

## INTRODUCTION

This chapter provides an outline of the discovery phase of the master plan process where the existing conditions and policies of the City were analyzed.

Specific tasks within this phase include:

- Existing Studies Review
- Community Survey
- Public Input Meetings
- Existing Conditions Inventory

## EXISTING STUDIES REVIEW

The review of existing documents and studies was conducted to gather information already gathered in previous projects to inform the master plan process. A summary of the key documents and how the elements from these documents directly relate to the Bicycle and Pedestrian Master Plan is included below.

### City of Richmond Comprehensive Plan (2006)

The Comprehensive Plan was adopted in 2006. The vision for the city included becoming recognized as a premier Midwestern city destination supported by its strong business environment, focus on education, culture and historically rich neighborhoods. The City of Richmond will reach its premier presence through its dedication to sustainable, efficient, and logical practices in land-planning, downtown development and transportation.

Goals and objectives from the Comprehensive Plan directly related to the Bicycle and Pedestrian Master Plan include:

- **System-wide**
  - The city will develop a balanced transportation system including a completed motorized and non-motorized network.
  - The network of public rights-of-way and easements that create travel corridors are the primary infrastructure for all modes and will be managed and expanded in a manner that preserves or improves the capacity and efficiency of all modes.
- **Safety**
  - Improve safety at locations where safety is deficient, striving to design solutions that are most consistent with Richmond's city character.
  - Provide and design for pedestrian safety, in the form of well-defined crosswalks and safe, identifiable access to trails and pathways.

- Develop traffic calming measures to reduce speeding and discourage through traffic on local streets.

- **Integrated Design**

- Design all transportation facilities to contribute to a positive and attractive visual image and the desired community character.

- Include streetscape designs that improve the physical appearance of roadways within the city.

- Develop and implement design standards that require new development to provide sidewalks and/or pedestrian and bicycle paths.

- **Multimodal Strategies**

- Create an interconnected street system that facilitates safe travel throughout the city for pedestrians, bicyclists and automobiles.

- Promote the greater use of alternatives to single-occupancy automobile travel with the objective of limiting the extent and duration of congestion.

- **Congestion Management**

- The city will increase the efficiency of travel, promote innovative strategies and implement travel demand strategies to limit the increase of congestion.

### Unified Development Ordinance (2010)

The Unified Development Ordinance was developed to help guide the growth and development of the City in accordance with the City of Richmond Comprehensive Plan. The UDO ensures that improvements made within the City Limits adhere to a level of standard to preserve the desired character for the community. Policy standards directly related to pedestrian transportation in the UDO include:

- **Public Sidewalks**

- Public sidewalks shall be required along the edge of the right-of-way, except when the Zoning Administrator determines the development is agricultural in nature or the nearest existing public sidewalk or trail is greater than 500 feet from the subject site.



- **Streets and Sidewalks**

- The intent of the City is to take ownership of streets and sidewalks located within the rights-of-way that have been constructed to meet or exceed the City of Richmond's Construction Standards.

- **Applicability**

- Developments shall integrate an interior and exterior pedestrian network comprised of concrete sidewalks and/or asphalt side paths for pedestrian transportation and recreation. This network shall consist of sidewalks along street frontages and side paths between developments and public destinations (e.g. schools, parks, hospitals), nearby trails, other developments and undeveloped properties.

**Cardinal Greenway**

The 62 mile stretch of Cardinal Greenway passes through Gas City and Muncie on its way from Marion County to the terminus in Richmond. Approximately 4 miles of the Cardinal Greenway are located in Richmond. The Cardinal Greenway is a heavily used corridor and has been extremely successful as a rail to trail conversion.



Cardinal Greenway Map

**National Register of Historic Places**

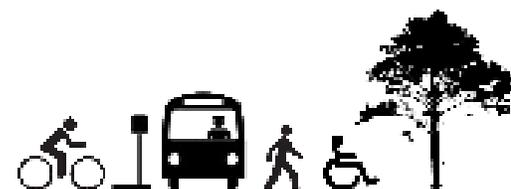
The National Register of Historic Places for Richmond includes sixty-two buildings, forty-seven of which are contributing to historic preservation. The City of Richmond's downtown proudly adds a significant chapter to the historical records of Indiana. With a ratio of 3:1 buildings incorporating themselves into a preservation program along with the excellent current condition of nearly all buildings, it is evident that the City of Richmond takes pride in its historical artifacts. Like many downtowns, the City of Richmond historically housed many functions from specialty stores, department stores, financial institutions, a theater, hotel and homes of many influential figures during the early Indiana days, especially involving industry and invention.

**Richmond Railroad Station Historic District**

The Richmond Railroad Station Historic District comprises four city blocks, plus the site of the 1902 railroad station, the freight office and four buildings located in the Starr Historic District. The early success of the Railroad district came from key investments by stakeholders in the late 1800s which prepared Richmond to keep pace with the booming railway industry of the time. The Railroad Station District is in excellent condition and just five blocks north of historic Downtown Richmond.



Depot District Railroad Station



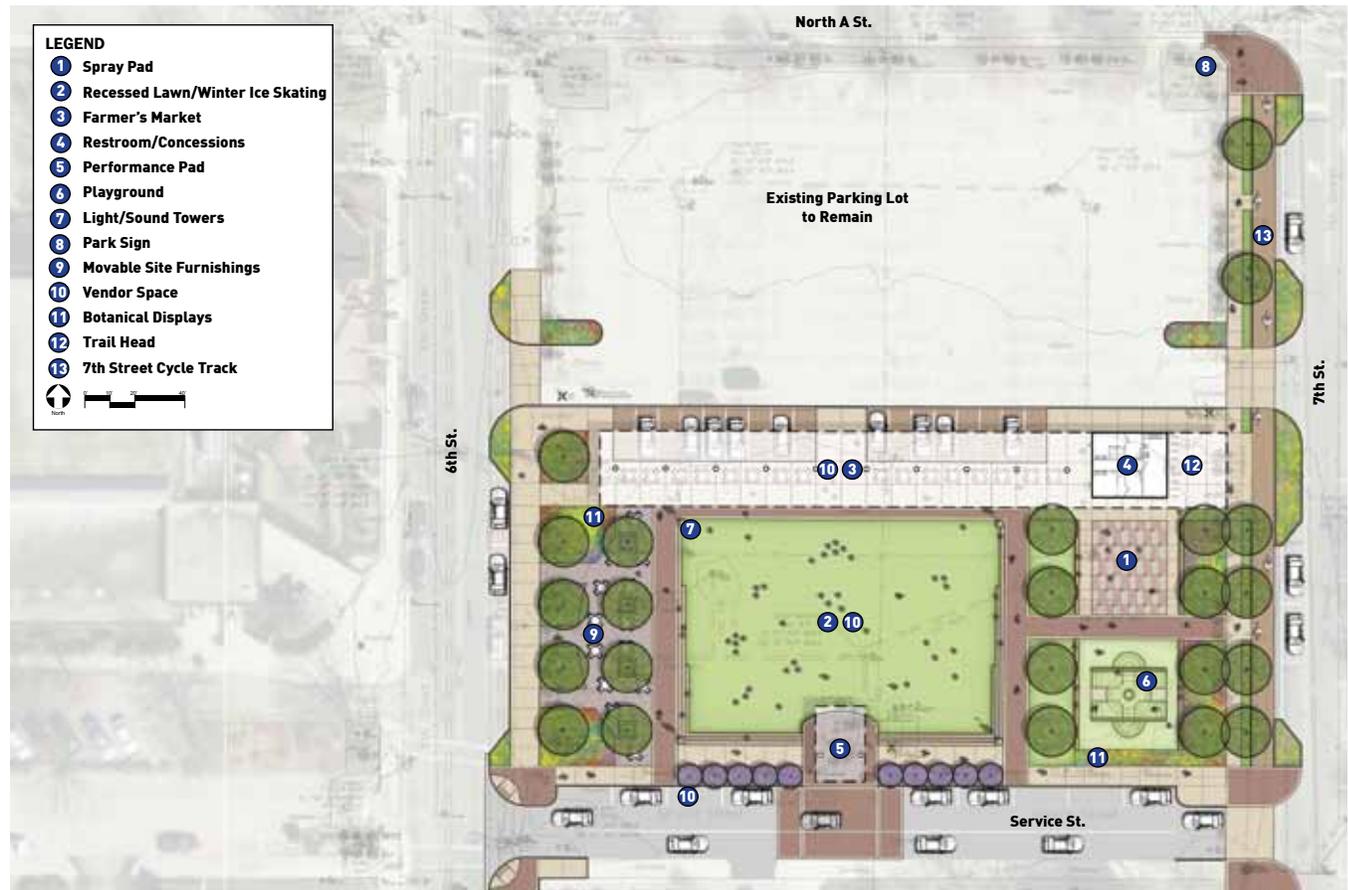
## Richmond ADA Transition Plan

The Americans with Disabilities Act (ADA) Transition Plan addresses accessibility issues within the City of Richmond throughout its City buildings, parks and major pedestrian routes to public facilities, transportation nodes and commercial districts within public right-of-ways. The Transition plan provides ADA requirements that define the current conditions as outdated and unacceptable and provides information for standards and sanctions for facilitating the City of Richmond's accessibility.

## 7th Street Park Project

As a prime real-estate location, the 7th Street Park design will convert the existing parking lot into a joint venture retaining parking with improvements while incorporating a Civic Center. The Civic Center provides a space for local workers, shoppers and community members a space to stop, relax and check emails through free Wi-Fi. Internet. An adjacent public library promotes the use of the Civic Center as an outdoor classroom while weekly Farmer's Markets keep the site lively on the weekends. Improvements within the new park will include a spray pad; a

recessed lawn which will convert into an ice skating rink in the winter time; a building for restrooms and concessions; a performance pad, light and sound towers for events; playground; botanical space; and a trailhead for the bicycle and pedestrian system.



7th Street Park Plan View Rendering





## COMMUNITY SURVEY

A community survey was conducted online to ascertain the thoughts and perceptions of the residents of Richmond. Although the community survey is not a statistically significant survey it did fulfill two purposes: 1) as a public participation tool that allowed members of the community to participate in the planning process, 2) to use the results from the survey to reinforce findings from public involvement activities and planning analyses. The survey was developed in partnership with City staff. The online survey was advertised through the City's website, social media, and through handouts at community events. Three hundred seventy surveys were completed. Although this represents just a fraction of the population of Richmond, it is a very high percentage of returns for a survey of this type and represents the wishes and desires of those who are most interested in the bicycle and pedestrian network. This sort of data, although unscientific, can help inform the master plan process with specific ideas in terms of destinations and types of facilities that are desired. In addition, this type of response can be used as a catalyst for grant applications.

The full survey with results is included in the appendix. A summary of the results includes:

- Over 75% responded in favor of creating more bicycling and pedestrian facilities and gave this task a mark of high importance.
- Over 70% of respondents currently walk multiple times a week in fair weather and over 50% bike in fair weather. These numbers drop significantly in inclement weather.
- Over 85% said they would bike and walk more if facilities were closer to their homes
- Most respondents bicycle and walk for recreation and not for commuting.
- The majority of respondents would like to connect neighborhoods with schools, the library, and to the other greenway and trails. Shopping and restaurants were also identified as highly desired destinations to connect with bicycle and pedestrian facilities.
- There was an almost equal response for sidewalks, shared use and paved trails and bike lanes as the most desired type of facility.
- Over 90% of respondents would utilize a complete system for recreation and exercise.
- A lack of facilities close to neighborhoods, unsafe intersections and pedestrian/bicycle unfriendly

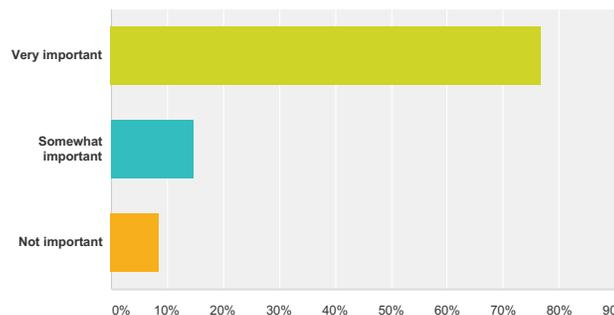
facilities were identified as the key factors discouraging bicycle and pedestrian use.

- Maintenance and upkeep of the existing facilities along with the need for education for all users in the system (bicyclist, walkers, and automobile users) were common themes with the open ended questions in the survey.

The survey results demonstrate the desire for many residents to see the incorporation of the types of facilities recommended within the master plan. There was a consensus that people will use the facilities if they are built. Many of the people responding to the survey see the importance of implementing such a system to provide the amenities needed to grow and improve the City of Richmond.

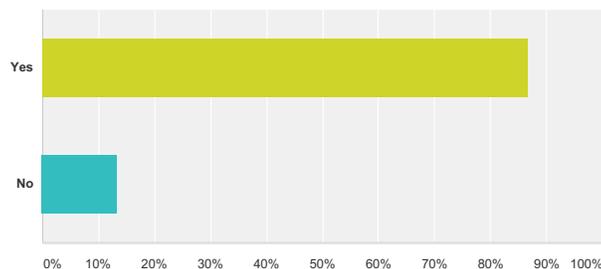
**Q1 How important to you is the goal of creating more bicycle and pedestrian facilities in Richmond?**

Answered: 370 Skipped: 0



**Q6 Would you walk/bike/run more often if you were closer to bike and pedestrian facilities (sidewalks, shared-use trails, bike lanes)?**

Answered: 365 Skipped: 5



## PUBLIC INPUT

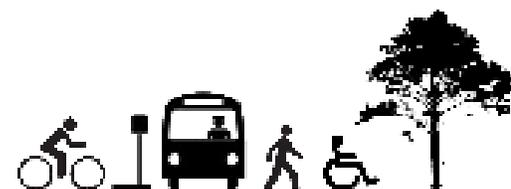
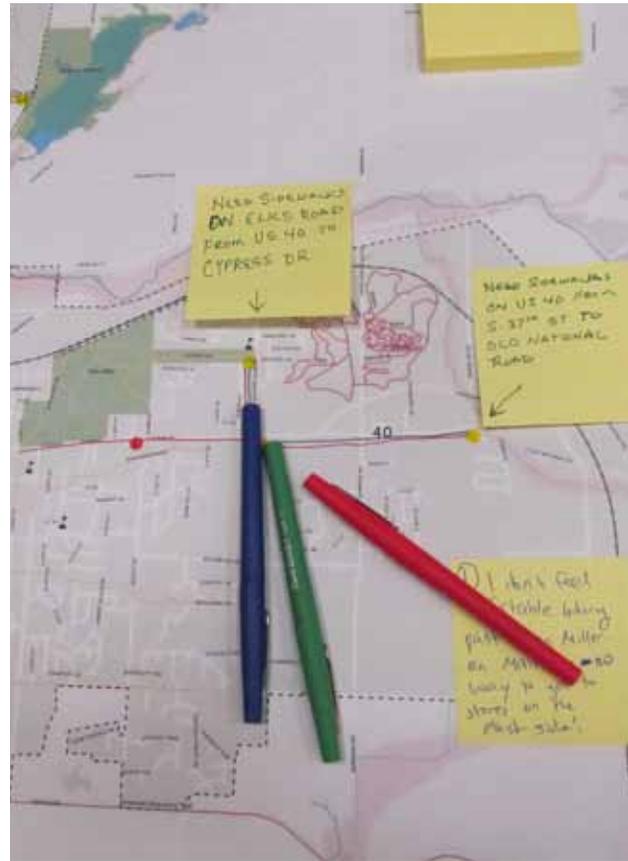
In addition to the Community Survey, public meetings were conducted to gather input from citizens. All of the public meetings were well attended and included a broad sample of residents from within the community with different interests in the bicycle and pedestrian network.

The first public meetings were held on February 11 of 2015 to present existing conditions to the public. This open house style meeting incorporated multiple opportunities for input from the public concerning existing conditions and perceptions of the bicycle and pedestrian system. Maps were utilized to allow people to rate current facilities, list desired routes and facilities and locate key destination points. Two Open House meetings were held, one during the work day and one in the evening to allow flexibility and increase attendance.

The second round of public meetings were held on March 11, 2015. These meetings were also conducted in an open house format with one occurring during the work day and one in the evening. Map exercises were used to present proposed routes to the public. Feedback included rating the routes in terms of importance, identifying missed destinations, and noting facilities that were not as important in the short term. The input gathered during these public meetings was valuable in not only determining where the routes should go and what type of facilities should be incorporated but also to help determine the demand for facilities providing priorities as determined by the community.

Advisory Committee meetings were also conducted to better understand the current system and policies. Recommendations were reviewed with the Committee to gather specific input from a group of citizens who have been active in the progress of the current bicycle and pedestrian network.

The maps utilized during the Community Meetings with the comments received during those meetings are included in Appendix B.



## LAND USE

Not unlike many communities which have experienced rapid growth in population in the past twenty years, Richmond has land use patterns which do not promote bicycling and walking from neighborhood to neighborhood and to destinations. The general nature of suburban development does not promote connections between neighborhoods and in Richmond, does not typically include the construction of sidewalks or bike trails/paths. The rural land use patterns reaching out into the areas of the county further detract from the use of bikes and walking for reaching destinations with narrow roads and distances which make traveling by bicycle or foot challenging for all but the most dedicated riders and walkers.

The more dense land uses within the downtown and the shopping corridors along Main Street, Chester Boulevard, and US Route 40 are more conducive to biking and walking as a means of travel to reach destinations. These areas are primarily commercial with residential areas directly adjacent to the commercial areas. The location of schools within the neighborhoods create short trips between homes and schools, however, the facilities needed to get people between these destinations are often absent. The land use patterns within Richmond reflect the same patterns seen across many towns and cities within the region which were built around the automobile as the only means of transportation.

## EXISTING DESTINATIONS

The underlying purpose of the bicycle and pedestrian network is to connect people to destinations. There are many destinations that are desirable to travel to on a daily basis. Typically, the starting point for most trips is the home. Connections are made to work, school, run errands, visit parks and places of entertainment. The bicycle and pedestrian network is designed to connect neighborhoods with all of these key destinations.

There are numerous destinations within the study area. These include: major retail areas, employment centers, government center, schools, parks and libraries. In addition, there are regional destinations that must be considered for connections within the system such as Cope Environmental Center and the Cardinal Greenway.

**Major Retail Areas:** Major retail areas are found within the downtown area and along US Route 40.

Additional retail areas and industrial land use are located along 5th Street and Industrial Boulevard.

**Employment Centers:** The various retail centers and industrial areas of Richmond serve as employment centers for many residents. These areas include industrial parks on Industries Road and Industrial Boulevard. They also include the commercial areas mentioned along Chester Boulevard, Main Street and US 40. The employment centers become key destinations for the bicycle and pedestrian network to serve commuters.

**Government Centers:** The Government Center is located on Main Street directly adjacent to the downtown area of Richmond and with close proximity to the Cardinal Greenway. The planned park at 7th Street will further continue the civic efforts located within the core of the downtown.

**Schools:** Richmond has six institutions of higher learning including four colleges and two seminaries. The colleges include: Indiana University East, Earlham College, Ivy Tech Community College of Indiana and Purdue University School of Technology. The two seminaries include Earlham School of Religion and Bethany Theological Seminary.

Richmond Community Schools includes Richmond High School, three intermediate schools, and six elementary schools. These schools as well as private schools are shown on the Inventory Map, Figure 2. Richmond High School includes the Richmond Art Museum and the Civic Hall Performing Arts Center. Tiernan Center, also located with the Richmond High School campus is the 5th largest high school gymnasium in the nation.

**Parks:** Parks and recreation facilities in Richmond are managed by the Richmond Parks and Recreation Department. The parks within the City are a great source of pride for the community and are heavily used throughout the year. Richmond has a well developed parks system with many recreational opportunities from organized events to hikes through natural areas with wildlife and waterfalls. Glen Miller Park is one of the most heavily used parks and includes walking trails, playgrounds and picnic areas. Many festivals and activities are programmed throughout the year utilizing the existing parks including the Egg Hunt at McBride, Family Earth



Day Celebration, Neighborhood Movies, Back to School Splash Blast, Movies in the Glen, Halloween Howl, and the Celebration of Lights to name a few. In addition, many organized walks, runs and group rides are programmed throughout the year by the department.

**Library:** The Morrison-Reeves Library is located in downtown on 6th Street. The library is an active part of the community and includes several programs which attract residents of all ages to the facility.

### BICYCLE AND PEDESTRIAN FACILITY INVENTORY

The existing network of pedestrian and bicycle facilities are shown on the Inventory Map, Figure 2. The transportation system serves as the baseline for bicycle and pedestrian travel in Richmond. Many of the downtown streets include sidewalks on both sides of the streets. The suburban development on the edges of the city do not typically have sidewalks or accommodations for bicyclists. Some of the slower speeds of neighborhood streets lead to a general

feeling of comfort for most pedestrians and bicyclist when traveling within the subdivisions but traveling between neighborhoods or attempting to reach the downtown and many of the shopping areas by bike or foot is not currently bike and pedestrian friendly. In the older parts of Richmond, mostly located near the downtown area, some of the existing facilities need improvements to upgrade to current standards. Sidewalks are sometimes narrow and do not meet ADA guidelines for minimum standards.

Richmond has made great strides with implementing bicycle and pedestrian facilities. The Cardinal Greenway has acted as a catalyst for the development of additional greenways, bicycle and pedestrian facilities. However, the lack of connections between trails and greenways limit the use of the trails. The gaps in the system require many bicycle and pedestrian trips to begin with the use of an automobile. Completing the system by connecting these gaps will provide opportunities for residents to reach their destinations without the use of a car.

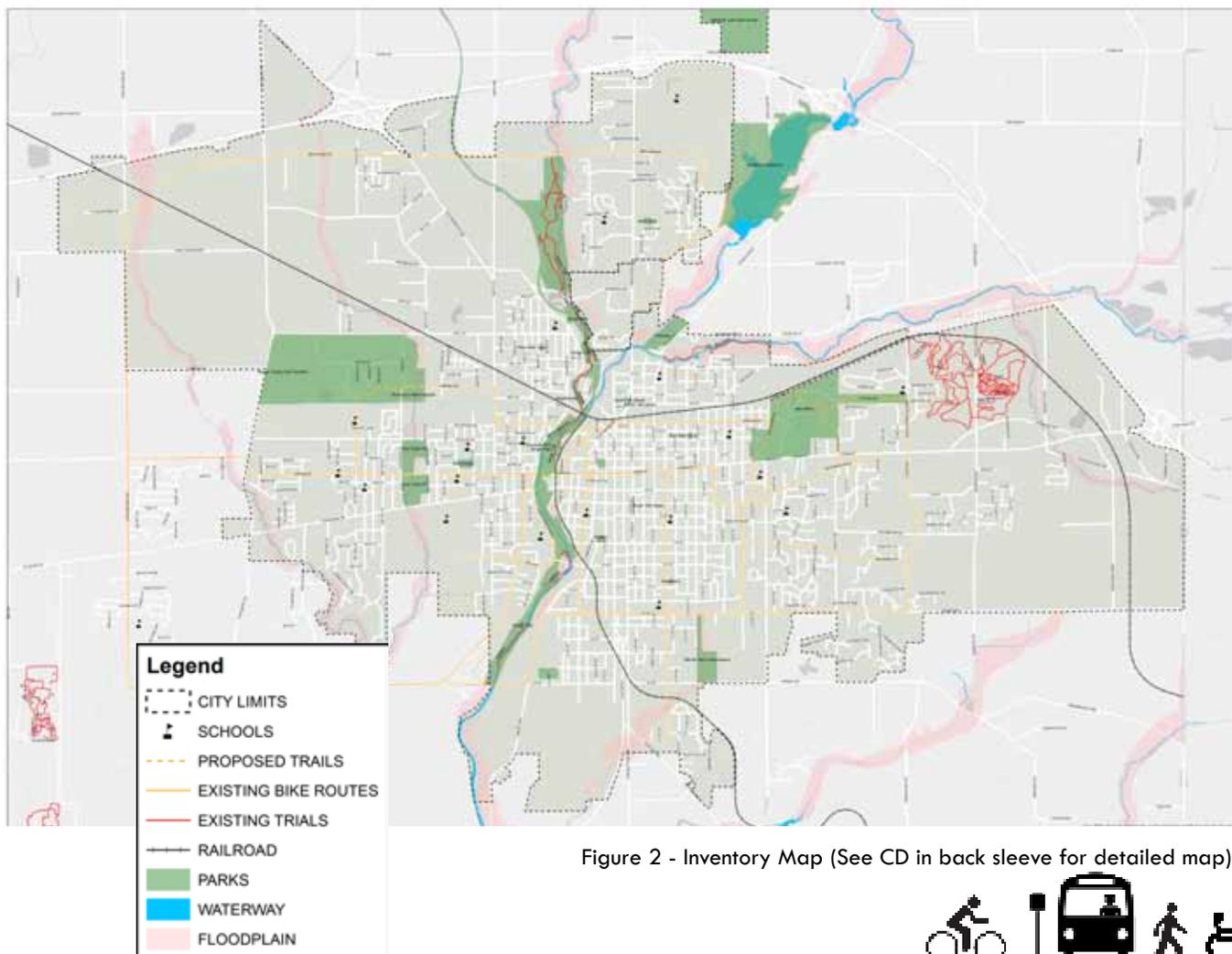


Figure 2 - Inventory Map (See CD in back sleeve for detailed map)



# Existing Conditions

## INVENTORY NORTHWEST QUADRANT

The Northwest area of the study area is characterized primarily by industrial and rural land uses. There are waterways traveling across the area which could provide some key north/south connections. Development in this area is more sparse and includes farms and industrial parks. The spread out nature of development within this area can make traveling to downtown and the shopping areas more challenging. However, the natural quality of the area provides many opportunities for smaller loops within the system to connect key destinations within this area.

Interstate 70 provides the northern border for this quadrant. The Interstate is the main automobile connection to Indianapolis and Ohio. The County roads within this part of the city are fairly straight but narrow. Many do not have developed shoulders creating challenges for bicyclists and pedestrians to safely use the roadway. Industries Road connects the industrial park with the interstate interchange. Although this is a heavily trafficked road, it does have wide shoulders including on the bridges. Industries Road provides an opportunity to connect the more rural areas of this part of the city with the shopping areas along US Route 27 near the University campuses.

The rural nature of this quadrant provides the opportunity for greenways along streams and more scenic routes for on-road bike routes. The lower traffic volumes on the county roads are often seen as attractive for the bicyclist who is looking for a longer trip and can achieve the mileage needed for those types of rides.

The Cardinal Greenway connects to communities to the north within this quadrant. The Cardinal Greenway continues south adjacent to the Gorge Park providing the opportunity to connect residents in this area of the City to the downtown. Middlefork Reservoir has many trails and environmental opportunities which is destination for residents and visitors to the city. The Cardinal Greenway is the largest existing facility within this quadrant. There are very few sidewalks or bicycle facilities that exist in the area.



Sim Hodgkin Parkway

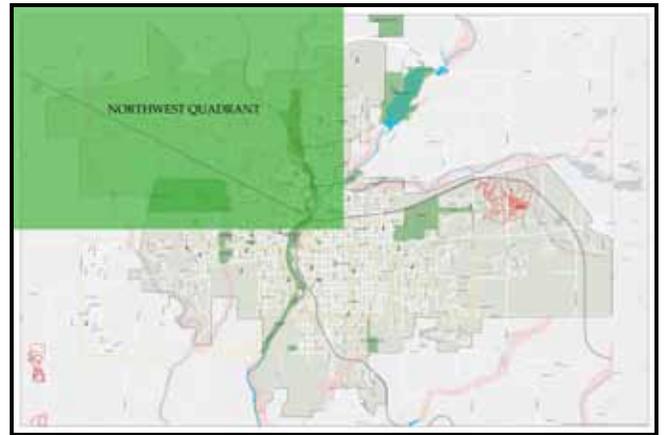


Chester Boulevard

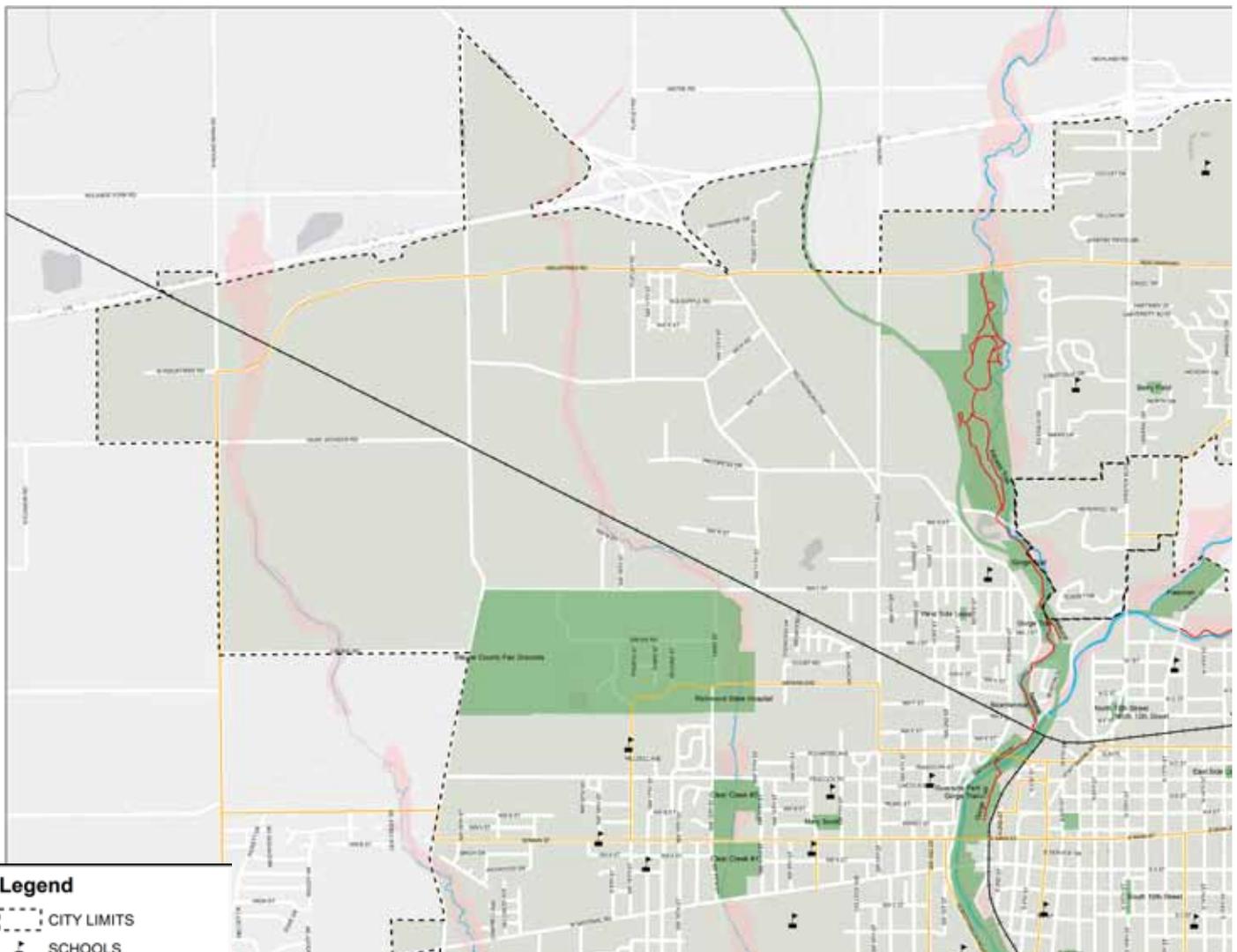


SW 18th Street





MAP KEY



**Legend**

- CITY LIMITS
- SCHOOLS
- PROPOSED TRAILS
- EXISTING BIKE ROUTES
- EXISTING TRIALS
- RAILROAD
- PARKS
- WATERWAY
- FLOODPLAIN

Figure 3 - Northwest Quadrant Inventory Map



# Existing Conditions

## INVENTORY NORTHEAST QUADRANT

The Northeast quadrant of the study area is dominated by the college campuses and commercial areas along Chester Boulevard. The East Fork of the Whitewater River provides the opportunity for a regional connection to neighboring communities in Ohio. Current projects are planned to provide a greenway along the East Fork. The East Fork corridor provides a natural and scenic connection between the university campuses and the hospital campus and both Glen Miller Park as well as Hayes Arboretum. The East Fork also creates a challenge by dividing these two areas of town. The character of this corridor make it much more of an asset than a challenge.

Chester Boulevard is much like the East Fork of the Whitewater River in that it presents both opportunities and challenges. This roadway provides a direct link between the north side of town and the downtown which then connects with both the east and west sides. However, the design of the roadway encourages heavy traffic volumes at high rates of speed creating a less than desirable environment for bicyclists and pedestrians whether on or off the road. In addition, there are grade challenges associated with Chester Boulevard. However, the direct link between these sections of the city cannot be discounted.

Bicycle and pedestrian facilities within this quadrant include many trails in Glen Miller Park and Hayes Arboretum. There are many existing sidewalks within the downtown areas and through the college campuses.



Reid Hospital

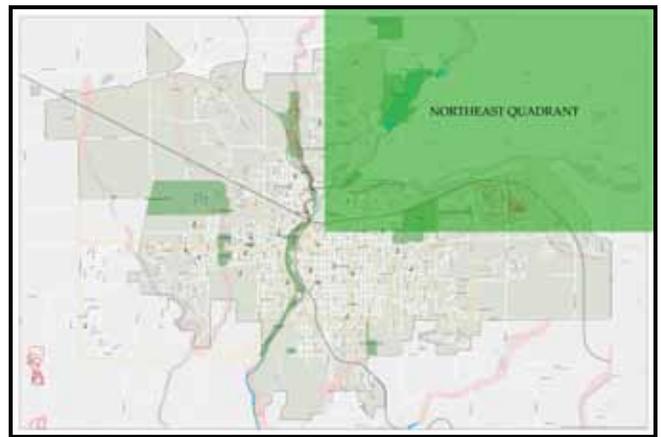


Hayes Arboretum



Middlefork Reservoir





MAP KEY

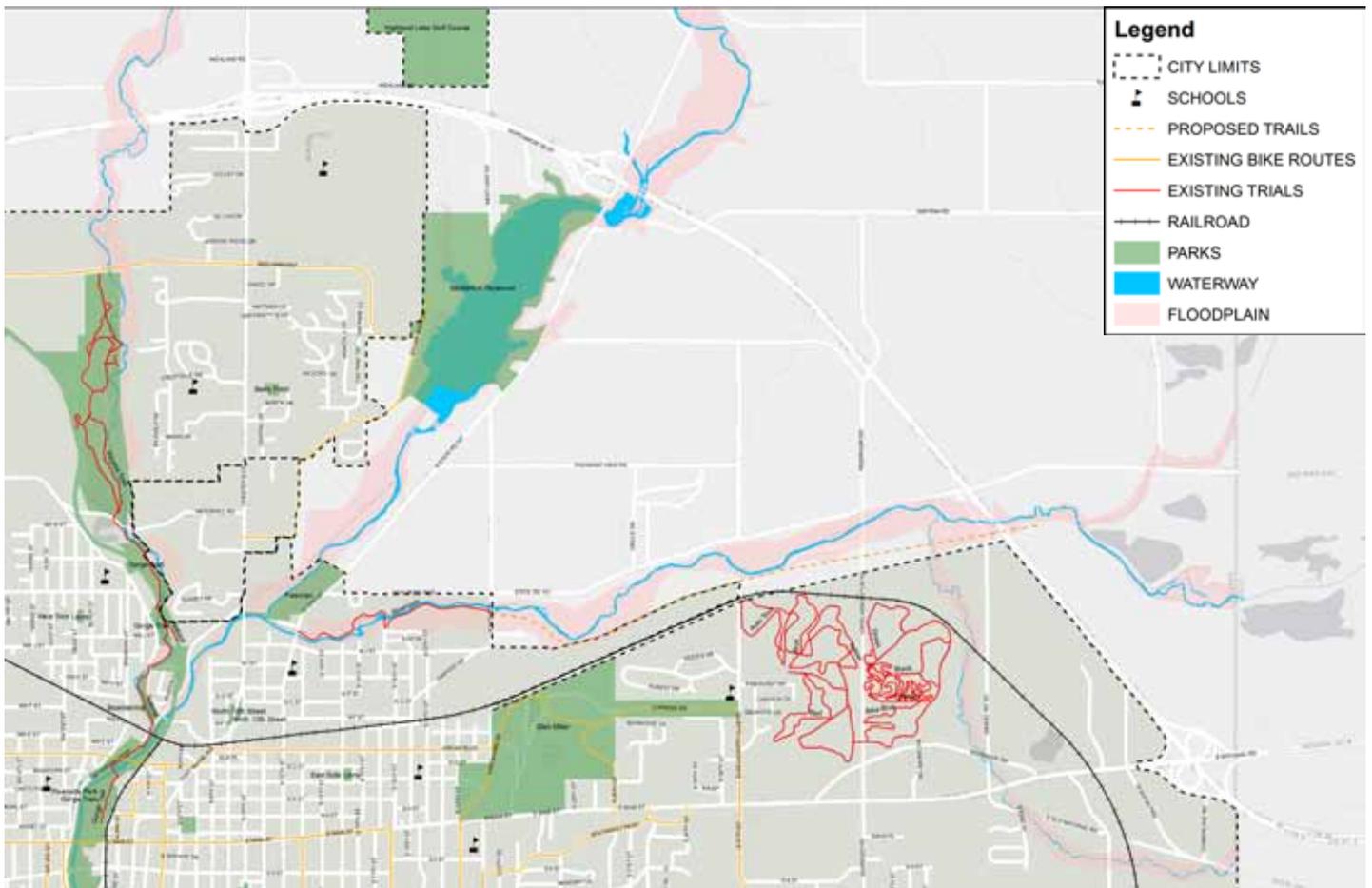
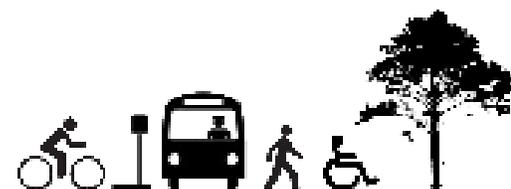


Figure 4 - Northeast Quadrant Inventory Map



## INVENTORY SOUTHWEST QUADRANT

The Southwest quadrant includes West Main Street and the National Road. The Cardinal Greenway continues to the south from the Northwest Quadrant through Richmond. There are many schools, including Earlham College, located within this quadrant. The proximity of the schools to neighborhoods and to the Cardinal Greenway can be seen in this quadrant. With a more urban character this portion of the city lends itself to more frequent and convenient trips by foot and bike. The location of the schools within the neighborhoods makes them conducive to allow children and families to travel to the schools and parks without the use of an automobile.

Clear Creek Park is located within this quadrant and provides an opportunity to connect with neighborhoods and the schools for additional recreational use. The lack of connection between the parks and the Cardinal Greenway are a missed opportunity to further link the parks system. In addition, gaps along the Cardinal Greenway have kept the Greenway from reaching its full potential. These connections are a large challenge for current users of the bike and pedestrian system.

Although this portion of the city is located within close proximity to the downtown, access to the downtown for these residents is limited. The roadway bridges that cross over the White River Gorge were not built to accommodate bicyclists and pedestrians. Modifications have been made to the bridges to allow for travel across the bridges but it is not the most comfortable experience with high rates of speed and high volumes of vehicles. The facilities provided for bicyclists and pedestrians are narrow and do not accommodate many users at a time.

The Cope Environmental Center is located outside of the city limits but is considered a key regional destination for the city. Through partnerships with adjacent jurisdictions a connection should be made between Richmond and the Cope Environmental Center. This would provide benefits to both the city and the environmental center with increased visits and awareness.



Clear Creek Park

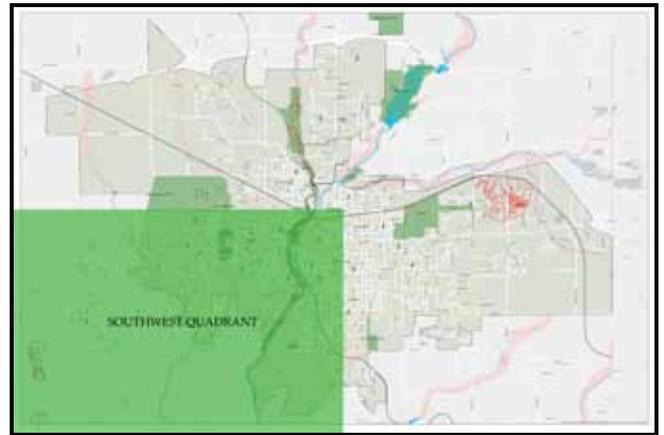


West Main Street



Northwest L Street





MAP KEY

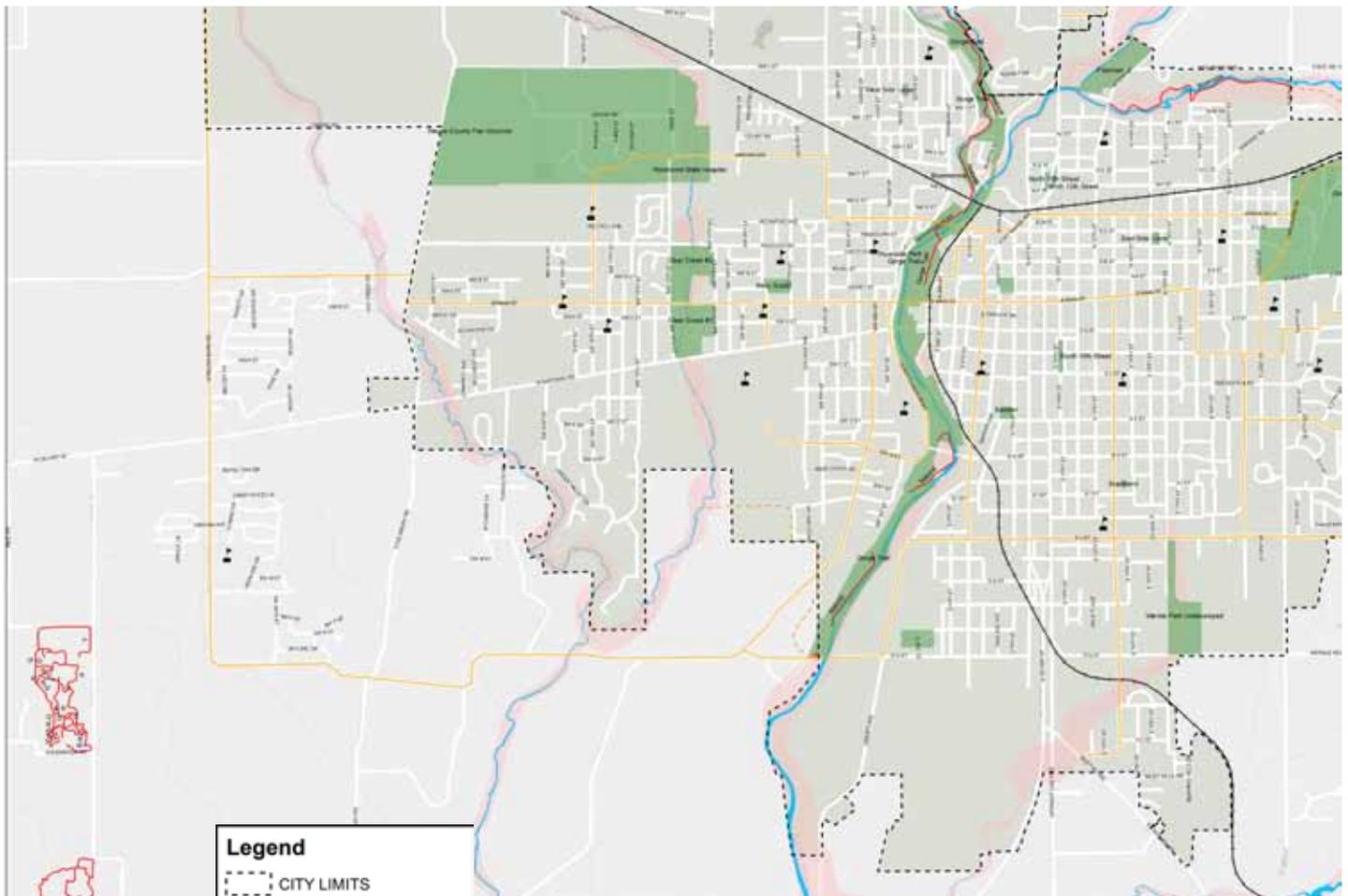


Figure 5 - Southwest Quadrant Inventory Map



## INVENTORY SOUTHEAST QUADRANT

The Southeast area of the city is characterized by both urban land use and suburban development. The downtown area includes many historic and well established neighborhoods. Many of these neighborhoods have sidewalks on both sides of the road. With parking on both sides of the street most streets are relatively low speeds and do not usually contain high volumes of traffic. The exception would be US Route 40 which becomes Main Street. US Route 40 is a heavily trafficked road and includes many of the most dangerous intersections within the city. Sidewalks do occur along parts of 40, especially as you get closer to downtown but are not present further out of town where the shopping districts occur. With several neighborhoods located just north or south of the commercial districts there are many people that desire to, and do, walk and bike from their homes to the shopping areas. Footpaths are being worn along the roadway showing the need for bike and pedestrian facilities along 40.

Main Street provides an additional challenge in the downtown area. Part of the character of the downtown is its quaint Main Street shopping areas. This character is created with brick sidewalks, on-street parking and the narrow roadway. The narrowness of the roadway and the volumes of traffic going through downtown create challenges for providing facilities which also accommodate pedestrians. The character of downtown must be maintained with any new improvements to this area of the city.

In addition, many of the neighborhoods within this quadrant do not include sidewalks within the neighborhoods. Although walking and riding on some neighborhood streets is comfortable for all skill levels there are many streets that are used as cut-throughs and many that the actual speeds are very fast. This creates an environment within neighborhoods which discourages any sort of travel by bike or foot for safety reasons. These neighborhoods also have an opportunity to create smaller loops for recreational travel by connecting to each other. There are no current facilities to make these connections.

The roadways and corridors within this quadrant provide opportunities to create many regional connections including with existing routes in the neighboring state but also with planned routes which will cross the nation.

Interstate 70 creates the eastern border to the city limits and creates a challenge by providing a barrier between Richmond and the adjacent areas. However, the interstate can also provide some opportunities with current roadway underpasses which may be able to accommodate bicycle and pedestrian facilities within the current road right-of-way.

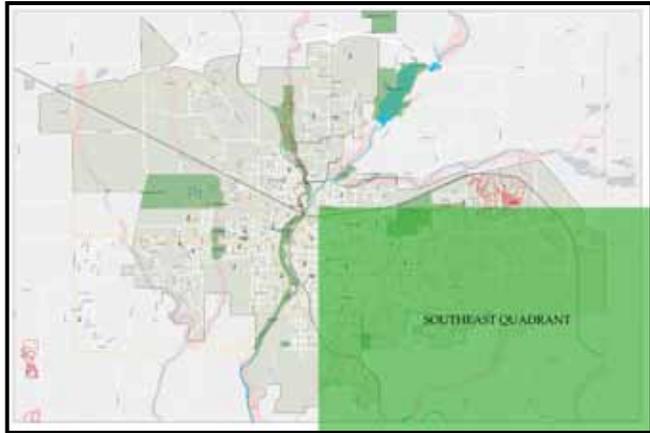


Glen Miller Park



South L Street





MAP KEY

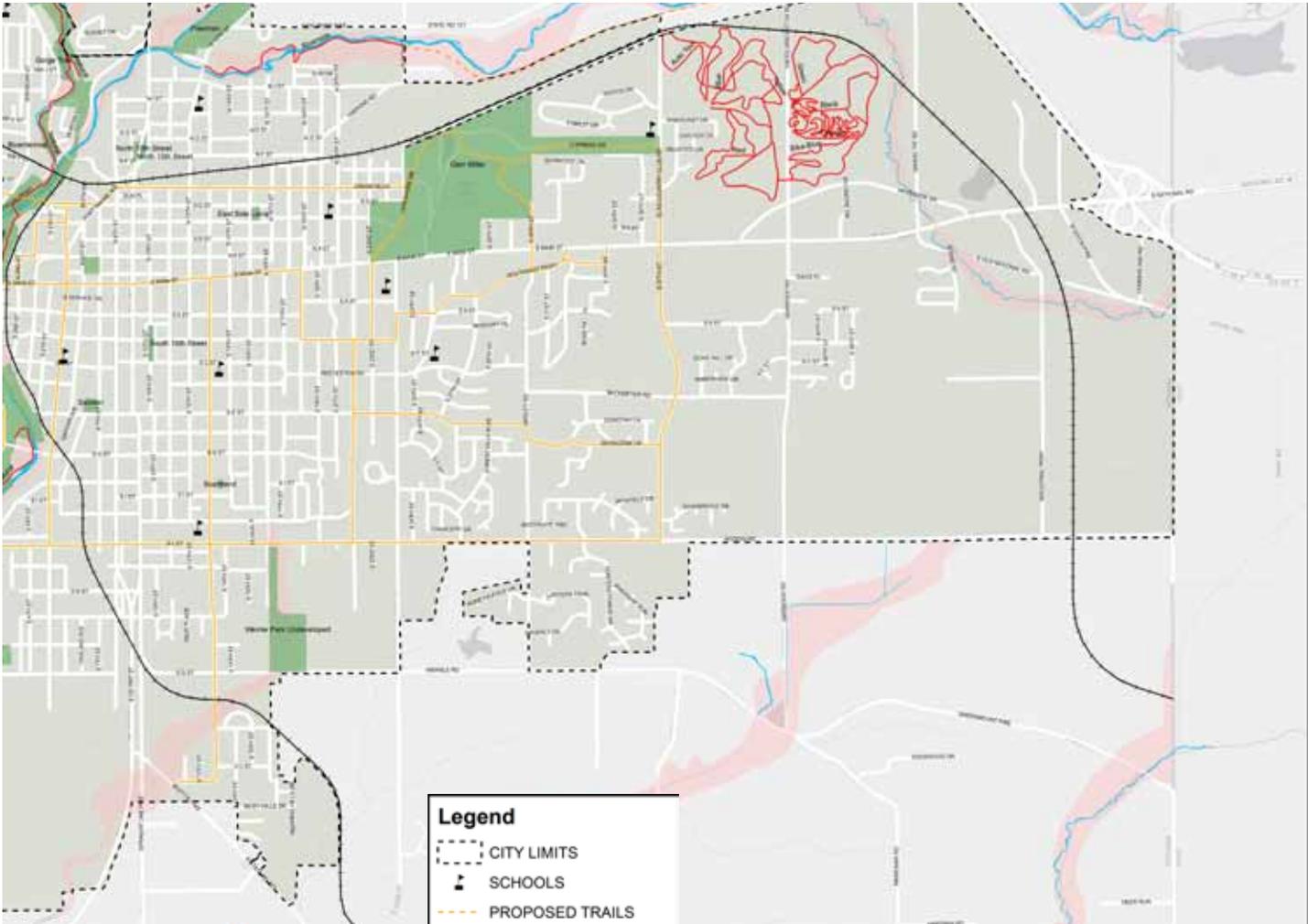


Figure 6 - Southeast Quadrant Inventory Map

