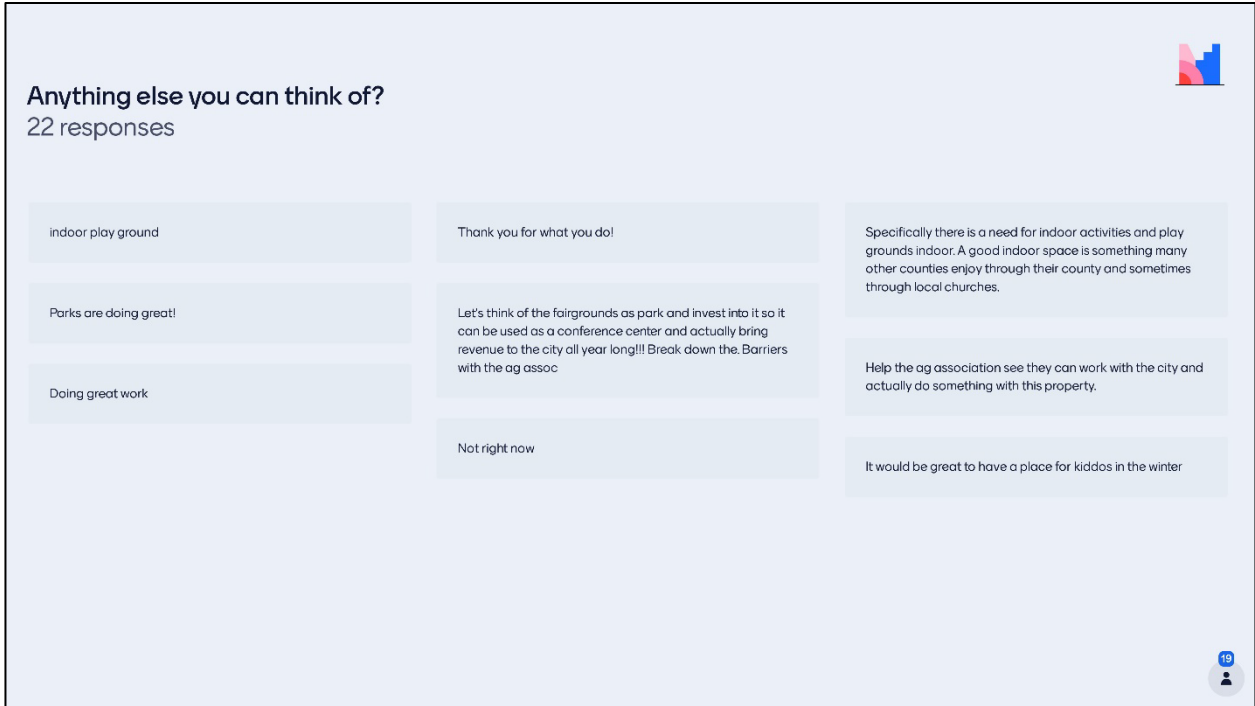


Figure 33: Trunk or Treat Question 2 Results Part II

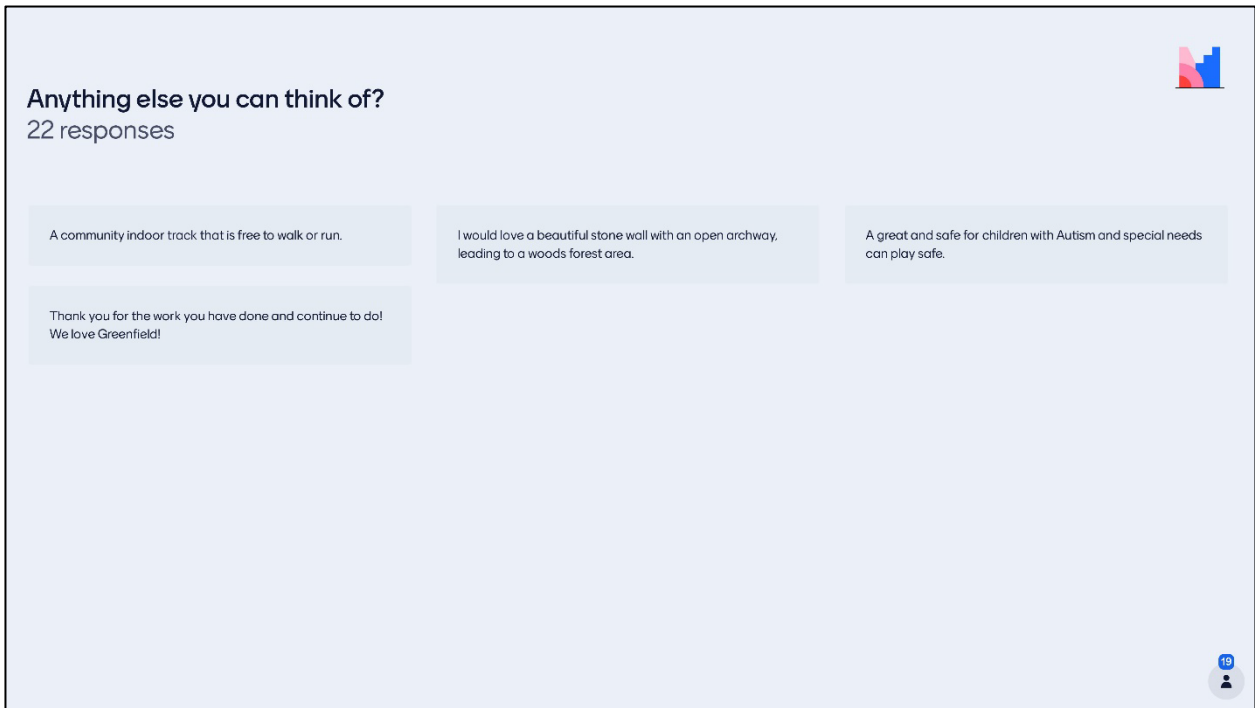


Figure 34: Trunk or Treat Question 2 Results Part III

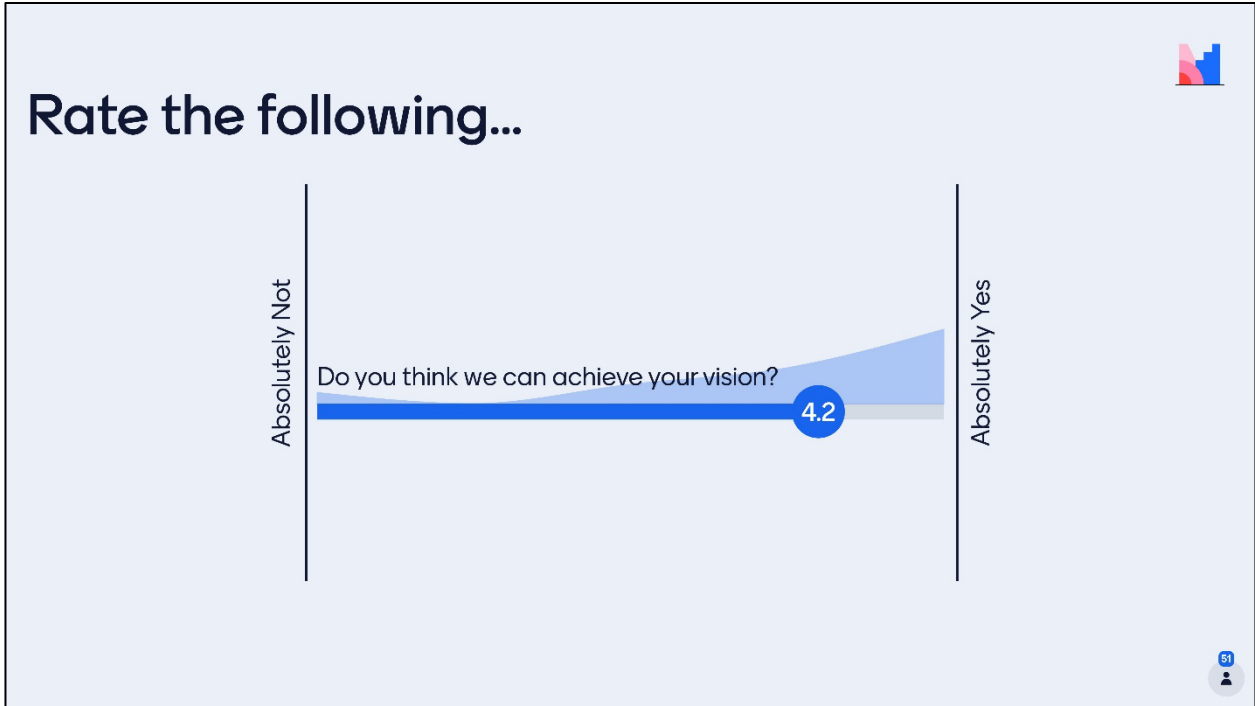


Figure 35: Trunk or Treat Question 3 Results

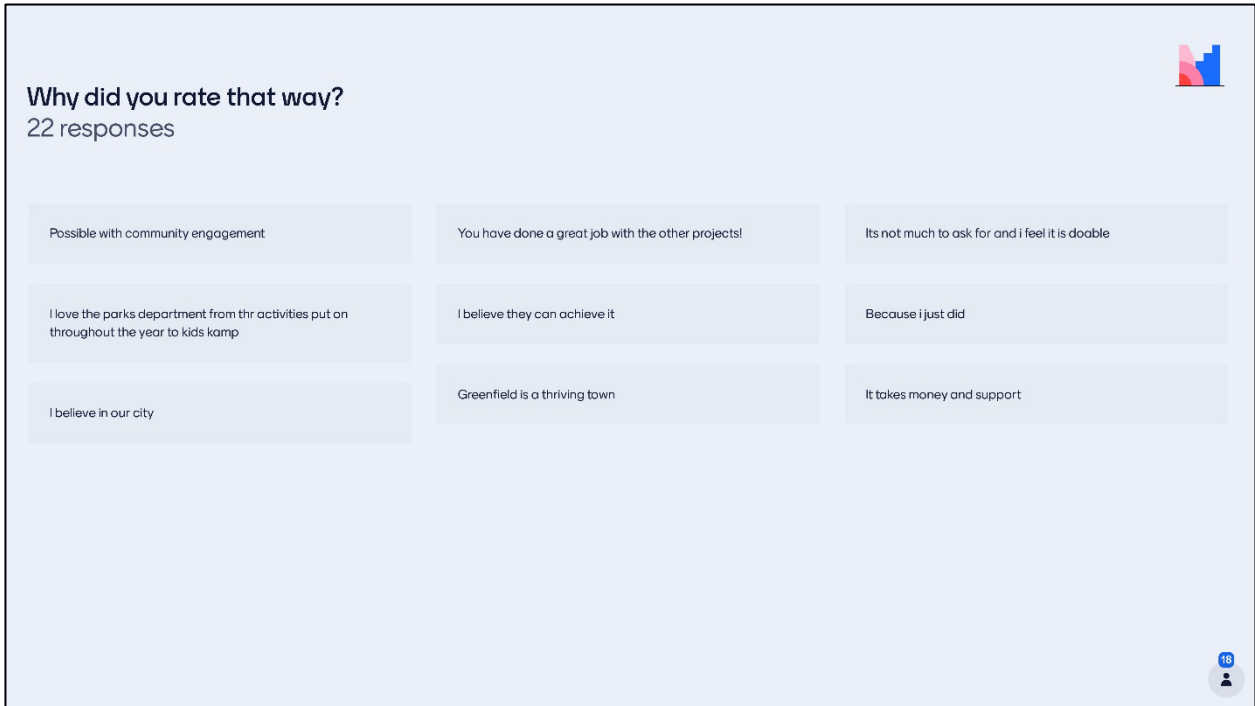


Figure 36: Trunk or Treat Question 4 Results Part I

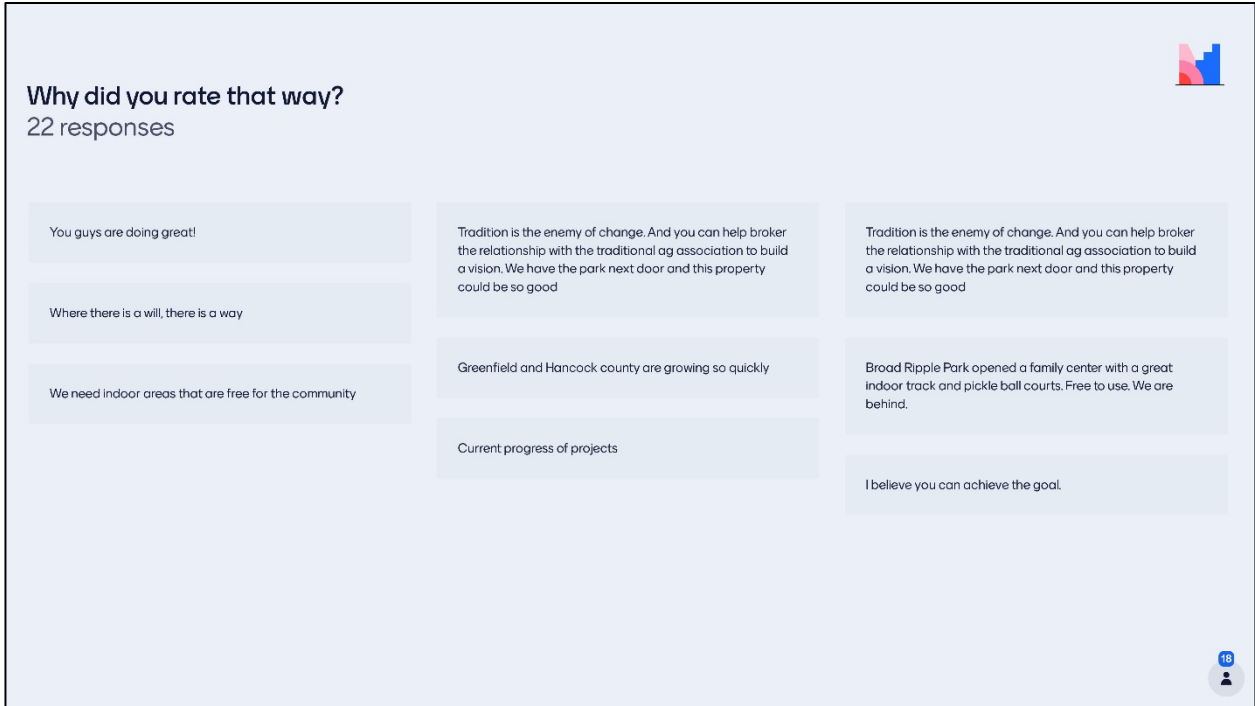


Figure 37: Trunk or Treat Question 4 Results Part II

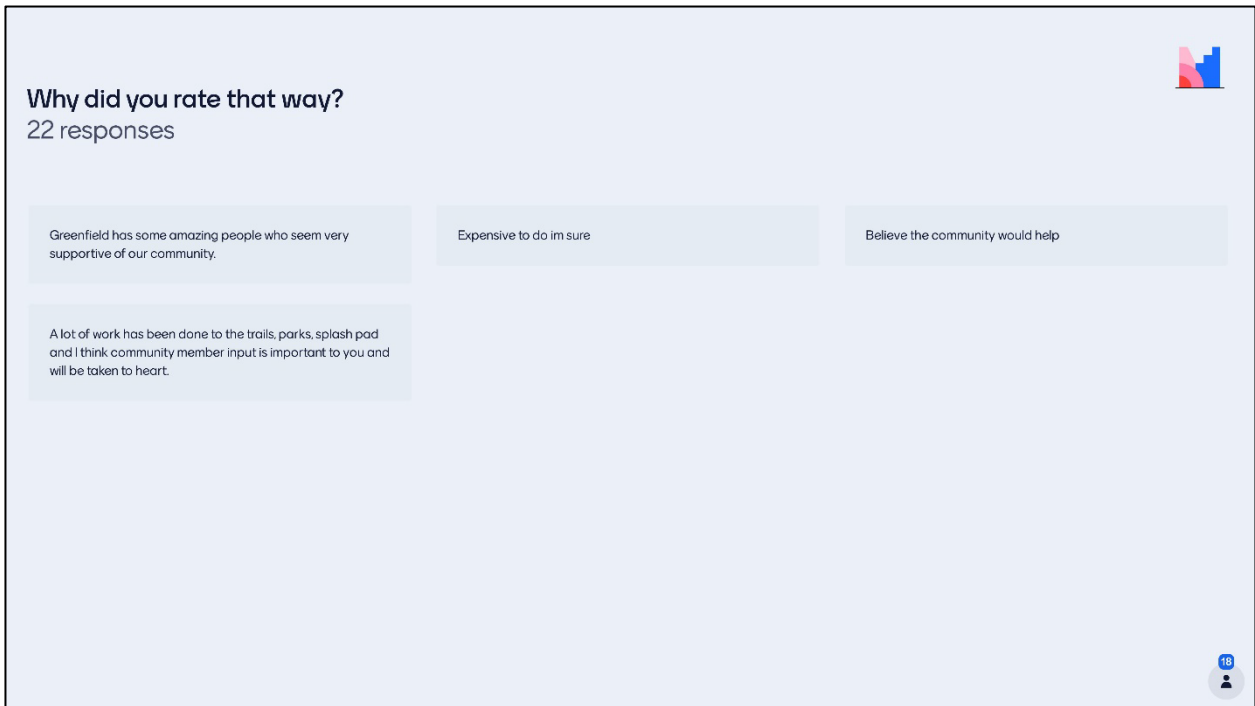


Figure 38: Trunk or Treat Question 4 Results Part III



4.3 Public Engagement Findings

Based on public engagement feedback received, the following elements appear to have large community support and interest:

- Programs
 - Special/community events
 - Concerts and performing arts
 - Before and after school programming
 - Parent/child activities
 - Aquatics
 - Sports
 - Programs with your pets
 - Inclusive recreation
- Facilities
 - Trails (paved and natural)
 - Pools, water parks, and splashpads
 - Community gardens
 - Off-leash dog parks
 - Indoor recreation space
 - Playgrounds
- System improvements
 - Maintaining existing infrastructure before building new
 - Implementing the Riley Park site master plan
 - Activating more park spaces via programming, events, and gatherings
 - Restrooms, lighting, parking, and site furnishings/furniture

4.4 Final Presentation

A final public presentation was held on March 20, 2024 during the Park Board meeting. The consultant presented the project’s planning methodology, key findings, and recommended implementation plan. No members of the public attended the presentation. The presentation occurred during a regularly scheduled Park Board meeting, but more emphasis was put on the Master Plan’s final public engagement opportunity in the lead up to the meeting via separate advertisements on social media and in the newspaper.

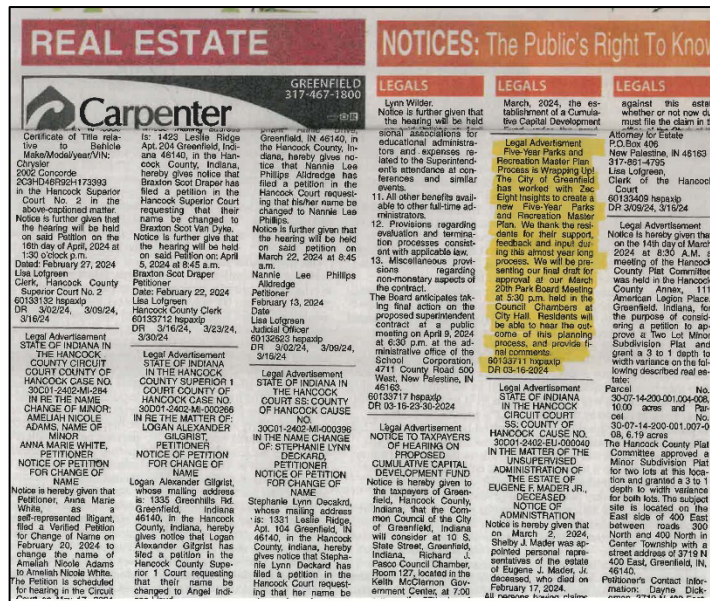


Figure 39: Final Meeting Notification



Chapter 5 - Needs Assessment

5.1 Introduction

A needs assessment determines “gaps” between current conditions and desired conditions. An important tenet of a needs assessment is the accurate measurement of desired conditions so needs, or gaps, can be appropriately identified. A distinction must be made between “wants” and “needs.” A community may want or desire a specific amenity, program, or experience, but determining the actual need may manifest a bit different from the stated want based on many factors including, but not limited to: economic realities, physical land restrictions or constraints, system growth based on phasing, and the like.

5.2 Identified Needs

The *Five-Year Parks and Recreation Master Plan* included a multi-pronged approach to its creation, including societal research, industry benchmarks, existing supply, public feedback, and consultant analysis and opinion. As a result, the following sections outline and discuss key needs for Greenfield over the next five years.

5.2.1 Internal System Investments

Based on benchmark statistics, GPRD is understaffed and underfunded. The park system’s size is appropriate based on the population served; however, the actual ongoing/routine monetary investment is half of that of similar agencies. Even with an aligned distribution of expenses (in terms of percentages) as agency benchmarks, there is a low amount of money expended on an annual basis to maintain and operate the system. Over time, this will continue to increase the reliance on capital funding and recapitalization of park assets and facilities. Also, it is more difficult to achieve expected asset and facility lifecycles with a lower level of maintenance and operations activities occurring within the system.

An increased emphasis on diversifying funding sources, establishing staffing standards, formalizing the maintenance plan (in progress at the writing of this document), and building up the park’s endowment capabilities will be critical elements to focus on over the next five years. As it currently relates to endowment capabilities, there is a Greenfield Parks, Recreation, and Senior Citizens Fund Endowment at the Community Foundation of Hancock County. The Endowment provides operating funds to support the legacy of quality parks and recreational services and facilities. Additionally, there is a separate Endowment for the Thornwood Preserve which provides financial assistance for its maintenance. Building up/increasing the Endowment fund levels will be a critical component to supporting GPRD’s internal system investments moving forward.

5.2.2 External System Investments

Public engagement and overall research findings point to three specific areas of system enhancements (among others):

1. **Riley Park.** This park is synonymous with “Greenfield Parks” and residents are ready to see investment. There is fear of unfavorable park behavior occurring now and potentially in the future, but the park needs overall positive activation through new amenities.
2. **Brandywine Park.** This park is home to many athletic fields. More formalization is warranted to enhance site activation and user/spectator experience.
3. **Maintenance facilities.** Improved maintenance facilities are needed to house equipment, attract employees, and serve the system for overall storage needs.



Specific actions to take related to these elements include implementing the Riley Park *Vision Plan*, developing a site master plan for Brandywine Park (among other parks), and considering relocating and/or identifying new garage locations and spacing.

5.2.3 Commons Park

Commons Park is less than one acre and does not serve a large function within the park system. Site challenges include location and attraction. Additionally, the site adds to the system's overall playground level of service total but it is not on the same level as the other playgrounds in the system in terms of visibility, usership, and potential. The Greenfield parks system is not a Pocket Park and Neighborhood Park kind of system; instead, the system is more of a Community Park, Special Use Facility, and Outdoor Recreation system. With this in mind, it is imperative to have multi-generational amenities available at all park sites since there is not a Neighborhood Park "backbone" as seen in a lot of municipal park systems.

A detailed study on existing Commons Park use should occur. Based on results, alternative uses may be appropriate such as community gardens, community orchard, and/or some other partnership opportunity appropriate for the location, size, and space.

5.2.4 Safety

Safety is both a perception and a reality. Lighting, sightlines, activation, ongoing maintenance, and reinvestments all contribute to this. The third largest response to park system use barriers was *security is insufficient*. As a result, more emphasis on adding solar-powered lighting, cameras, and park-specific programming to activate spaces is warranted. Additionally, Crime Prevention through Environmental Design (CPTED) standards should be adopted and incorporated into the system.

5.2.5 Parkland Acquisition

Greenfield has a high level of service for park acres per 1,000 residents (compared with national benchmarks, but a lower standard than what is set forth in the *Indiana SCORP*); however, there will be an expectation to maintain this level of service as the community grows. Parkland acquisition needs to occur near existing and future population centers. Additionally, considerations must be made for trail connectivity options as Hancock County, in general, has a large focus on healthy and active lifestyles. As the county has improved their county health ranking standings, this will continue to attract new residents that have pre-set expectations. And with Greenfield being the focal point of the county, it will be important for the city to focus on this.

In terms of an overall land acquisition philosophy, trail connectivity and adjacent/contiguous properties/parcels should be the primary focus along with building out existing park land sites followed by new land acquisition as opportunities arise. Also, the relationship between the *Five-Year Parks and Recreation Master Plan* and the *City's Unified Development Ordinance (UDO)* should be explored to ensure park land development occurs commensurate with new population growth.

In terms of connectivity, progressing toward fulfilling the vision set forth in the *City's Trail System Master Plan* is paramount. A depiction of the most recent system vision map is presented in **Figure 40** on the next page.

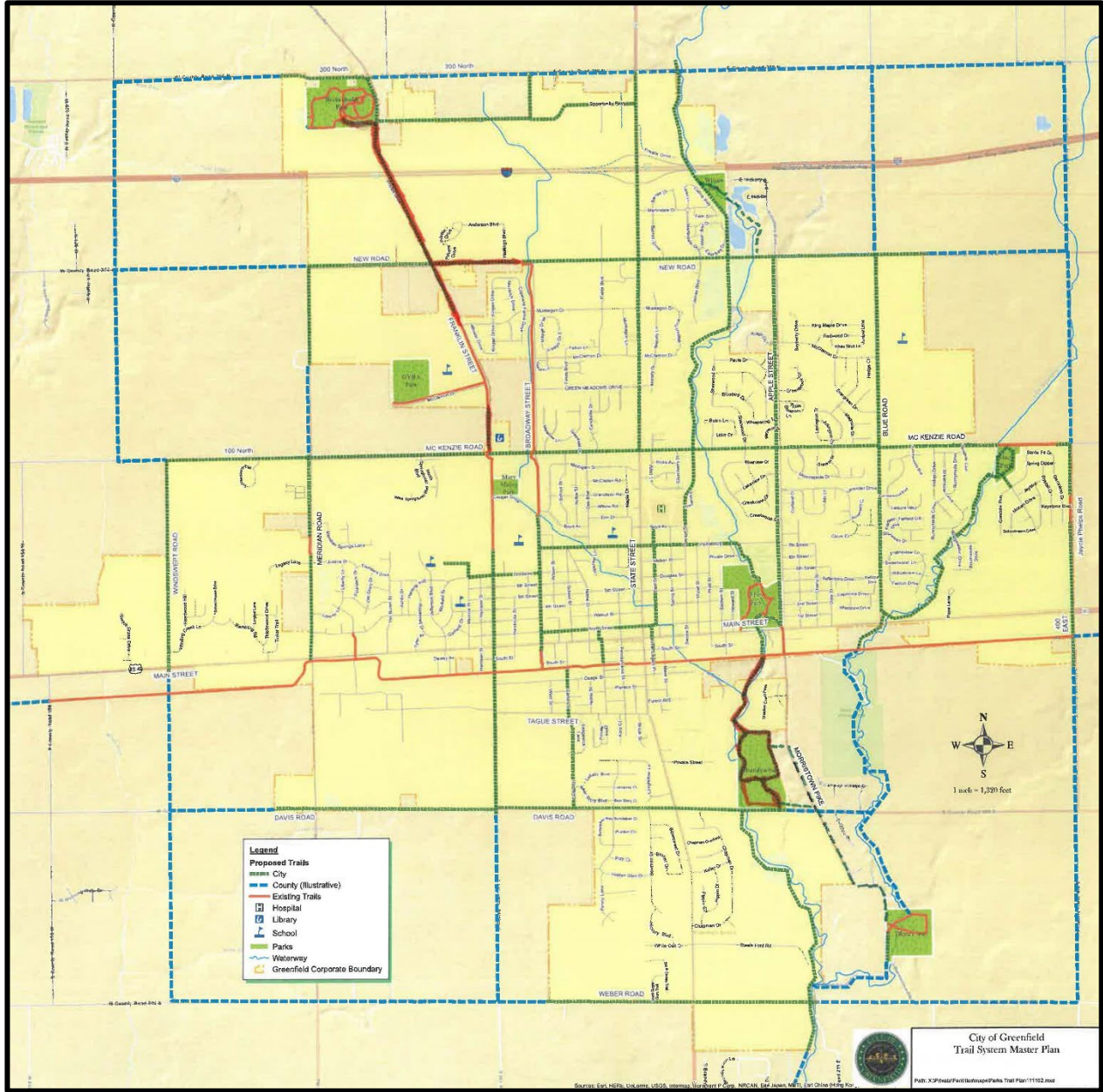
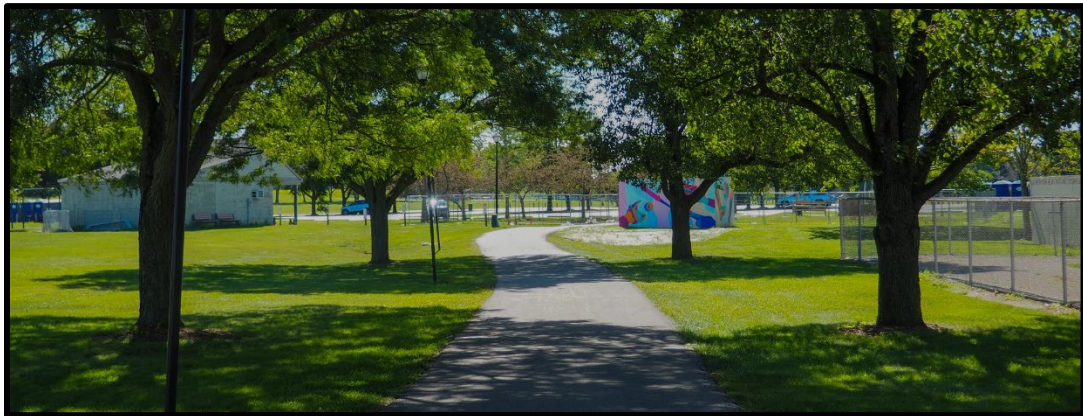


Figure 40: City of Greenfield Trail System Master Plan Map





5.2.6 System Needs

Considering the existing system inventory, public engagement findings, benchmarking comparisons, and findings from the *Recreation Impact Fee* update process, the following programmatic and facility/amenity needs are identified:

- Programs
 - Health and wellness programming
 - Special/community events
 - Concerts and performing arts
 - Youth and family programs and services (before and after school and parent/child programming)
 - Parent/child activities
 - Aquatics
 - Sports
 - Programs with your pets
 - Inclusive recreation
 - Park site activation via non-traditional races/runs, festivals, and other social gathering opportunities
- Facilities
 - Trails (paved and natural)
 - Park land/open space
 - Pools, water parks, and splashpads
 - Community gardens
 - Off-leash dog parks
 - Indoor recreation space
 - Playgrounds
 - Maintenance facilities
 - Multi-purpose fields and formalizing soccer fields
 - Multi-purpose courts
 - Pickleball courts
 - Restrooms

5.2.7 Continuing to Enhance Inclusivity

With the recent development of Michael’s Playground, the department has shown its commitment to inclusive recreation. Given the fact that Greenfield residents report relatively high disability status, especially for those under 18, it is imperative to continue enhancing existing recreation facilities while introducing/enhancing inclusive recreation program opportunities and amenities/facilities. Therefore, focusing on ADA improvements for existing infrastructure and creating additional programmatic access and experiences via partnerships with organizations such as Families United for Support and Encouragement (FUSE) is warranted.

5.2.8 Addressing Inequity Through Partnerships

ALICE statistics indicate there is a need within the city’s boundaries for access to essential services. GPRD can play a large role in addressing systemic inequities by facilitating access to recreation resources and programs through partnerships. Given the city’s diverse industry composition, collaborations with non-



traditional sectors may be necessary to expand sponsorships, donations, volunteerism, and overall system support. Entities such as Hancock Regional Health, church groups, homeschool groups, Purdue Extension, Boys & Girls Club, and the local school system are great opportunities to increase recreation space and/or programming opportunities.

5.2.9 Outdoor Recreation

Local market research shows a proclivity to participate in outdoor recreation activities. Since there are water resources throughout the city, it will be important to develop a strategy to enhance access and utility. Many communities around the country are “reclaiming” water resources for reinforcing community pride and establishing the social fabric. Waterfront trails, overlooks, watercraft access points, event spaces, and more are all ways communities are activating their water spaces. Additionally, land-based outdoor recreation activities should continue to be expanded within the city and GPRD should identify existing and future locations to broaden programmatic offerings – both leader-lead and self-directed recreation experiences.





Chapter 6 - Implementation Plan

6.1 Purpose

The *Five-Year Parks and Recreation Master Plan* contains an assortment of data findings, challenges, priorities, and opportunities. To make everything actionable, it is critical to have an Implementation Plan. The Implementation Plan is useful for creating annual work plans and continually updating elected officials, staff, and the public on implementation status. The Implementation Plan assists with achieving goals and objectives over the next five years.

The Implementation Plan outlines a phased approach over the five-year period, but as realities dictate, it may become necessary to move up some actions while some others may move to later year(s). Therefore, the implementation plan should be viewed as a framework in which GPRD can work within, add to/modify during the five-year period, and re-assess according to related resources, policy directives, and any other factor(s) that may influence implementation sequencing.

6.2 Strategies

There are six overarching strategies with an associated 61 tactics offered for implementation for the next five years. The following six overarching strategies are provided as fundamental focus areas:

1. Increase operational investment and impact.
2. Focus on park system improvements.
3. Enhance recreation programming opportunities.
4. Increase utilization of park sites.
5. Leverage partnerships to create more access.
6. Prepare for smart growth.





Greenfield, IN Parks and Recreation Master Plan (2024-2028)									
Implementation Plan									
Number	Strategy	Tactic	Suggested Focus Year					Responsibility	Implication(s)
			2024	2025	2026	2027	2028		
1	Increase operational investments and impact.	A. Create an Earned Revenue Policy and Procedures manual that includes sponsorships, naming rights, planned giving, programmatic cost recovery goals, donations, and grants.	X						Creates new avenues for system funding.
		B. Implement a recreation program planning tool that utilizes cost recovery levels.		X					Must be able to determine and project costs.
		C. Create a comprehensive fund philosophy document that outlines how each funding source is utilized for the Department.				X			Compiles a comprehensive approach to system funding.
		D. Adopt a staffing standard either based on acreage managed or NRPA medians.	X						Will require general fund support for growth.
		E. Formalize the Maintenance Management Plan that is in draft form.	X						Will require staff time.
		F. Establish maintenance standards and levels within the parks with corresponding GIS maps/zoning.		X					Will require staff time to determine service zones.
		G. Focus on building dedicated endowment funding whether through existing Community Foundation channels or via a specific Parks Foundation.					X		More concentrated effort on planned giving, donations, and earned income.
		H. Develop annual capital replacement programs.		X					Capital improvement program inclusion.
		I. Provide on-going training and certification access for staff.	X						Professional development, employee retention, and recruitment.

Figure 41: Implementation Plan – Strategy 1



Greenfield, IN Parks and Recreation Master Plan (2024-2028)							Implementation Plan		
Number	Strategy	Tactic	Suggested Focus Year					Responsibility	Implication(s)
			2024	2025	2026	2027	2028		
2	Focus on park system improvements.	A. Establish a site master plan for all park sites that includes, but not limited to: environmental constraints/conditions, boundaries, desired amenities/facilities, recreation program plan, phased development (as appropriate), public engagement findings, estimated capital costs, and estimated operational costs/impacts.						X	Increased cost for hiring Landscape Architecture firms to create site-specific plans.
		B. Implement the Riley Vision Plan as outlined by focusing on high-priority areas based on systemwide need and public engagement findings.		X					Capital improvement program inclusion.
		C. Consider adding an inclusive playground at Brandywine Park as part of a site Master Plan development process.				X			Capital improvement program inclusion.
		D. Establish maintenance hubs within the system to reduce reliance on one singular space.			X				Capital improvement program inclusion.
		E. Establish bike park access at Wilson Park and Beckenholdt Park.			X				Capital improvement program inclusion.
		F. Continue to create connectivity linkages within the park system, to regional connectors, and to neighborhoods.		X					Capital improvement program inclusion.
		G. Create walking path thru fairgrounds to connect to Riley Park.				X			Capital improvement program inclusion.
		H. Connect the hospital to Riley Park.				X			Capital improvement program inclusion.
		I. Add more formalized restrooms; expand restrooms at Brandywine; install restrooms along Penny Trail; renovate or replace restrooms at Thornwood.			X				Capital improvement program inclusion.
		J. Add another splash pad or interactive water feature to the system.				X			Capital improvement program inclusion.
		K. Continue to find ways to expand pickleball opportunities. Additionally, explore repurposing skate park at Riley Park.		X					Capital improvement program inclusion.
		L. Add additional playgrounds to the system as parks become more formalized.					X		Capital improvement program inclusion.
		M. Add dedicated indoor recreation space to the system.					X		Capital improvement program inclusion.
		N. Add an additional youth diamond field to the system.					X		Capital improvement program inclusion.
		O. Develop bike trails at wooden lot at Beckenholdt.				X			Capital improvement program inclusion.
		P. Add new and/or update signage at Beckenholdt, Riley, and Wilson Parks and along the Penny Trail.			X				Capital improvement program inclusion.
		Q. Remediate Brandywine Creek in Riley Park.					X		Capital improvement program inclusion.
		R. Install natural playground features at Thornwood.			X				Capital improvement program inclusion.
		S. Install two tree houses at Thornwood.					X		Capital improvement program inclusion.
		T. Replace/relocate larger pavilion in Riley Park.				X			Capital improvement program inclusion.
U. Add public art installations, murals, and/or other media as appropriate along the Penny Trail and in park sites.		X					Capital improvement program inclusion.		

Figure 42: Implementation Plan – Strategy 2



Greenfield, IN Parks and Recreation Master Plan (2024-2028)									
Implementation Plan									
Number	Strategy	Tactic	Suggested Focus Year					Responsibility	Implication(s)
			2024	2025	2026	2027	2028		
3	Enhance recreation programming opportunities.	A. Implement more opportunities for park activation after hours.	X						More positive park activation; will necessitate staffing and lighting.
		B. Build inventory of inclusive recreation programming.				X			Potentially look to hire staff position that is Certified Therapeutic Recreation Specialist (CTRS).
		C. Activate Wilson Park through programming.					X		Capital improvement program inclusion.
		D. Implement "Field Days" programming/events that allow participants to test different activities, sports, outdoor recreation pursuits, etc.		X					Partnerships and increased supplies.
		E. Add STEM, history, natural science, and similar topics to program portfolio.			X				New program development.
		F. Increase the focus on family programming opportunities, especially before and afterschool and parent/child programming.		X					New program development.
		G. Continue to add more health and wellness-related programming to the portfolio.	X						New program development.
		H. Activate the new bike park via programming and events.				X			New program development.
		I. Explore the possibility of adding non-traditional races/runs as special events.			X				New program development.
		J. Leverage the success of "social connection" opportunities by continuing to add more events to the system.			X				New program development.
		K. Create a marketing plan for the Senior Center.		X					Communication channels and methods used.
		L. Establish a rotating system for workout equipment for the Senior Center.	X						Capital improvement program inclusion.
		M. Continue to expand program evaluation system via surveys, focus groups, feedback forms, and performance measures.		X					Performance measure establishment, tracking, and reporting.
4	Increase utilization of park sites.	A. Install trail cameras at Commons Park to measure and understand visitation/utilization trends. If deemed reasonable based on results, explore site feasibility of community gardens, community orchard, or some other partnership opportunity.	X						Need to ensure multiple months and/or multiple seasons are studied.
		B. Adopt Crime Prevention Through Environmental Design (CPTED) standards for system developments and re-developments.	X						CPTED standards are added to site master plan requirements.
		C. Add solar-powered lighting in key areas throughout park system.		X					Capital improvement program inclusion.
		D. Add security cameras in key areas throughout park system.		X					Capital improvement program inclusion.
		E. Continue to identify and remediate ADA barriers.		X					Capital improvement program inclusion.
		F. Develop Macy Park.					X		Capital improvement program inclusion.
		G. Consider moving skate park away from family area at Riley Park.				X			Capital improvement program inclusion.
		H. Add parking and access for Wilson Park.				X			Capital improvement program inclusion.

Figure 43: Implementation Plan – Strategies 3 and 4




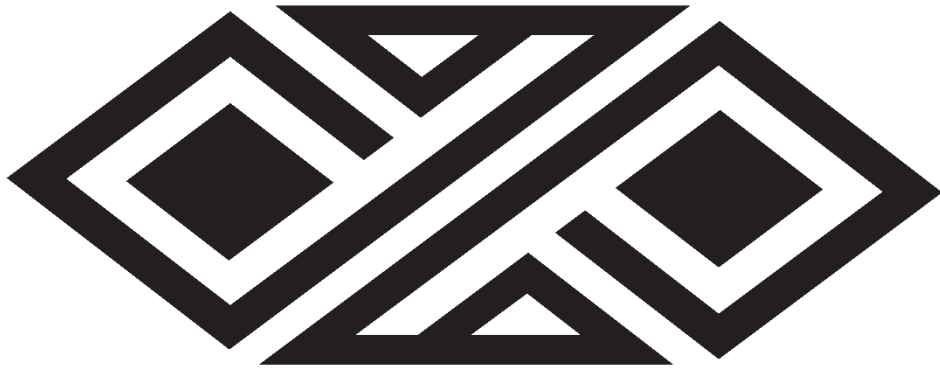
Greenfield, IN Parks and Recreation Master Plan (2024-2028)							Implementation Plan			
Number	Strategy	Tactic	Suggested Focus Year					Responsibility	Implication(s)	
			2024	2025	2026	2027	2028			
5	Leverage partnerships to create more access.	A. Advance the conversations with the Boys & Girls Club for indoor recreation space, rentals, and programming opportunities.	X						Increased MOUs, MOAs, or Cooperative Agreements.	
		B. Work with Families United for Support and Encouragement (FUSE) to increase recreational access for families and individuals with disabilities or mental health needs.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		C. Work with area homeschool groups to identify space needs, field trip opportunities, and general recreation programming as part of educational curriculums.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		D. Identify more opportunities to collaborate with the Greenfield-Central Community School Corporation.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		E. Identify more opportunities to collaborate with Hancock Regional Health; look at HRH Wellness Centers especially.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		F. Work with local churches and organizations to increase awareness to the senior center and summer concert series.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		G. Work with Purdue Extension to increase programmatic opportunities within the park system.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		H. Partner with local Scouts and community-based organizations to teach recreation activities.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
		I. Continue to seek opportunities for collaborative efforts to enhance public art within the city.		X					Increased MOUs, MOAs, or Cooperative Agreements.	
6	Prepare for smart growth.	A. Adopt a land acquisition philosophy and criteria.	X						Will require funding source dedicated to land acquisitions.	
		B. Ensure reference and consideration to the <i>Five-Year Parks and Recreation Master Plan</i> is included in the City's Unified Development Ordinance (UDO).				X			<i>Five-Year Parks and Recreation Master Plan</i> identified needs are part of neighborhood development processes.	
		C. Explore land acquisition related to Brandywine Greenway implementation.			X				Increased communication with private landowners.	

Figure 44: Implementation Plan – Strategies 5 and 6



Chapter 7 - Appendix: Online Survey Results

The following pages contain the full results of the community online survey implemented during the planning process.



ZEC EIGHT INSIGHTS

PUBLIC SPACES, PLACES, AND PROGRAMS | CONSULTING