

The logo features a stylized illustration of a city skyline with a prominent domed building, flanked by three green trees. Below the skyline is a blue wavy line representing a river or water.

**Plymouth**  
FORWARD  
2040 Comprehensive Plan





APPROVED BY THE:

PLYMOUTH PLAN COMMISSION - DECEMBER 5, 2023

CITY OF PLYMOUTH COMMON COUNCIL - DECEMBER 11, 2023

PREPARED FOR:

**CITY OF PLYMOUTH**

PREPARED BY:



# ACKNOWLEDGMENTS

## STEERING COMMITTEE

Name	Organization & Title	Represents
Allie Shook	Lifelong Learning Network	Complete Streets Coalition, Workforce Education, & Discover Plymouth
Angie Rupchock-Schafer	USDA	City Plan Commission & Complete Streets Coalition
Anna Kietzman	President	Heartland Artist Gallery
Brent Martin	SRKM Architecture	Housing (Marshall County Crossroads)
Chelsea Smith	Business Banker	1st Source Bank & Marshall County EDC Board
Connie Holzwart	Executive Director	Plymouth Chamber of Commerce
Don Ecker	City Council Member	City of Plymouth
Ed Rodriguez	Realtor	R Home Real Estate & Leader in the Hispanic Community
Evelin Vargas	Restaurant Owner	
Fred Webster	City of Plymouth Plan Commission	City Plan Commission, BZA, & Retired from Manufacturing
Gary Neidig	President	ITAMCO
Greg Hildebrand	Executive Director	Marshall County EDC
Jeff Houin	City Council Member	City of Plymouth
Kevin Berger	President	Easterday Construction
Laura Mann	Mayor's Assistant	City of Plymouth
Linda Yoder	Executive Director	Marshall County Community Foundation & United Way
Matt Davis	Manager of Training and Organizational Development	ITAMCO & Workforce Education & Skills (Marshall County Crossroads)
Matthew Celmer	Director	MoonTree Studios
Mayor Mark Senter	Mayor	City of Plymouth
Mitch Mawhorter	Superintendent	Plymouth Community Schools
Norma Rodriguez	English as a New Language Coordinator Plymouth Schools	La Voz Unida
Ralph Booker	Planning Consultant	City of Plymouth
Sean Surrisi	City Attorney	City of Plymouth
Ty Adley	Director	Marshall County Planning

# COMMON COUNCIL APPROVAL

## RESOLUTION NO. 2023-1085

### A RESOLUTION OF THE PLYMOUTH COMMON COUNCIL ADOPTING THE PLYMOUTH FORWARD 2040 COMPREHENSIVE PLAN

**WHEREAS**, the Plymouth Common Council of the City of Plymouth, Indiana, is empowered to approve a Comprehensive Plan for its area of jurisdiction by the provisions of Indiana Code, Section 36-7-4-500 et. seq. entitled “500 Series – Comprehensive Plan”;

**WHEREAS**, the City of Plymouth organized a Steering Committee and solicited input from the public to guide the development of the Plymouth Forward 2040 Comprehensive Plan and establish a vision for the City’s future;

**WHEREAS**, the City of Plymouth and the Steering Committee, based on examining existing conditions and analyzing public input developed the Plymouth Forward 2040 Comprehensive Plan to be the local policy to guide future growth and development;

**WHEREAS**, the Plymouth Plan Commission and the legislative body in preparing and considering land use proposals, are tasked under I.C. 36-7-4-603 to pay reasonable regard to: (1) the comprehensive plan; (2) current conditions and the character of current structures and uses in each district; (3) the most desirable use for which the land in each district is adopted; (4) the conservation of property values throughout the jurisdiction; and (5) responsible development and growth; and,

**WHEREAS**, after proper legal notice and a public hearing was held as provided by applicable law, the Plymouth Plan Commission has reviewed and certified their approval of the Plymouth Forward 2040 Comprehensive Plan to the Plymouth Common Council as it was determined the Plan meets all requirements as mandated in the Indiana Code; and,

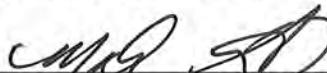
**WHEREAS**, pursuant to Indiana Code § 36-7-4-509, upon certification, the Common Council shall consider the proposed Plymouth Forward 2040 Comprehensive Plan for approval, rejection, or amendment; and,

**WHEREAS**, the purpose and intent of this resolution is to approve the proposed Plymouth Forward 2040 Comprehensive Plan.

**NOW, THEREFORE, BE IT RESOLVED** by the Common Council of the City of Plymouth as follows:

**Section 1.** Pursuant to Indiana Code § 36-7-4-509, and effective immediately, the Plymouth Forward 2040 Comprehensive Plan, as certified by the Plymouth Plan Commission, is hereby approved.

**PASSED AND ADOPTED** this 11<sup>th</sup> day of December 2023.

  
Mark Senter, Presiding Officer

**ATTEST:**

  
Lynn M. Gorski, Clerk-Treasurer

# PLAN COMMISSION APPROVAL

PC 2023-12

## CERTIFIED PROPOSAL TO APPROVE COMPREHENSIVE PLAN FOR THE CITY OF PLYMOUTH

### Statement of Purpose and Intent

Over the last year, The Plymouth Plan Commission, in conjunction with a diverse steering committee, and with the guidance of the Michiana Area Council of Government's Senior Community Development Planner Donny Ritsema and his colleagues, has undergone the extensive process of reviewing and updating the City's 2013 Comprehensive Plan. The new Plymouth Forward 2040 Comprehensive Plan is the result of considered reflection and sustained efforts by those listed above, as well as the input of many members of the community through community meetings, outreach at public events, and multiple surveys and comment opportunities. The Plymouth Forward 2040 Comprehensive Plan is intended to be the local policy to guide future growth and development.

The proposed Plymouth Forward 2040 Comprehensive Plan was presented to the Plymouth Plan Commission and the matter was scheduled for a public hearing on Tuesday, December 5, 2023, 7:00 p.m. at the Plymouth Common Council Chambers, with notice of said hearing being published pursuant to Indiana Code § 36-7-4-507 and Indiana Code § 5-3-1 *et seq.* A public hearing on the matter was conducted on that date and time. Thereafter, pursuant to Indiana Code § 36-7-4-508(a), the Plymouth Plan Commission voted to approve the proposed Plymouth Forward 2040 Comprehensive Plan.

It is the purpose and intent of this document to certify the proposed updated Plymouth Forward 2040 Comprehensive Plan to the Plymouth Common Council for its consideration.

**NOW, THEREFORE, BE IT ORDAINED**, by the Plymouth Plan Commission, as follows:

**Section 1.** Pursuant to Indiana Code § 36-7-4-508(b), the proposed Plymouth Forward 2040 Comprehensive Plan, as approved by the Plymouth Plan Commission at its Tuesday, December 5, 2023 meeting, is now certified to the Plymouth Common Council for consideration.

**Section 2.** A copy of the proposed Plymouth Forward 2040 Comprehensive Plan is attached hereto as an exhibit to this Proposal.

**SO CERTIFIED, BY THE PLYMOUTH PLAN COMMISSION.**

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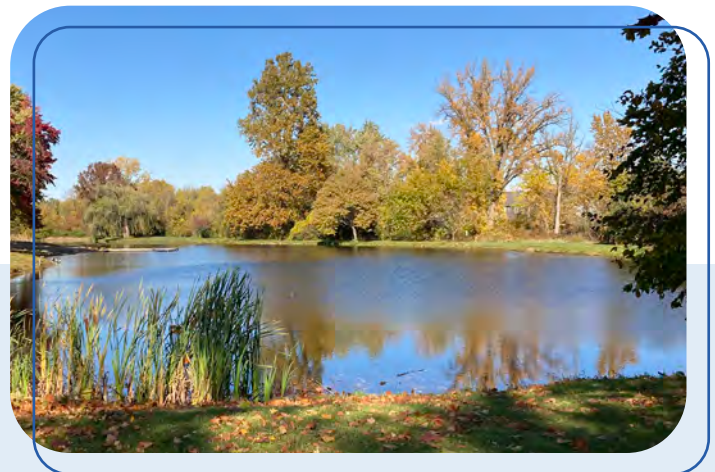
# EXECUTIVE SUMMARY

## VISION & CORE VALUES

*The City of Plymouth is a thriving, growing, and inclusive community, where possibilities connect!*

### Core Values: **Collaboration, Wellbeing, & Growth**

As we envisioned Plymouth's path forward, the Steering Committee wanted to stay true to the fundamental values that have long defined and guided our community. These values, coupled with our vision statement, form the guiding ethos for this plan. The committee carefully selected these core values based on a comprehensive evaluation of Plymouth's needs and potential. Collaboration emerged as a fundamental value, recognizing the power of unity, diverse input, and community involvement in propelling the city towards a collective vision. Wellbeing was chosen to emphasize the significance of a balanced, safe, and thriving environment, ensuring that the community's health and happiness remain central to future developments. Growth, as a core value, reflects the strategic foresight to anticipate and welcome progress in various spheres, be it population, economy, or resources. These values collectively embody the essence of what Plymouth aspires to become and set the tone for strategic planning and future endeavors to ensure a vibrant and prosperous trajectory for the city.



## **FOUNDATION AND VISION: PLYMOUTH FORWARD 2040**

The Plymouth Forward 2040 Comprehensive Plan emerges from a deep-rooted vision and core values, driving the evolution of Plymouth into a thriving, inclusive community where connections foster endless possibilities. This forward-looking plan has its origins in August 2022, building upon the foundations of the 2013 Comprehensive Plan. Collaborating with the Michiana Area Council of Governments (MACOG), Plymouth initiated an engaging process that sought insights from the community, culminating in a plan that mirrors the desires and aspirations of its residents.

## **BUILDING ON A DECADE OF SUCCESS**

Over the past decade, Plymouth has reached significant milestones, encompassing commercial and residential development, cultural restoration, recreational improvements, and fostering collaborations. Updating the Comprehensive Plan after ten years underscores Plymouth's dedication to remaining a desirable place to live, work, visit, and play. The Plymouth Forward 2040 Comprehensive Plan offers a chance to assess the community comprehensively, identifying synergies and addressing local and regional challenges. Embracing the plan's vision and values, Plymouth envisions an inclusive future marked by enhanced well-being through diverse housing and transportation options, educational opportunities, vibrant destinations, recreational amenities, cultural arts, collaborative partnerships, and sustainable growth.

## **MOVING PLYMOUTH FORWARD**

The future of Plymouth is envisioned as a flourishing community, where collaboration thrives, wellbeing is prioritized, and sustainable growth sets the course. By fostering partnerships, addressing challenges, and seizing opportunities, Plymouth strives to create a safe, diverse, and family-friendly environment. The city anticipates an era of growth, offering a range of housing options and embracing sustainability to unlock boundless possibilities for its residents and visitors. In embodying its vision of a vibrant and inclusive community, Plymouth is poised to progress, creating a place where numerous opportunities come together, weaving a tapestry of potential for everyone.



## A COMPREHENSIVE PLAN TO KEEP MOVING PLYMOUTH FORWARD

### NEED & PURPOSE FOR PLYMOUTH FORWARD

It has been 10 years since the last update to the City of Plymouth's Comprehensive Plan and a lot has been accomplished by the City and supporting stakeholders; ranging from new commercial and residential development, the restoration of the REES Theater, adding River Park Square, a canoe/kayak launch, trail connections, to building collaborative partnerships, increasing leadership capacity, and becoming a burgeoning arts community. City leadership recognized that it was time for Plymouth to embark on the journey once again to update the Comprehensive Plan to keep moving "Plymouth Forward." Thus after initial pre-project meetings with City administration staff, the City wanted to name the updated plan as Plymouth Forward 2040 Comprehensive Plan to speak to the City's desire to move Plymouth Forward "ahead of the times," ensuring Plymouth is a highly desirable community to live, work, visit, and play in.

A Comprehensive Plan is a guiding policy planning document that outlines goals and objectives to guide locally elected officials, government staff, and Board members such as the Plan Commission, Board of Zoning Appeals (BZA), the Redevelopment Commission, and even community organizations to evaluate site plan proposals and to inform making decisions about transportation, utilities, land use, recreation, business development, and housing. The Plymouth Forward Comprehensive Plan is meant to be broad in scale to help the City and stakeholders evaluate the community from a "30,000-foot level" to recognize the synergies amongst each functional aspect that makes up the Plymouth community. But also address major opportunities and challenges that impact within and surrounding the city.

Plymouth Forward establishes a clear vision and core values reflective of the aspirations and input from the community who participated throughout the planning process. Throughout the process, the community was presented with activities that examined Plymouth’s assets and/or strengths (what’s working well to achieve the vision), the major opportunities to capitalize on, and the major challenges hindering from achieving the vision. Plymouth Forward was guided by a steering committee, represented by a volunteer group of City officials and staff, business owners, local residents, institutions, and community organizations, and serves as a roadmap to keep moving Plymouth Forward in the coming years.

## PLANNING PROCESS

### Overview

In August 2022, Plymouth City’s administrative team engaged the Michiana Area Council of Governments (MACOG) to lead the update of their 2013 Comprehensive Plan. MACOG, a regional planning organization committed to fostering sustainable development and creating comprehensive, viable community plans that enhance the impact of programs, projects, and assets, maintains a robust history of collaboration with Plymouth and Marshall County. To initiate the project, MACOG partnered with the city’s lead administrative staff to develop a branding and marketing strategy, establishing a logo, Plan name, and style guide to enhance community engagement. Leveraging the existing city logo and style guide, they integrated the tagline “Plymouth Forward.”

Following the completion of the branding and marketing plan, the planning process began by starting up community engagement activities. The first activity used feedback frames at the Latino Festival in September 2022. Residents and visitors were asked to share what they love about Plymouth and what they would like to see added for Plymouth to be their ideal hometown. This was just the beginning of what would be a series of activities that engaged residents, visitors, and stakeholders to share their input to ensure their views and aspirations were reflected. The development of the Plan would not have been possible without the input from the community. The vision, core

values, goals, and strategies are not made-up ideas that “look good” on paper but truly reflect the community’s unique aspirations and wisdom. Thus a volunteer steering committee was organized, with a broad representation of Plymouth, who oversaw the development of the Plan and ensured that the Plan reflects the community’s wants and needs. The steering committee held monthly meetings, facilitated by MACOG staff, to go through the five-step planning process (shown on the next two pages) and report on the progress of the plan development.



# 1

## Define the Vision and Core Values

The first step in the planning process involved a series of vision-building activities with the steering committee and the broader community. The activity questions asked to the steering committee and the community were the same in comparison to how each representative group answered the questions, but the method to collect the input was tailored differently for a steering committee meeting setting and a public input setting. The steering committee used sticky notes to answer the following three questions, whereas the community answered the questions in the form of a survey or a large feedback frame. The three questions were: what does moving Plymouth Forward look like to you; what is going on today that is working towards achieving this vision; and, lastly, what barriers exist today that are preventing you from achieving this vision. Common themes were identified and used to craft the vision statement and core values. All of the engagement efforts offered throughout the planning process are provided in Appendix C.

# 2

## Define the Major Opportunities and Challenges

After defining the vision and core values, MACOG and the steering committee created a community profile that looked at Plymouth's current conditions to establish a baseline of where Plymouth is at today and forecasted future projections to see where we're going. The demographic, housing, and economic data were obtained from the U.S. Census, the Bureau of Labor Statistics, the Bureau of Economic Analysis, and the Indiana Local Government Finance Tool. MACOG also supplemented the data by interviewing City departments, Boards, and organizational leaders. The data and information in the community profile are provided in Appendix B. The community profile guided the steering committee to define the major opportunities and challenges categorized under the three core values.



# 3

## Define the Goals and Strategies

The third step involved the steering committee brainstorming high-level goals to address the opportunities and challenges categorized under the three core values. Once goals were identified, the steering committee wanted to broaden the input from other stakeholders not present on the committee. The steering committee organized focus groups tailored to the three core values and brainstormed the additional stakeholders to invite. Three workshops were held in April and May 2023. These focus groups first refined the goals, identified action strategies, and defined a timeframe for implementation, who the lead and supporting partners ought to be, and a priority level. An additional component in this step led the steering committee to create the Future Character Map, depicted in Chapter 3. This map is intended to guide development decisions for the next 10 years and to help inform City leaders, the Plan Commission, and the BZA about how to revise the Zoning Ordinance to ensure the standards support implementing the vision characterized on the map. Another round of public engagement was done in August and September 2023 to provide opportunities for residents to vote on the goals and strategies they would like to see the City begin implementing in the next two to three years. The results informed the steering committee in creating the priority action program outlined in Chapter 4 and the voting results are provided in Appendix C.

# 4

## Create the Plan

The fourth step involved compiling and organizing all of the input from the previous activities into the final Plymouth Forward 2040 Comprehensive Plan. A draft of the Plan was accessible for residents to review on the project website at [www.plymouthforward.com](http://www.plymouthforward.com), or printed copies were available at City Hall and the Plymouth Public Library. Comment forms were also available at these locations for residents to share their input on the draft Plan.

# 5

## Adopt the Plan

The final step in the plan development is the formal adoption of the Plan. This involved to first seek approval from the Plan Commission and then final approval by resolution by the City Council.



## OUR VISION & CORE VALUES...

*“The City of Plymouth is a thriving, growing, and inclusive community, where possibilities connect!”*

1

### Collaboration

We value fostering enduring partnerships with local and regional organizations, prioritizing inclusivity, open dialogue, and diverse participation to encourage a vibrant and connected community.

2

### Wellbeing

We value the wellbeing of residents and visitors in Plymouth, aspiring to foster a high-quality, safe, and family-friendly environment. Our dedication encompasses exceptional parks, safety measures, access to quality education, healthcare, and wellness opportunities, enhancing the overall wellbeing of our vibrant community.

3

### Growth

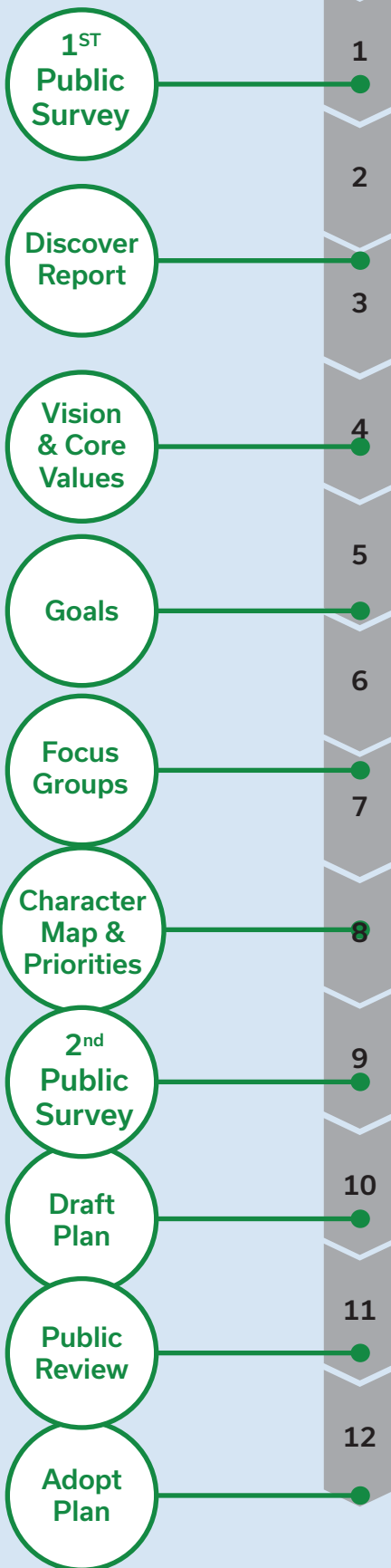
We highly value supporting the growth of businesses and ensuring a range of diverse, affordable, and high-quality housing options to meet the needs of all life stages. Our vision is to see Plymouth as a place where opportunities thrive, advancing our community, residents, and businesses toward a prosperous future.



# PROJECT TIMELINE

## Milestones

## Months



## Community Engagement

## Phases



# COMMUNITY ENGAGEMENT SUMMARY



1<sup>st</sup> survey

**277** RESPONSES



2<sup>nd</sup> survey

**110** RESPONSES



Focus Group  
Workshops

**59** PARTICIPANTS



Public  
Events

**70** PARTICIPANTS





## A COMMUNITY PROFILE OF PLYMOUTH TODAY

Plymouth is a charming city nestled in the middle of Marshall County, Indiana. Home to Indiana's largest 4-day festival, the Blueberry Festival, this city of 10,214 regularly welcomes large populations for many of their events and festivals!

While Plymouth is always looking for new opportunities to move forward and better the City for its residents, it is also remarkably in-touch with its rich cultural diversity. Organized by La Voz Unida, the popular Latino Festival, held annually in September in River Park Square, celebrates the Latino heritage featuring music, live dances, traditional food, and more! Another popular event includes the Mayor's Month of Music held every Friday in August in River Park Square that features bands from all over the Midwest in a festival-like atmosphere.

Plymouth is becoming a burgeoning arts community that features the Wild Rose Moon, a member run performing arts center, the reopening of the historic REES Theater, which reopened its doors in October 2022, the MoonTree Studios, and the Heartland Artists Gallery. Popular restaurants include Mila's Mini Market, Christos Family Dining, Opie's Deli, The Brass Rail Bar and Grill, and many other delicious selections! Visitors and residents interested in fresh, locally grown food also have the opportunity to visit the Plymouth Farmers' Market between the months of May and October, which features over 30 local growers!

All of these wonderful amenities, destinations, and events contribute to what it means to live in Plymouth. The Plymouth Forward 2040 Comprehensive Plan is meant to build upon this wonderful foundation that has already been laid. By encouraging residents and businesses to contribute to this Plan, we can provide an opportunity for residents and businesses to build a Plymouth that realizes their visions and aspirations for the City.

## ASSETS, OPPORTUNITIES, AND CHALLENGES

In understanding Plymouth's path forward, we explored our community's strengths, potential growth avenues, and existing challenges. These aspects, rooted in the three core values: Collaboration, Wellbeing, and Growth, are fundamental pillars. Our identified assets underscore the strength of collaboration, while opportunities align with our growth-centric approach. Simultaneously, challenges bring our focus to sustaining wellbeing. With these core values as our guide, we aim to leverage strengths, pursue growth opportunities, and overcome obstacles, ensuring Plymouth remains a thriving and unified community to keep it moving forward.

### Collaboration

Plymouth's commitment to collaboration shines through in its vibrant community. From partnering with local organizations to welcoming visitors from across the region for festivals like the Blueberry Festival, collaboration is at the heart of our identity. We believe in inclusivity and open dialogue, celebrating the diversity that makes Plymouth unique. Every voice matters, and we strive to create a transparent platform where possibilities connect. Through empathy and understanding, we build lasting partnerships that shape a thriving, inclusive, and united community.



### ASSETS

- **Marshall County Arts & Culture Council:** Promotes collaboration with local artists and cultural organizations.
- **Plymouth Greenways & Trails:** Provides a platform for inclusive community activities and events.
- **River Park Square:** A gathering place for community events and collaboration.
- **Community Resource Center:** Fosters collaboration by providing access to various community services.
- **Plymouth Chamber:** Encourages collaboration among local businesses.
- **City Hall:** A hub for open dialogue and transparent governance.
- **Museum:** Preserves and shares the community's history, encouraging inclusivity.
- **Historic Fire Station:** A symbol of community history and collaboration in emergency services.



## OPPORTUNITIES

- **Railroad Site Development:** Encourages collaboration between stakeholders for repurposing.
- **Public-Private Partnerships for Redevelopment:** Collaboration between public and private entities for community redevelopment.
- **Regional Trail Connection:** Promotes collaboration for enhancing recreational opportunities.
- **Cultural Arts Leasing Options:** Encourages collaboration between businesses and cultural organizations.
- **Multi-family Housing Development:** Encourages collaboration to address housing affordability and availability.
- **Career Center & Marian University's Ancilla College:** Collaboration between education institutions and the community to enhance opportunities.



## CHALLENGES

- **Absentee Landlords:** Challenges collaboration due to lack of active property management and involvement.
- **Limited Sidewalk Connections:** Hinders inclusivity and community collaboration by limiting walkability and connectivity.
- **Lack of DEI Training in Education:** Affects inclusivity within educational institutions, hindering collaboration and understanding.



## Wellbeing

In Plymouth, wellbeing is more than just physical health; it's a holistic approach to quality living. We prioritize the safety and security of our residents and visitors, creating a safe haven where families can thrive. Our commitment extends to sustainability, ensuring we meet the needs of today without compromising the future. We invest in education, health, and wellness opportunities, making Plymouth a place where individuals flourish in all aspects of their lives. We're dedicated to crafting a quality environment that everyone proudly calls home.



### ASSETS

- **Yellow River:** A natural asset contributing to the physical and environmental wellbeing of the community.
- **Greenway Trails:** Promote physical health and outdoor activities.
- **Parks & Rec Facilities:** Create safe and enjoyable spaces for families to thrive.
- **Education Facilities:** Investing in education for the holistic wellbeing of residents.
- **Public Services & Safety:** Ensuring safety and security for the community.
- **Public Transit:** Enhances accessibility and improves overall quality of life.



### OPPORTUNITIES

- **Affordable Multi-family Housing:** Addresses housing affordability, promoting overall community wellbeing.
- **Homeowner Education and Incentives:** Enhances wellbeing by promoting responsible homeownership.
- **Bikeable/Walkable Infrastructure:** Supports active lifestyles and improves community health.
- **Splash Pad and Recreational Additions:** Enhances community spaces for families to thrive, contributing to wellbeing.
- **DEI Training in Education:** Fosters a more inclusive educational environment, promoting overall wellbeing.



## CHALLENGES

- **High Rental/Lease Rates:** Affects the financial wellbeing of community members, making housing less affordable.
- **Flood Mitigation:** Impacts community safety and wellbeing during flooding events.
- **Environmental Odor on Specific Days:** Affects the environmental wellbeing and overall quality of life for community members.
- **Declining Enrollment:** Raises concerns about the educational wellbeing of the community and its future generations.

## Growth

Plymouth embraces growth as a journey of endless possibilities. As we expand, we strengthen our economic foundation, leading to improved services and infrastructure for our community. Growth isn't just about numbers; it's about fostering opportunities for our residents, businesses, and visitors alike. We're committed to creating vibrant destinations, offering diverse housing choices suitable for all life stages, and nurturing a business-friendly environment. Through responsible resource management, we aim to unlock the full potential of our community, connecting countless opportunities for a brighter future. Plymouth's growth is the gateway to prosperity for all.



## ASSETS

- **Housing Development:** Expanding housing options for residents at all life stages.
- **Land Available:** Provides opportunities for economic growth and development.
- **Airport:** Enhances connectivity and fosters economic growth.
- **Education Initiatives:** Preparing residents for future opportunities and growth.
- **Parks & Rec Improvements:** Attracting visitors and promoting community growth.
- **Cultural Arts Initiatives:** Fostering creativity and attracting cultural enthusiasts.
- **Natural Resources:** Leveraging natural assets for sustainable growth.
- **Infrastructure & Safety Upgrades:** Ensuring a strong foundation for community growth.



## OPPORTUNITIES

- **Downtown Redevelopment and Extension:** Supports economic growth and community vitality.
- **Land Acquisition and Zoning Updates:** Promotes responsible land use and fosters business-friendly growth.
- **Expand Runway and Transportation Access:** Facilitates economic growth and connectivity, driving prosperity.
- **Tiny Houses and Housing Variety:** Provides diverse housing choices, catering to different life stages and supporting growth.
- **Recreational and Logistics Expansion:** Balances growth with recreational opportunities and logistical improvements.
- **Expand Education Opportunities:** Supports educational growth and prepares residents for future opportunities.



## CHALLENGES

- **Vacant Buildings and Homes:** Hinders economic growth and community vitality by presenting an unattractive image.
- **Concern with INDOT Decision:** Raises uncertainties about future growth and development due to potential changes in transportation access.
- **Lack of Quality Housing:** Limits growth potential due to the unavailability of suitable housing options.
- **Lack of Diversity in Staff:** Hinders community growth by limiting representation and diversity in educational institutions.
- **Old Equipment in Parks & Rec:** Affects growth by limiting the appeal and functionality of recreational spaces.

In conclusion, Plymouth's assets, opportunities, and challenges are intrinsically linked to its core values of Collaboration, Wellbeing, and Growth. The identified assets form the bedrock of a vibrant, inclusive, and united community where partnerships thrive. Opportunities present avenues for furthering these values, whether through economic growth, educational initiatives, or cultural enrichment. Simultaneously, the challenges underscore areas where concerted efforts are needed to ensure Plymouth's continued progress as a safe, diverse, and flourishing community. By aligning strategies and actions with these core values, Plymouth can continue to build a prosperous and inclusive future for its residents, businesses, and visitors.



## MOVING PLYMOUTH FORWARD

### FUTURE DEVELOPMENT FRAMEWORK

The Future Development Framework for character areas in Plymouth is a strategic approach that was meticulously crafted with the involvement of various stakeholders, including the community, local government, and developers. This framework was designed to guide the development of specific areas while preserving and enhancing their unique characteristics, all while accommodating growth and change.

Character areas are integral to this framework, representing distinct sections within the community, each with its unique attributes and intended land uses. The character area map serves as a blueprint for planning and zoning decisions, ensuring that the special qualities of each area are preserved or enhanced. By defining these character areas, residents gain a deeper understanding of their purpose, fostering balanced and sustainable growth that accommodates diverse community needs. This approach not only creates a strong sense of place and identity within the community but also encourages active community involvement in shaping these areas, fostering a cohesive and vibrant community that can balance growth while preserving its unique qualities and values.

The process of developing the Future Development Character Area Map involved a steering committee that engaged in extensive discussions to draft the map and descriptions. Once a draft was created, it was opened to public feedback and underwent refinement based on community input. The finalized versions now serve as a guide for Plymouth's future development and may be used as a basis for necessary amendments to the zoning ordinance.

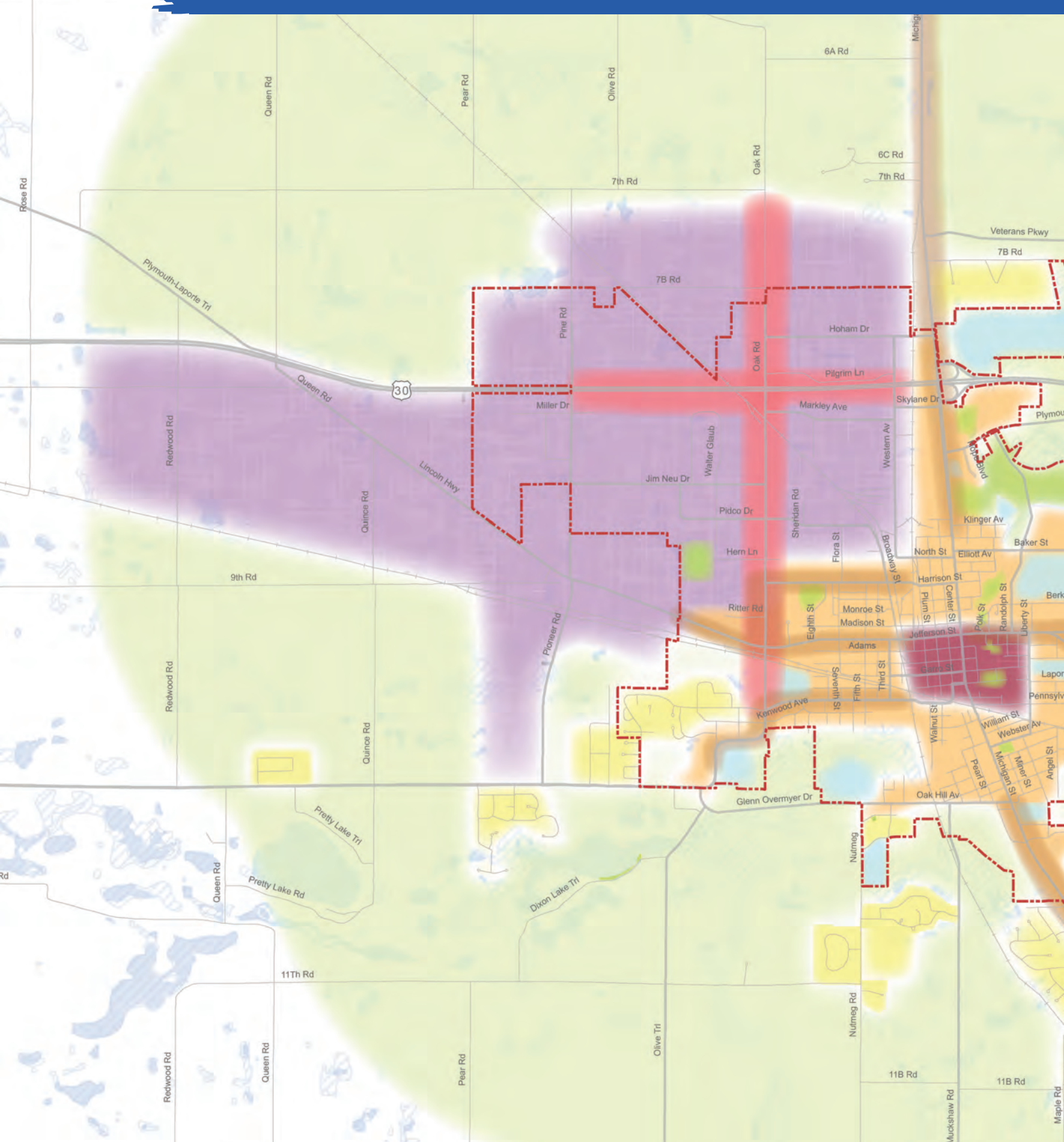
Plymouth’s planning process is driven by a vision statement, “The City of Plymouth is a thriving, growing, and inclusive community, where possibilities connect!” This vision statement is reinforced by core values, including Collaboration, Wellbeing, and Growth, woven into every aspect of the character areas and their descriptions. Collaboration prioritizes inclusivity, open dialogue, and empathy, ensuring the community’s voice is heard. Wellbeing focuses on enhancing residents’ lives, promoting health, sustainability, and quality of life. Growth signifies responsible development for Plymouth’s long-term success. These values collectively guide the character areas, embodying Plymouth’s vision and values in tangible urban planning.

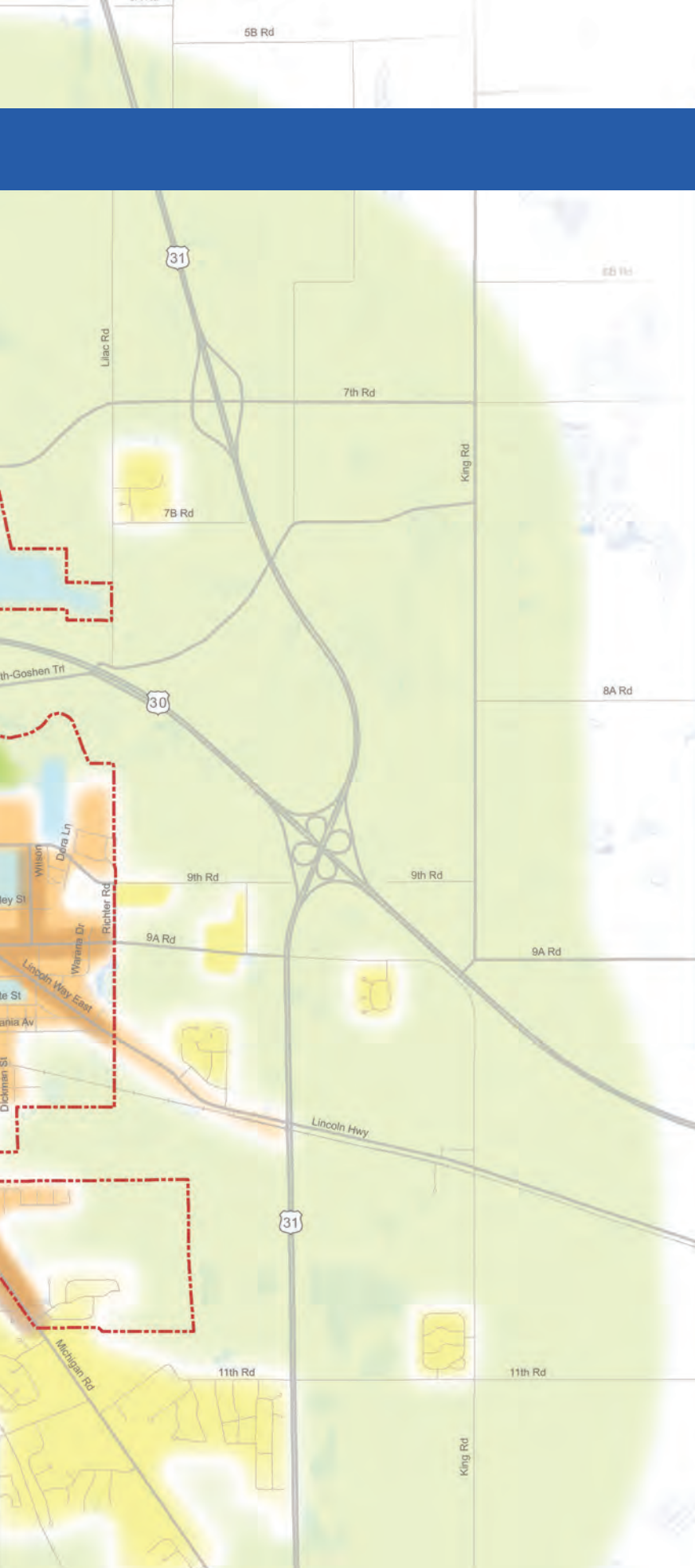
## OVERVIEW OF THE CHARACTER AREAS

Plymouth’s innovative planning seamlessly blends diverse character areas for a sustainable and vibrant city. Downtown combines history with modernity, fostering community through mixed-use spaces and walkability. Transitional Mixed-Use links Downtown and residential areas, stimulating economic vitality. Regional Commercial areas prioritize sustainable growth, while the Employment Center attracts industries. Traditional and Suburban Neighborhoods offer diverse housing and active transportation, nurturing well-being. Rural Management preserves natural beauty, and Civic/Institutional and Parks/Open Space areas ensure access to services and green spaces. Together, these areas create a city where economic prosperity, environmental responsibility, and a high quality of life thrive, ensuring a promising future for all residents.



## FUTURE DEVELOPMENT CHARACTER MAP





## Legend

-  City Limits
-  Wetlands
-  Water Bodies
-  Civic & Institutions
-  Parks
-  Roads
-  Railroad

## Proposed Character Areas

-  Downtown
-  Regional Commercial
-  Employment Center
-  Transitional Mixed-Use
-  Traditional Neighborhood
-  Suburban Neighborhood
-  Rural Management



# THE FUTURE DEVELOPMENT CHARACTER AREAS

## Downtown:

Step into the heart of Downtown Plymouth, where history seamlessly meets modern vision. Here, multi-story buildings ranging from 2 to 4 stories harmoniously integrate various uses, revitalizing the area. Experience an array of residential types and densities, including live/work spaces that add to the neighborhood's allure. Retail establishments, professional offices, and



essential services thrive side-by-side, creating a dynamic and inviting environment. Charming building facades enhance the streetscape, while trees offer shade and ample lighting illuminates the cozy gathering spots for socializing. Bicyclists and pedestrians can easily navigate the dedicated pathways, connecting people to the area's amenities and promoting eco-friendly transportation. Explore the energy and charm of Downtown Plymouth, where the past blends gracefully with the present, inviting both residents and visitors to be part of its unique story.

## Transitional Mixed Use:

The Transitional Mixed-Use Character Area in Plymouth is a vibrant and diverse zone that bridges the bustling Downtown and adjacent residential neighborhoods. This area combines various housing options, including detached and attached units, seamlessly integrated with retail, tourism, and hospitality businesses, fostering a dynamic atmosphere and promoting economic vitality and enhancing social interaction, contributing to Plymouth's unique sense of place.

Maintaining a balanced medium to low building density, spanning 1 to 3 stories, this transformative space prides itself on architectural diversity, with single-family homes ranging from detached-style residences to charming townhomes. This variety provides affordability and accommodates a diverse population, reinforcing Plymouth's desire to build an inclusive community.

Filled with the spirit of community, this area invites the possibility of combining living and working spaces, fostered by a flexible convergence of residential and business operations, as properties are primarily owned by a single entity.



Place-making principles are incorporated into the design, with buildings oriented towards the street, creating pedestrian-friendly spaces and interactions. Parking lots are discreetly placed at the rear, creating an inviting ambiance with tree-lined streets and landscaping.

This pedestrian-friendly environment supports economic growth as local businesses, both existing and new, join forces to meet community needs. Plymouth values the integration of existing businesses and collaborates to uplift them, fostering a harmonious coexistence. New local commercial enterprises, including boutiques, dining spots, coffee shops, and professional services, are carefully planned to complement existing offerings, promoting a sense of community and support. As these businesses flourish, the area develops a distinct economic identity, attracting investments and job opportunities, making it a vibrant hub for commerce and community life.

Furthermore, the area prioritizes walkability and safety, with traffic-calming measures, thoughtful on-street parking, dedicated bike lanes, street furniture, and landscaping that enhance the streetscape and encourage active transportation. Exceptional bike and pedestrian connections facilitate easy movement within the corridor and beyond, fostering a healthier lifestyle and a connected, inclusive community. This intentional blend of diverse land uses creates a lively atmosphere where people from various backgrounds come together, forming lasting connections and a strong sense of identity and belonging

### Regional Commercial:

Welcome to Plymouth's thriving Regional Commercial Character Area, where the local economy blossoms amidst a pleasant, walkable setting. Nestled within charming single-story buildings, this hub of retail and service-based businesses beckons visitors to explore on foot, creating a bustling atmosphere that drives economic prosperity. The secret lies in its smartly designed layout, where future development is encouraged to prioritize small-scale site designs, promoting internal vehicular connections that minimize traffic impacts on major roads. This savvy approach ensures a seamless experience for both

patrons and businesses, fostering a thriving ecosystem of commerce. At the core of this thriving district is an emphasis on walkability and accessibility. With pedestrian-friendly pathways and bicycle connections, exploring the area becomes a delightfully sustainable experience. The result? A flourishing local economy, increased foot traffic for businesses, and a positive environmental impact as we embrace greener transportation options.



Heritage Square Shopping Center, Granger, IN

### Employment Center:

The employment center area is strategically designated to accommodate major employers and stimulate economic growth. With its strategic location, this zone acts as a magnet for industries seeking a skilled workforce conveniently situated nearby. This zone provides ample space for existing businesses to expand their operations, establish new manufacturing centers, and set up training facilities. Within this area, there's room for large-scale manufacturing facilities, light industrial centers, distribution centers, flex space buildings, and corporate offices.

The character area also supports the meshing of compatible commercial businesses to complement regional-scale shopping centers, bolstering the tourism, retail, and service-based industries.

Looking ahead, residential development could be thoughtfully integrated here, catering to the future workforce's housing needs. This character area places a strong emphasis on promoting balanced and sustainable living. To this end, pathways for bicyclists and pedestrians are prioritized, ensuring a seamless blend of productivity, accessibility, and livability within the Employment Center character area.

### Traditional Neighborhood:

The traditional neighborhood character area reflects Plymouth's vision of a diverse and inclusive community. This locale offers a range of housing



options and living arrangements that cater to every stage of life, all while preserving the historical essence of residential neighborhoods. In this area, you'll find a harmonious blend of smaller lot single-family detached homes, single-family attached homes like townhomes, apartments, and the versatile option for accessory dwelling units (ADUs). The architectural theme aligns with that of the Transitional Mixed-Use area, where

homes stand closer to the street, with cozy front yards.



To enhance the experience, tree-lined streets, well-designed lighting, and seamlessly integrated bicycle and pedestrian paths encourage active transportation within the neighborhood. This character area's charm lies in its ability to reflect Plymouth's diverse and welcoming spirit.

### **Suburban Neighborhood:**

The suburban neighborhood character area preserves Plymouth's charm while accommodating the needs and preferences of property owners. It maintains the existing tapestry of single-family detached homes while allowing room for flexibility in the form of ADUs. This area also appreciates the significance of fostering community bonds through pedestrian and bike-friendly connections, which grant easy access to nearby amenities.

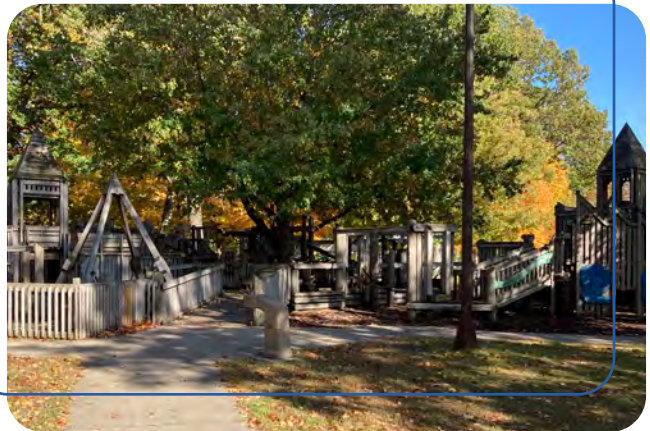
With a balanced approach, the Suburban Neighborhood character area ensures that Plymouth's character thrives while catering to modern preferences, seamlessly blending comfort and community

### **Rural Management (Residential & Agricultural):**

The Rural Management (Residential & Agriculture) character areas in Plymouth are dedicated to maintaining the rural character and supporting agricultural activities. These areas encompass farmlands for crop production and limited livestock raising, as well as multi-acre estate single-family housing. Preservation of surrounding open spaces and environmentally sensitive areas is a hallmark of this character area, ensuring the beauty of Plymouth's natural landscapes.

### **Civic/Institutional & Parks/Open Spaces:**

Please note that Civic/Institutional and Parks & Open Space areas in Plymouth have specific purposes that improve the community. The Civic/Institutional areas include important places like schools and government buildings, carefully placed where they're needed most. The Parks & Open Space areas offer parks and natural spaces that are spread out, giving everyone a chance to enjoy them. These areas help people access essential services and enjoy outdoor activities, making Plymouth a wonderful place to live and thrive.



## FUTURE INFRASTRUCTURE AND CONNECTIONS

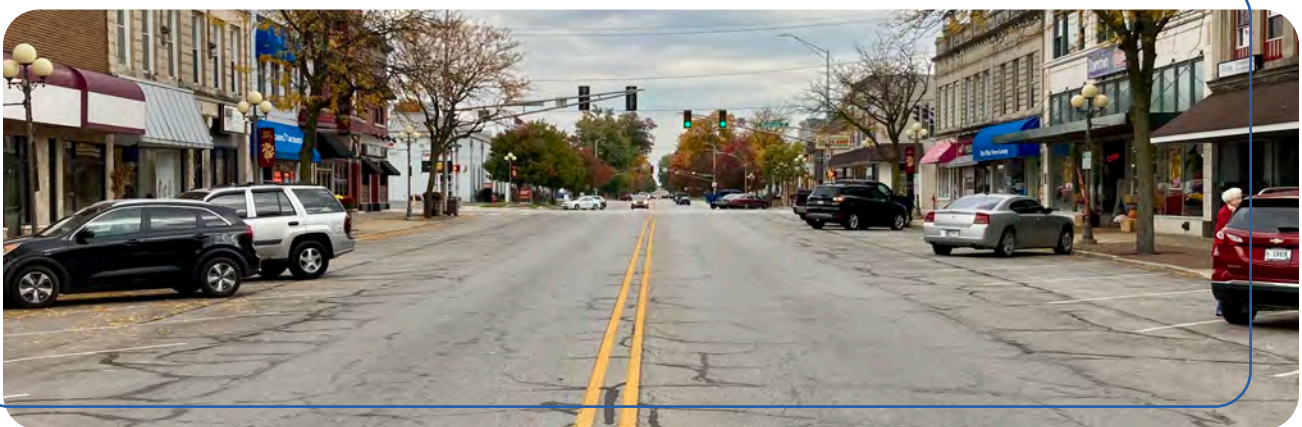
The Future Infrastructure and Connections section serves as the City's Infrastructure and Thoroughfare Plan to support future developments and reflects the proposed goals and action strategies identified in this Comprehensive Plan. The Infrastructure and Thoroughfare Plan will guide the City and MCEDC to encourage developers to first consider investing in the corporate limits where current infrastructure systems exist to maximize the available space, where feasible. The following details outline the proposed infrastructure and transportation improvements and are illustrated on the Future Infrastructure Map and Future Bicycle and Pedestrian Facilities Map.

### Transportation Improvements

The Thoroughfare Plan illustrates the City's current roadway network, organized by functional classification as assigned by the Indiana Department of Transportation (INDOT). INDOT assigns the functional classification based on the level of street accessibility, the character of the road, traffic volumes, and travel speeds. The following are the road functional classifications in Plymouth.

- Principal Arterials
- Minor Arterials
- Major Collectors
- Minor Collectors
- Local

The current and proposed road classifications, illustrated on the Future Infrastructure Map are intended to be compatible with the future character areas to provide safe and efficient travel by all modes of transportation and for recreational travel. Future improvements aim to enhance the mobility and accessibility between the character areas with adequate street designs, and the provision of landscaping, lighting, street furniture, and bicycle and pedestrian facilities. This contributes to Plymouth's quality of life, character, and appeal to attract and retain its residents.



The City would like to see road enhancements to increase connectivity and the movement of people and goods using all modes of transportation. The Indiana Department of Transportation (INDOT) is currently studying options to enhance US 30 through Plymouth and Marshall County. The City is actively involved with the study process and realizes that the plans may eventually include extending the Veterans Parkway west from Michigan Rd to its corporate limits and enhancing Miller Drive as a major collector to better serve the employment center around the enhanced US 30. Additionally, the City would like to see several major intersections along US 30 and US 31 be improved to enhance the safety of motorists and pedestrians. Improvements may be adding a new interchange, grade separation, or closing off (creating cul-de-sacs) less traveled roads to minimize the number of conflict points. Pidco Drive, Western Avenue, and North Street are envisioned to be extended as major collectors to increase connectivity. A new frontage road to US 31 is proposed between 9A Road and Old US 30 (Lincoln Highway) as well as enhancing 9A Road to increase mobility and safety. Michigan Street between Jefferson Street and LaPorte Street needs to be enhanced or reconfigured to enhance connectivity and safety for bicyclists and pedestrians.

### **Arterial Roads**

Arterial roads receive their classification as these roads are intended to carry a higher volume of travelers through communities maximizing the mobility for motorists with free-flowing travel lines and minimal traffic control devices, limited driveway access, and higher travel speeds. Principal arterial roads in Plymouth are US 30 and US 31 providing direct connections to regional communities. Minor arterial roads in Plymouth are Veterans Parkway, Michigan Road/Street, Jefferson Street, Lincoln Highway, Oak Road, Oak Hill Avenue, Baker Street, and Columbus Street.

Many of these roadways also serve as gateways into the City and should be appealing entrances to leave a lasting impression with unique entry signs, landscaping, and lighting. The streetscape for arterial roads should also be appealing while maintaining its functionality to freely move motorists. This may include dedicated turn lanes at intersections where feasible, divided medians with landscaping where feasible, ample street lighting, street furniture where feasible, and landscape buffers between the roadways and adjacent buildings, especially around residential areas. Arterial roads should have minimal driveway access to adjacent land uses and at-grade intersections and should have frontage roads to maintain connections and safety. Bicycle and pedestrian amenities such as sidewalks, on-street bike lanes, and/or multi-use trails should be incorporated into the design of these streets to increase connectivity. Any such facilities should be well separated from vehicular traffic to enhance users' safety.

## Collector Roads

Collector roads receive their classification because these roads provide access between arterial and local roads, and are the connection to destinations, shopping centers, employment centers, parks, civic institutions, and neighborhoods. Some of the major collector roads in Plymouth are Hoham Drive, Plymouth-Goshen Trail, Pioneer Drive, Pidco Drive, Harrison Street, and Garro Street. Some of the minor collector roads in Plymouth are Pine Road, Pennsylvania Avenue, Flora Street, Madison Street, and Fifth Street. Some of these roadways also serve as gateways into the City and should be appealing entrances mirroring gateways on arterial roads.

The street design is encouraged to have adequate curb and gutters, street trees, landscaping, street furniture, street lighting, high-visible pedestrian crossings, divided medians where feasible, and have sidewalks, on-street bike lanes, and/or multi-use trails. Driveway access to collector roads should be adequately controlled and managed. In commercial areas, it is encouraged to have shared driveways and cross-streets for access and to minimize the number of driveway access onto arterial roads.

## Local Roads

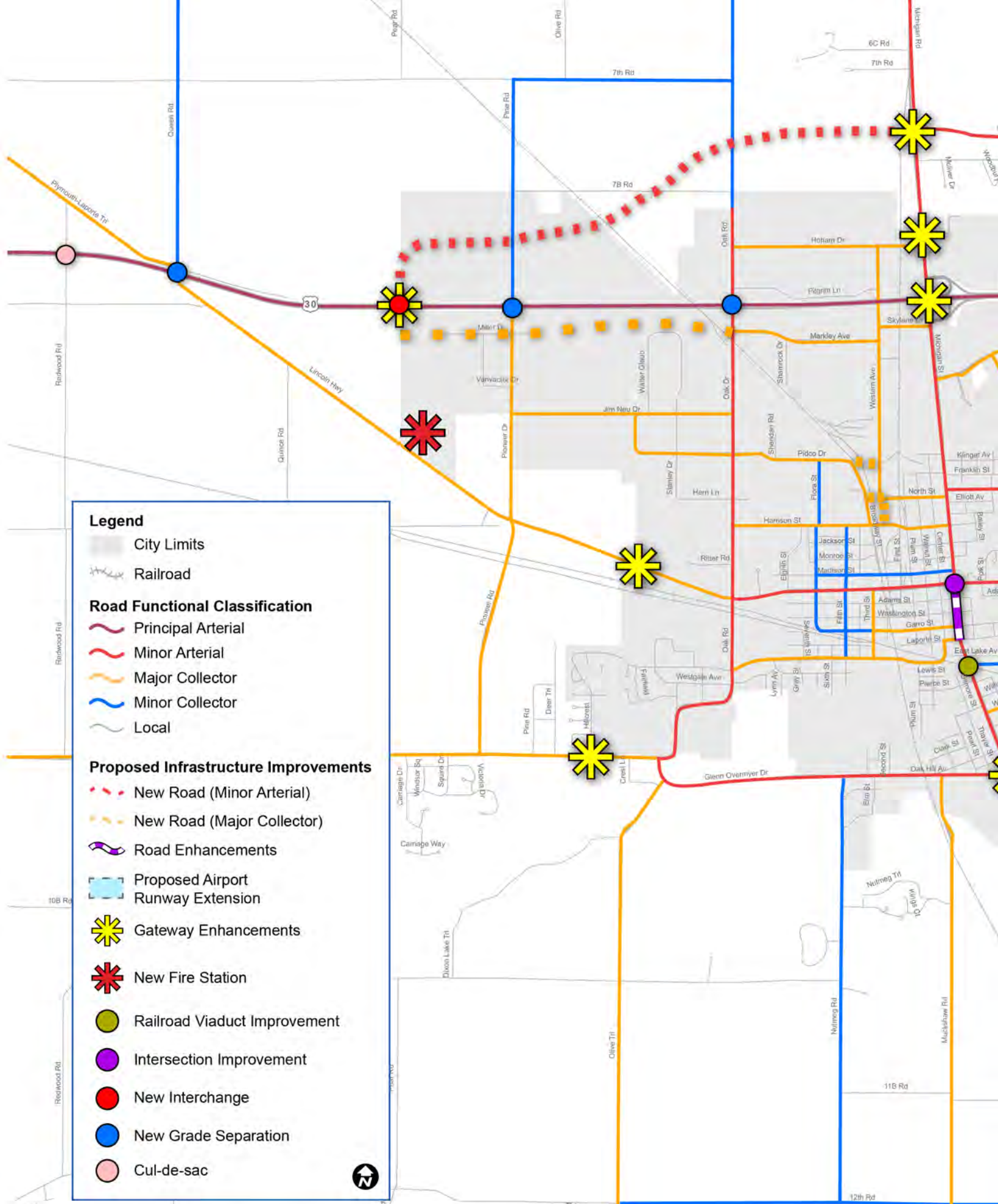
Local roads are the lowest classification and are intended to provide access to individual properties. Local roads are intended to carry low volumes of traffic at low speeds and may have multiple driveway accesses in addition to cross-street intersections. In older neighborhoods, driveway access from an alley system is highly encouraged to be maintained. The street design is encouraged to have adequate curb and gutters, street trees, landscaping, street furniture, street lighting, high-visible pedestrian crossings, and the provision of sidewalks and on-street bike lanes where feasible.



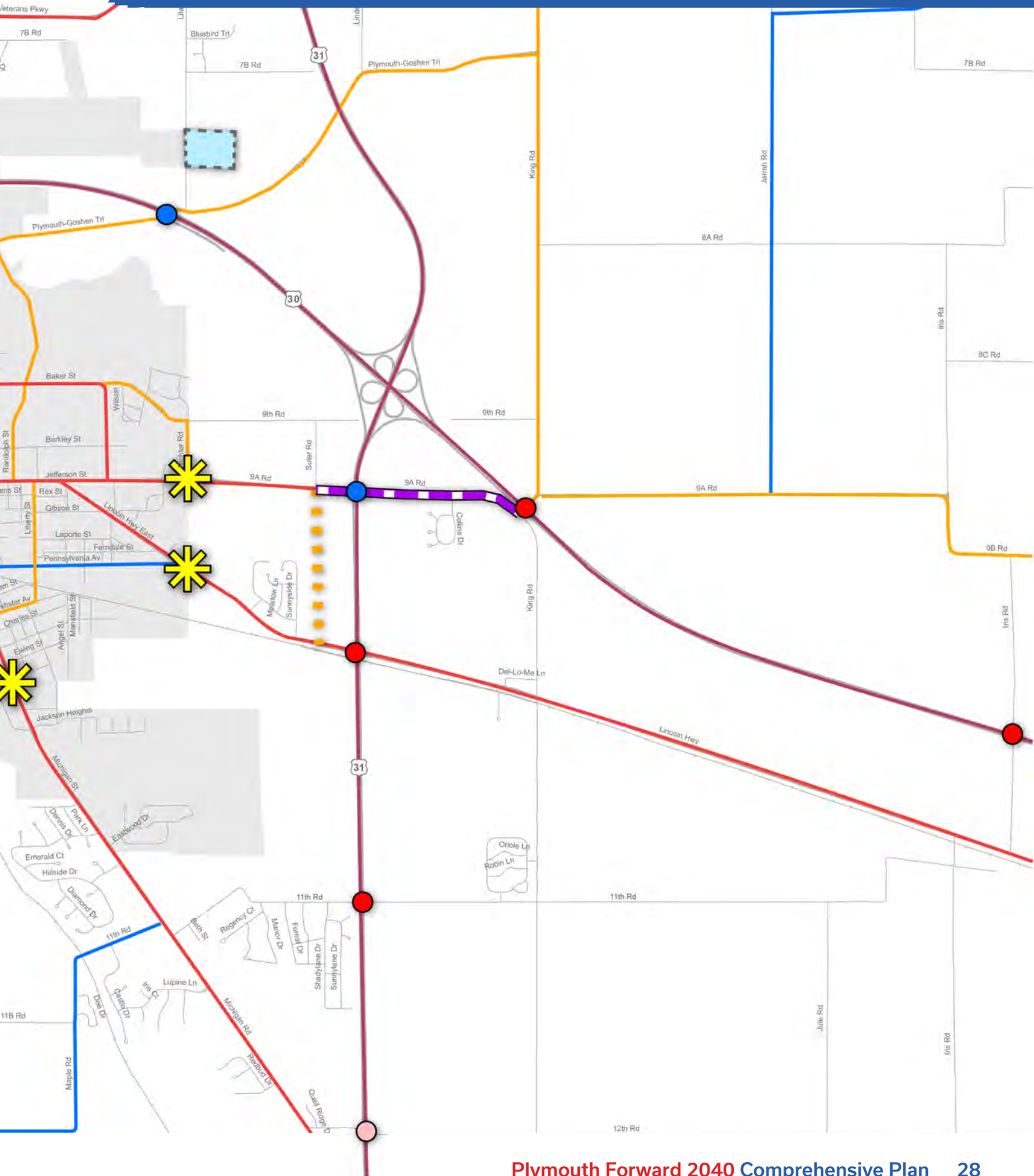
## Infrastructure Improvements

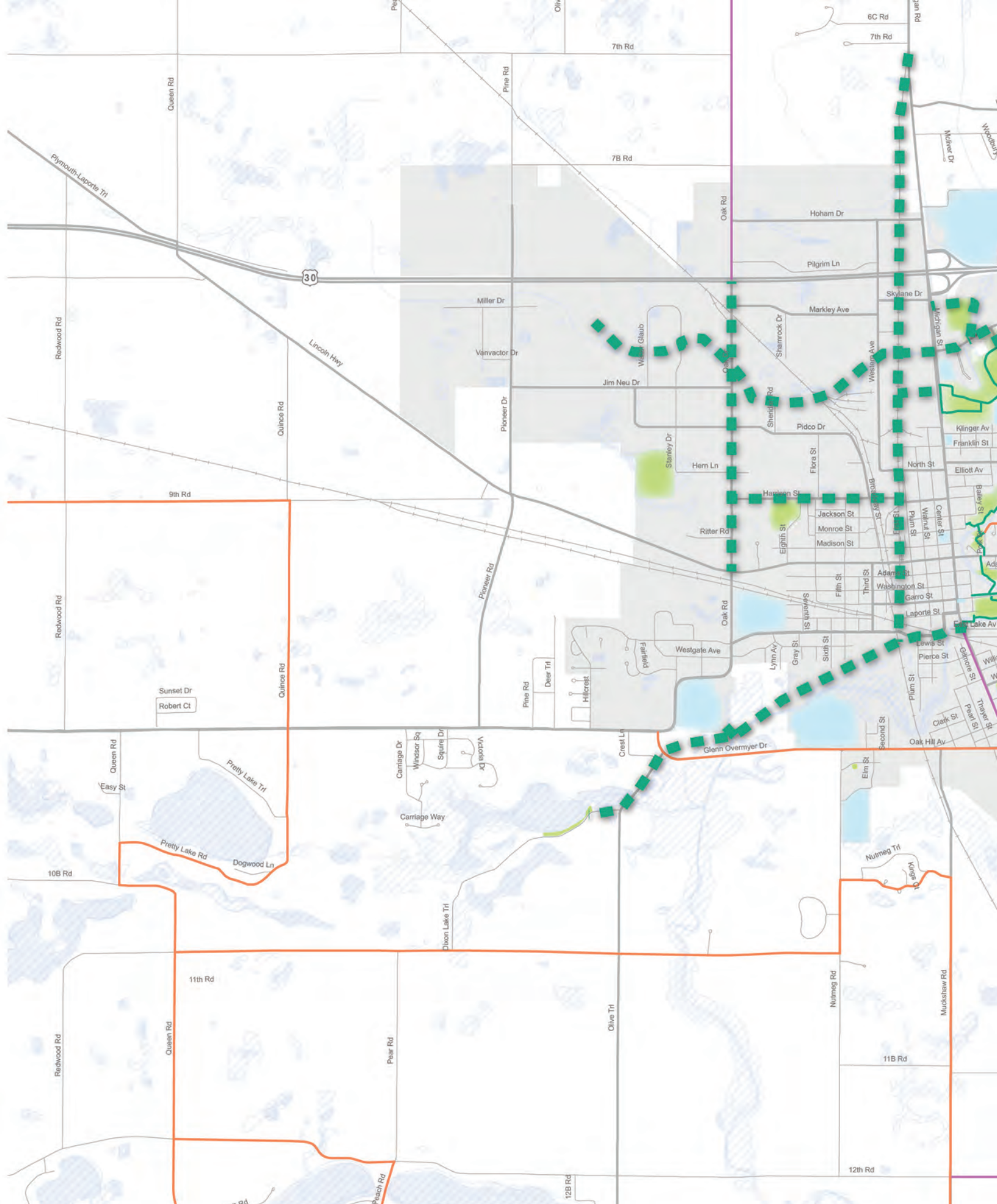
Other infrastructure improvements include expanding the Airport's runway to adequately serve air travel and expanding Plymouth's trail network, illustrated on the Future Infrastructure and Bicycle and Pedestrian Maps. The City's ongoing commitment with its "Complete Streets" policy and Advisory Committee ensure developers include bicycle and pedestrian facilities in their site plans and included in road reconfigurations. The City's role is to oversee the provision of these facilities in new public and private development and to assist with the completion of connections and links between areas that are not currently served. The action strategies outlined in this Plan seek to filling gaps in the sidewalk network, adding trail connections between neighborhoods and destinations, schools, and parks. It is also encouraged to create trail connections to regional communities, recreational, and cultural destinations in Marshall County.



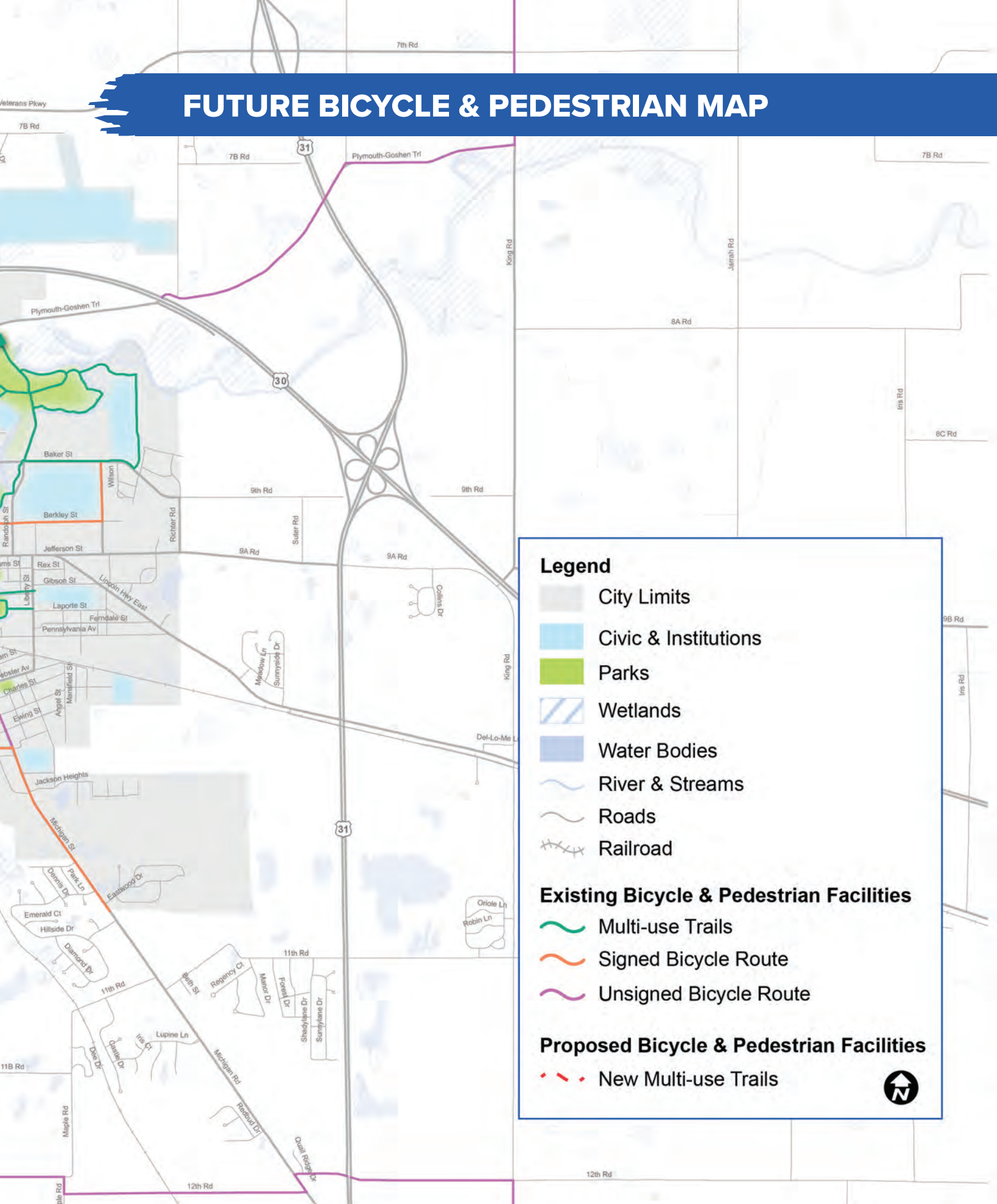


# FUTURE INFRASTRUCTURE MAP





# FUTURE BICYCLE & PEDESTRIAN MAP



## MEASURING PLYMOUTH'S SUCCESS

### PRIORITY ACTION PROGRAM

This section of the plan delineates Plymouth's strategy for realizing its vision and advancing the community. "Moving Plymouth Forward" encapsulates a multifaceted approach, extending beyond mere population or business growth. It signifies a commitment to forward-thinking practices, nurturing community relationships, strengthening neighborhoods, and instilling pride among residents, motivating them to contribute to their community. Central to this vision is an inclusive and welcoming environment where diverse living options and lifestyles are readily available.

Implementation hinges on forging enduring partnerships with community leaders, regional organizations, advocacy groups, and, most crucially, our residents. Tracking progress is vital, allowing us to measure results effectively. To chart the best path forward, we engaged in a comprehensive prioritization process, involving community engagement surveys and focused workshops.



These workshops, aligned with our core values, brought together the Steering Committee and esteemed stakeholders, experts in their respective core value areas. The outcome of these deliberations is Plymouth's action program, comprising strategies that address key opportunities and challenges in our journey to keep moving "Plymouth Forward."

With this action plan in place, we sought input from our community to identify the top-priority strategies for the next two years and reevaluated the results with the steering

committee. Through surveys, residents shared their preference on the top goals they would like to first see implemented. Concluding the survey period, the steering committee met one last time to evaluate the results and were pleased with the public's votes and elected to use the top voted goals from the Wellbeing and Collaboration core values. For the Growth core value, the steering committee decided to first focus on implementing a different goal as the top voted for goal by the public of "protect and promote natural resources" is an underlining priority of the City's and will be an evaluation criteria used during the implementation of all of the goals and strategies.

This led to the establishment of Plymouth's Priority Action Program. All of the goals and strategies intertwine and trickle down supporting the implementation of one another. All hold equal importance in terms of priorities but the following Priority Action Program, outlined below — a focused list of strategies representing our community's collective vision as the first direction for the City to begin implementing in the next two to three years. Supplementary goals and strategies for the core values are detailed in Appendix A, forming a comprehensive roadmap to guide implementation efforts for years to come.



# PRIORITY ACTION PROGRAM

## Wellbeing

### GOAL

Create, support, and promote safe and attractive places, neighborhoods, and streetscape.

### ACTION STRATEGIES

**Strategy 1:** Identify areas within existing residential developments to improve pedestrian crossings and continue to inventory where people are crossing, identify areas for new decorative lamp posts, and prioritize implementation efforts.

**Strategy 2:** Identify underserved neighborhoods with no access to a park or gathering space, and add pocket parks and gathering spaces in those areas.

**Strategy 3:** Add and maintain landscape beds along sidewalks to enhance the character of destination areas.

**Strategy 4:** Add landscape median refuge islands on wide road crossings, where feasible, to improve safety of motorists and pedestrians.

**Strategy 5:** Explore and offer incentives to improve homeowner and rental properties.

**Strategy 6:** Partner with INDOT to redesign Michigan Street to enhance the streetscape and safety by adding mid-block crossings, landscaped medians, bike lanes, planters, new street furniture, and redesigned sidewalks.

**Strategy 7:** Review and amend the Zoning Ordinance to allow 2nd floor living units in downtown and offer financial incentives i.e. low-interest loans and/or grants.



**Strategy 8:** Review and amend the Zoning Ordinance to allow semi-enclosed seating areas.

**Strategy 9:** Restructure the Facade Grant Program to be stronger and offer a streamlined process to increase participation.

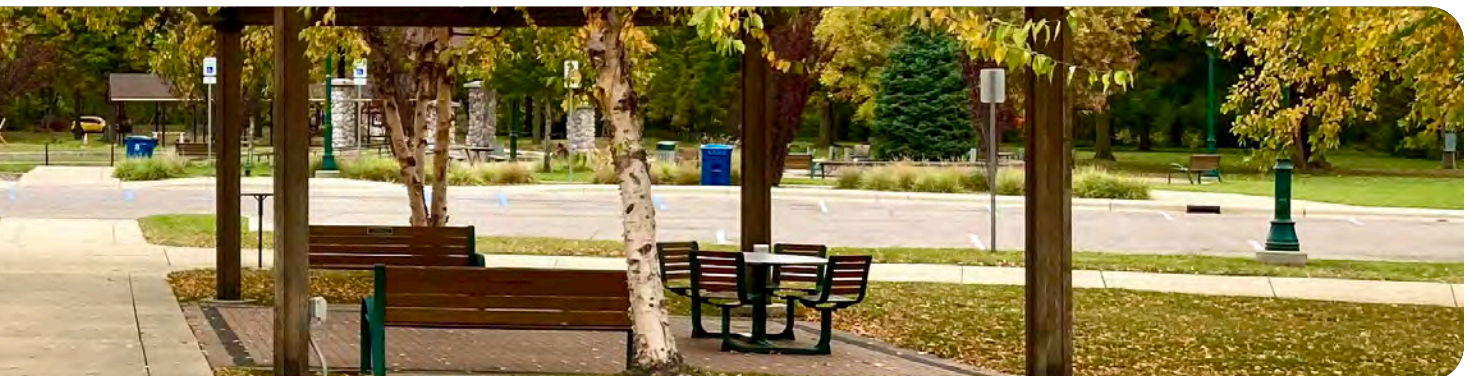
**Strategy 10:** Implement the strategies identified in the City's Parking Study such as to increase the marketing and promotion of public lots for longer duration needs and maximize the usage of the public lots.

**Strategy 11:** Explore the feasibility to allow pedestrian-scale overhead business signs on the sidewalks to help with advertising local businesses.

**Strategy 12:** Explore the feasibility to add pocket parks at key areas in downtown to enhance the appeal, add entertainment options, and add gathering spaces.

**Strategy 13:** Explore the feasibility to redesign the Michigan Street and Jefferson Street intersection like a roundabout to allow safer pedestrian crossings and slow travel speeds.

**Strategy 14:** Improve the railroad viaduct on Michigan Street.



## Collaboration

### GOAL

Work with local landlords, local businesses, and residents to maintain properties.

### ACTION STRATEGIES

**Strategy 1:** Identify target locations and offer a volunteer service day by reviving the “Christmas in April” and/or the “Change the World” to keep public spaces, rights-of-way (ROW), and other targeted areas clean.

**Strategy 2:** Establish an Economic Development Target Area program to designate portions of the City that are undeveloped land with reduced property tax and allow for residential tax abatements.

**Strategy 3:** Explore the feasibility to mirror the City’s Facade Program to create a match fund opportunity for residential property renovations.

**Strategy 4:** Offer education opportunities on the City’s code enforcement and property maintenance ordinances.

**Strategy 5:** Increase the support to the Building Commissioner by adding a staff person to manage code enforcement.

**Strategy 6:** Offer more Small Business Grants or loan options through the City.

**Strategy 7:** Simplify any of the beautification grants processes to encourage more participation.

**Strategy 8:** Clear blighted areas to make it ready for redevelopment.

**Strategy 9:** Empower residents to have a voice, be engaged, and contribute to making the community better.



## Growth

### GOAL

Encourage infill and mixed use development.

### ACTION STRATEGIES

**Strategy 1:** Add a City Plan Director position.

**Strategy 2:** Review and amend the Zoning Ordinance to allow mixed-use in targeted areas i.e. downtown and other activity centers to make it conducive to walk and bike.

**Strategy 3:** Identify buildable lots.

**Strategy 4:** Stimulate infill and mixed use development by offering incentives on targeted properties to help with active project support, grants, and cost sharing.

**Strategy 5:** Educate prospective purchasers of former industrial or old commercial buildings about the importance of environmental due diligence, and connect them to funding where applicable.

**Strategy 6:** Continue to identify opportunities to redevelop vacant and former industrial property, such as along the railroads and west of downtown (W Garro St and W Laporte Streets), leveraging brownfields assessment and remediation funding if available.

**Strategy 7:** Start a renovation-trade class or club as a program offered in Plymouth Schools.



## EVALUATING OUR ACTION PROGRAM

### Performance Evaluation Program

Ensuring the Plymouth action plan's success hinges on maintaining the momentum cultivated during our community-based planning initiative. A pivotal aspect of this success lies in the consistent evaluation and monitoring of our Priority Action Program. This strategic oversight is not just about tracking progress; it's about providing key decision-makers, including the City Council, the Planning Commission, and our residents, with timely and comprehensive insights into project advancements and milestones. It also sheds light on what's working well in project development and identifies areas that might benefit from refinement or modification.

Furthermore, as we chart our course forward, this evaluation mechanism serves another crucial purpose. It contributes substantially to the ongoing review and refinement of our comprehensive plan. By routinely assessing our progress, we are better equipped to adapt to evolving community needs and capitalize on emerging resources. To strengthen this evaluation process, we recommend establishing the comprehensive plan as a standing item on the agendas of both City Council and Planning Commission Meetings. This approach ensures that the plan's progress remains at the forefront of discussions, enhancing transparency, accountability, and the overall effectiveness of our community's growth and development journey.

## GUIDANCE ON IMPLEMENTING THE COMPREHENSIVE PLAN

### A Roadmap to Implementation

In our commitment to turning our vision into reality, the Plymouth Forward 2040 Steering Committee has outlined a clear strategy for using the

Comprehensive Plan effectively. Our collective insights and recommendations center on several key strategies.

Firstly, we advocate for the seamless integration of the implementation process directly into the comprehensive plan itself. This integration offers a clear and practical roadmap, guiding us toward the realization of our goals.

To ensure effective oversight and continuity, we recommend establishing an inclusive "Advisory" Committee. This committee will diligently oversee



plan execution, ensuring its prominent place on relevant meeting agendas. Furthermore, we propose conducting annual progress reviews, providing the flexibility to adapt to changing circumstances while staying on course.

To keep the Comprehensive Plan in focus, it will be a standing agenda item at City Council and Planning Commission Meetings, with a designated spokesperson for updates.

We emphasize the importance of widely sharing the plan within the community to create a shared sense of purpose and unity. To inspire community ownership, we'll celebrate achievements along the way, fostering community ownership and pride, inspiring active participation.

Embracing these strategies ensures the Plymouth Forward 2040 Comprehensive Plan plays a dynamic role in shaping our city's future.

## Key Roles

### **The Advisory Committee:**

To sustain momentum and streamline our implementation strategies, Plymouth Forward 2040 proposes establishing an "Advisory" Committee, formed by a resolution or ordinance with the Mayor's backing. This committee plays a central role in overseeing plan execution. The Advisory Committee will represent a diverse spectrum of expertise, including individuals from the original Steering Committee, active citizens, educators, medical professionals, local business owners, government representatives, and more. This diverse composition ensures a well-rounded perspective.

Initially, the Advisory Committee will meet monthly, ensuring active involvement during the plan's early stages. As momentum builds and strategies stabilize, meetings will transition to a quarterly schedule, balancing oversight with efficiency. To keep the comprehensive plan at the forefront of decisions, it will become a standing agenda item at both City Council and Planning Commission Meetings. Designating a committee member, like the City Attorney, as a spokesperson ensures ongoing regular updates, progress reports, and relevant discussions.

The advantages of this single advisory committee are significant. It offers comprehensive oversight, aligning actions with the plan's overarching vision. Resource allocation and communication with stakeholders improve, fostering innovative ideas through diverse perspectives. Accountability, consistency, and adaptability are enhanced, expediting implementation through streamlined reporting and resource sharing. In essence, this committee presents an efficient, collaborative approach to achieving our comprehensive plan's objectives, all while maintaining a steadfast focus on Plymouth's overarching goals.

**The City:**

The intent of this Plan is to serve as the City's guiding policy document when making land design development decisions as well as aid the City with prioritizing capital expenditures with public infrastructure improvements. While it is envisioned for the advisory committee to serve as the lead implementer, it is advised that the committee regularly update the City Council to keep everyone aware of what's being worked on to inform on the progress of a project's development, support the Council's decision with establishing future budget priorities, and even be an opportunity to brainstorm the best way to respond to arising issues with projects or to create future plans addressing the evolving needs of the community.

**The Community:**

The Plymouth community's involvement has been fundamental from the outset of the Plan's development, and this active engagement should extend beyond its adoption. Maintaining an open and ongoing dialogue, coupled with encouraging community participation, remains pivotal for successful implementation. The City will play a central role in proactively communicating its vision and action strategies to residents, fostering a sense of unity and pride in working towards shared goals.

To ensure community alignment, the comprehensive plan will be widely publicized, fostering shared understanding among residents and stakeholders, which is essential for successful implementation. Additionally, recognizing and celebrating achievements, both significant and minor, along our journey, aims to nurture a sense of community ownership and inspire active participation.

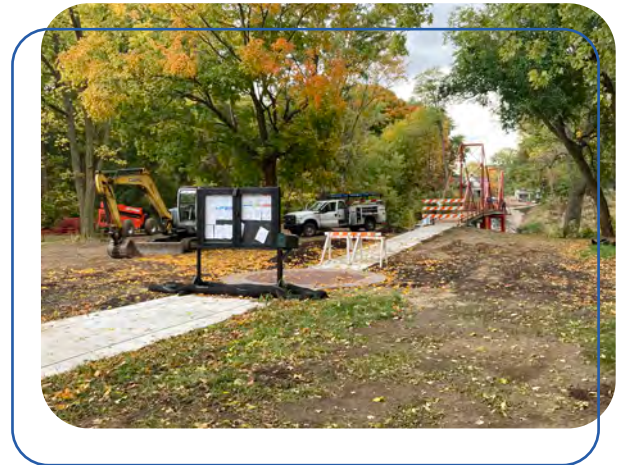
Practical measures, including easy online access to the Plan, providing hard copies at municipal buildings and libraries, regularly updating the Plan's website, and keeping the public informed of developments and policy changes, will be implemented to connect effectively with the community. Input from the community will be actively sought when evaluating progress in implementing transformative strategies. In essence, the Plymouth community is not just a passive observer; they are indispensable to the Plan's success, having actively shaped it from the beginning.



## IMPLEMENTATION TOOLS/STRATEGIES

### Zoning Ordinance

The zoning ordinance is far more than a set of rules; it serves as a pivotal tool for translating the comprehensive plan's vision into a tangible reality. By effectively updating and utilizing the zoning ordinance, we can actively shape the future of Plymouth to align with our shared vision, creating a distinctive and cohesive look and feel throughout the city. Crucially, the zoning map and regulations should seamlessly align with the comprehensive plan's future character area map, ensuring that each development decision contributes harmoniously to Plymouth's desired aesthetic and functionality.



Furthermore, collaboration with the Planning Commission and the BZA is essential. The zoning ordinance's purpose extends to governing land subdivision, regulating land uses in terms of scale, intensity, and appearance, and implementing the comprehensive plan's land use policies. This collaboration ensures that the types of uses developed in specific areas, as well as the character of development and provision of services, align with the vision outlined in the Future Development Concept Map of the comprehensive plan. While the comprehensive plan provides long-term growth and development guidance and sets standards for the quality, character, and intensity of new development, the zoning ordinance operates at the parcel level, dealing with daily development issues to ensure that the comprehensive plan's vision is consistently realized. However, it's important to acknowledge that the comprehensive plan and zoning can sometimes face challenges as they navigate changes in the real estate market, evolving community preferences, and local decision-makers' evolving perspectives.

### Education and Training Investments

Recognizing that knowledge is power, we underscore the importance of investing in education, training, and providing essential resources to our Planning Commission and Board of Zoning Appeals. Informed decision-making is the cornerstone of successful implementation. By keeping our decision-makers well-informed about best practices and industry developments, we equip them with the tools necessary to make decisions that align with our comprehensive plan. These investments are essential for the plan's successful implementation. Moreover, we recommend the appointment of a full-time Plan Director to facilitate the plan's execution, ensuring a dedicated focus on its successful realization.

## Capital Improvement Plan

Plymouth adopts a forward-thinking approach to strategic planning through its comprehensive 5-year city-wide capital improvements plan. In close collaboration with our seasoned financial advisors, we meticulously outline a vision for essential upgrades and developments. This plan is a dynamic roadmap that receives quarterly updates, ensuring it remains agile and responsive to the evolving needs of our thriving community.

In parallel, each department within the city contributes to a comprehensive 5-year asset plan. This asset plan serves as a roadmap for major acquisitions and purchases exceeding \$5,000 within each department. The meticulous nature of this planning enables us to forecast and prepare for necessary investments in equipment, supplies, and infrastructure.

Notably, our water, wastewater, and airport departments play a crucial role in the city's growth and development. They actively engage in the creation of annual 5-year forecasts, specifically tailoring plans for scheduled capital improvements. These forecasts are pivotal in ensuring that our community's essential utilities are modernized and efficiently managed.

Furthermore, the city has set in place a structured review process for these plans, typically occurring in the first half of the year. This review period aligns with our anticipation of the upcoming budgeting cycle in the fall. The comprehensive review allows for prudent financial decision-making and effective allocation of resources, which ultimately contributes to the continued growth and prosperity of Plymouth.

## CITY REVENUE SOURCES

### Working with Developers and Land Exaction Tools

Plymouth has a rich history of collaboration with developers, rooted in its early establishment of PIDCO (Plymouth Industrial Development Corporation). PIDCO, originally conceived as a precursor to modern economic development entities, represents a privately-owned company formed by local community

leaders. Its primary mission is to attract new businesses and develop land within the community. Unlike traditional companies, PIDCO reinvests its earnings into additional projects rather than distributing dividends to stockholders. This historical partnership between the City government and the development community continues to thrive. The Mayor's office maintains close ties with the Marshall County Economic Development Corporation, the Indiana Economic Development Corporation (IEDC), and regional partners. While Plymouth



doesn't have an extensive history of using land exaction tools, recent initiatives demonstrate a commitment to innovative development. For example, the city's Complete Streets Committee has proposed a strategy to encourage landowners along the Oak Drive corridor to grant the City a 10-foot right-of-way for future trail development. In exchange for this concession, developers can gain approval for their plans without the immediate requirement of constructing a sidewalk. This approach is part of a broader vision to create a wide, multi-use trail along the entire street, enhancing recreational and connectivity opportunities in the community.

### **Tax Increment Financing (TIFs)**

Plymouth has effectively harnessed Tax Increment Financing (TIF) as a versatile tool for spurring economic development and infrastructure enhancement. Since its adoption in 1993, the city has increasingly employed TIFs, particularly over the last decade. These financing districts are strategically structured to drive progress and investment in the community. Plymouth currently manages seven TIF districts, each with a unique purpose. The first three, labeled TIF Districts #1-3, are general districts, encompassing multiple parcels and owners. These districts aim to revitalize larger areas of the city. In contrast, TIF Districts #4-7 are project site-specific, targeting designated areas or properties. For instance, TIF #4 presently includes the River Gate South apartments but is envisioned to expand its coverage to support the redevelopment of blighted properties in the downtown area. TIF #6, which supports a housing development, is noteworthy because it's considered a traditional TIF district rather than a specific residential district. While the housing development mainly comprises rental units, its tax increment qualifies for capture under the laws governing traditional TIF districts. TIF #7, known as the Pretzels Air Parcel, is another site-specific district created by carving out a section from TIF #3 to facilitate a manufacturing expansion. Plymouth's flexible approach to TIFs reflects its commitment to fostering growth and revitalization across the community.

### **Tools for Funding and Revenue Sources**

Plymouth employs a flexible and creative approach to funding, utilizing various tools and exploring revenue sources to meet its financial needs. These tools include Impact Fees, In-Lieu Fees, dedicating land, and developer agreements. However, the city exercises caution when it comes to waiving tap fees, particularly in the utility departments, maintaining fiscal responsibility and ensuring the sustainability of essential services.

The city strategically manages revenue sources like the Motor Vehicle Highway (MVH) to fund local street projects and other permissible uses, demonstrating a commitment to maintaining and improving transportation infrastructure. Although the consideration of county-wide wheel tax and Economic Development Income Tax (EDIT) proposals has occurred in the past, Plymouth presently relies on existing tax revenues. The city prioritizes fiscal

prudence and contemplates additional taxation only in response to a genuine funding shortfall. This careful financial approach ensures that Plymouth continues to meet its financial obligations while exploring innovative tools for sustainable development.

### **Economic Development Income Tax (EDIT)**

The Economic Development Income Tax (EDIT), also known as the County Economic Development Income Tax (CEDIT) is an optional tax available to all counties in Indiana. Revenue is divided among the county, cities, and towns, and must be used for economic development or public infrastructure projects. Currently, Marshall County has not adopted an EDIT.

### **Wheel Tax (Local Option Highway User Tax)**

A wheel tax, also known as a local option highway user tax, is a tax imposed by local governments on registered vehicles, based on the number of wheels or weight of the vehicle. Typically collected annually during vehicle registration, this tax generates revenue dedicated to local transportation projects. Funds from the wheel tax are channeled towards essential initiatives such as road maintenance, repairs, and improving the local transportation network. It ensures that individuals who use the roads in a community contribute financially to the upkeep and development of the transportation infrastructure, promoting sustainable funding for crucial transportation enhancements. Currently, neither Plymouth nor Marshall County employ a wheel tax.

### **Motor Vehicle Highway (MVH)**

The Motor Vehicle Highway (MVH) is a designated fund maintained by the City to finance road and highway-related projects and expenses. Revenues for this account are primarily derived from various sources such as fuel taxes, vehicle registration fees, and other related charges. The funds in the MVH are allocated and utilized to support construction, maintenance, repair, and improvement of highways, roads, and other transportation infrastructure. Essentially, the MVH serves as a crucial financial pool dedicated to ensuring the functionality, safety, and enhancement of the motor vehicle transportation network within a given jurisdiction.

### **Public-Private Partnerships**

A public-private partnership (PPP) is a business relationship between a private-sector company and a government agency for the purpose of completing public projects. PPPs can be used to finance, build, and operate capital projects. Plymouth prioritizes collaborative efforts through effective public-private partnerships (PPPs), rooted in a historical legacy of cooperation exemplified by the Plymouth Industrial Development Corporation (PIDCO). Working closely with developers and key stakeholders, the city aims to drive growth and attract new businesses. Recent instances include land exchanges, where the city partnered with local developers to facilitate housing projects

while gaining valuable land for community use. Additionally, Plymouth engages in strategic infrastructure development, leasing renovated spaces to support local organizations and actively participating in the construction of vital community facilities like the Bardwell Aquatic Center. These endeavors underline Plymouth's dedication to innovative partnerships for the collective benefit of the community.

## POTENTIAL FUNDING OPPORTUNITIES

### Indiana Department of Transportation (INDOT) and Funding Opportunities

Plymouth actively engages with the Indiana Department of Transportation (INDOT) to access federal transportation programs and grant opportunities designed to bolster community development. INDOT administers a range of grant programs, including a rural call for new local projects, which offers valuable assistance to cities like Plymouth in executing transportation initiatives. These projects encompass road reconstruction, bridge reconstruction, and safety enhancements for sidewalk and ADA improvements. Another funding opportunity is the Infrastructure Investment and Jobs Act or also known as the "Bipartisan Infrastructure Law." Notable differences from the former transportation bill, FAST Act, is the substantial increase in the long-term investment, providing \$550 billion over fiscal years 2022 to 2026. Eligible projects are for roads, bridges, mass transit, water infrastructure, economic resilience, and broadband.

One notable program Plymouth can access is INDOT's Community Crossings Match Grant Program (CCMG), initiated in March 2016 under the leadership of former Indiana Governor Mike Pence. CCMG has been instrumental in streamlining the management of road and bridge assets for local governments, helping assess pavement conditions and structural integrity, and facilitating the development of asset management plans. These plans serve as essential tools for local governments, aiding in the evaluation of asset conditions and the prioritization of improvements. Importantly, they are a prerequisite for applying for CCMG funds. Plymouth, with its population exceeding 10,000,

qualifies for CCMG funding using a 50/50% match formula. Eligible projects include road preventative maintenance, road rehabilitation, and road reconstruction. Since 2016, Plymouth has consistently applied for CCMG grants, securing nearly \$4 million in funding, which has significantly enhanced miles of local roadways. This funding has accelerated critical infrastructure improvements that might have otherwise faced extended timelines, underscoring the program's vital role in advancing community development.



## **Economic Development Administration Public Works & Economic Adjustment Assistance Program**

EDA's Public Works and Economic Adjustment Assistance Programs provide communities with resources to address their various economic needs. EDA supports infrastructure and economic development projects that lead to job creation and retention, an increase in private investment, advances innovation, enhances manufacturing capacities, and workforce development. More information is provided on the EDA's funding opportunities webpage.

## **Indiana Office of Community and Rural Affairs (OCRA) Programs**

The Office of Community Rural Affairs (OCRA) oversees the allocation of funds for various grant programs, notably for the Community Development Block Grant (CDBG) Program. CDBG is a key initiative aimed at fostering community growth and enhancing economic development in eligible communities. This program provides financial assistance to local governments and nonprofits, supporting a range of projects such as, comprehensive planning, infrastructure improvements, housing initiatives, and job creation efforts. The focus is on addressing pressing community needs and promoting sustainable development, ultimately enhancing the quality of life in rural communities. The City can apply for up to a grant award of \$500,000 and requires a local match of 10% of the total project cost. More information can be found on OCRA's webpage.

## **OCRA Quick Impact Placebased (QulP) Grant**

QulP is designed to fund small-scale projects that make a quick community enhancement and transformation of underutilized spaces to spark community conversation and creativity. This grant encourages the establishment and strengthening of partnerships between the City, residents, community groups and organizations, and businesses. Grants requests must be between \$2,500 and \$5,000 and have a local match of either cash, in-kind contributions, or a combination of both.

## **Indiana Housing Community Development Authority (IHCD) Programs**



IHCDA seeks to assist communities to create high quality hometowns that are safe, affordable, and quality housing options. IHCD promotes, finances, and supports a broad range of housing solutions, from temporary shelters to homeownership assistance. IHCD partners with housing developers, lenders, investors, and nonprofit organizations to use their financing resources to serve low and moderate-income earners.

## **IHCDA Patronicity CreatINg Places Grant**

The CreatINg Places grant is a crowdsource funding mechanism that communities can apply and submit a project campaign that seeks public donations. IHCDA will match the dollars raised for successful campaigns up to \$50,000.

## **United States Department of Agriculture - Rural Development Program**

The United States Department of Agriculture (USDA) Rural Development Program provides a Community Facilities Direct Loan and Grant Program to rural communities with no more than 20,000 residents to aid in constructing or improving their utility systems or essential community facilities such as hospitals, health clinics, schools, public safety buildings, community centers, museums, local food systems, and other community based initiatives. Additionally, USDA has a Rural Business Development Grant Program that provides technical assistance and training for small rural businesses with fewer than 50 workers and less than \$1 million in gross revenue. Technical assistance can include conducting feasibility studies, business plans, property acquisition, start-up loans, workforce development and training, rural business incubators, entrepreneur training, and economic development. This may be an available resource the City of Plymouth could pursue to enhance the support to its local businesses.

## **United States Fire Administration**

The United States Fire Administration (USFA) offers a number of fire service grants the Plymouth Fire and EMS Departments could pursue to offset costs for equipment, staffing, and fire prevention measures. One grant program Plymouth may be eligible for is the Assistance to Firefighters used to purchase equipment, protective gear, and vehicles as well as training initiatives.

## **Indiana Department of Natural Resources**

The Indiana Department of Natural Resources (IDNR) offers several community facilities grants such as Fire Management and Recreational Trails Program. Fire Management grants is a 50/50 match that helps volunteer fire departments purchase vehicles and equipment. The Recreational Trails Program (RTP) is a state match grant to aid local communities in land acquisition and/or developing multi-use trails. The RTP reimburses a local community up to 80 percent of the project expenses upon project approval. This could be a potential resource the City could pursue to help construct trail projects.

## **Land and Water Conservation Fund**

The Land and Water Conservation Fund (LWCF) is available for local communities that have a state-approved Park and Recreation Board and Five-Year Parks Master Plan. The LWCF is a state match grant that provides 50 percent of the costs for land acquisition and/or development of parks and recreational facilities upon project approval.

# A

## APPENDIX - ACTION PROGRAM

### PLYMOUTH'S ACTION PROGRAM

The following Action Program is the complete list of the goals and strategies identified and prioritized by the Steering Committee, Focus Groups, and Plymouth's residents. The Action Program provides the time frame for completion, the lead entity, involved partners, and the priority level for implementing a strategy. The action strategies are organized by Plymouth's core values.

- 1. Growth**
- 2. Collaboration**
- 3. Wellbeing**

The Action Program was first developed and prioritized by the Steering Committee and Focus Group members during the Focus Group Workshops, and then by Plymouth's residents from the second input survey. The Steering Committee had a final review to ensure the strategies are realistic for implementation and supportive by the City. These strategies will guide the City to see transformational changes to keep moving Plymouth forward.

## Goal 1 : Encourage diverse housing choices [within the City limits] to accommodate all stages of life

Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level
City identify key infill properties and clear blighted areas to make it ready for redevelopment	Short term Mid term 3-5 years Long term >5 years Ongoing	City Administration	Plymouth Economic Development Corp.(PEDC), MCEDC, City Plan Commission, & Redevelopment Commission	High
Add quality, affordable, and diverse housing choices that are indicated on the Future Character Area Map	Short term	City Plan Commission	City Administration, Redevelopment Commission, & City Plan Director	High
Review and amend the zoning ordinances to align with the vision of the Future Development Character Area Map: <ul style="list-style-type: none"> <li>Allow for a mixture of residential and commercial types with the integration of live/work spaces to coexist by in the Downtown and Transitional Mixed-Use Character Areas</li> <li>Allow for the addition of accessory dwelling units in the Traditional and Suburban Neighborhood Character Areas</li> </ul>	Short term	City Plan Commission	City Plan Director, City Council, City Attorney, Board of Zoning Appeals, & Building Commissioner	High
Establish architectural standards for new living units in downtown	Short term	City Administration & City Plan Director	City Plan Commission, Board of Zoning Appeals, & Building Commissioner	High
Educate the City Plan Commission and the Board of Zoning Appeals on the vision and goals of the Comprehensive Plan to allow mixed use and diverse housing choices	Short term	City Plan Director	City Administration	High
Goal 2: Increase and promote homeownership resources				
Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level
Establish a Volunteer Loan/Grant Committee to educate and oversee the homeowner incentives	Short term	City Administration	La Voz Unida, Marshall County Community Foundation/United Way, Local Board of Realtors, & Plymouth Community Schools	High
Provide education opportunities on homeownership requirements and the benefits on renovating an existing home versus building a new home, and provide homeownership incentives i.e. a low-interest loan program or grants	Short term	City Administration	Volunteer Loan/Grant Committee, Home Builders Association, Financial Provider, Realtors, & Local Banks	Medium
Market the benefits of living in Plymouth	Ongoing	City Administration	Chamber, City Parks Department, Marshall County Arts & Culture Council, & La Voz Unida	High

## Growth

Goal 3: Attract and retain a diverse and highly skilled workforce and employers				
Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Increase the promotion and marketing of diverse businesses	Ongoing	Chamber	MCEDC, PEDC, & Chamber	High
Conduct a survey of the business community to garner their challenges and needs to help them grow and thrive	Ongoing	Chamber	MCEDC, PEDC, ISBDC, & Chamber	High
Make sure the City has developable land to capitalize on the changing industrial landscape (Industry diversification)	Mid term	MCEDC	City Administration, City Plan Commission, & Redevelopment Commission	Medium
Increase the support to nonprofit organizations to help introduce 21st Century skills to younger demographic to enhance their skill sets and strengthening local economy	Ongoing	Plymouth Community Schools, City Administration, Lifelong Learning Network, & CTE	MCEDC, PEDC, ISBDC, & Chamber, Lifelong Learning Network, Marshall County Community Foundation/United Way, & Marian University	High
Goal 4: Foster a local entrepreneurial eco-system in Plymouth				
Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Continue to support ISBDC with offering office hours and training workshops in Plymouth to support local businesses with starting up, marketing, and funding	Ongoing	ISBDC	City Administration, Chamber, & Discover Plymouth	High
Establish a point of contact for economic development	Short term	MCEDC & Chamber	City Administration	High
Create a mentorship and a financial assistance program	Short term	City Administration	MCEDC & PEDC	High
Create a E-Hub program and meeting space	Short term	City Administration	MCEDC, Chamber, & Downtown Merchants	High
Increase outreach to the Hispanic community	Short term	City Administration	La Voz Unida	High

## Growth

Goal 5: Encourage infill and mixed use development					
Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level	
Add a City Plan Director position	Short term	City Administration	City Plan Commission & Outside Consultant	High	
Review and amend the Zoning Ordinance to allow mixed-use in targeted areas i.e. downtown and other activity centers to make it conducive to walk and bike	Mid term	Plan Commission	Planning Consultant & MACOG	High	
Identify buildable lots	Short term	City Plan Director	City Administration, City Plan Commission, & Redevelopment Commission	Medium	
Developer incentives	Mid term	City Administration	City Attorney, City Plan Director, MCEDC, & PEDC	High	
Educate prospective purchasers of former industrial or old commercial buildings about the importance of environmental due diligence, and connect them to funding where applicable	Ongoing	City Administration	City Plan Commission, Redevelopment Commission, MACOG, EPA, & Indiana Brownfields Program	High	
Continue to identify opportunities to redevelop vacant and former industrial property, such as along the railroads and west of downtown (W Garro St and W Laporte Streets), leveraging brownfields assessment and remediation funding if available	Ongoing	City Administration	City Plan Commission, Redevelopment Commission, MACOG, EPA, & Indiana Brownfields Program	High	
Start a renovation-trade class or club as a program offered in Plymouth Community Schools	Short term	Plymouth Community Schools	Habitat for Humanity, Local Builders Association, & Homeowner Renovators	High	

## Growth

Goal 6: Increase overall tax assessed values and tax base					
Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level	
Support new development, renovations, and infill opportunities	Short term	City Administration	City Plan Commission, Redevelopment Commission, & MCEDC	High	
Review and amend the Zoning Ordinance to first encourage developers to develop within the City limits to maximize City services, increase tax revenue, and preserve natural resources	Short term	City Administration	City Plan Commission, Redevelopment Commission, & MCEDC	Medium	
Explore the feasibility to create a match fund program to support residential renovation projects	Mid term	City Administration	City Attorney	Medium	
Maximize existing municipal acreage usage to increase tax revenue from existing facilities and make best use of City services	Short term	City Administration	City Plan Commission, Redevelopment Commission, & MCEDC	High	

## Goal 7: Protect and promote natural resources

Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Enhance gateways to the City	Long term	City Plan Commission	City Plan Director, City Council, City Attorney, Redevelopment Commission, MCEDC, & PEDC	High
Municipal acquisition of ditches and sensitive areas	Ongoing	City	Private Property Owners	Low
Minimal development of greenfield areas to create trails	Ongoing	City Parks & Street Departments	Private Property Owners	Low
Continue to enhance the park systems by expanding trail connections to the parks	Ongoing	City Parks Department	City Council, City Street Department, & Complete Streets Coalition	Medium
Explore the feasibility to add a kayak/canoe rental opportunities on the Yellow River, bike rentals, and other equipment rental at park facilities	Short term	City Parks Department	City Council, City Street Department, & Complete Streets Coalition	Medium
Buffer future development along natural resource areas	Long term	City Plan Director	City Plan Commission, City Administration, City Council, MCEDC, PEDC, & Developers	Low
Explore the feasibility to add a county yard waste facility	Mid term	Marshall County Solid Waste Director	City Attorney & City Council	Low
Enhance the communication and marketing of the City's parks by creating a community calendar, website, marketing materials, and a mobile application	Short term	City Parks Department	City Administration	Medium
Add more trash reciprocals on sidewalks	Short term	Board of Public Works	City Administration	Low

## Collaboration

**Goal 1: Pursue systems and structures that encourage open and inclusive collaboration between the City, governmental entities, community organizations, and non-profit organizations**

<b>Strategies</b>	<b>Time Frame</b> Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	<b>Lead Entity</b>	<b>Involved Partners</b>	<b>Priority Level</b>
Establish quarterly forums for public engagement, trainings, workshops, neighborhood-based opportunities, non-profit organizations, faith-based/interfaith involvement, or create a welcoming committee	Short term	City Administration	Crossroads, MCEDC, Marshall County Community Foundation/ United Way, La Voz Unida, REES Theatre, Wild Rose Moon, & For Profit Sponsors	High
The City Administration to serve as the "convener" to organize the aforementioned groups and help them get up and running	Short term	City Administration	Crossroads, MCEDC, Marshall County Community Foundation/ United Way, La Voz Unida, REES Theatre, Wild Rose Moon, & For Profit Sponsors	Medium
Dive deeper to establish the needs and top strategies of the different groups	Short/Mid terms	City Administration	Crossroads, MCEDC, Marshall County Community Foundation/ United Way, La Voz Unida, REES Theatre, Wild Rose Moon, & For Profit Sponsors	High
Establish joint partnerships/funding opportunities to accomplish the groups' needs	Mid term	City Administration	Marshall County Crossroads	Medium
Utilize the Mayor's Month of Music as a launching point and update crowd at every concert from representatives from MCEDC, Crossroads, and the City	Short term	City Administration	Marshall County Crossroads	Medium
Encourage the existing non-profit community table to meet monthly	Ongoing	Non-Profits	City Administration	Medium
Make the City available and enhance the communication of the financial incentives and assets	Short term	City Administration	MCEDC, Chamber, Plymouth Community Schools, & Discover Plymouth	High
Enhance the collaboration between the City and the community to increase the promotion of the ID Card Program	Short term	City Administration & La Voz Unida	Plymouth Community Schools & Marshall County Visitor Center	High
Explore the feasibility to promote initiatives for collaboration in TIF Districts	Mid term	City Administration	3rd Party Consultant & Redevelopment Commission	High
Designate the Marshall County Community Foundation/United Way as a clearinghouse/central access point to promote resources of non-profit organizations, neighborhood center, industries, and residents	Ongoing	Marshall County Community Foundation/ United Way	City Administration, Leadership Marshall County, Non-Profits, & Community Organizations	High

## Collaboration

**Goal 1 : Pursue systems and structures that encourage open and inclusive collaboration between the City, governmental entities, community organizations, and non-profit organizations (continued)**

<b>Strategies</b>	<b>Time Frame</b> Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	<b>Lead Entity</b>	<b>Involved Partners</b>	<b>Priority Level</b>
Establish a civic service fair or a quarterly civic roundtable event to promote and sign up to join a non-profit and civic organization	Short term	Marshall County Community Foundation/ United Way	Marian University Ancilla College, Leadership Marshall County, Non-Profits, & Community Organizations	Medium
Partner with the REES to use the digital sign to promote and market the non-profits and civic organizations	Short term	City Administration & Marshall County Community Foundation/ United Way	REES Theatre	High
Continue to promote what's going on in the City	Ongoing	City Administration & Mayor's Assistant	City Boards, Coalitions, & Advisory Committees	High
Increase the promotion of La Voz Unida by inviting City representation, residents, and businesses	Ongoing	La Voz Unida	City Administration, Marshall County Community Foundation/ United Way, & Plymouth Community Schools	High

**Goal 2: Work with local landlords, local businesses, and residents to maintain properties**

<b>Strategies</b>	<b>Time Frame</b> Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	<b>Lead Entity</b>	<b>Involved Partners</b>	<b>Priority Level</b>
Identify target locations and offer a volunteer service day by reviving the "Christmas in April" and/or the "Change the World" to keep public spaces, rights-of-way (ROW), and other targeted areas clean	Short term & Ongoing	City Administration	Marshall County Crossroads & Recycle Depot	High
Establish an Economic Development Target Area program to designate portions of the City that are undeveloped land with reduce property tax and allow for residential tax abatements	Short term	City Council	Redevelopment Commission	High

## Collaboration

### Goal 2: Work with local landlords, local businesses, and residents to maintain properties (continued)

Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Explore the feasibility to mirror the City's Facade Program to create a match fund opportunity for residential property renovations	Mid term	City Council	City Attorney	Medium
Offer education opportunities on the City's code enforcement and property maintenance ordinances	Ongoing	City Administration	Building Inspector & Police Department	Medium
Increase the support to the Building Commissioner by adding a staff person to manage code enforcement	Short term	Building Commission	City Administration, City Attorney, & City Police Dept.	High
Offer more Small Business Grants or loan options through the City	Short term & Ongoing	City Administration	MCEDC, PEDC, ISBDC, & Chamber	High
Simplify any of the beautification grants processes to encourage more participation	Short term	City Council	City Administration & City Attorney	High
Clear blighted areas to make it ready for redevelopment	Short term	Board of Public Works	City Administration & Building Commissioner	High
Empower residents to have a voice, be engaged, and contribute to making the community better	Ongoing	City Administration	Lifelong Learning Network, Marshall County Community Foundation/United Way, non-profits, & Plymouth Community Schools	High

## Goal 1: Increase connections and access to neighborhoods and destinations with trails, sidewalks, and on-road facilities

Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Reduce parking minimums to support a walkable environment, residential parking in high activity centers, and better land use planning/site design	Short term	City Plan Commission	City Administration & Board of Public Works	High
Add a trail on Western Avenue, Oak Road, and Michigan Road to increase the access and safety to the shopping areas and Industries	Long term	City Parks Department	Board of Public Works	High
Continue to implement the Marshall County Trails Master Plan	Ongoing	Marshall County Parks & Recreation Board	City Parks Department	High
Explore feasible locations to test tactical urbanism mechanisms to increase the safety and walkability of Plymouth's streets	Short term	City Street Department	City Administration, Plan Commission, Complete Streets Coalition, Board of Public Works, INDOT, & MACOG	Low
Explore feasible locations to add bike racks, benches, public art, water features, and add small gathering spaces	Short term	City Parks Department & Street Department	City Administration, Plan Commission, Complete Streets Coalition, Board of Public Works, INDOT, & MACOG	Medium
Partner with INDOT to road diet Michigan Street to support the inclusion of bike lanes	Mid term	City Street Department	City Administration, Plan Commission, Complete Streets Coalition, Board of Public Works, INDOT, & MACOG	High

## Goal 2: Increase access for all modes of transportation including high-speed rail and public transportation

Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Continue to lobby to have a stop on the proposed for the addition of a high speed rail line	Long term	Northern Indiana Passenger Rail Association	City Administration, SBERR, ITAMCO, & City of Indianapolis	Medium
Explore the feasibility to add public transportation options	Mid term	Marshall County Crossroads Transportation Coalition	City Complete Streets Coalition & MACOG	Medium

## Wellbeing

Goal 3: Create a culture of health and wellness					
Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level	
Mental health resources	Ongoing	Marshall County Crossroads Health & Wellness Committee	Project Hope, Suicide Task Force, Bowen Center, Marshall County Health Department, & Hospitals	High	
Increase access to healthcare options	Ongoing	Marshall County Crossroads Health & Wellness Committee	Hospitals & Physicians	High	
Create culture of health by adding blue zones and increasing public awareness	Mid term	Marshall County Crossroads Health & Wellness Committee	Hospitals & Bowen Center	High	
Goal 4: Offer quality education for all ages					
Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level	
Authentic connections between businesses and education to adequately serve the needs of the local business community	Ongoing	Lifelong Learning Network & Plymouth Community Schools	City Administration, CTE, MCEDC, Local Businesses, MCCAC, Purdue, & Ivy Tech	High	
All levels of certification	Ongoing	Lifelong Learning Network & Plymouth Community Schools	City Administration, CTE, MCEDC, Local Businesses, MCCAC, Purdue, & Ivy Tech	High	

## Wellbeing

### Goal 5: Create, support, and promote safe and attractive places, neighborhoods, and streetscape

Strategies	Time Frame	Lead Entity	Involved Partners	Priority Level
Identify areas within existing residential developments to improve pedestrian crossings and continue to inventory where people are crossing, identify areas for new decorative lamp posts, and prioritize implementation efforts	Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	City Administration & City Street Department	Complete Streets Coalition	Medium
Identify underserved neighborhoods with no access to a park or gathering space, and add pocket parks and gathering spaces in those areas	Long term	City Parks Department	City Plan Commission	Medium
Add and maintain landscape beds along sidewalks to enhance the character of destination areas	Short term	City Street Department & Board of Public Works	Chamber of Commerce & Master Gardeners	High
Add landscape median refuge islands on wide road crossings, where feasible, to improve safety of motorists and pedestrians	Ongoing	City Street Department & Board of Public Works	Marshall County Crossroads Transportation Coalition & Complete Streets Coalition	High
Explore and offer incentives to improve homeowner and rental properties	Short term	City Administration	Habitat for Humanity	High
Partner with INDOT to redesign Michigan Street to enhance the streetscape and safety by adding mid-block crossings, landscaped medians, bike lanes, planters, new street furniture, and redesigned sidewalks	Long Term	City Administration	City Administration, City Plan Commission, Complete Streets Coalition, Board of Public Works, INDOT, & MACOG	High
Review and amend the Zoning Ordinance to allow 2nd floor living units in downtown and offer financial incentives i.e. low-interest loans and/or grants	Short term	City Administration	City Plan Director, City Plan Commission, Redevelopment Commissioner, Building Commissioner, & Volunteer Loan/ Grant Committee	Medium
Review and amend the Zoning Ordinance to allow semi-enclosed seating areas	Short term	City Administration	City Plan Director & City Plan Commission	Medium

## Wellbeing

### Goal 5: Create, support, and promote safe and attractive places, neighborhoods, and streetscape (continued)

Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Restructure the Facade Grant Program to be stronger and offer a streamlined process to increase participation	Short term	City Council	City Administration & City Attorney	High
Implement the strategies identified in the City's Parking Study such as to increase the marketing and promotion of public lots for longer duration needs and maximize the usage of the public lots	Ongoing	City Administration	City Street Department & Board of Public Works	Medium
Explore the feasibility to allow pedestrian-scale overhead business signs on the sidewalks to help with advertising local businesses	Short term	City Plan Commission	City Plan Director & City Administration	Medium
Explore the feasibility to add pocket parks at key areas in downtown to enhance the appeal, add entertainment options, and add gathering spaces	Short term	City Parks Department	City Administration, City Plan Director, & City Plan Commission	Medium
Explore the feasibility to redesign the Michigan Street and Jefferson Street intersection like a roundabout to allow safer pedestrian crossings and slow travel speeds	Long term	City Administration	City Street Department, City Plan Director, INDOT, & MACOG	Medium
Improve the railroad viaduct on Michigan Street	Long term	City Administration	Railroad Company, City Street Department, City Plan Director, INDOT, & MACOG	Medium

## Goal 6: Continue the support for Plymouth to be known as an arts community

Strategies	Time Frame Short term < 2 years Mid term 3-5 years Long term >5 years Ongoing	Lead Entity	Involved Partners	Priority Level
Explore feasible locations to serve as a cultural arts, visual arts, and film/audio arts center and construct the center to support local artists to teach and work as well as add living spaces/residences for artists	Short term	City Administration	Heartland Artists, Marshall County Arts & Culture Council, & Wild Rose Moon	High
Provide local and regional artists and arts organizations with financial support for operations and projects through endowment incentives or buy-in from corporate businesses	Short term	City Administration	MCEDC & PEDC	High
Add a City Arts Director of Cultural Arts and Special Events to oversee the coordination of events and be the City's point of contact to help local artists seek funding opportunities	Short term	City Administration	Heartland Artists, Marshall County Arts & Culture Council, & Wild Rose Moon	High
Partner with MCEDC to survey businesses and gauge their level of support for arts and cultural arts	Short term	MCEDC & Marshall County Arts & Cultural Council	Heartland Artists, Wild Rose Moon, & Businesses	High
Establish a centralized arts and cultural arts fund (i.e. County's hospitality tax) administered in partnership with the City and the Marshall County Community Foundation/United Way and encourage the integration of art projects into grant opportunities	Short term	City Administration	Marshall County Community Foundation & Marshall County Tourism	High
Explore feasible locations to add public art sculpture, murals, and other arts projects	Ongoing	Marshall County Arts & Cultural Council	City Administration	Medium
Invest in frequent performance arts	Ongoing	Marshall County Arts & Cultural Council	Heartland Artists Wild Rose Moon, & REES Theatre	Medium



## APPENDIX - COMMUNITY PROFILE

Plymouth is a charming city nestled in the middle of Marshall County, Indiana. Home to Indiana's largest 4-day festival, the Blueberry Festival, this city of 10,214 regularly welcomes large populations for many of their events and festivals!

While Plymouth is always looking for new opportunities to move forward and better the City for its residents, it is also remarkably in-touch with its rich cultural diversity. Organized by La Voz Unida, the popular Latino Festival, held annually in September in River Park Square, celebrates the Latino heritage featuring music, live dances, traditional food, and more! Another popular event includes the Mayor's Month of Music held every Friday in August in River Park Square that features bands from all over the Midwest in a festival-like atmosphere.

Plymouth is becoming a burgeoning arts community that features the Wild Rose Moon, a member run performing arts center, the reopening of the historic REES Theater, which reopened its doors in October 2022, the MoonTree Studios, and the Heartland Artists Gallery. Popular restaurants include Mila's Mini Market, Christos Family Dining, Opie's Deli, The Brass Rail Bar and Grill, and many other delicious selections! Visitors and residents interested in fresh, locally grown food also have the opportunity to visit the Plymouth Farmers' Market between the months of May and October, which features over 30 local growers!

All of these wonderful amenities, destinations, and events contribute to what it means to live in Plymouth. The Plymouth Forward 2040 Comprehensive Plan is meant to build upon this wonderful foundation that has already been laid. By encouraging residents and businesses to contribute to this Plan, we can provide an opportunity for residents and businesses to build a Plymouth that realizes their visions and aspirations for the City.

Analyzing Plymouth’s existing conditions will help to identify gaps, opportunities, and challenges that the City faces and allow for the consideration of new solutions and initiatives. Defining and measuring successes and deficiencies will help Plymouth prepare for future growth and development. Many of these things can be measured utilizing data that will be presented in the community profile in the following pages. The community profile outlines Plymouth’s current demographic, housing, and economic trends. This profile will be the framework for identifying major opportunities and challenges to ensure that Plymouth is moving forward to the benefit of its residents— both current and future.

The information included in this profile was gathered using US Census Data, data from the Bureau of Labor Statistics, and data from the Indiana Department of Local Government Finance.

## PLYMOUTH’S REGIONAL CONTEXT

Plymouth, Indiana is located in the center of Marshall County, approximately 67 miles northwest of Fort Wayne, Indiana and 25 miles south of South Bend, Indiana. The City of Plymouth has access to US 30, US 31, Old US 30, and SR 17.

Within a 200-mile radius of Marshall County, there are over 30 million people and major cities such as Chicago, Detroit, Indianapolis, Milwaukee, Cincinnati, and Columbus. Plymouth has access to regional and local amenities such as Lake Michigan, trails, historical monuments, theaters, other cultural amenities, and high-quality higher education institutions.



# DEMOGRAPHIC TRENDS

## OCRA'S COMMUNITY VITALITY INDICATORS

The Office of Community and Rural Affairs (OCRA) lists five characteristics or Community Vitality Indicators to help rural towns and cities like Plymouth gauge their level of vibrancy. The five indicators include: Population, Educational Attainment Rate, Public School Enrollment, the Town's Net Assessed Value, and Per Capita Income. These indicators will help guide discussions to inform Plymouth and stakeholders to develop a refined vision and action strategies to guide development in the next 10 years. The Net Assessed Value and Per Capita Income indicators are discussed in the Economic Factors section of this report.

### Population Change

The Population Growth Indicator can inform the direction of necessary services and real estate demand based on a growing or declining population. The demographic data in this report was the 2020 Decennial Census. In addition to the Decennial Census, the U.S. Census provides annual population estimates through its Population Estimates Program (PEP). The PEP better reflects past trends and leads to a more accurate estimate than the American Community Survey (ACS) 5-year population estimate. Therefore, the PEP estimate was only used to provide an annual trend in the population from 2011 to 2019.

Between 2000 and 2010, Plymouth saw a 3.4% increase in population growing from 9,707 in 2000 to 10,033 in 2010. Plymouth also saw a 1.8% increase in population between 2010 and 2020, growing from 10,033 in 2010 to 10,214 in 2020. If this current trend of 1.8% growth continues, by 2040 Plymouth will add approximately 362 persons to their population.

### Plymouth Population Trend

	Decennial Census			Annual Estimates								
	2000	2010	2020	2011	2012	2013	2014	2015	2016	2017	2018	2019
Plymouth	9,707	10,033	10,214	10,047	10,045	10,040	10,048	10,031	10,012	10,011	9,996	10,054
Marshall County	45,128	47,051	46,336	47,016	47,045	47,057	47,032	46,962	46,833	46,752	46,595	46,461

## Educational Attainment

The Educational Attainment Indicator can guide Plymouth and Marshall County in creating workforce development programs and diversifying its industry sectors. Further, this indicator gives an idea of the characteristics of the Plymouth's workforce and should be examined with the types of industries and jobs the Town and the local economic development organization, Marshall County Economic Development Corporation (MCEDC), would like to attract and retain.

Over the last 20 years, the percentage of high school graduates in Plymouth has increased from 74.2% in 2000 to 76.8% in 2020. During this same time, the percentage of high school graduates in Marshall County as a whole increased from 79.8% in 2000 to 85.2% in 2020. The percentage of high school graduates in the State in 2020 was 89.3% and in the US it was 88.5%.

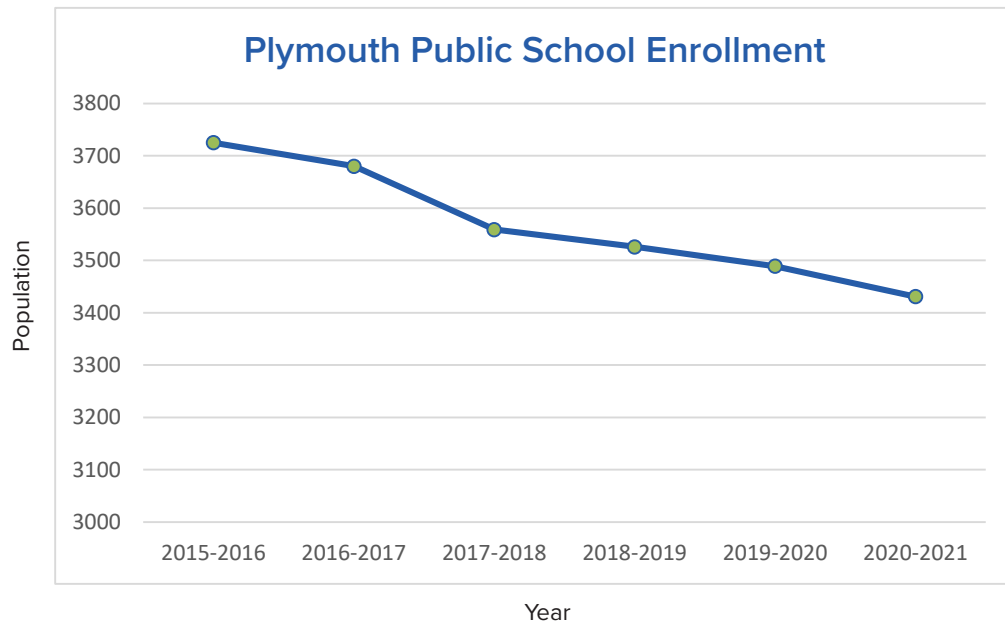
Plymouth has seen a 40 percent increase in their population of persons 25 years and older who have graduated with a bachelor's degree or higher. In 2000 12.4% of persons 25 years and older had graduated with a bachelor's degree or higher and in 2020 17.3% of persons 25 years and older had graduated with a bachelor's degree or higher. In 2020, the percentage of persons 25 years and older who graduated with a bachelor's degree or a higher degree was 19.7% in Marshall County, 27.2% in the state of Indiana, and 32.9% in the United States.

## Public School Enrollment

School systems are often viewed as a community anchor to attract and retain younger families, and the success of a school system can often indicate the success of the community. OCRA's Public School Enrollment Indicator tracks the trend in enrollment to see if a school system is growing or declining.

Each year since 2015, the Plymouth Community School Corporation has seen a steady decline between one and three percent in enrollment totals. In the 2015-2016 school year, the total enrollment number was 3725 students. In the 2020-2021 school year, the total enrollment number was 3431 students. This represents an 8 percent decrease in enrollment between 2015 and 2020.

According to the Plymouth Community School Corporation's 2022 Population and Enrollment Forecast report, total district enrollment is forecasted to decrease a further 5% between the 22-23 school year and the 27-28 school year.



The Plymouth Community School Corporation offers many programs that can enrich and support the education of its students. These include ELL (English Language Learners) programs, high ability programs, a Project Based Learning Program, the Project Lead the Way program, Special Education, Career and Technical Education programs, and many other programs.

## AGE DISTRIBUTION

Between 2000 and 2020, Plymouth’s population of Youth (or persons 19 or younger) has decreased by a 4.5 percent change. Plymouth’s population of Young Adults (20-34 years) has decreased by a 20.3 percent change. During this same time, Plymouth’s population of Middle-Aged Adults (35-54 years) has increased by an 8.1 percent change and its population of Older Adults has increased by a 28.4 percent change.

Plymouth’s median age has increased from 32.2 years to 38.2 years, showing a 19.4 percent change. All of this data shows that Plymouth’s population is getting slightly older.

## POPULATION PROJECTIONS

Between 2000 and 2010, Plymouth saw a 3.4% increase in population growing from 9,707 in 2000 to 10,033 in 2010. Plymouth also saw a 1.8% increase in population between 2010 and 2020, growing from 10,033 in 2010 to 10,214 in 2020. If this current trend of 1.8% growth continues, by 2040 Plymouth will add approximately 362 persons to their population. To accommodate this growth, Plymouth would need to add approximately 148 new housing units to their housing stock.

## RACE AND ETHNICITY

Plymouth has been predominantly white and non-hispanic or latino for at least the last two decades. In 2000, 90% of the population identified as White and in 2020 89.8% of the population identified as White. This shows a very slight decrease in the percentage of Plymouth's population that identifies as White. During this same time period, the percentage of the population that identifies as Black or African American has increased from 0.6% (2000) to 1.8% (2020). The percentage of the population that identifies as Asian has decreased from 0.5% (2000) to 0.1% (2020). The population of self-identified American Indians or Alaskan Natives has decreased from 0.5% (2000) to 0.0% (2020). The percentage of persons self-identifying as Some Other Race has decreased from 7.0% (2000) to 5.6% (2020). The percentage of persons identifying themselves as being Two or More Races has increased from 1.4% (2000) to 2.6% (2020). All of this data suggests that racial demographics in Plymouth are staying fairly steady.

**HISPANIC  
POPULATION  
REPRESENTS  
~26% OF  
PLYMOUTH  
RESIDENTS**

Between 2000 and 2020, the percentage of persons identifying as Hispanic or Latino has grown slightly. In 2000, 16.1% of persons identified as Hispanic or Latino while in 2020 25.8% of persons identified as Hispanic or Latino. This figure is slightly higher than Marshall County as a whole which has an 11.4% Hispanic or Latino population in 2020.

## DISABILITY

As of 2020, 15.7% of Plymouth's population is classified as disabled. 6.7% of Plymouth's population is both 65 years or older and disabled. Both of these numbers are just slightly higher than the percentage of Marshall County's population which is considered disabled (12.6%) or both 65+ years and disabled (6.0%).

## POVERTY

Between 2000 and 2020, Plymouth's poverty rate has increased from 13.1% in 2000 to 21.1% in 2020. This is a total percent change of 61%. During this same time, the poverty rate in Marshall County increased from 6.8% in 2000 to 12.5% in 2020 which is a total percent change of 84%.

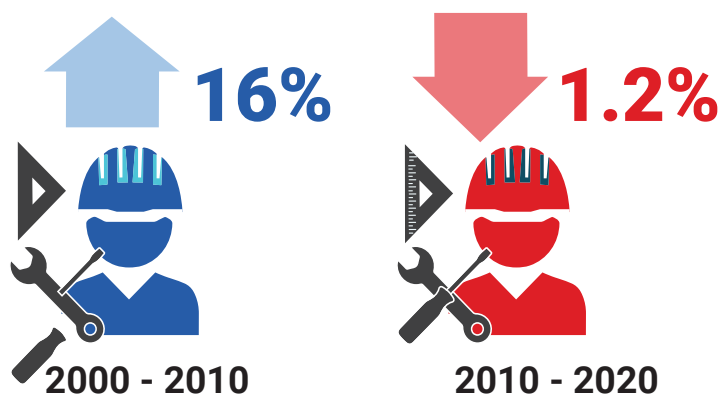
While Marshall County's poverty rate remains lower than Plymouth's poverty rate, it is growing at a higher rate than Plymouth's poverty rate.

# HOUSING TRENDS

## HOUSING CONDITIONS

### Construction Activity

According to the 2020 US Census, the number of housing units in Plymouth increased by 16% between 2000 and 2010, but then decreased by 1.2% between 2010 and 2020.



During this period of slight decrease in the number of housing units, Plymouth lost a total of 53 units. In this same period, Marshall County lost 1% of its housing stock, losing a total of 191 housing units. The relatively similar changes in proportion of housing units lost in the last decade may indicate that demand for housing is similar to housing demand in the rest of Marshall County.

### Housing Types

The majority of occupied housing units in Plymouth are 1-unit, detached housing units. The 2,353 single family detached housing units make up 59.1% of the total housing stock in Plymouth. 3.4% of Plymouth's housing stock is made up of single family attached housing. 16.4% is made up of apartments that are attached to one-or-more apartments (4.1% 2 apartments, 4.5% 3 or 4 apartments, 4.4% 5 to 9 apartments, and 10.7% 10 or more apartments). Finally, mobile homes (or other types of housing) make up 13.8% of housing units in Plymouth.

### Housing Projections

Plymouth's population has been growing since 1990. Between 1990 and 2020, the population of Plymouth has grown 23.0%. Recently, however, the growth rate has cooled slightly with Plymouth's population growing only 1.8% between 2010 and 2020. If this current trend continues, Plymouth will have added 181 new residents by 2030 and will need to plan for approximately 74 new housing units to accommodate this growth.

## Housing Occupancy Status

The percentage of occupied housing units in Plymouth decreased from 94.3% in 2000 to 91.9% in 2020. During this same time, Marshall County also saw a decrease in the percent of housing units occupied in the county from 91.3% in 2000 to 88.9% in 2020. The change in occupancy rates between the County and the City are fairly similar.

## Housing Tenure

The percentage of owner occupied units in Plymouth has increased greatly over time, rising from 56.7% in 2000 to 91.9% in 2020. During this same period, the percentage of owner occupied housing has decreased in Marshall County from 76.8% in 2000 to 74.9% in 2020. Plymouth, now sitting at only 8.1% for renter occupancy, is in a housing market that will likely have different needs than Marshall County as a whole, which is sitting at a 25.1% renter occupancy rate.

Homeowner vacancy rates have increased in Plymouth from 0.0% in 2010 to 3.3% in 2020. In the same time, they also increased slightly in Marshall County as a whole from 1.4% in 2010 to 1.7% in 2020. Rental vacancy rates have decreased in both Plymouth and Marshall County with Plymouth seeing a decrease from 10.5% in 2010 to 4.2% in 2020, and Marshall County seeing a decrease from 9.3% in 2010 to 4.2% in 2020.

# HOUSEHOLD CHARACTERISTICS

## Average Household Size

The average household size in Plymouth has seen an overall decrease since 2000. The average household size in 2000 was 2.48 persons per household. In 2010, household size was a bit higher at 2.60 persons per household, but this number decreased to 2.41 persons per household in 2020.

Marshall County also saw a decrease in average household size since 2000, but it saw this decrease occur gradually instead of an increase then decrease like Plymouth. In 2000, the average household size was 2.69 persons, in 2010 it was 2.63 persons, and in 2020 it was 2.61 persons.

## Households by Type

According to 2020 ACS Estimates, approximately 59.1% of occupied households in Plymouth are occupied by two or fewer persons. 33.1% are occupied by 1 person, 26.0% are occupied by 2 persons, 14.2% are occupied by 3 persons, and 26.7% of persons are occupied by 4 or more persons.

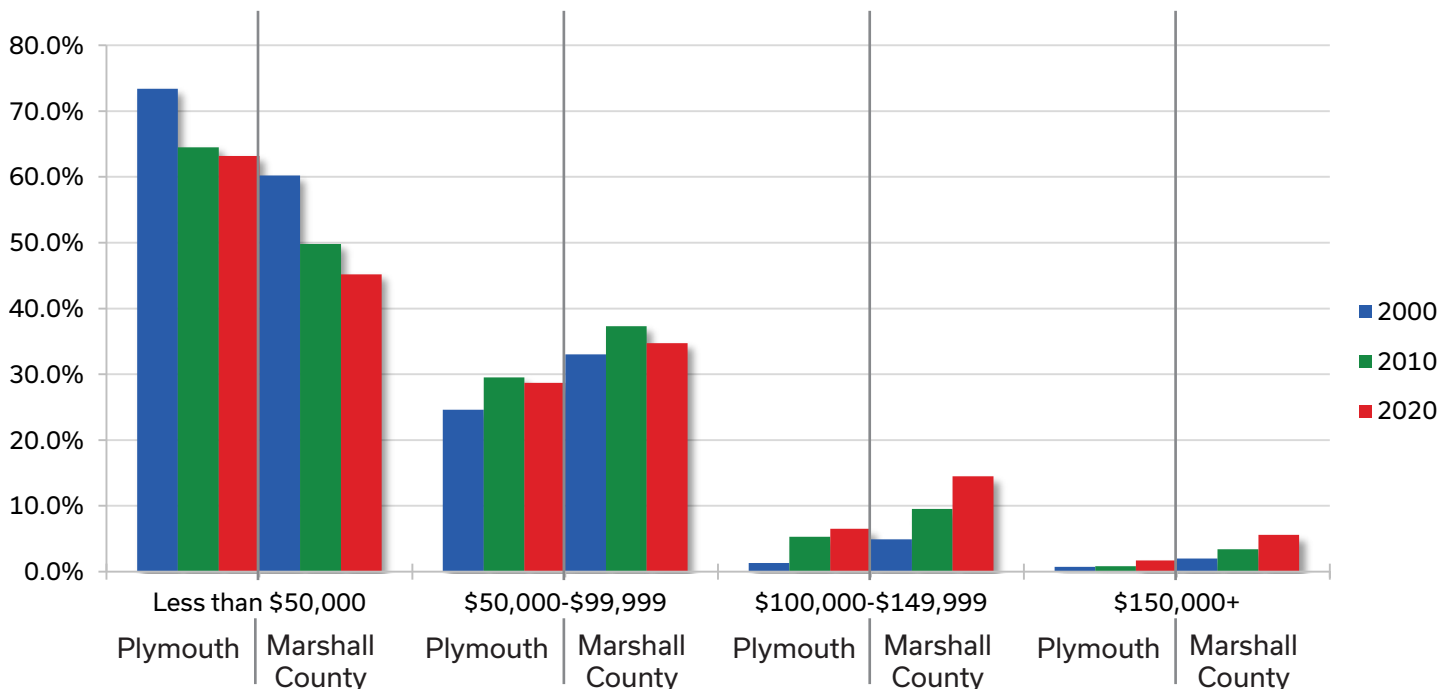
Non-family households in Plymouth have increased from 37.3% in 2000 to 39.5% in 2020. During this same period, Marshall County also saw an increase in non-family households from 26.2% in 2000 to 30.1% in 2020.

## Household Income

Household income can be used as a vital indicator of a community's economic health. It is measured by and defined as the total income of all persons living in a household over the age of 15. The included chart displays the percentage of households in each income cohort and compares the spread of household incomes in the City of Plymouth against the spread of household incomes in Marshall County.

Median household income is another marker of economic health in a community and can be used to determine housing affordability or the stability of a given area's real estate market. The median household income in Plymouth has increased from \$33,758 in 2010 to \$40,444 in 2020. Plymouth's median household income is approximately 69% of Indiana's median household income (\$58,235 in 2020) and 62% of the Nation's median household income (\$64,994 in 2020).

### Plymouth Household Income



An increase in median household income suggests that even if housing is becoming more expensive, incomes could be increasing significantly enough to keep housing affordable for residents. Additional data about housing affordability as measured by housing costs as a percentage of household income will be presented in Subsection 3 of this report and can help paint a more complete picture of housing affordability in Plymouth.

## HOUSING COSTS

### Housing Costs

The median home value in Plymouth rose 2.1% between 2010 and 2020, from \$93,200 in 2010 to \$95,200 in 2020. Median home value increased by 17.0% in Marshall county between 2010 and 2020. During this same time period, median home value also increased by 21.1% in Indiana and 22.0% in the United States as a whole.

Median monthly housing costs in Plymouth have increased from approximately \$638 in 2015 to \$756 in 2020. This is an increase of approximately 15%. This increase is slightly higher than the increase in Marshall County which saw an approximate increase of 7% between 2015 and 2020.

### Housing Affordability

In order to determine housing affordability in Plymouth, the percentage of household income being spent toward housing costs needs to be considered. If costs exceed 30% of income, households are considered to be cost burdened by their housing. In 2020, 18.9% of households with a mortgage and 14.2% of households without a mortgage were cost burdened, or expending 30% or more of their household income on housing costs. These numbers are fairly similar to those in Marshall County in which 19.5% of households with mortgages and 11.3% of households without mortgages are expending 30% or more of their household income on housing costs. This indicates that housing affordability in Plymouth is relatively on par with housing affordability throughout the rest of the county.



## ECONOMIC FACTORS

Economic development can best be understood as programs, policies, or activities that seek to improve the economic well-being and quality of life for a community and its residents. In recent years, economic development has come to include a focus on people and quality of life as a priority, expecting that attracting populations of employees will attract businesses as well. This is in addition to other economic development priorities such as job growth, traditional business attraction, and business retention to promote development and growth.

This section of the Discovery Report will summarize key findings and data related to Plymouth's economic state and will help to guide priorities for change and development.

## ECONOMIC DEVELOPMENT INCENTIVES

The Marshall County Economic Development Corporation uses several different incentive tools to assist investment in the region. These incentives include New Markets Tax Credits, Opportunity Zones, Build to Suit Options, Economic Development Revenue Bonds Issuances, and Tax Abatements for Real & Personal Property.

Additionally, the City of Plymouth holds 7 Tax Increment Financing (TIF) districts. Together, they have a total Net Assessed Value of \$95,387,684 and a total Incremental Assessed Value of \$78,543,063. The current Total Revenues equal \$1,955,792.

## EMPLOYMENT TRENDS

### Labor Force

Labor force refers to the number of persons actively employed or looking for employment in a given area. Since 2010, Plymouth has seen a 4.6% decrease in their labor force. In 2010, the total resident labor force was comprised of 4,942 persons. In 2020 this number decreased to 4,713 persons. Marshall County has also seen a decline in the total resident labor force over this time but by 3.4% from 23,475 in 2010 to 22,685 in 2020.

### Unemployment

Between 2010 and 2020 Plymouth has seen a 61.7% decrease in the amount of their resident labor force that were unemployed. As of 2020, Plymouth's Annual Unemployment Rate was 4.3% which is less than half of their Annual Unemployment Rate in 2010 which was 10.7%. Additionally, Plymouth's unemployment rate is lower than the unemployment rate for Marshall County, whose Annual Unemployment Rate was 6.5% in 2020, and lower than the State Annual Unemployment Rate as well, which was 7.2% in 2020.

### Major Employers & Industries

For our purposes, major employers are determined at the county level. The top 10 employers in Marshall County are the following, in descending order: Southwire Co (Bremen), Nishikawa Cooper, LLC (Bremen), Walmart Supercenter (Plymouth), Aker Plastics Co, Inc (Plymouth), Ancilla Domini Sisters, Inc (Plymouth), Universal Bearings, Inc (Bremen), Swan Lake Resort (Plymouth), Bremen Castings (Bremen), Pregis Corporation (Plymouth), and Catherine Kasper Life Center (Plymouth).

According to the 2020 ACS 5-Year Estimates, the three most employed industries in Plymouth are:

- Manufacturing– 1838 employed persons, or 40.7% of the labor force
- Educational Services, and Health Care and Social Assistance– 867 employed persons, or 19.2% of the labor force
- Arts, Entertainment, and Recreation, and Accommodation and Food Services– 337 employed persons, or 7.5% of the labor force

### Commuting

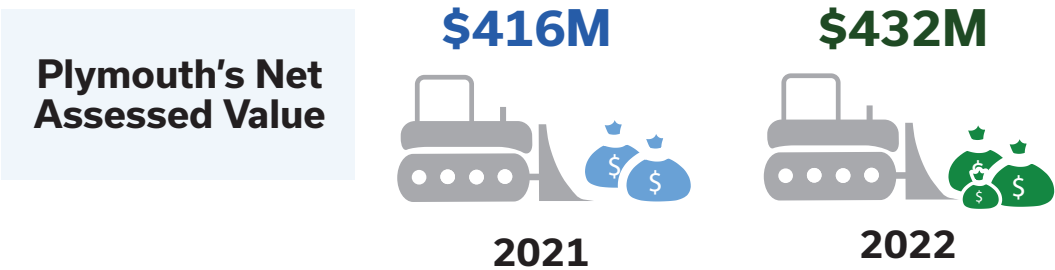
There are many variables that go into determining an individual's willingness to commute to work including: preference on where one would like to live or work, the number of workers living in a household, proximity to amenities, the availability or affordability of housing, quality of school systems, and many other variables. 61.5% of Plymouth residents have a commute that is 24 minutes or shorter. 38.4% of Plymouth residents have a commute that is 25 minutes or longer. Overall, the average commute for a Plymouth resident is 21 minutes.

# OCRA'S COMMUNITY VITALITY INDICATORS

## Net Assessed Valuation

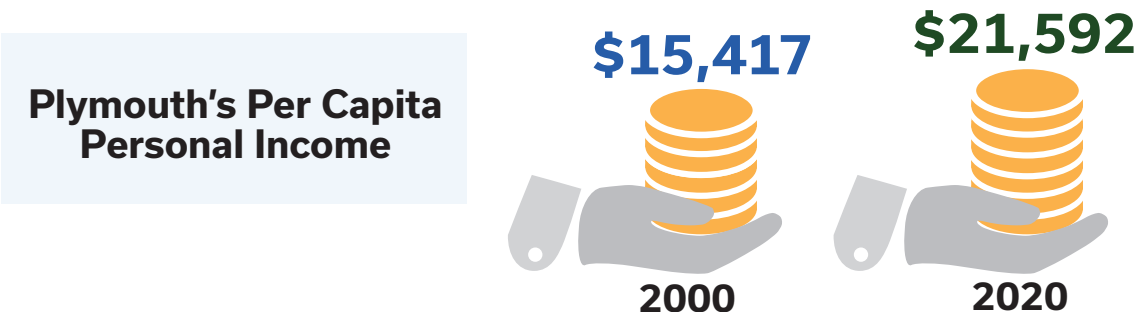
A community's Net Assessed Valuation is an indicator of construction activity within the community. This can indicate many things including investment into a community. According to the Indiana Department of Local Government Finance, Plymouth's Net Assessed Value in 2022 was \$432,136,591. This shows a 3.8% increase in value from 2021 when the Net Assessed Valuation was \$416,030,601. Overall, since 2017, Plymouth has experienced a 9.8% increase in value.

The current Net Assessed Valuation of Marshall County as a whole is \$2,810,744,884. Plymouth's current \$432,136,591 Net Assessed Value makes up approximately 15.4% of the county's Net Assessed Valuation.



## Per Capita Income

The Per Capita Income of a community can measure access to high-quality, living-wage jobs that allow residents a higher disposable income. This gauges the health of the local economy and its ability to support local businesses. Plymouth's Per Capita Income has seen a 40% increase since 2000, increasing from \$15,417 (2000) to \$21,592 (2020). In this same timeframe, Median Household Income has also increased from \$34,505 (2000) to \$40,444 (2020), amounting to a 17% increase.



# C



## APPENDIX - PUBLIC ENGAGEMENT

Community engagement was essential for guiding the development of the Plymouth Forward 2040 Comprehensive Plan. This ensured a community-based planning approach that empowered the community to share their input at pivotal times in the planning process. The input received informed and guided the Steering Committee to establish the vision and core values, identify the major opportunities and challenges, the goals and strategies, and the Future Character Map, the Future Infrastructure Map, and Future Bicycle and Pedestrian Map. Now the City has an actionable plan to keep moving Plymouth forward.

Plymouth residents had the opportunity to review and comment on the draft Plymouth Forward 2040 Comprehensive Plan between October 18, 2023 and November 17, 2023. The draft Plan was available for electronic viewing on the project website, [www.plymouthfourward.com](http://www.plymouthfourward.com), or printed copies were available at City Hall and the Plymouth Public Library. Residents were notified through a press release and on the City's Facebook page. Residents were encouraged to review the draft Plan and submit their comments using the online comment form available on the project website or on a printed comment card at City Hall or the Plymouth Public Library. We received comments from five (5) individuals.

Appendix C summarizes the engagement activities offered throughout the development of the Plan. Engagement activities included stakeholder interviews, envision our future activity offered at the 2022 Latino Festival, a public input survey, and a final series of public engagement to develop the priority action program.

# SUMMARY OF STAKEHOLDER INTERVIEWS

Supplementing the community profile, MACOG interviewed several stakeholders from entities and organizations who hold key functions in Plymouth and provided a broad representation. These interviews added to the collected demographic, housing, and economic data summarized in Appendix B to further inform Plymouth's current conditions. Entities and organizations were asked to name the major needs or challenges they experience as well as give feedback on their perception of Plymouth. The received information guided and informed the Steering Committee to identify the major opportunities and challenges and goals.

The following stakeholders were interviewed in November and December of 2022, and a summary of the responses gathered that informed the identification of the major opportunities and challenges are listed on the subsequent page.

**Plymouth City Attorney**

**Plymouth Building Commissioner/Zoning Administrator/Floodplain Manager**

**Plymouth Planning Consultant**

**Plymouth Street Superintendent**

**Plymouth Utility Superintendent**

**Plymouth Park Superintendent**

**Plymouth Police Department Police Chief**

**Plymouth Fire & EMS Department Fire Chief**

**Discover Plymouth Main Street Organization**

**Plymouth Complete Streets Coalition**

**Plymouth Community Schools Superintendent**

**Plymouth Chamber of Commerce**

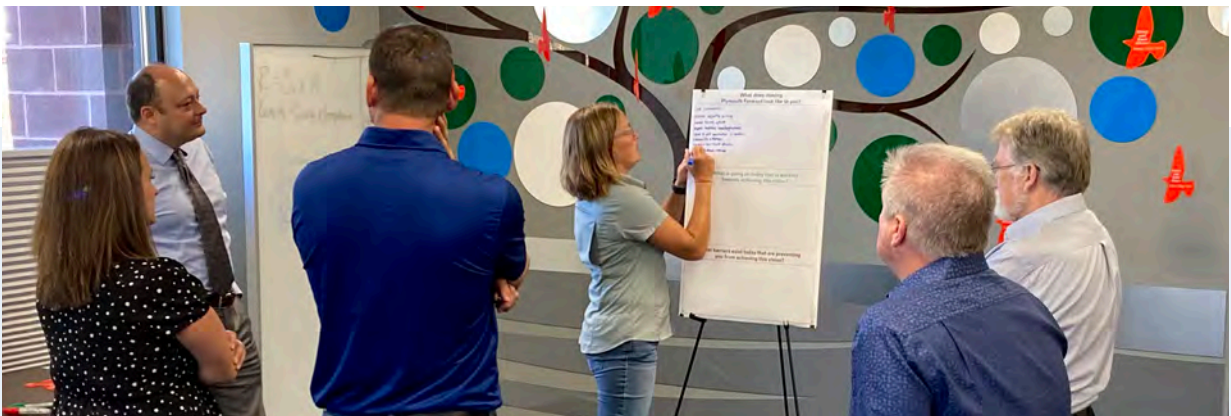
**Marshall County Economic Development Corporation**

**Marshall County Workforce Education & Early-Learning Education**

**Marshall County Community Foundation**

**Marshall County Solid Waste**

**Marshall County Planning**



- **Plymouth City Attorney:** A couple of opportunities include conducting a study to determine the feasibility to add a fire territory as a way to improve financing to the Fire Department, continuing public-private partnerships, streamline City grant programs, participating in READI 2.0, and continue to work with the Complete Streets Coalition to offer development incentives along the Oak Road corridor to support adding a multi-use trail.
- **Plymouth's Fire and EMS Department:** The four main challenges is the lack of manpower or volunteers, need a new fire station near West Township to maintain quick response times, need new equipment (pumper, brush truck, ambulance, aerial ladder truck, etc), and the need for an increase in budget.
- **Plymouth Police Department:** The primary challenge is attracting and retaining qualified candidates to be police officers.
- **Plymouth Park Department:** The three main challenges is budget constraints, the supply chain has delayed progress for opening and constructing facilities, and coordinating with property owners about expanding the Plymouth Greenway trail system.
- **Plymouth Water & Wastewater Departments:** The main challenge is educating the administrators and developers to understand the importance of protecting our water sources and supply wells.
- **Plymouth Building Commissioner & Planning Consultant:** The main challenges are the City's current Zoning Ordinance and Zoning Map needs to be updated to be a better tool to implement the vision of the Comprehensive Plan and allow diverse housing options, mixed-use development, allowing urban agriculture, parking regulations, and implementing electric vehicle infrastructure, and monitoring development in the extra-territorial jurisdiction. Other challenges include the City needs to hire a full-time Planning Director to be that liaison and leader to review site plans and other planning efforts in the City. There is a need for a county-wide Planning Department.
- **Plymouth Community Schools:** The main challenges is increasing enrollment, reversing the high out-migration of large population cohorts of 18 to 24 year olds and those over 70, and the the price of existing home sales will be the dominant factor affecting the amount of population and enrollment change.
- **Discover Plymouth:** An opportunity may be to get a part-time employee to serve as a lead coordinator with businesses and research grant opportunities. The four main challenges is limited capacity of business owners volunteering to participate, limited funding, limited staffing capacity as an organization, and how to utilize existing resources to grow Discover Plymouth.
- **Plymouth Complete Streets Coalition:** An opportunity could be to add the Coalition in the City's general budget to fund projects separate from the Street Department and enhance the long-term sustainability. The three main challenges is limited capacity of volunteers, upcoming election may alter the direction of the Coalition, and continuing education about the importance of bicycle and pedestrian friendly transportation as mobility options.
- **Marshall County Workforce Education & Early-Learning Education:** The four opportunities include growing the program, continuing to offer trainings, Plymouth Community Schools is working towards adding another pre-school option in addition to their Title 1 Pre-School and Special Education Pre-School, offer a daycare option for staff and faculty, and hiring a County Coordinator. The four main challenges are getting industries to participate to grow the program, limited staffing capacity, creating paths to offer quality options, and limited transportation/ busing.

## SUMMARY OF ENVISIONING OUR FUTURE ACTIVITY

The City kicked off the planning process by engaging participants at the 2022 Latino Festival on September 17th using large feedback frames to collect ideas on what residents would like to see in the future by asking the question of what moving Plymouth forward looked like to them. Participants who completed the activity were asked to get their picture taken holding up the frame. This first activity was the first engagement opportunity offered in the planning process that started building the community's excitement to get involved in the plan development and momentum for the overall plan development. A photo collage of engaged participants is provided on the subsequent page.



## Engaged 55 participants at Latino Festival 2022

## SUMMARY OF PUBLIC INPUT SURVEY

While demographic and other census data can paint a fairly detailed picture of a community, its strengths, and its weaknesses, this picture isn't quite complete. It is important to consider how the residents who live and work in Plymouth view the community's strengths and weaknesses.

This section of the report summarizes the responses from the first public input survey distributed to the Plymouth community to gather their impressions of Plymouth in order to broaden the perspective of the City that other data offers. The survey was available for input during October and November of 2022. The survey was accessible online, and paper copies were available at the Plymouth Public Library. The following survey data reflects 271 unique survey submissions.

### The Community's Overall Impression of the Quality of Life in Plymouth

When asked to rate the quality of life in Plymouth, 6% of respondents indicated they think it's excellent, 66% indicated they think it's good, 25% indicated it's fair, and 3% indicated that the quality of life in Plymouth is poor.

When asked about the amount of growth that is currently occurring in Plymouth, 32% of respondents indicated they believe there is the right amount of growth currently occurring, 62% indicated that there is not enough growth occurring in Plymouth, and 6% indicated there is too much growth occurring in Plymouth.

**72% of respondents believe life in Plymouth is either excellent or good!**

### The Community's Impression of Plymouth's Strengths

When asked to name Plymouth's 3 greatest strengths, there were many strengths named. The most popular however were: access to parks and recreational activities (61% of respondents), Plymouth's close-knit community feeling and the character of Plymouth (45% of respondents), and Plymouth's variety of community events (38% of respondents).

### The Community's Concerns About Plymouth and its Future

When asked to name their 3 greatest concerns about Plymouth and its future, members of the community provided a great deal of variety in their answers. The most popular answers were: not enough high paying jobs (44% of respondents), rising housing prices (28% of respondents), not enough things for kids to do (25% of

**44% of respondents are concerned about there not being enough high paying jobs**

respondents), and not enough support to help entrepreneurs or local businesses (25% of respondents).

## Priorities for the Town

When asked about which items should be a priority for the City of Plymouth regarding improving quality of place, 71% of respondents indicated that increasing the supply of small-scale/local retail establishments should be a priority. 63% of respondents indicated that redeveloping vacant properties downtown should be a priority, and 50% indicated that supporting downtown vibrancy should be a priority for Plymouth.

**71% of respondents said the Town needs to increase the supply of small-scale/local retail establishments**

When asked which aspects of Community and Economic Development the city should focus on, 52% of respondents said balanced growth of residential, commercial, and industrial development. 51% indicated offering quality, diverse, and affordable housing options should be a priority. 45% indicated that increasing and/or enhancing support to entrepreneurs and small businesses with technical and financial support should be a priority for the city.

When asked about parks and recreation priorities, 52% of respondents indicated that increasing and/or enhancing walking/biking connections to a city park, trail, community center, or other destination places should be a priority. 51% said offering educational programs or activities should be a priority and 43% said increasing the number of parks in the city and/or enhancing existing parks' playgrounds and amenities should be a priority.

When asked about infrastructure priorities, 69% of respondents indicated that continuing to offer a quality education system needs to be a priority for Plymouth. 64% indicated increasing access to health and wellness services (including hospitals or clinics) should be a priority, 56% indicated continuing to offer quality utilities needs to be a priority, and 51% indicated that increasing access to high-speed internet service needs to be a priority for Plymouth.

**69% of respondents indicated that roadway or streetscape maintenance should be a priority**

When asked about transportation priorities, 69% of respondents indicated that roadway or streetscape maintenance should be a priority for the city, 54% of respondents indicated that continuing to support filling gaps in the sidewalk network should be a priority, and 42% of respondents indicated that roadway or streetscape beautification should be a priority for Plymouth.

## SUMMARY OF PUBLIC INPUT FOR THE PRIORITY ACTION PROGRAM

During the months of August and September of 2023, a second series of public engagement was offered for the Plymouth community to select a set number of what they would choose as the top strategies, for each of the three core values (Wellbeing, Collaboration, and Growth), they would like to see the City begin implementing in the next 5 years. Under the Wellbeing core value, there were four priority goals with a set of strategies that residents were asked to select the top eight strategies across the four goals. Under Collaboration, there was one priority goal that asked residents to select the top three strategies. Under Growth, there were four priority goals that asked residents to select the top eight strategies.

The voting results guided and informed the Steering Committee to finalize the Priority Action Program outlined starting on page 33. We received input from approximately 110 residents. The voting results from each of the events was aggregated and summarized on the following pages organized by the three core values. The first chart summarizes the total votes by the goal's set of strategies. The subsequent charts summarize the total votes by the individual strategies. The activity was available for online submission accessible on the project website, [www.plymouthforward.com](http://www.plymouthforward.com), or printed forms was available at City Hall. The City engaged participants at the August 3rd Mayor's Month of Music event and at the 2023 Latino Festival on September 16th. In between those events, the City hosted "Open City Hall" sessions on August 18th, 22nd, and 28th, and on September 7th, for a two-hour period during the day that invited the community to fill out the printed form and ask questions about the Plan to a City representation.

### WELLBEING

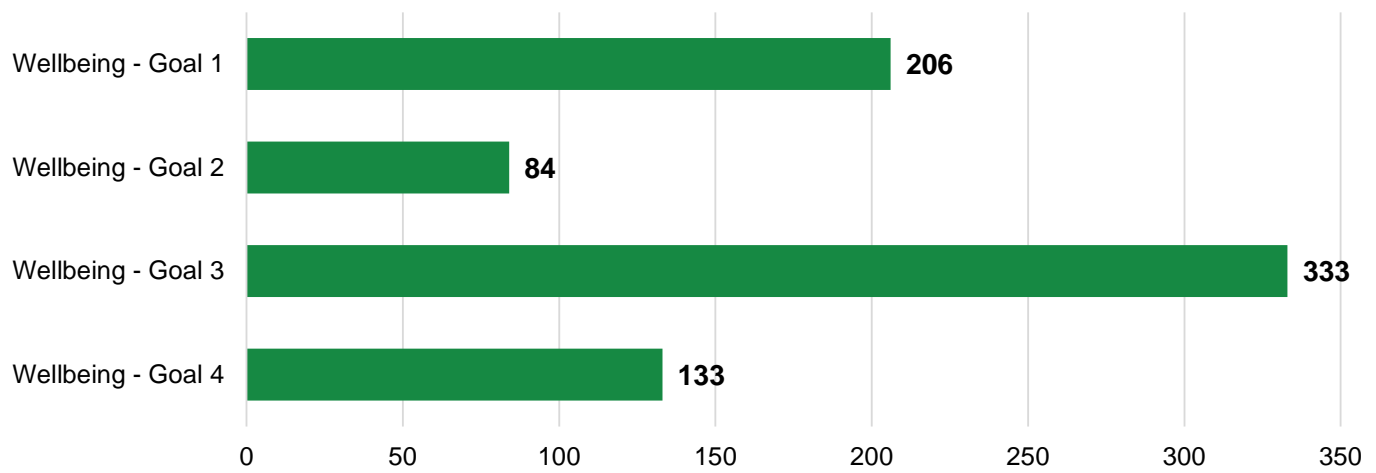
#### Goals

Goal 1: Increase connections and access to neighborhoods and destinations with trails, sidewalks, and on-road facilities.

Goal 2: Increase access for all modes of transportation including high-speed rail and public transportation.

Goal 3: Create, support, and promote safe and attractive places, neighborhoods, and streetscape.

Goal 4: Continue the support for Plymouth to be known as an arts community.



### Strategies Goal 1

Strategy 1: Reduce parking minimums to support a walkable environment, residential parking in high activity centers, and better land use planning/ site design.

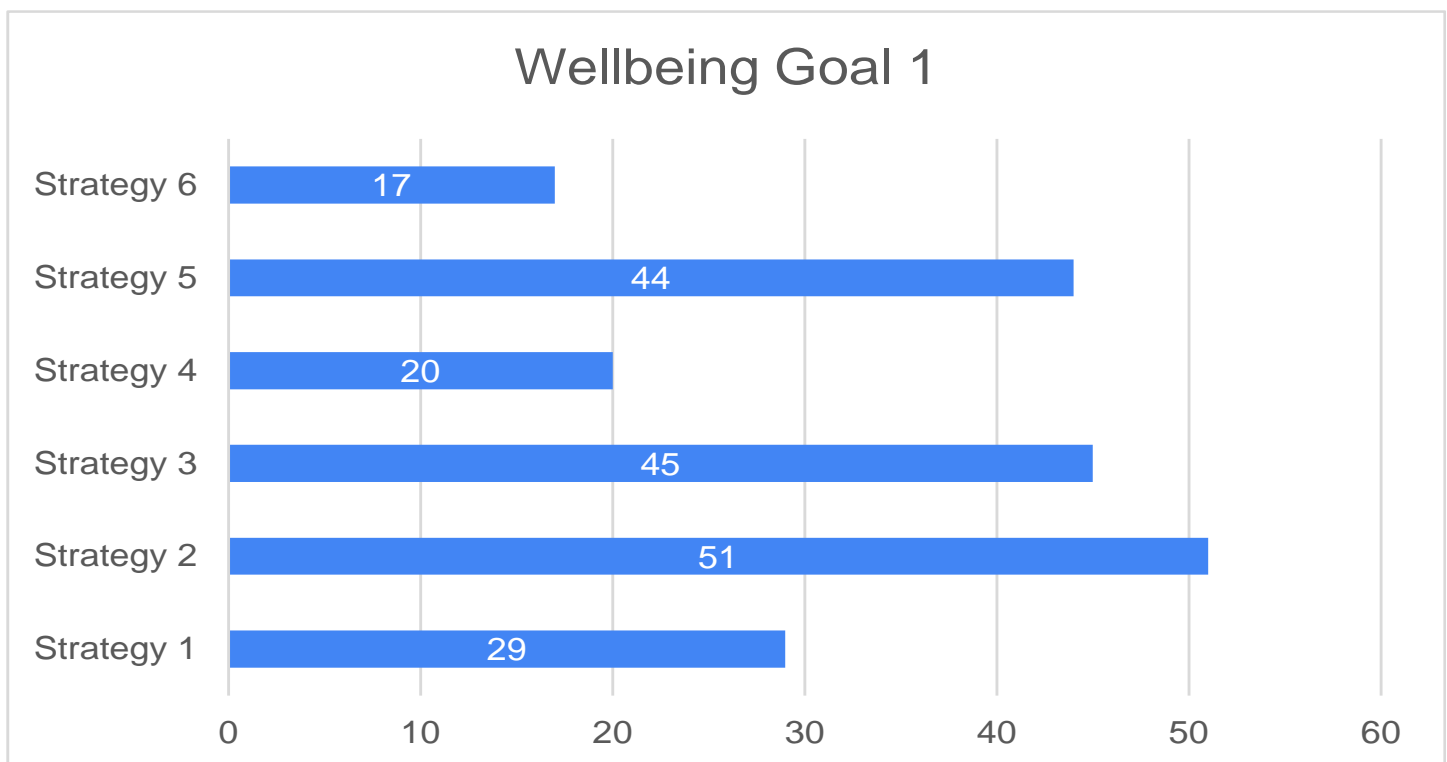
Strategy 2: Add a trail on Western Avenue, Oak Road, and Michigan Road to increase the access and safety to the shopping areas and industries.

Strategy 3: Continue to implement the Marshall County Trails Master Plan.

Strategy 4: Explore feasible locations to test tactical urbanism mechanisms to increase the safety and walkability of Plymouth's streets.

Strategy 5: Explore feasible locations to add bike racks, benches, public art, water features, and add small gathering spaces.

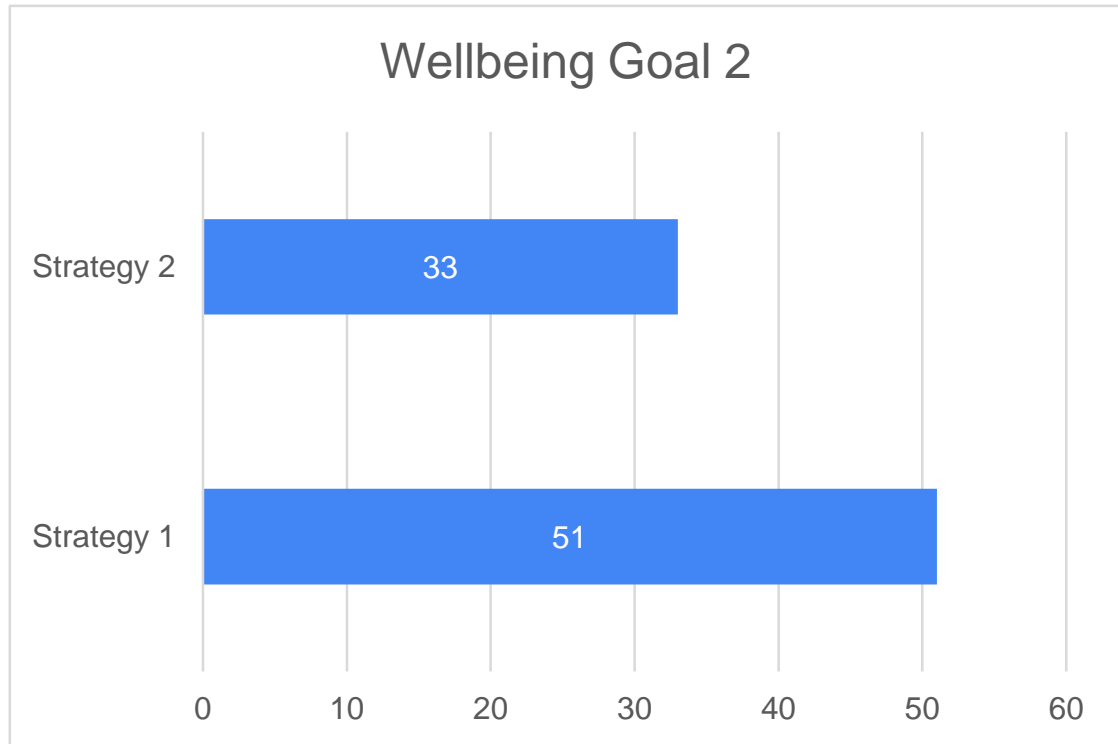
Strategy 6: Partner with INDOT to road diet Michigan Street to support the inclusion of bike lanes.



## Strategies Goal 2

Strategy 1: Continue to lobby to have a stop on the proposed for the addition of a high speed rail line.

Strategy 2: Explore the feasibility to add public transportation options.



## Strategies Goal 3

Strategy 1: Identify areas within existing residential developments to improve pedestrian crossings and continue to inventory where people are crossing, identify areas for new decorative lamp posts, and prioritize implementation efforts.

Strategy 2: Identify underserved neighborhoods with no access to a park or gathering space, and add pocket parks and gathering spaces in those areas.

Strategy 3: Add and maintain landscape beds along sidewalks to enhance the character of destination areas.

Strategy 4: Add landscape median refuge islands on wide road crossings, where feasible, to improve safety of motorists and pedestrians.

Strategy 5: Explore and offer incentives to improve homeowner and rental properties.

Strategy 6: Partner with INDOT to redesign Michigan Street to enhance the streetscape and safety by adding mid-block crossings, landscaped medians, bike lanes, planters, new street furniture, and redesigned sidewalks.

### Strategies Goal 3 Continued

Strategy 7: Review and amend the Zoning Ordinance to allow 2nd floor living units in downtown and offer financial incentives i.e. low-interest loans and/or grants.

Strategy 8: Review and amend the Zoning Ordinance to allow semi-enclosed seating areas.

Strategy 9: Restructure the Facade Grant Program to be stronger and offer a streamlined process to increase participation.

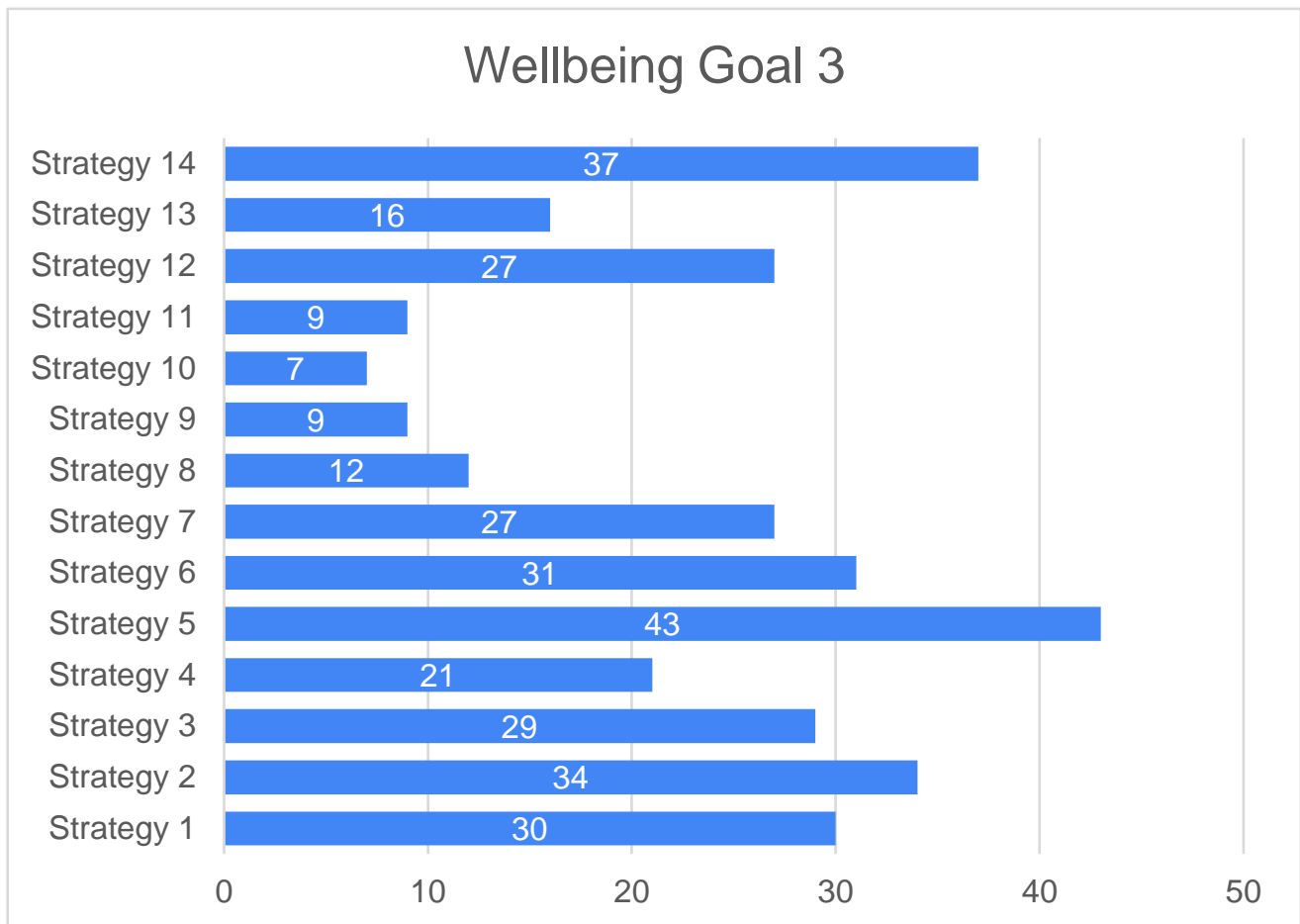
Strategy 10: Implement the strategies identified in the City's Parking Study such as to increase the marketing and promotion of public lots for longer duration needs and maximize the usage of the public lots.

Strategy 11: Explore the feasibility to allow pedestrian-scale overhead business signs on the sidewalks to help with advertising local businesses.

Strategy 12: Explore the feasibility to add pocket parks at key areas in downtown to enhance the appeal, add entertainment options, and add gathering spaces.

Strategy 13: Explore the feasibility to redesign the Michigan Street and Jefferson Street intersection like a roundabout to allow safer pedestrian crossings and slow travel speeds.

Strategy 14: Improve the railroad viaduct on Michigan Street.



## Strategies Goal 4

Strategy 1: Explore feasible locations to serve as a cultural arts, visual arts, and film/audio arts center and construct the center to support local artists to teach and work as well as add living spaces/residences for artists.

Strategy 2: Provide local and regional artists and arts organizations with financial support for operations and projects through endowment incentives or buy-in from corporate businesses.

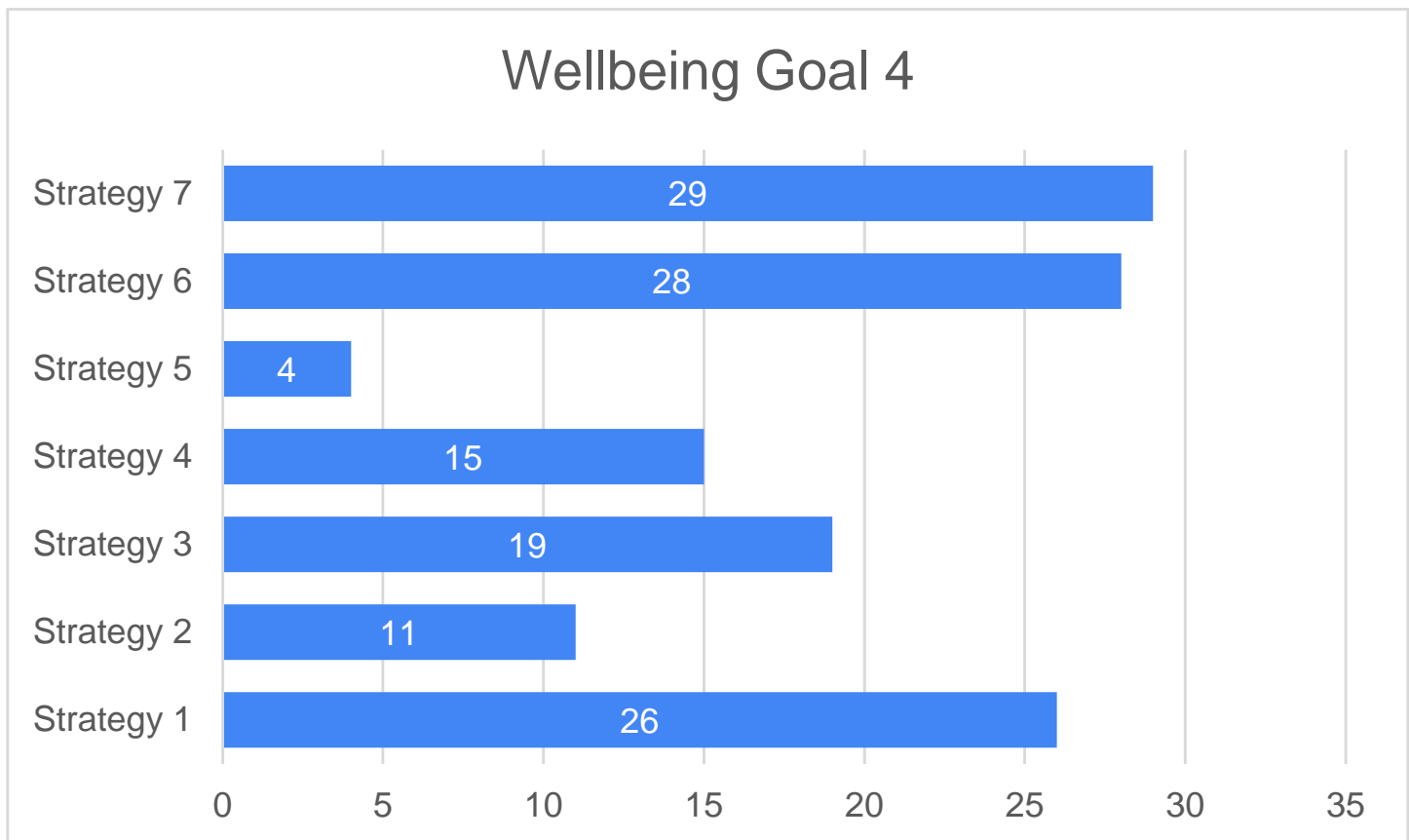
Strategy 3: Add a City Arts Director of Cultural Arts and Special Events to oversee the coordination of events and be the City's point of contact to help local artists seek funding opportunities.

Strategy 4: Partner with MCEDC to survey businesses and gauge their level of support for arts and cultural arts.

Strategy 5: Establish a centralized arts and cultural arts fund (i.e. County's hospitality tax) administered in partnership with the City and the Marshall County Community Foundation and encourage the integration of art projects into grant opportunities.

Strategy 6: Explore feasible locations to add public art sculpture, murals, and other arts projects.

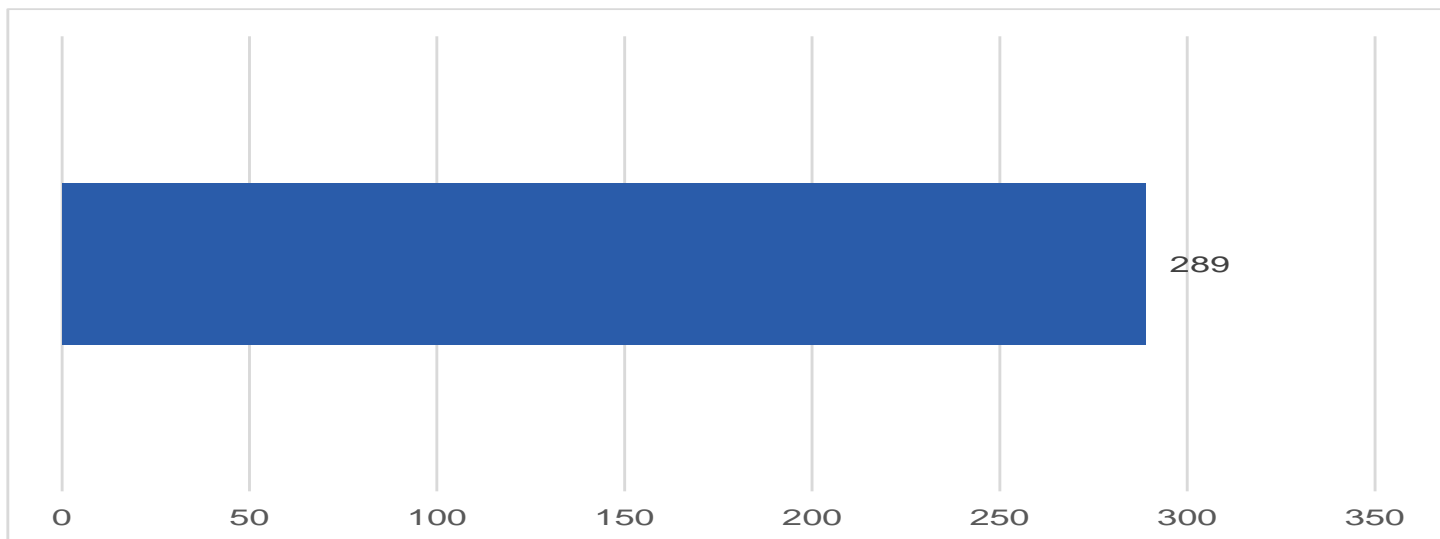
Strategy 7: Invest in frequent performance arts.



## COLLABORATION

### Goals

Goal 1: Work with local landlords, local businesses, and residents to maintain properties.



### Strategies Goal 1

Strategy 1: Identify target locations and offer a volunteer service day by reviving the “Christmas in April” and/or the “Change the World” to keep public spaces, rights-of-way (ROW), and other targeted areas clean.

Strategy 2: Establish an Economic Development Target Area program to designate portions of the City that are undeveloped land with reduce property tax and allow for residential tax abatements.

Strategy 3: Explore the feasibility to mirror the City’s Facade Program to create a match fund opportunity for residential property renovations.

Strategy 4: Offer education opportunities on the City’s code enforcement and property maintenance ordinances.

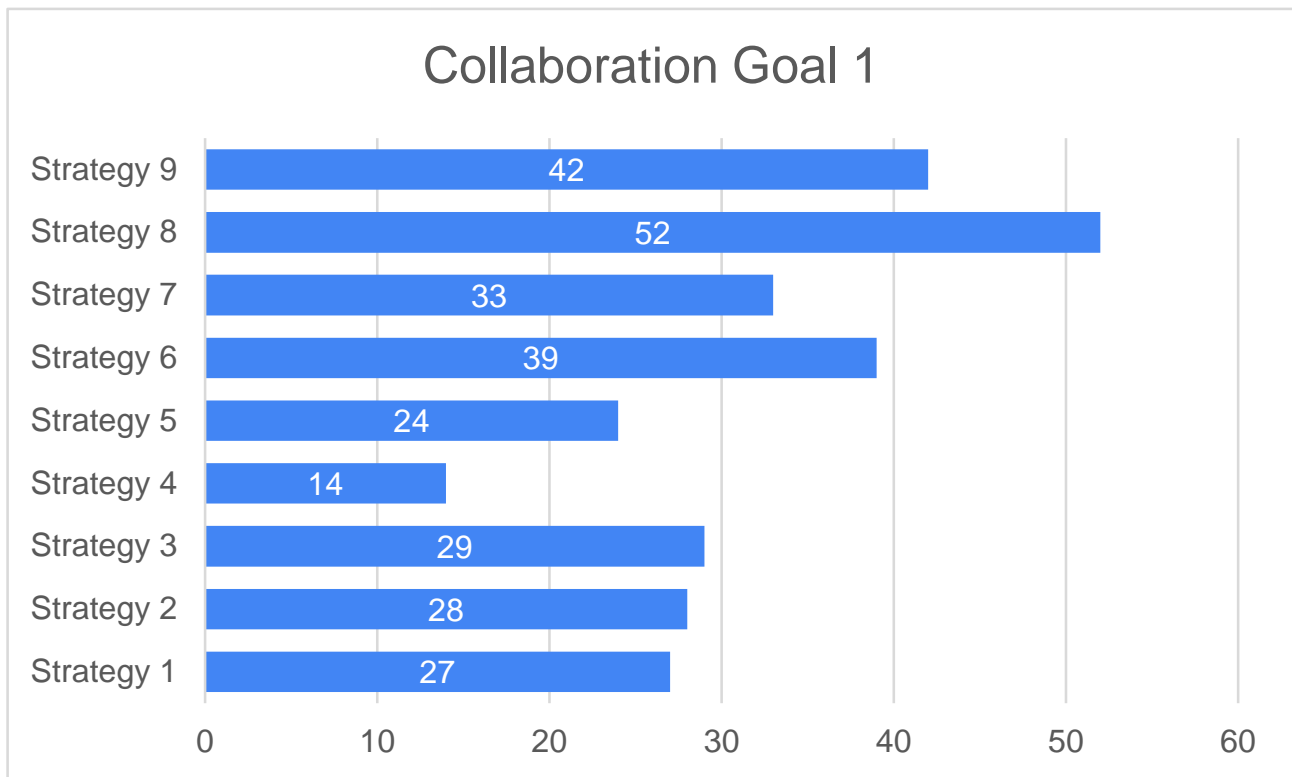
Strategy 5: Increase the support to the Building Commissioner by adding a staff person to manage code enforcement.

Strategy 6: Offer more Small Business Grants or loan options through the City.

Strategy 7: Simplify any of the beautification grants processes to encourage more participation.

Strategy 8: Clear blighted areas to make it ready for redevelopment.

Strategy 9: Empower residents to have a voice, be engaged, and contribute to making the community better.



## GROWTH

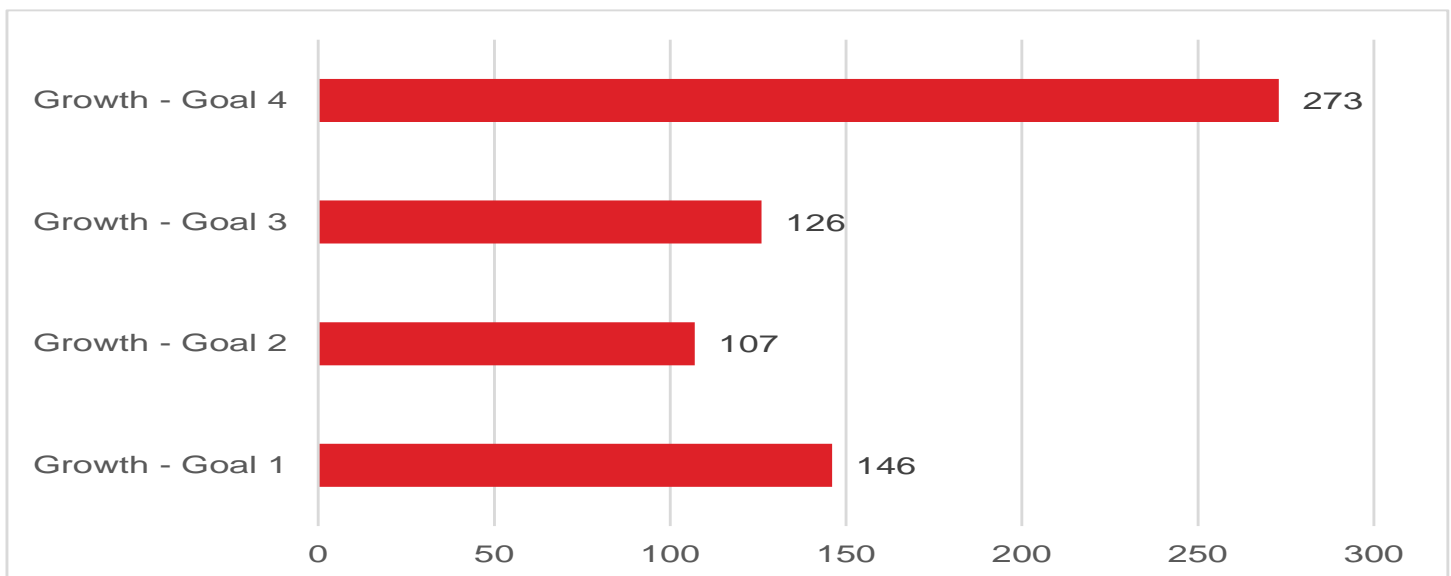
### Goals

Goal 1: Encourage infill and mixed use development.

Goal 2: Increase overall tax assessed values and tax base.

Goal 3: Encourage diverse housing choices [within the City limits] to accommodate all stages of life.

Goal 4: Protect and promote natural resources.



## Strategies Goal 1

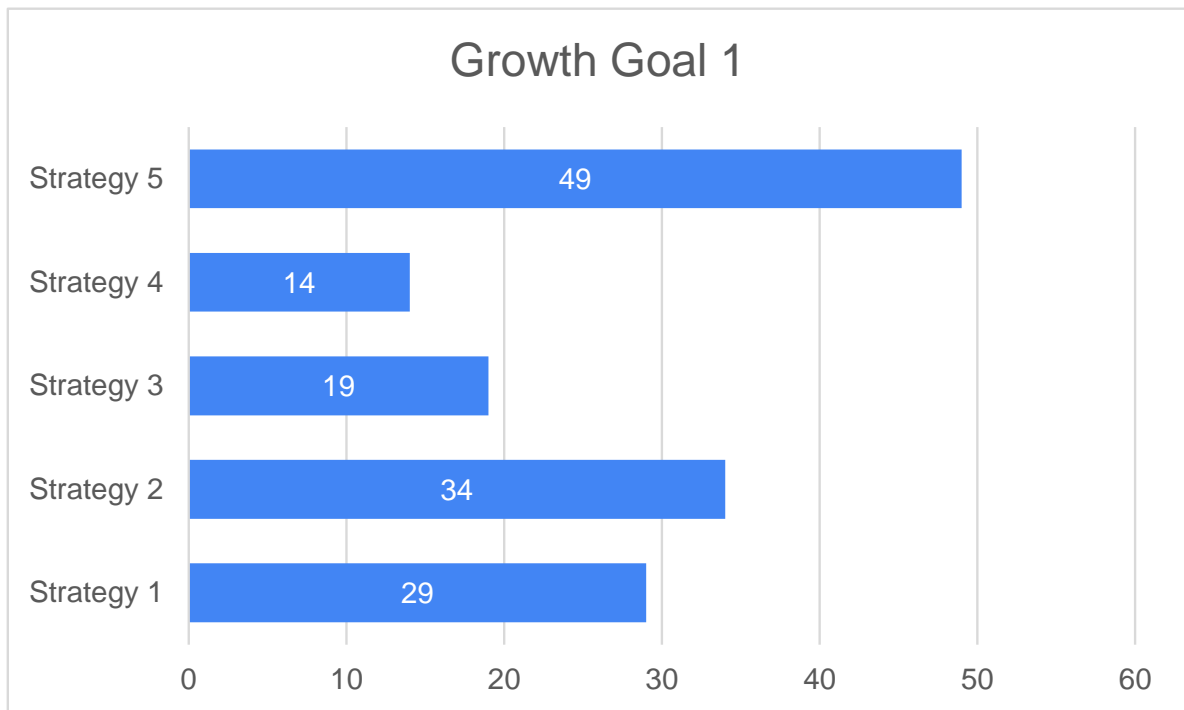
Strategy 1: Add a City Plan Director position.

Strategy 2: Review and amend the zoning ordinance to allow mixed-use in targeted areas i.e. downtown and other activity centers to make it conducive to walk and bike.

Strategy 3: Identify buildable lots.

Strategy 4: Start a renovation-trade class or club as a program offered in Plymouth Schools.

Strategy 5: Remediate brownfield properties.



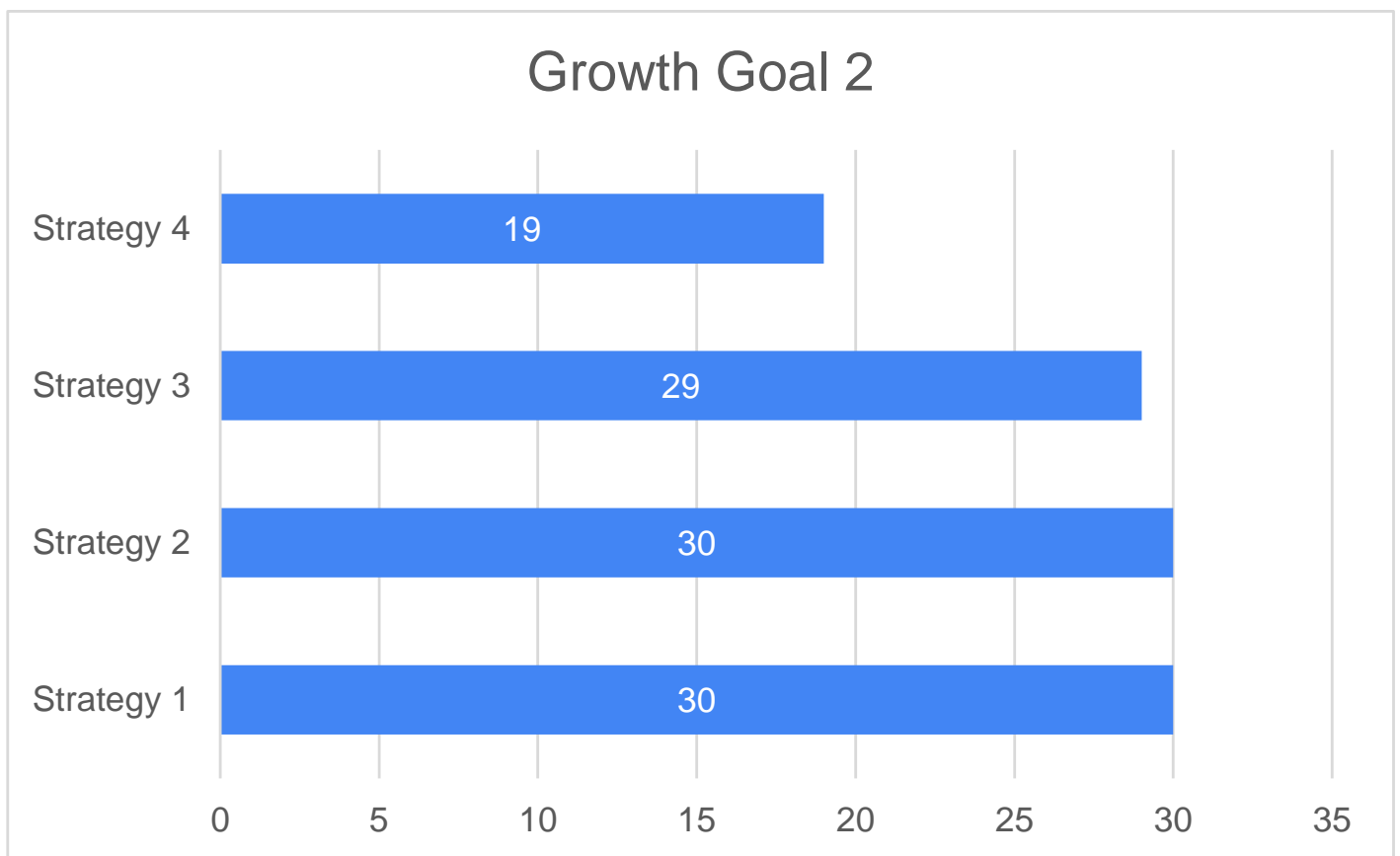
## Strategies Goal 2

Strategy 1: Support new development, renovations, and infill opportunities.

Strategy 2: Review and amend the Zoning Ordinance to first encourage developers to develop within the City limits to maximize City services, increase tax revenue, and preserve natural resources.

Strategy 3: Explore the feasibility to create a match fund program to support residential renovation projects.

Strategy 4: Maximize existing municipal acreage usage to increase tax revenue from existing facilities and make best use of City services.



### Strategies Goal 3

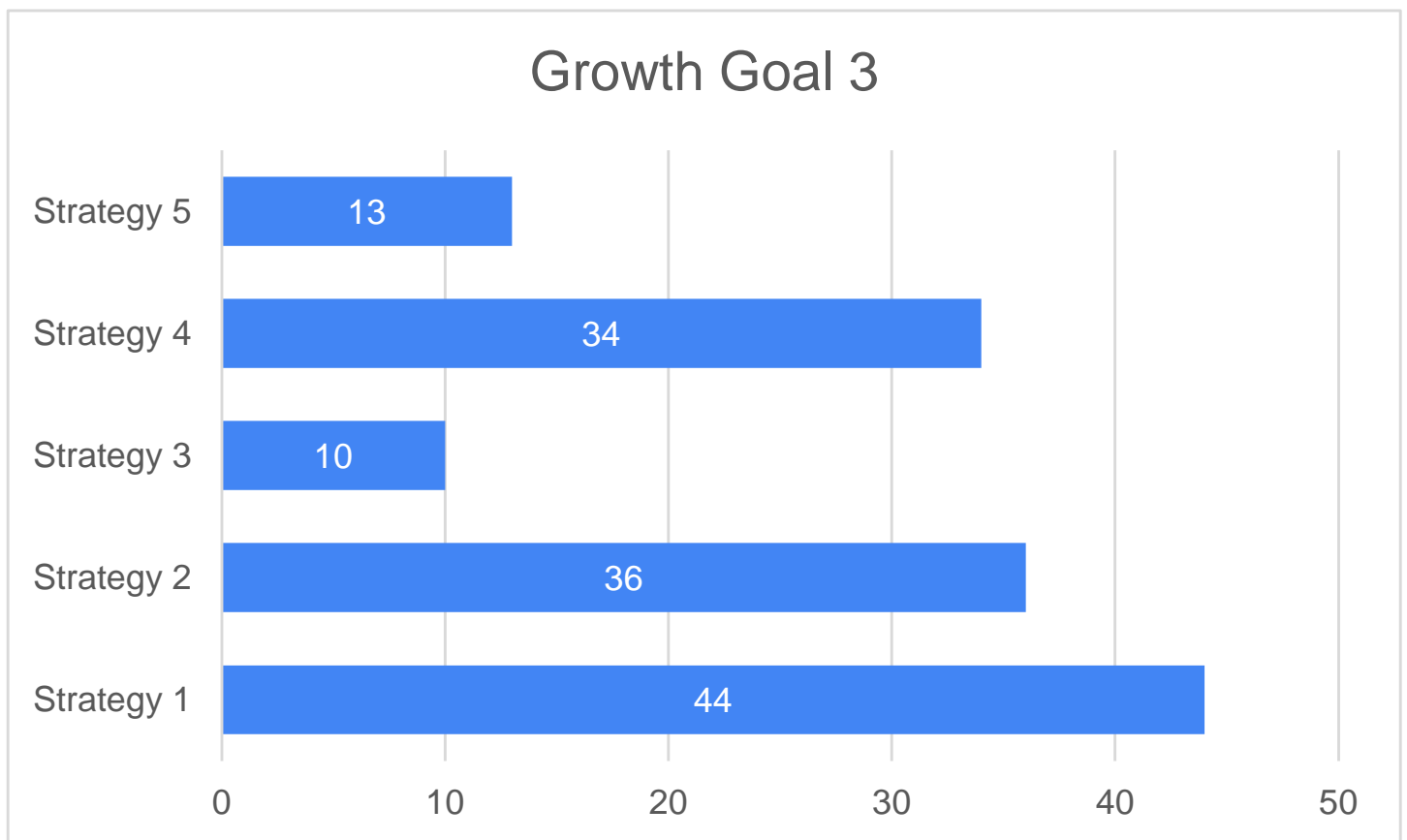
Strategy 1: City identify key infill properties and clear blighted areas to make it ready for redevelopment.

Strategy 2: Add quality, affordable, and diverse housing choices that are indicated on the Future Character Area Map.

Strategy 3: Review and amend the zoning ordinances to align with the vision of the Future Development Character Area Map. Allow for a mixture of residential and commercial types with the integration of live/work spaces to coexist by in the Downtown and Transitional Mixed-Use Character Areas. Allow for the addition of accessory dwelling units in the Traditional and Suburban Neighborhood Character Areas.

Strategy 4: Establish architectural standards for new living units in downtown.

Strategy 5: Educate the City Plan Commission and BZA on the vision and goals of the Comprehensive Plan to allow mixed use and diverse housing choices.



## Strategies Goal 4

Strategy 1: Municipal acquisition of ditches and sensitive areas.

Strategy 2: Minimal development of greenfield areas to create trails.

Strategy 3: Continue to enhance the park systems by expanding trail connections to the parks.

Strategy 4: Explore the feasibility to add a kayak/canoe rental opportunities on the Yellow River, bike rentals, and other equipment rental at park facilities.

Strategy 5: Buffer future development along natural resource areas.

Strategy 6: Explore the feasibility to add a county yard waste facility.

Strategy 7: Enhance the communication and marketing of the City's parks by creating a community calendar, website, marketing materials, and a mobile application.

Strategy 8: Enhance gateways to the City.

