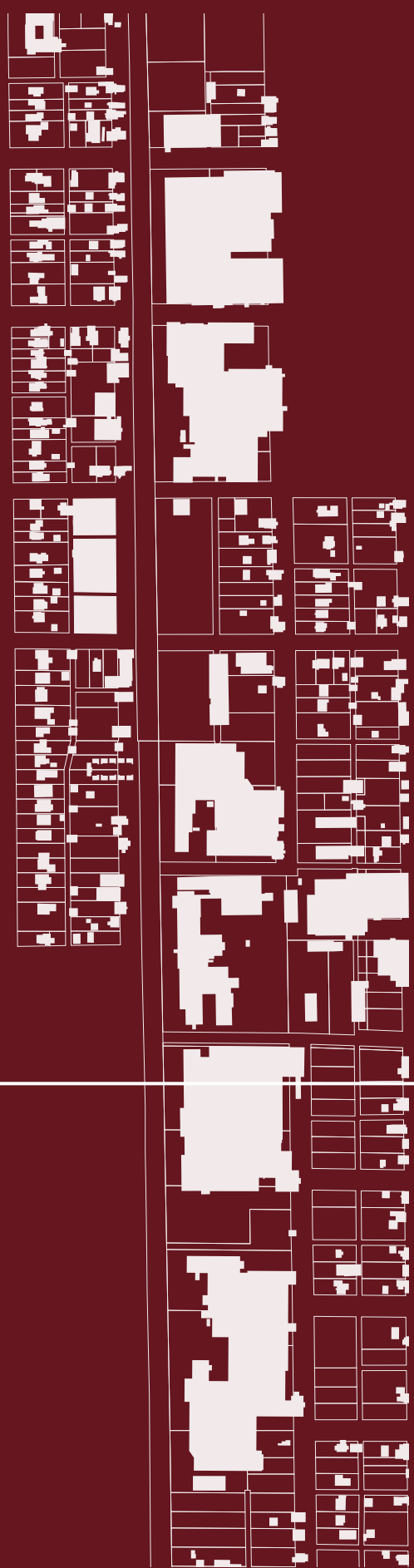


9TH STREET INDUSTRIAL CORRIDOR PLAN

A STRATEGIC PLAN FOR BROWNFIELD REMEDIATION
AND FUTURE DEVELOPMENT OF THE 9TH STREET
INDUSTRIAL CORRIDOR.



PROJECT OVERVIEW

The 9th Street Industrial Corridor Plan was made possible by a grant from the United States Environmental Protection Agency (EPA). The City of Goshen was one of 23 communities selected for a Brownfields Area-Wide Planning Pilot Program. The goal of this program was to facilitate community involvement in developing an area-wide plan for brownfields assessment, cleanup and subsequent reuse.

This pilot program recognizes that revitalization of areas surrounding brownfield site(s) is critical to the successful reuse of the property as assessment, cleanup, and redevelopment of an individual site. The area-wide planning approach will enhance EPA's core brownfields assistance programs by encouraging continued meaningful involvement in a locally-driven planning process that will result in a strategy for making brownfields site assessment, cleanup and/or redevelopment decisions for the future. The pilot program is intended to help further community-based partnership efforts within underserved or economically disadvantaged neighborhoods by confronting local environmental and public health challenges related to brownfields, while creating a planning framework to advance economic development and job creation.

PREPARED BY:

The City of Goshen, Indiana

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1 INTRODUCTION

THE 9TH STREET CORRIDOR

The 9th Street Industrial Corridor represents Goshen's historic industrial core. It is home to many of the former and existing businesses that gave the city the nickname "Little Akron" for its concentration of rubber producing businesses. While many of these businesses have moved on, the corridor is still very much a functioning industrial corridor, standing in contrast to other Indiana and Midwestern industrial corridors where vacancy and blight prevail.

Despite its overall functionality, the 9th Street Corridor is nevertheless saddled with a legacy of intense industrial use. It also sits squarely within the central city - in-between two of Goshen's central neighborhoods. Its future lies in how existing businesses and future land uses address the need of past environmental contamination and integrate efficiently with residential uses.



PROJECT SUMMARY

In understanding the destiny of the 9th Street Corridor, it was crucial at the outset of this project for the City to understand two factors; the viability of existing businesses and their desire to remain on the Corridor despite its disadvantages, as well as the desire of city residents to keep 9th Street as a functioning business district or to transition to new uses. The clear cut answers to these questions were found during the planning process - businesses want to stay on the Corridor and residents want the Corridor to remain primarily business-focused.

As such, the City of Goshen sought to assemble a plan that fostered improved economic viability along the Corridor as well as improved quality of life and functional aspects that impact both businesses and residents on a daily basis. While the plan sought to identify short-term projects that can be organized immediately, it also addresses unforeseen long-term opportunities, especially those related to brownfields and redevelopment.

Economic Development

Elkhart County experienced the highest unemployment rate in the State of Indiana - and one of the highest in the country - during the 2007-2009 recession. The perfect storm that is referred to as the “great recession” heavily impacted the county’s two major employment bases - Manufactured Housing and Recreational Vehicles. When this project was initiated in the spring of 2011, jobs were very much on the minds of county and city residents.

The location of the 9th Street Corridor amidst residential neighborhoods suggests a potential for an evolution into land uses more compatible than industrial facilities. However, as discussed above, the community engagement process clearly showed the City and the consultant team that the preservation of the Corridor as a business district was desired by both businesses and residents.



The Western Rubber site, which is currently being cleaned and prepped by the City of Goshen, represents a key direction for the future of the 9th Street Corridor. Multiple meetings were held to discuss how this site should be used. Ultimately, it proposed that recruiting new businesses to the site - whether larger industrial users or smaller, entrepreneurial outfits, best fit within the overall vision of the plan and needs of the community.

A focus on retaining the Corridor’s role as a business district must address a number of factors, including the stability of existing businesses, overcoming the hurdles of constrained land, and integrating businesses better with residential and community uses. The proposed approach to economic stability and expansion consists of three distinct initiatives:

(1) Business Retention and Expansion - with so many viable businesses currently on the Corridor and with expansion capacity, the City needs to address how improvements to the Corridor can keep these businesses in place, including improved truck access, good relationships with neighbors, and access to funds for potential environmental clean-up.

(2) Redevelopment of Catalyst Sites - starting with the Western Rubber site and adding several adjacent, underutilized or vacant parcels of land, there are short-term development opportunities that can be used for economic development purposes. Considering the investment the City has put into the Western Rubber site, it makes sense to consider re-use options that help with a “return on investment” in the form of jobs and/or improved tax base. Recruiting new industrial users to the Corridor is one approach that could take advantage of access to the Marion Branch rail line, but there is also an opportunity to consider how the sites - located in the center of both the Corridor and the City - could play a role in fostering growth in small businesses.

(3) Long Term Planning for the Transition of Industrial Sites - despite the City’s best efforts for business retention and expansion along the Corridor, there are enough external forces at work that could result in the transition of ownership of various businesses. These forces include economic conditions, such as a sluggish economy lasting for several more years, ownership transition, and decisions by out of state corporations, all of which are essentially out of the hands of the City in terms of whether businesses would stay within the Corridor or not. As such, the City should plan for the eventual transition of major industrial businesses, including the need for environmental cleanup and property redevelopment.



A reconfiguration of 9th Street accomplishes multiple objectives, from improved safety and mobility to improved economic development, neighborhood revitalization and quality of life for residents in adjacent neighborhoods.

Transportation / Infrastructure

A great deal of what can be accomplished on the 9th Street Corridor lies in infrastructure improvements designed to increase functionality, mobility, aesthetics and economic potential. Most prominent is a proposed reconfiguration of 9th Street that would go well beyond structural improvements like curb/gutter and utility improvements to create a highly functioning multi-modal corridor that integrates automobiles, trucks, pedestrians and bicyclists together in an attractive, sustainably friendly public right of way. These improvements could also serve to screen the visual blight of the rail line and create a more hospitable environment for property owners and occupants on the westside of 9th Street.

9TH STREET INDUSTRIAL CORRIDOR PLAN & PROCESS

Phase One Existing Conditions

The “homework” phase

Purpose: What direction does the planning process need to take? What are the issues and opportunities along the Corridor and how do they correspond to relevant initiatives (transportation, brownfield cleanup, redevelopment, urban design, etc.)

EXISTING CONDITIONS ANALYSIS

- Manufacturing on the decline but still a core component of the region's economy
- Mobility and Safety Concerns
- No immediate brownfield exposures identified
- Conditions have negative impact on property values on Corridor

BUSINESS INTERVIEWS

- Unique, irreplaceable businesses located on Corridor
- Desire to remain on Corridor
- Capability to expand in existing space
- Truck access in #1 concern

RESIDENT DISCUSSIONS

- Corridor should remain a mixture of business and residences
- Support existing businesses and provide amenities and upgrades to Corridor
- Address impact from the rail line
- Enhance adjacent neighborhoods

LONG-TERM

Framework for the Transition of Industrial Properties

SHORT-TERM

Catalyst Sites

Cleanup and Economic Development Focus

- Approach #1 - Traditional Industry
- Approach #2 - Small Business / Entrepreneurship

Westside of 9th Street

Explore reinvestment opportunities for underutilized properties

INFRASTRUCTURE PLAN

- Improve multi-modal ability - sidewalks, pedestrian & bicycle improvements
- Implement “Quiet Zone” on rail line
- Create official truck loops that guide drivers to correct businesses
- Work with business owners to understand and address environmental cleanup efforts

DEVELOPMENT PLAN

Charrette

Phase Two Corridor Development Plan

The “planning” phase

Purpose: To create a strategic framework for the Corridor and adjacent neighborhoods based on the results of a detailed technical analysis and community input.

Strategic Plan

VISION: A resilient and sustainable 21st Century, mixed-use business corridor that acts as an economic engine, driver for urban revitalization, and hub of connectivity and activity.

Phase Three Implementation

“moving forward”

Purpose: Identify funding sources and partnerships necessary to implement recommended projects

Local, State and Federal Funding

Capacity Building

Partner Organizations

Project Identification

URBAN DESIGN PLAN

- Reconfigure 9th Street to improve functionality, aesthetics and property values: greenway, parking, truck lanes, trees, sustainable infrastructure, curb/gutter.
- Create guidelines for landscaping and other measures to buffer new industrial development from residential neighborhoods.

Another large-scale project to consider is a proposed Quiet Zone. While the City ponders the potential to relocate the Marion Branch rail line, which comes at a significant cost, a quiet zone may end up being the best option to mitigate noise pollution from train horns. While not inexpensive, its impact on property value and overall quality of life both on and adjacent to the 9th Street Corridor may merit the investment. Since a significant amount of automobile and pedestrian traffic crosses the line on a daily basis, the construction of security gates and other measures could drastically increase safety.

Improving Truck Access is another area of focus that relates both to the functionality of existing businesses as well as the quality of life of neighborhood residents, who often are forced to deal with truck drivers who deviate from the business truck routes. Official truck routes should be identified through the Corridor, following patterns more or less already established by the businesses. Trucks will have to utilize 9th Street for part of their route, and therefore any reconfiguration of the street should accommodate a lane wide enough for north bound truck traffic.

Regulatory and Capacity Building Recommendations

The land-use focus for the 9th Street Corridor should be able to best integrate a mixture of uses while acknowledging that many of these uses - such as industrial and residential - must be compatible in terms of scale, operations and aesthetics. It is appropriate to think how new uses on the Corridor - particularly industrial / business uses proposed for the catalyst sites, can be built with appropriate standards that serve to mitigate their impact on residential areas, such as landscaping, setbacks and attention to scale transitions.

The implementation section of this report details the various funding sources from federal, state, regional and local sources that can be combined to pay for these proposed projects. One tool that needs to be created is a Tax Increment Financing (TIF) District for the Corridor. TIF is a powerful and flexible tool that has been used in Goshen previously. TIF funds will likely be one of the most important



Continuing the Corridor's role as a mixed-use industrial / business district does not mean that more should not be done to address the inherent conflicts between industrial and residential uses. Focusing truck traffic in particular areas and keeping it off of neighborhood streets is one step, but there are also aesthetic improvements that can be made to address deteriorating areas of aged buildings and infrastructures. Working closely with local businesses to systematically improve their properties and paying attention to opportunities to buffer new buildings and structures should assist in allowing the mixture of uses to continue to work in harmony.

sources for infrastructure projects, development incentives, or both. An advantage of creating such a district is that the base year for the property values on the Corridor were likely at their lowest point in 2010. Therefore utilizing a financial tool that leverages future revenues in tax base makes a lot of sense since there will likely be only "upside" to investments.

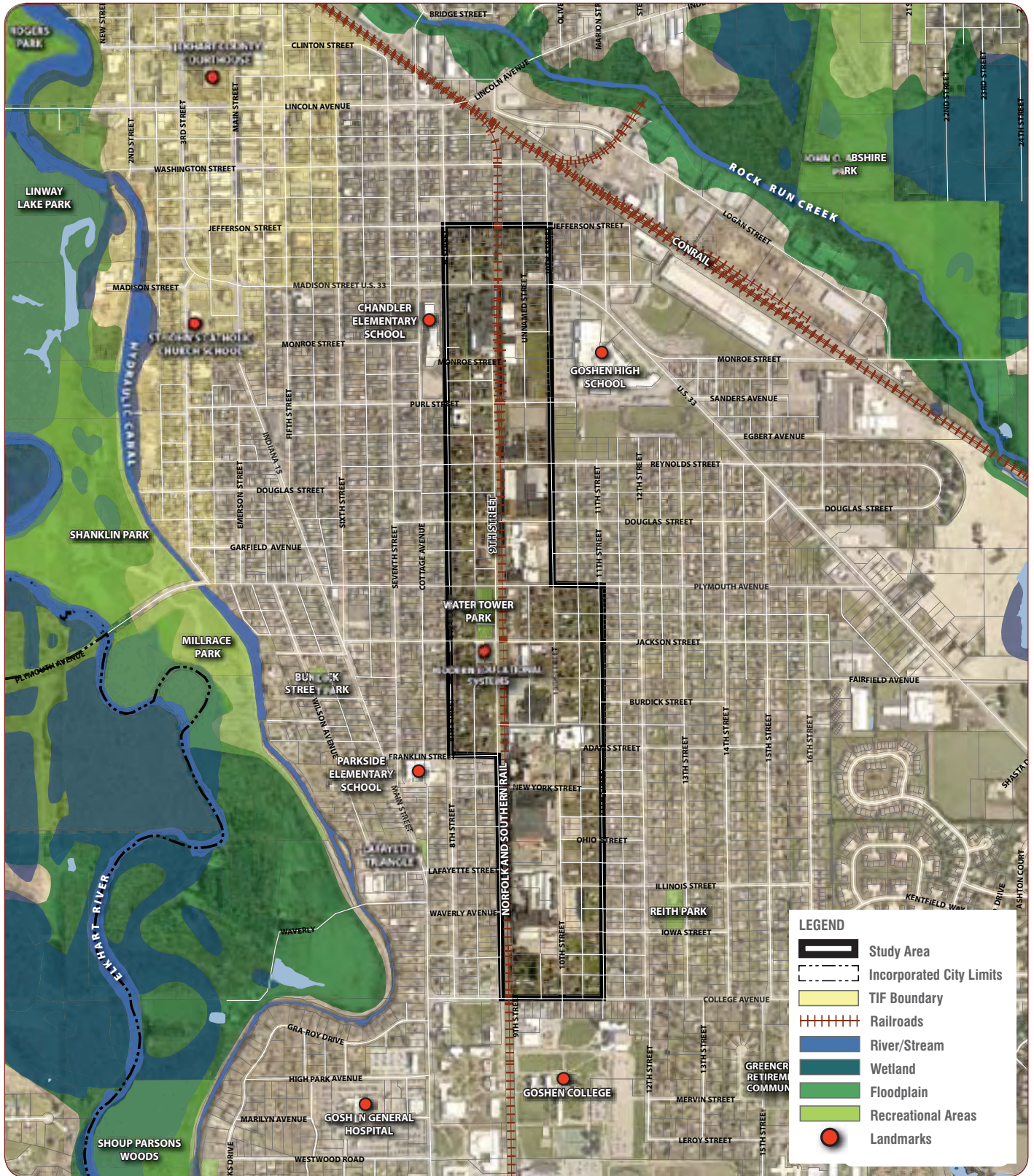
2 EXISTING CONDITIONS

THE EXISTING CONDITIONS SECTION PROVIDES A BRIEF OVERVIEW OF THE DEMOGRAPHIC, ECONOMIC, AND INFRASTRUCTURE RELATED CONDITIONS WITHIN THE STUDY AREA AND INCLUDE HIGHLIGHTS FROM THE PUBLIC PROCESS.

2.1: EXISTING CONDITIONS SUMMARY

Major findings from the existing conditions report include:

- The recent recession has threatened the economic viability of the Corridor and the region, but the Corridor remains a major business / employment center with the City;
- Other than some notable exceptions, the major users of land along the Corridor are stable and desire to remain where they are. Chief concerns of Corridor businesses include truck access and potential conflicts with adjacent neighborhoods;
- Twenty-one sites can be identified as potential brownfield sites. Ten are classified as having “perceived” contamination, and two are currently undergoing cleanup in the State Brownfields Program;
- There is an insufficient separation of train, car, truck, bicycle, and pedestrian traffic along the Corridor;
- The City lacks designated truck routes for trucks traveling to the industrial facilities in the Corridor. Additionally, the intersections along 9th and 10th Streets are insufficiently designed for truck turning movements;
- On the whole, the sanitary, storm, and drinking water systems operate adequately and the water infrastructure does not appear to present any constraints to potential future redevelopment projects;
- The 9th Street Corridor in Goshen is made up of some of the most unique and specialized industries in the Region. The specialities of the particular businesses would be extremely hard to replace if they moved - both for the Corridor and Goshen itself;
- Many of the Corridor businesses have been at their current location for upwards of 100 years and provide residents of Goshen and the Corridor with employment opportunities for highly skilled, highly specialized workers in addition to general laborers;
- The general stability and past growth of the City of Goshen suggests that housing rehabilitation and redevelopment could play a part in Corridor improvements - if negative factors like visual and audio blight were removed; and,
- Retail of any scale is unlikely to be a viable market to rely upon for redevelopment along 9th Street.



CONTEXT MAP
 GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN

Map Revised: July 2011

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Development Concepts Inc. Urban Collage Shrewsbury & Associates

2.2: CONTEXT

The 9th Street Corridor study area is 12 blocks long and has 350 parcels. It contains at least seven major employers that total over 700 jobs, 400 of which are manufacturing based. The Corridor is straddled by a Norfolk-Southern rail line that is one of the major freight rail lines in the Region. Within just a few blocks of the Corridor are five schools, including Chandler Elementary School, Parkside Elementary School, Goshen High School, and Community High School, as well as Goshen College, a nationally recognized Liberal Arts College.

The following pages show images of the Corridor.



The historic Goshen Sash & Door building, owned by Goshen Community Schools.



View south along the rail-line, with 9th Street to the right, and Dairy Farmers of America to the left.



View of the vacant Western Rubber site, from the west.



View of tanker/storage area of Dairy Farmers of American from 10th Street.



Cars parked within the rail-line right of way immediately west of the Parker Hannifin Facility - the southernmost manufacturing building on the Corridor.

CONTEXT - 9TH STREET CORRIDOR



Looking south down 10th Street, with Goshen Stamping on the right, and T&M Rubber straight ahead.



View of the office building for T&M Rubber, a custom gasket manufacturer.



Intersection of 9th and New York.



Intersection of 9th and Purl showing sidewalk improvements crossing the rail tracks.

CONTEXT - 9TH STREET CORRIDOR



View of 9th Street looking south, near the intersection at College Avenue.



Small rental units on the western side of 9th Street.



View of 9th Street, looking south near Parker Hannifin (off of shot to the left).



Example of a single family home on the western side of 9th Street.



Train passing along Parker Hannifin facility.



View of Gleason Industries - a major hand-truck maker.

2.3: BROWNFIELD ANALYSIS

The Environmental Protection Agency defines a brownfield site as:

“Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant.”

Another common definition includes:

“A former industrial or commercial site where future use is complicated by the presence or potential presence of environmental contamination.”

As a business center that has been home to industrial uses for over 100 years, it is essential to understand the impact that brownfields have on the future potential of the Corridor. The former Western Rubber site (see photo on page 5) is a prime example of a brownfield site with hazardous materials that are required to be removed before it can be prepared for a new user.

It is essential that brownfields be understood not only as a contaminated property - but as properties that have the *potential* of contamination. The perception of contamination can be as crucial to the process of brownfield cleanup as the discovery and mitigation of actual contaminants.

The City utilized its consultant team to conduct an environmental analysis to document the possibility of brownfield properties along the Corridor. Shrewsberry & Associates conducted the analysis. The activities consisted of a review of historical and governmental records and a visual analysis to establish the history and use of a property as it relates to the potential environmental concerns.

2.3.1 INVENTORY PROCESS

Since a standardized method of inventorying brownfield sites does not currently exist, several levels of assessment were used to determine if a property fits the EPA definition of a brownfield. The first is regulatory documentation of the environmental condition of the site. Generally, conditions affecting the environmental health and safety of a site

have been identified by a federal or state agency.

The second assessment used to determine if a site is a brownfield is a judgment based on the past land use. Gas stations, dry cleaners, and former industrial complexes commonly have issues with soil and groundwater impacts. Even if there has not been a reportable release, if one of these land uses has occurred in the past, it is perceived that contamination may exist at the site.

The third assessment is its tax status. Many brownfields are abandoned, blighted properties that are tax delinquent.

Given the EPA definition and types of assessment used to determine if a site is a brownfield, the property inventory considered brownfields to be “commercial or industrial properties that are tax delinquent, vacant, blighted, or underutilized and have real or perceived environmental contamination” for purposes of this study.

2.3.2 ENVIRONMENTAL FINDINGS

The analysis found that twenty-one sites could be identified as potential brownfield sites. These sites comprise sixty-three land parcels, ranging in size from 0.04 acres to 7.43 acres. Of the sites identified, ten can be classified as having “perceived” contamination due to current or past site usage, nine sites have had reported releases, and two sites are currently undergoing cleanup in the Indiana State Brownfields Program. Refer to the Brownfield Status Map on page 14 which indicates the sites’ location and their perceived contamination level.

Known or Reported Brownfield sites are based on regulatory documents available to the public. These sites have been identified as having a known or reported environmental issue. This label does not necessarily mean there is a significant environmental issue.

Properties identified with a perceived label have potential environmental issues based on past land uses. This identification does not include a detailed Phase I and Phase II Assessment, and therefore does not mean the properties have a known environmental issue.

“Of these sites, ten can be classified as having “perceived” contamination due to current or past site usage, seven sites have had reported releases, and two sites are currently undergoing cleanup in the Indiana State Brownfield program.”

- Existing Conditions Report



ENVIRONMENTAL LEGEND

- Known / Reported**
Based on regulatory documents available to the public, these sites have been identified as having a known or reported environmental issue. This label does not necessarily mean there is a significant environmental issue.
- Perceived**
Properties labeled as perceived to have potential environmental issues based on past land uses. This identification does not include a detailed Phase I and Phase II Assessment, and therefore does not mean the property has a known environmental issue.
- Already in Program**
Site is currently in the Brownfield program.

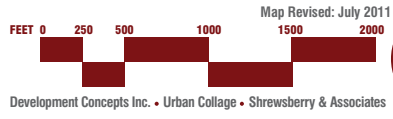
BASE LEGEND

- Study Area**
- Incorporated City Limits**
- Railroads**
- River/Stream**
- Wetland**
- Floodplain**
- Recreational Areas**



BROWNFIELD STATUS MAP

GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN
Prepared for the City of Goshen, Indiana



Sites labeled already in the program are currently in the Brownfields program.

Overall, it is difficult to conclude that there are any immediate short-term brownfield exposure issues along the Corridor. Two known brownfields - the Western Rubber site and the Former State Highway Garage are already participating in the Indiana Brownfields program. All other potential brownfields consist of existing businesses or are otherwise active uses. The City will need to work with these users to conduct more detailed Phase I and Phase II assessments on these properties to gauge the level (or lack) of contamination.

2.4: INFRASTRUCTURE ANALYSIS

2.4.1 TRAFFIC ANALYSIS

The purpose of the infrastructure evaluation is to identify the needed modifications / improvements to the transportation network within the Corridor. The consultant team evaluated the existing infrastructure in the area in the context of future cleanup and site reuse in order to identify opportunities to reuse existing infrastructure and what portions of infrastructure may require future upgrades and modifications. An analysis of the potential infrastructure improvements was completed to determine how best to accommodate alternative future reuses for Brownfield properties.

ANALYSIS PROCESS

The consultant team evaluated the existing capacity of traffic, safety, and need for enhancement to the 9th Street Corridor's aesthetics. Research activities consisted of conducting site visits, performing traffic counts, and reviewing previous engineering reports on infrastructure assessments. However, no analysis of noise levels was completed; though we observed that trains produce considerable noise levels in the Corridor.

GENERAL OBSERVATIONS

Through the analysis, the consultant team found that, as indicated by City planners and previous engineering reports, there is an insufficient separation of train, car,



Train traffic along the Norfolk Southern railway results in traffic backups in many areas within the 9th Street Corridor. Above, west bound traffic is backed up along Plymouth Avenue after a train's passing.



Another view of traffic backed up trying to cross the Norfolk Southern line, this time on Reynolds Street.

truck, bicycle, and pedestrian traffic along the Corridor. Observations regarding truck routes indicated that the City lacks designated truck routes for trucks traveling to the industrial facilities in the Corridor. Additionally, the intersections along 9th and 10th Streets are insufficiently designed for truck turning movements.

Trains traveling on the Norfolk Southern Railway cause significant backup for the East/West traffic at major intersections on the Corridor. The pattern of stop signs is not well defined and can be confusing to drivers not familiar with the area. Signage in the Corridor requires an upgrade and pavement markers are needed along 9th and 10th Streets, which currently don't have markers.

From the analysis, the consultant team concluded that additional studies were necessary to understand the impacts of Norfolk Southern Rail lines and the existing separation of traffic along the Corridor.

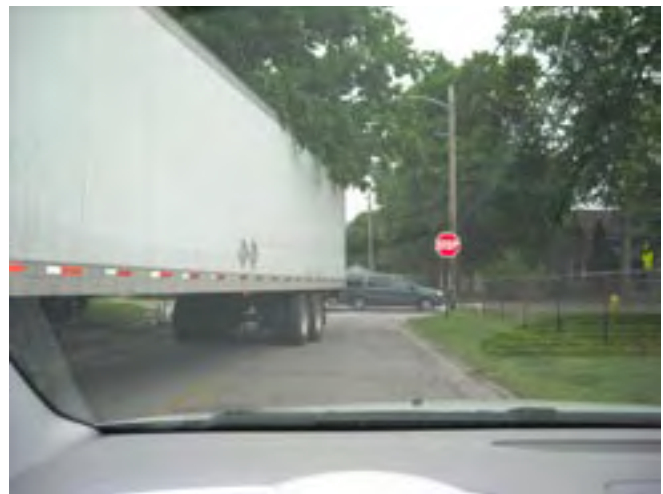
2.4.2 WATER INFRASTRUCTURE ANALYSIS

The purpose of the Water Infrastructure Report is to identify any significant water infrastructure concerns that may present limiting factors regarding the potential redevelopment of sites within the Corridor. The City's consultant team performed a review of video records provided by the City of Goshen Utilities and related reports and interviews with City Utility staff and existing businesses within the Corridor, as it relates to potential environmental and functionality concerns.

After reviewing and discussing a significant amount of smoke-testing and/or videotaping records of the existing sewers between the consultant team, City Utilities staff, and existing businesses within the 9th Street Corridor, it was determined that the older clay tile sewer pipes in the northern portion of the Corridor may need some significant rehabilitation in the coming years. However, in its entirety the sanitary, storm, and drinking water systems are operating adequately and providing sufficient capacity and service to businesses within the 9th Street Corridor. Most importantly, the water infrastructure does not appear to present any constraints to potential future redevelopment projects in the 9th Street Corridor.



View of 9th Street, looking north near the Dairy Farmers of America (on the right). 9th Street lacks basic infrastructure components such as sidewalks, curb & gutter and stormwater drainage.



Trucks using residential streets near Chandler Elementary School to access businesses along 9th Street create potentially unsafe and hazardous conditions for school children.

2.5: CORRIDOR BUSINESSES

Over the course of a two-day period, the City and the Consultant Team visited and met with individuals from businesses located on the 9th Street Corridor. The Team learned a great deal about these businesses from these meetings. The information that was collected played a significant role in crafting the strategic direction for 9th Street.

Of the major manufacturing businesses, there is estimated to be approximately 400-500 industrial jobs located on the Corridor. Most businesses reported that they did not have immediate expansion needs. Primarily working with reduced staffs due to the impacts of the recession, the businesses reported ample room to expand within existing facilities. If the economic recovery allowed growth back to pre-recession staffing and production capacity, it was estimated that there would be as many as 600-700 manufacturing jobs within the Corridor.

A notable exception to the issue of capacity is the Dairy Farmers of America, which is one of the largest dairy processing facilities in the country. The Dairy Farmers facility is likely in need of expansion, and long-term this may play a role in a decision to keep the facility in its existing location.

Two topics came up consistently during discussions with businesses. The primary discussion point was truck access. With none of the existing businesses using the rail line, truck access was the most important logistical issue of virtually every business. The second concerned neighborhood residents and the acknowledgement that the 9th Street Corridor represents industrial uses integrated closely with residential uses. No businesses stated a desire to re-locate from the Corridor, but were concerned that residents in adjacent neighborhoods might see them as nuisances and seek their re-location through this planning process.

Overall, several key findings were taken from the meetings with businesses: (1) the 9th Street Corridor in Goshen is made up of some of the most unique and specialized industries in the Region; (2) Many of these businesses have been at their current location for upwards of 100 years and provide residents of Goshen and the Corridor with employment opportunities for highly skilled, highly

specialized workers in addition to general laborers; and (3) the specialities of the particular businesses would be extremely hard to replace if they moved - both for the Corridor and Goshen itself.

Information about each business interviewed is presented on the pages 19 - 21.

2.6: ECONOMIC ANALYSIS

The economic analysis addressed the market potential for new or expanded uses within the 9th Street Corridor focusing on employment/industrial users, housing, and retail.

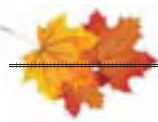
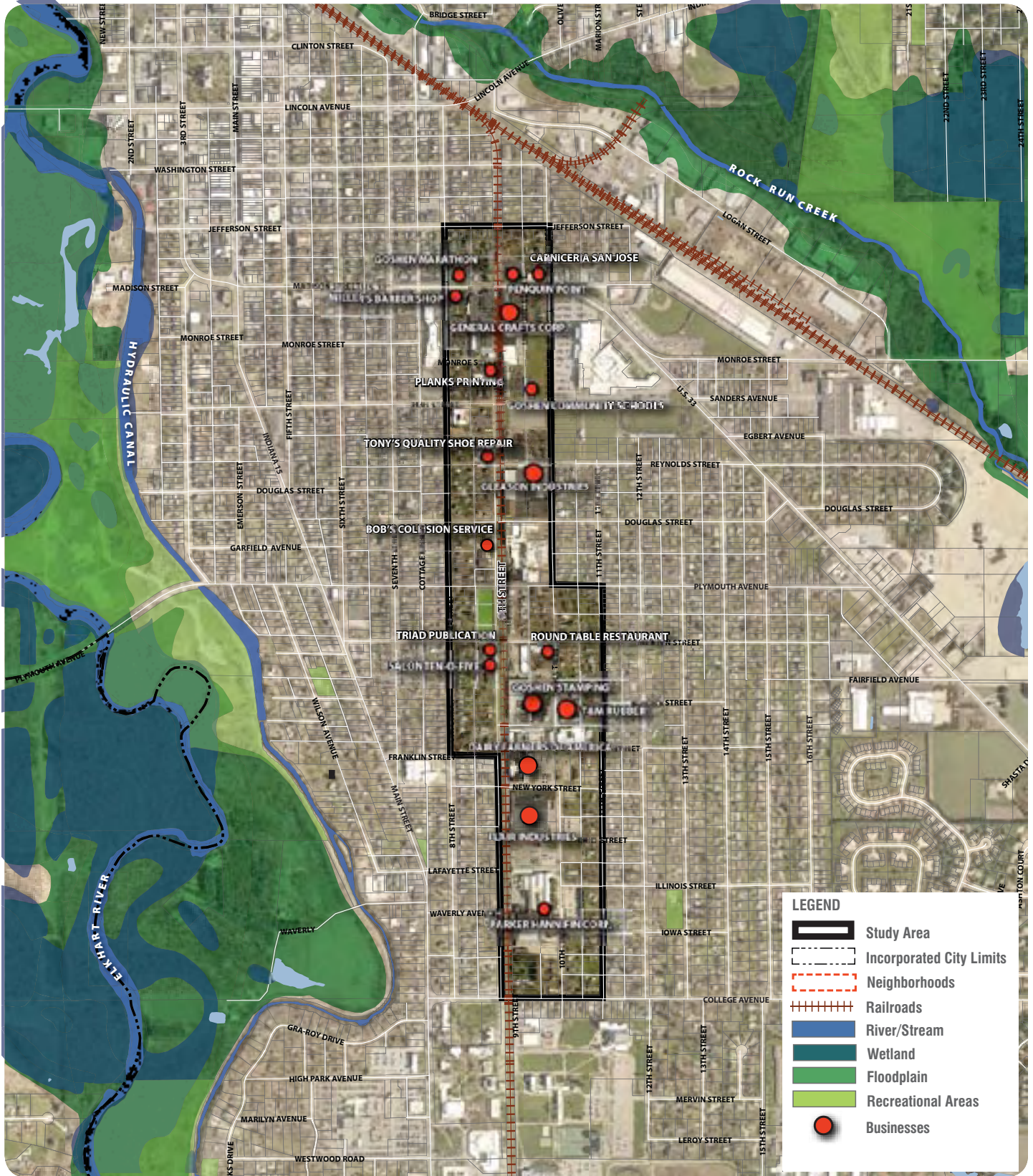
EMPLOYMENT OVERVIEW

Elkhart County was hit particularly hard by the 2007-2009 recession. Between 2001 and 2009, employment in the county fell from 124,700 to 94,130, a decline of 25% or over 30,000 jobs. Virtually all of this job loss was in the private sector, which experienced a decline of 30,700 jobs. When this project started in the spring of 2011, the most recent preliminary employment numbers (September of 2010), indicated that the county's job base of 102,000 still had a long way to go towards reaching not only pre-recession job levels, but also those of a decade ago (113,500 jobs in 2001). Those numbers have since risen to approximately 105,000 jobs as of June of 2011.

Rather than a general, distributed decline in employment, the sector most impacted by the recession was the manufacturing sector. In Elkhart County this sector went from over 62,000 jobs in 2007 to 39,000 in 2009 – a loss of 23,370 or 38%. The Transportation Equipment Manufacturing sub-sector was the largest contributor to this decline, responsible for 77% of all manufacturing employment losses, and 59% of all employment losses throughout the County. The production of Recreational Vehicles and Manufactured Housing are the most important employment sectors within this category, both being hit hard by the recession.

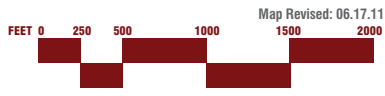
The dramatic decline of the Elkhart County employment and unpredictable economic climate makes it difficult to project tangible industrial potential for Goshen, including

(continued on page 21)



CORRIDOR BUSINESSES

GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN
 Prepared for the City of Goshen, Indiana



Map Revised: 06.17.11

Development Concepts Inc. • Urban Collage • Shrewsbury & Associates



MAJOR CORRIDOR BUSINESSES / ORGANIZATIONS

GENERAL
CRAFTS
CORPORATION



Located at the northwest corner of the Corridor along US 33, General Crafts Corporation is a family-owned metal fabrication company. Access to the loading docks is limited and has caused issues with delivery efficiency. There are currently under 10 employees with no plans for employee expansion. Plans regarding the rerouting of US 33 and the addition of an under or overpass at Madison and 9th Streets would greatly affect the company's long-term plans for relocation.

GOSHEN
COMMUNITY
SCHOOLS



Goshen Community Schools is one of the largest land-owners on the Corridor with multiple adjacent properties. They are currently looking at available land for the expansion of recreation fields. They recently completed renovations on the Goshen Sash and Door building to include a clinic, which is now open.

GLEASON
INDUSTRIES



Gleason Industries has two locations in the Corridor, their main building and a building on Madison Street used for storage, steel production, and space for potential expansions. They are the oldest operating business in Goshen with a business license dating to 1891 as well as one of the largest manufacturer of hand trucks in the country. They employ over 100 people, some who live in the neighborhood and bike and walk to work.

BOB'S
COLLISION



Bob's Collision is one of the only major commercial uses located on the Corridor and specializes in automobile repair. The small family-owned business has been located on the Corridor for 25 years.

MAJOR CORRIDOR BUSINESSES / ORGANIZATIONS

GOSHEN STAMPING



Goshen Stamping has been in business since the 1950s and has completed multiple expansions and currently has space for future growth. The transition to a more automated / technology based system has decreased their need for space. They specialize in metal stamping for ladders, map boards, tripods, movie screens, and RV crank systems. Approximately 50-100 people are employed at the manufacturing plant. A large portion of the employees are long-term, having been with the company for nearly 30 years.

T & M RUBBER



T & M Rubber is one of two custom rubber gasket producers in the Corridor, and one of only seven in the US. They produce, bake / cure, and grind / cut rubber on site. Their current location has adequate space for expansion. The company has been in business since the 1940s and employs highly skilled workers in the labor intensive field. Employee retention is very high, with some workers having over 40 years of experience with the company.

DAIRY FARMERS OF AMERICA



The Dairy Farmers of America, the Midwest's largest dairy co-op, has been in the milk production business for over 100 years. Approximately 50-100 people are employed 7 days a week, 24 hours a day at the Goshen location and receive shipments from the surrounding Region. Currently the factory is at capacity and has began reviewing expansion needs. Employee retention is high; nearly 70% of the staff has been with the company for 20 or more years, creating a highly skilled labor force. Seasonal, 7 day-a-week jobs are available, but have very low retention rates.

PARKER HANNIFIN CORPORATION



Parker Hannifin Corporation is the newest company in the area, since they acquired Goshen Rubber. At this location, the company has two major divisions, the engineered seal division which produces rubber, and the tech seal division that creates lathe cut seals for a variety of products. There is room for expansion but problems with the out-dated building and logistics make plans for growth unclear. In both divisions, business expansion would be mainly in the purchasing of additional equipment. Some employee growth could occur in the tech seal division.

the 9th Street Corridor. Concerns regarding the economic recovery include the County's concentration of employment in only a few sectors such as transportation - meaning that lagging growth in any of 3-4 industries will keep unemployment high. Another is the general decline in the manufacturing sector nationwide. With increasing levels of job outsourcing and automated production, it is possible that even if key manufacturing sectors return to production similar to 2007 or even 2001, a return to similar job levels may not follow.

Encouraging factors for regional economic recovery include the following: (1) quick economic contractions are often followed by similarly rapid economic expansions; (2) the County's most specialized industries – which also correspond with its largest industries – have not lost ground relative to the rest of the country, indicating that when these industries start to see growth they will lead the National level; and (3) despite significant job losses in the manufacturing sector and the general decline of the manufacturing sector nationwide, Elkhart County still has a large, skilled labor force and regional connectivity that makes it attractive for manufacturing and other goods-producing industries.

There are also signs that Elkhart County's economy is beginning to turn around - or at least make drastic improvements against its dire situation of just a few years prior. Bureau of Labor Statistics (BLS) data from the fall of 2011 revealed that Elkhart County experienced a growth rate of 6.2% between 2010 and 2011 - a rate that led the nation's 322 largest counties. As noted above, geographies that experience the largest declines in employment often experience the largest gains when a recovery occurs.

With approximately 10% of Goshen's existing manufacturing employment, the 9th Street Corridor plays an important role in Goshen's economy. Strategies to enhance existing businesses makes the most sense in the short-term, but other strategies may be necessary over the longer term (10-20 years) considering the possibility for businesses along the Corridor to eventually phase out and the inability for economic development efforts to replace them with similar important employers. These short-term vs. long-term considerations will be important in crafting land use and economic development strategies during the next phase of this project.

HOUSING

Located in one of the fastest growing counties in the Region, Goshen's population grew by 8% between 2000 and 2010. This growth was double that of the City of Elkhart, the county's other major population center. Goshen's population and household growth indicates that it is a stable urban center in Elkhart County. Given the uncertainties surrounding the economy, Goshen should anticipate growth at a rate similar to that of the last decade (8% or about 2,300 people), which is in contrast with the growth it experienced in the 1990s, a robust 19%.

There is little doubt that the industrial nature of the 9th Street Corridor has a negative perception on some properties. This does not appear to be pervasive (i.e. extending more than a ½ block in either direction) but it is clear that the properties on the westside of 9th Street represent a lower value level when compared to other property in the community. If the negative aspects of the 9th Street Corridor – the visual and audio blight associated with industrial businesses and the rail line – were somehow mitigated, then 9th Street might be a prime area for residential reinforcement through rehabilitation or redevelopment of existing properties. Due to decent past population growth, it is reasonable to assume that such a project or projects would be able to capture future demand for housing - the addition of 50 units over a decade would represent only 2% of potential housing demand.

RETAIL

The 9th Street Corridor is far from an ideal retail Corridor. It has very little traffic (and thus limited visibility to potential customers) and has very limited existing retail and service businesses. Based on existing and proposed future conditions, there is little reason to assume this will change. It is unfair to assume that there will never be additions of retail or services businesses along the Corridor, especially given the availability of land and the potential of an independent business that draws from beyond the immediate neighborhoods. Opportunities are limited for retail businesses. Retail businesses should not be a priority of the 9th Street Corridor, and should only be considered as part of a larger mixed-use development. However, if opportunities arise – especially in regard to the redevelopment or reuse of property on the western side of 9th Street, they should not be ignored.

3 CORRIDOR DEVELOPMENT PLAN

THIS SECTION DESCRIBES THE RESULTS OF THE PUBLIC ENGAGEMENT PROCESS AND LAYS OUT A STRATEGIC PLAN FOR THE FUTURE OF THE 9TH STREET CORRIDOR, INCLUDING DEVELOPMENT, INFRASTRUCTURE AND DESIGN SOLUTIONS.

3.1: OVERVIEW OF PUBLIC INPUT

The City of Goshen and the Consultant Team held numerous public input sessions for the 9th Street Corridor Plan. Attendees of the neighborhood meeting, general public meeting, and charrette were asked to provide their opinions of existing conditions, what needed to be improved, and opportunities for revitalization along the Corridor. A considerable amount of this information was used to shape the strategic direction of this Plan, as well as formulate redevelopment scenarios for the Corridor.

3.1.1 PRIMARY THEMES FROM PUBLIC INPUT

Throughout the entire public engagement process an overarching theme in favor of maintaining existing businesses was present. This theme resonated in many of the projects that participants supported. Although not considered the ideal development pattern, people seem accepting of the current mixture of land uses within the Corridor. This theme was reflected in discussions of land use, transportation, connectivity, as well as future redevelopment plans.

The existing land use, which is heavy on industrial uses, seems to be acceptable to the people who participated in the planning process. They understand the need for employers and want to support and grow this use. Movement from heavy industrial to modern or 'green' industry types was well received in public meetings. Most residents felt that additional housing was less desirable, but with improvements and changes to 9th Street and the Western Rubber Site, there was a shift in thinking that occurred and led to discussions of providing additional housing near the identified redevelopment sites.

Transportation issues are typically the first item of discussion from residents. The uncertainty of the Madison Street / US 33 grade separation and the relocation of the railroad left many residents unable to look beyond these issues. However, during the charrette process, there was a lot of positive discussion regarding connectivity and street reconfigurations. The importance of truck access was not lost on the general public, who made conscious decisions on creating accessible and safe truck routes along the major north / south streets. Additionally, the public identified the need to buffer the train, a positive alternative to the railroad relocation. This buffer would become part of the redesign of 9th Street to support multiple modes of transportation and enhance

the street to become a pedestrian, neighborhood oriented street.

Future redevelopment was aimed at adding complementary uses that focus on modern and 'green' development patterns. Consistently residents were eager to see additional recreational areas, parks, and open space. Civic uses were also high on their priority list with little discussion regarding private investment and related data.

3.1.2 NEIGHBORHOOD STAKEHOLDER MEETING

Following the central themes of supporting existing businesses, increasing compatible land uses, and resolving the area's transportation issues; the key issues addressed in the neighborhood stakeholder meeting included traffic, pedestrian connectivity and safety concerns, and the compatibility of existing uses. The participants were first asked to openly discuss these issues, and then were provided the opportunity to give their opinions. The residents' comments reinforced many of the major points that had been discussed previously during the meeting.

NEIGHBORHOOD ANALYSIS

The questions focused on the appearance of the 9th Street Corridor, the overall safety of the area, the overall traffic conditions, and the coexistence of residential and industrial uses in the neighborhood.

The vast majority of residents were not satisfied with the overall appearance of the Corridor. While they differ on the degree of improvements needed, they agree that some level of improvement is necessary.

The most important appearance issue residents would like to see addressed is landscaping and beautification in the neighborhood. Some residents noted they would like to see landscaping and beautification along the railroad tracks and others noted the parking areas could use enhancements.

Abandoned and blighted property was an important appearance issue for the residents. It was noted that these properties depress land values in the neighborhoods and

attract crime and illegal occupancy of the buildings. In addition, they add to the grey, industrial feel of the 9th Street Corridor. Residents mentioned their desire for redevelopment to be consistent with the historical nature of the neighborhood and maintain its historical value.

The most significant improvement residents desired was pedestrian safety, particularly in the form of sidewalks on 9th Street for children walking to and from school. Reducing pedestrian conflicts with the train was mentioned; with residents noting options such as moving the train tracks or reducing the number of railroad crossings as options.

Comments were submitted that indicated a desire to add bicycle trails along the tracks with landscaping to increase bike and pedestrian safety. It was mentioned that many drivers fail to stop at stop signs along the Corridor which creates an unsafe atmosphere for other drivers and pedestrians.

The analysis presented a mixed-view in regards to accessibility of the Corridor. Interference with traffic flow because of the trains was the most significant issue. Other comments related to the train included the fact that College Avenue, Plymouth Avenue, and Madison Street / US 33 intersections are heavily used and a source of congestion.

The analysis revealed a strong majority of residents are satisfied with the coexistence of residential and industrial uses in the Corridor, but they would prefer a better integration of residential and industrial uses. Residents mentioned they would like to see the industrial aesthetic of the area improved with buffer zones and beautification as options. Noise and odors associated with industrial uses should also be substantially reduced or eliminated in order to increase compatibility with residential uses; noise issues were related to both the train and general disturbances. Additional comments favored adding complementary uses such as services and retail into the area.

3.1.3 PUBLIC MEETING

SWOT ANALYSIS

In order to better understand the desires of Goshen residents and attendees at the July 2011 public meeting,

participants were provided an opportunity to express their thoughts on the STRENGTHS, WEAKNESSES, OPPORTUNITIES, and THREATS (SWOT) associated with the Corridor. After analyzing the feedback, comments were separated into subcategories – Land Use, Economic / Employment, Transportation, Redevelopment, Aesthetics, and Other.

Participants were asked to provide a list of STRENGTHS or characteristics that make the Corridor unique and give it an advantage over other areas. The majority of the strengths were associated with the current land mix, redevelopment, and aesthetics of the Corridor.

The current mix of industrial and neighborhood uses is seen as a strength; which is encouraging since many, if not all, of the existing businesses plan to remain in the Corridor. This information would imply that residents will support development and implementation strategies aimed at business retention and possible business expansion. The support of a mixed-use district will play a role when the future uses of the Western Rubber site and various other underutilized sites are “redeveloped.”

Participants were given the opportunity to describe different aspects of the Corridor that were deemed to be a WEAKNESS or characteristics that place the Corridor at a disadvantage to other areas or hold it back from becoming a more desirable area. The main focus of these comments was on the transportation components. This was to be expected since many of the discussions during previous meetings have been focused on the negative impacts of transportation, with emphasis on the railroads.

The number one response, both positive and negative, was the railroad. The comments ranged from issues associated with noise pollution, the number of trains that pass through the Corridor each day, and the need for grade separation. Throughout the project, this has been one of the biggest issues and will play a pivotal role in the redevelopment and implementation strategies portion of the Plan. Mitigating the effects of the rail line will be necessary to improve the overall quality of life and safety along the Corridor.

The lack of sidewalks and safe crossings for both pedestrian and automobile traffic was identified as a weakness by meeting participants.

OPPORTUNITIES were described as any external force that would aid in the improvement of the Corridor. This category is less defined and therefore had more varied responses, compared to the strengths and weaknesses.

The opportunity for light manufacturing to locate within the Corridor backs up the support for maintaining the current land use mix and the desire to enhance the business environment for the area and potentially increase employment in one of Goshen’s largest industries.

Funding and support from State and Federal agencies was identified as an opportunity for the area, with multiple mentions of EPA support and funding to assist with future environmental remediation and redevelopment of the 9th Street Corridor for business, housing, and recreational redevelopment projects.

Participants indicated that the Corridor possessed the opportunity to create safe and appealing areas that increase open space and access to parks. The desire for sidewalks, parks, bike paths, and recreational opportunities is very apparent, and will receive adequate consideration in the upcoming stages of the Plan. Beautification enhancements can be used to increase the aesthetic quality of the Corridor and surrounding neighborhoods, but it can also increase safety, reduce traffic, and create a separation from the negative aspects associated with the industrial uses and the railroad.

Participants expressed their concerns over potential or existing THREATS to the improvement of the Corridor. Threats were defined as external elements that could limit or cause problems for the Corridor. The responses reflected many of the identified weaknesses, but also the opportunities suggesting that many of the identified issues are not unanimously held by all residents.

The most identified threat was the railroad. Truck traffic was seen as a threat to the surrounding neighborhoods. Related to trucks, the location of businesses within the Corridor was identified as a threat, specifically the determination of some businesses to remain in the area.

Overall there was a lot of positive feedback that was used to guide the subsequent phases of the planning process. The SWOT feedback provided a better, more thorough understanding of what participating residents desire for the area. Our analysis concluded that transportation, particularly the railroad and a lack of pedestrian walkways are high on the residents' priority list for the next phase. Transportation and urban design alternatives can provide solutions to both of these concerns and create a pedestrian-friendly and safe environment for residents and employees.

The need for access to recreational opportunities and open space was expressed in many ways during this process. The central idea regarding redevelopment pertained to the creation of a park or park-like amenities such as bike trails, walkways, and recreational opportunities. Adding environmental improvements such as street trees, bike paths, pedestrian walkways and crossings will not only resolve the issue but will increase the functionality of the area by separating train, truck, automobile, bike, and pedestrian traffic leading to a much safer 9th Street Corridor. Furthermore, these enhancements will improve the quality of life of the Corridor, and improve the short and long-term prospects for redeveloping and reusing existing Brownfield properties.

RESULTS

The City-Consultant Team asked meeting participants to offer guidance on their desires for future land uses of the Corridor. Participants were asked to respond to statements regarding land use and note if they agreed, somewhat agreed, were neutral, somewhat disagreed, or disagreed with the statement. The statements ranged from increasing the presence of industrial uses to creating parks and open space. Once again, the resident participants reinforced what had been heard at other meetings – people are happy with the current mix of land uses, but would like to increase open space and add parks and trails.

The responses regarding the industrial land uses in the Corridor show public support in keeping the existing businesses in the Corridor; however, there is little desire to see expansion of existing business or additional businesses moving into the Corridor. Participants also indicated the need to provide existing businesses with upgraded amenities

to entice them to stay in the Corridor. A large portion of the responses indicated that they “somewhat disagreed” that the removal of the industrial uses would not improve property values in the adjacent neighborhoods.

Half of the responses indicated that they agreed the existing mixture of businesses and residences should remain intact. This was reflected in the answers to keep the businesses in their current location. The mix of residential and business can be reinforced through the redevelopment of residential land uses and improvements to the surrounding neighborhoods. A majority of the responses indicated a willingness to support enhancements to the adjacent areas and to a lesser extent explore opportunities for new and renovated housing along the Corridor.

In general, the participants indicated a desire to maintain the Corridor's land use “as is” and improve the quality of the area through enhancements such as added amenities, additional housing opportunities, and upgrades.

VISIONING EXERCISE

The Public Meeting was designed to gather input from the community through a variety of exercises. Included in these assignments was visioning exercises used to gauge the public's desire for future development within the 9th Street Corridor. Participants were provided with a variety of buzzwords to create thoughtful vision statements for the Corridor. Many people chose vision statements that reflected a desire to continue the Corridor as a mixed-use employment center. Many of the vision statements showed a strong desire to encourage local business and more efficient employers. Green, sustainable, walkability, and bike-friendly were terms used heavily throughout, whether describing development or business related activities.

Overall, the sentiment behind the majority of the statements was “The 9th Street Corridor should continue to exist as a true mixed-use employment center that fosters sustainability, walkability, connectivity, and the entrepreneurial spirit found in Goshen.”

Figure 3A: SWOT Results

	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
LAND USE	Already has industrial and housing communities that work		Green Space, Light mfg, restaurants, jobs	Keep and encourage light industry
	Industrial business and adjacent neighborhoods work together to coexist in the same Corridor			
	Good combination of residential and industry / business, close to healthy downtown Goshen			
	Mix of industry and residential, open space to utilize more effectively			
ECONOMIC	The industry that is still there is good and provides jobs	Old entrenched businesses that are visually unappealing	Time of economic stress can force new thinking	Determination of businesses
	Centrally located	Need well defined sidewalks, crossings for pedestrians	More light industry and better truck routes. Better signage for trucks	1. Railroads 2. Brownfield sites 3. Truck access
TRANSPORTATION		1. The significant number of trains 2. No grade separation at the railroad 3. Access for truck traffic	Walking, biking, trails, safe routes to school! Beautification	Train noise especially within a block is very detrimental to residential use
		Train horns		Transportation traffic
		Railroad		US33 crossing that cuts it off further (INDOT), uncooperative RR company
		Railroad Tracks, Run-down facilities, "Off the beaten path"		
REDEVELOPMENT		Railroad is a nuisance		
	Western Rubber should be recreational to bring people to area and serve schools and parks		1. Park facilities to assist with the needs of Goshen Parks and Goshen Community Schools 2. Better truck access	
	This Corridor could tie the City together through a major urban park! Developed well, this could improve the property values of a major portion of the city neighborhoods		City development plan that sees an opportunity to develop the businesses of the future on this site, Federal and State support for forward thinking development	
	Open areas that could be converted to small parks, perhaps connected by paths			
AESTHETICS	History	Blighted building		
	Educational institutions along Corridor, beautiful bike paths at both ends that could connect	Environmental degradation, buildings coming to the end of their useful life, difficult to serve industry by truck		
	Historic Neighborhoods, US. 33			
OTHER		Serve what is already there	EPA support / funding	No funding
		Needs investment	Further EPA funding, business choosing to locate there, INDOT / Federal Funds for the RR move	Lack of political will and imagination - settling for the easy fix

Figure 3B. Results of Participant Comments

	1 DISAGREE	2 SOMEWHAT DISAGREE	3 NEUTRAL	4 SOMEWHAT AGREE	5 AGREE
Retail is a missing component of the Corridor	11.5%	7.7%	11.5%	34.6%	19.2%
Major industrial businesses belong in the industrial park, not in the heart of Goshen	19.2%	30.8%	15.4%	19.2%	11.5%
Efforts should be made to enhance and expand the industrial presence in the Corridor	11.5%	38.5%	15.4%	11.5%	7.7%
The relocation of existing industrial businesses will improve property values in adjacent neighborhoods	15.4%	42.3%	23.1%	11.5%	7.7%
The City should seek opportunities to relocate businesses and redevelop the Corridor for a different use	23.1%	26.9%	11.5%	23.1%	3.8%
Economic Development (i.e. new jobs) should be a priority for redevelopment initiatives	0.0%	7.7%	34.6%	19.2%	15.4%
Enhancing adjacent neighborhoods should be a priority	0.0%	7.7%	11.5%	30.8%	38.5%
Support existing businesses and provide amenities and upgrades to keep them in the Corridor	0.0%	11.5%	11.5%	38.5%	26.9%
The Corridor/Study Area should remain a mixture of businesses and residences	3.8%	0.0%	3.8%	30.8%	50.0%
Parks and green space should be a redevelopment priority along the Corridor	7.7%	7.7%	11.5%	23.1%	34.6%
The City should seek removal or mitigation of rail lines to have a positive impact on property values	15.4%	3.8%	11.5%	15.4%	46.2%
Explore opportunities for new and/or renovated housing along the Corridor/Study Area	7.7%	0.0%	26.9%	34.6%	11.5%

Source: 9th Street Corridor Public Meeting

3.1.4 CHARRETTE

The Community Charrette took place over a three day period allowing the Team to work with residents, City staff, and business owners to develop broad thoughts for the redevelopment and future vision of the 9th Street Corridor.

Before the charrette took place, multiple public meetings, discussions with City staff, local residents, and local business owners provided the basic understanding of the issues and opportunities associated with the aging Corridor. Among one of the most surprising findings from the public was their desire to maintain existing industrial businesses within the heart of Goshen.

The Team, through the charrette process, was able to define the public’s desire by using planning exercises assisting the public to identify the type and character of development that could occur within the Corridor.

DAY ONE

The first day consisted of an evening workshop open to the public with the goal of understanding local needs for the Corridor. Participants were given “tasks” that would help to flush out their ideas and concerns for the redevelopment; building blocks were used to simulate redevelopment opportunities of the Western Rubber site and streetscape improvements were replaced with puzzle pieces that people linked together to create their ideal streetscape for 9th Street.

The first exercise tasked participants to think about circulation pattern improvements such as truck access and railroad crossings. The majority of the work groups identified north and south truck routes that loop along 9th and 10th Streets, with the north loop connecting to Reynolds and Jackson Streets. The south loop connects the Corridor to College. The solutions for railroad crossings were less unanimous; Douglas was the only street that was universally considered for closure. Street intersections would have crossing upgrades including signals and drop arms.

The second exercise asked participants to select graphic representations of development forms appropriate for the Corridor. The majority opinion was to maintain the existing

Figure 3C: Vision Banner Results

What's your vision for the future of the 9th Street Corridor?

Choose one phrase from each of the three categories that describes the best qualities or future aspirations for corridor businesses and neighborhoods, and the "green idea" that can be a common goal or project.
Try to combine them into a VISION STATEMENT that expresses your goal for the Corridor!

On 9th Bike trail – walk friendly curbs- parking on street Landscape Architecture – cover up or get rid of Norfolk Southern

Encouraging all kinds of sustainability

Long-term I'd like to see mixed use neighborhood where residents can walk or bike to locally owned retail shops and work in energy efficient buildings that produce goods and services we can use here in Goshen.

MULTIPLE USES (SUB-SECTIONS)

- TIE EDUCATION/TECHNOLOGY NEAR H.S.
- EXPAND ON EXISTING GREEN AREAS (WATER TOWER)
- PROFESSIONAL/RETAIL AREAS WITH WALKING ACCESS TO NEARBY RESIDENTIAL (SMALL GROCERIES, ETC.), SOME SERVICE RETAIL
- POSSIBLE CONNECTION CORRIDOR BETWEEN H.S./SHANKLIN PARKS/MIDDLE SCHOOL
- BOULEVARD-STYLE 10TH STR AREA (APPX)
- AREAS THAT BORDER RESIDENTIAL SHOULD HAVE SENSE OF CONNECTION INTO/OUT OF CORRIDOR. (WELCOMING, BLEND IN TO SURROUNDING RESIDENTIAL)
- POSSIBLE ENERGY (SOLAR) PARK IF POSSIBLE TO PROVIDE TO NEW USES.

Bike-Friendly Path (Move From 8Th Sreet? – Fewer Curb Cuts On 9th)

Stop trains from blowing their horns 7-8 times at each crossing. It is not for safety, it is a nuisance.

21St Century Competitive Walkable Streets around Rain Garden

People living and working in a wonderful neighborhood environment

True entrepreneurial Spirit will reverse brain drain by a mixed-use neighborhood with proximity to jobs. Invite Indiana students to propose a broad variety of sustainable uses. Mainly, thin outside the box and blend residential, mfg, retail, green and aesthetic for a holistic city environment.

To develop a Sense of Place in the 9th Street Corridor. Sustainable economy utilizing a Green Campion will help create a Green Infrastructure that move Goshen even further up in the sustainability rankings.

Business that are sustainable. Clean & Quiet. Reverse Brain Drain – thus compatible for a neighborhood, offering proximity to jobs, compact affordable, walkable with appropriate park space.

Yes - I "second" this vision!

source: 9th Street Corridor Public Meeting

character of the Corridor with complementary residential infill along 9th Street and the conversion of under used residential to small business uses in the future.

The next exercise forced thinking about the future look and function of 9th Street. Participants used right-of-way puzzle pieces to create their ideal street section. Overall, the sections from all the groups had similar components. Railroad buffers created with both vegetation and hardscapes were the most used pieces. Additionally pedestrian amenities were highly desired, including sidewalks, pedestrian lighting, and lane widths that would promote accessibility for all modes of transportation (automobiles, trucks, and bicycles.)

Future development of the core Brownfield redevelopment sites were realized through the use of building blocks representing different uses and densities. When asked to 'redevelop' their site, the public indicated a need for

additional recreation and park amenities. Creating connectivity and linking existing educational, civic, and industrial uses through the development of a small business incubator and complementary civic uses was visualized.

Attendees were asked to come up with long-term visions for the Corridor. Overall, residents felt that the City should encourage 'green' development, support existing businesses, and plan ahead for redevelopment of industrial sites.

DAY TWO

Day two included meetings with key professional groups to discuss the results of the charrette and allow for additional input. Transportation groups toured the Corridor while Team members worked through the day to produce graphic representations of what had been decided at the previous night's workshop. Participants and residents were allowed to freely roam around the mobile studio and see the design process in real time. This allowed the public to see the work in progress that would be presented during

the public meeting on day three. Team members spoke with interested people and discussed the process and the findings as well as gathered additional information to shape the final outcome.

DAY THREE

The final day of the charrette culminated with the final presentation of the possible design and redevelopment of the 9th Street Corridor. The presentation recapped the previous two days work and exercises that led to a discussion of the potential projects that could occur along the Corridor. Later in the night participants ranked each project to help the Team prioritize the community’s desires. Meeting attendees were encouraged to walk around and look at the graphic displays before submitting their vote.

The final outcome for the project prioritization component of the charrette indicated that participants favored transportation and connectivity improvements. Of the ten projects attendees voted on, the top three were transportation related. The 9th Street Greenway received the most votes, followed very closely by the creation of a quiet zone through the Corridor. The reconfiguration of 9th Street to reflect the components identified during the first day of the charrette was popular.



Figure 3D: Project Prioritization

PROJECT	# of VOTES
9th Street Greenway	28
Quiet Zone	25
9th Street Reconfiguration	21
Development Incentives	11
New Community Center	11
Water Tower Park Enhancements	9
Pur1 Street Ped / Bike Improvements	8
Plymouth Avenue Ped / Bike Improvements	4
Jackson Street Ped / Bike Improvements	3
10th Street Intersection Improvements	0

Source: 9th Street Community Charrette

Day one of the charrette encouraged people to think about the future of the 9th Street Corridor. Participants were asked to recreate sections of 9th Street and suggest possible redevelopment alternatives for Western Rubber and adjacent sites.

3.2: STRATEGIC PLAN

The key to any redevelopment approach is a strategy or series of strategies that guides the actions and investment of the public sector and its partners.

The most important component of the Strategic Plan for the 9th Street Corridor was engaging the public and the businesses that currently exist within the Study Area. The City of Goshen wished to explore the extent to which citizens valued the Corridor as it functions at present. In particular, input regarding the existing businesses - primarily industrial in nature - was sought to see whether Goshen residents wanted to reinforce the historic role of the 9th Street Corridor, or transition the Corridor into new uses.

As demonstrated in the previous section, the citizens of Goshen almost universally supported the idea of maintaining and enhancing the 9th Street Corridor as a business focused corridor. How the Study Area could maintain and expand its role as an economic development driver within the community became one of the core drivers of future land use, development and infrastructure recommendations for the Corridor.

The appropriate redevelopment approach for 9th Street is not to holistically redevelop the Corridor, but to employ a “framework” around which the City of Goshen can strategically work to reinforce and grow the role of the Corridor in terms of an output in jobs and tax base. Considering there are numerous industrial users already along the Corridor, preventing - to the extent possible - the relocation of businesses should be a primary goal to prevent a continuation of decline along the Corridor that could result in a concentration of blighted and contaminated properties beyond the capacity and resources of the City of Goshen to address.

The development and improvement framework for the 9th Street Corridor should pursue the following guidelines:

1. Retain and reinforce existing uses along the corridor;
2. Redevelop underutilized properties that reinforce a mixed-use, business climate; and

3. Establish a plan for the potential transition of industrial properties.

The Framework Plan, which is illustrated on page 32, seeks to prioritize the following areas within the 9th Street Corridor Study Area in terms of brownfield remediation and cleanup, redevelopment, infrastructure and transportation, and urban design.

- Recognition of existing areas of industry to target for business retention and partnerships for the cleanup of environmental contaminants (purple);
- A “catalytic” Brownfield area with short-term redevelopment opportunities that will guide future land use and economic development goals along the Corridor (green);
- Key community anchors and property owners (Goshen College and Goshen Community Schools) that represent key stakeholders and partners for Corridor revitalization (blue);
- The western edge of the 9th Street Corridor, which is currently an assortment of small businesses and various residences adjacent to low quality, underutilized and vacant property. Negatively impacted by the presence of the rail line and views along an industrial corridor, these properties offer opportunities for revitalization given investment in corresponding improvements along 9th Street (brown);
- Property whose economic viability will be severely impacted by proposed reconfiguration along Madison Street / US 33 if the Madison Avenue grade separation were selected (red);
- Pedestrian and bicycle improvements that enhance connectivity between neighborhoods (green lines);
- An improved truck route and access system that recognizes the needs of truck traffic to serve Corridor businesses and the desire to keep that traffic out of neighborhood area (orange line);
- Intersection improvements that promote mobility, safety, utility infrastructure and the appearance of the Corridor (yellow circles).

STRATEGIC PLAN FOR THE 9TH STREET CORRIDOR

VISION: *A resilient and sustainable 21st Century, mixed-use business corridor that acts as an economic engine, driver for urban revitalization, and hub of connectivity and activity.*

GOALS:

Conduct a Two-Prong Brownfield Cleanup Approach:

Many sites along the Corridor may be classified as brownfields, but they nevertheless exist as active businesses or other contributing uses. A brownfield strategy must consider how cleanup can occur both on vacant properties like Western Rubber, as well the property of active users.

Make Economic Development a Priority: The 9th Street Corridor is and should remain an important employment center. When redevelopment opportunities arise, economic development should be a priority consideration to sustain an important center for jobs and commerce within the community.

Retain Existing Businesses: Resources for redevelopment should be shared with resources for business retention, as the Corridor is already populated with notable and viable businesses that not only could expand, but if removed may leave Goshen altogether.

Keep Corridor Business Focused, Yet Mixed-Use: A development approach for the 9th Street Corridor Study Area must balance economic development with the needs of the adjacent residential and commercial uses to create a highly functional district.

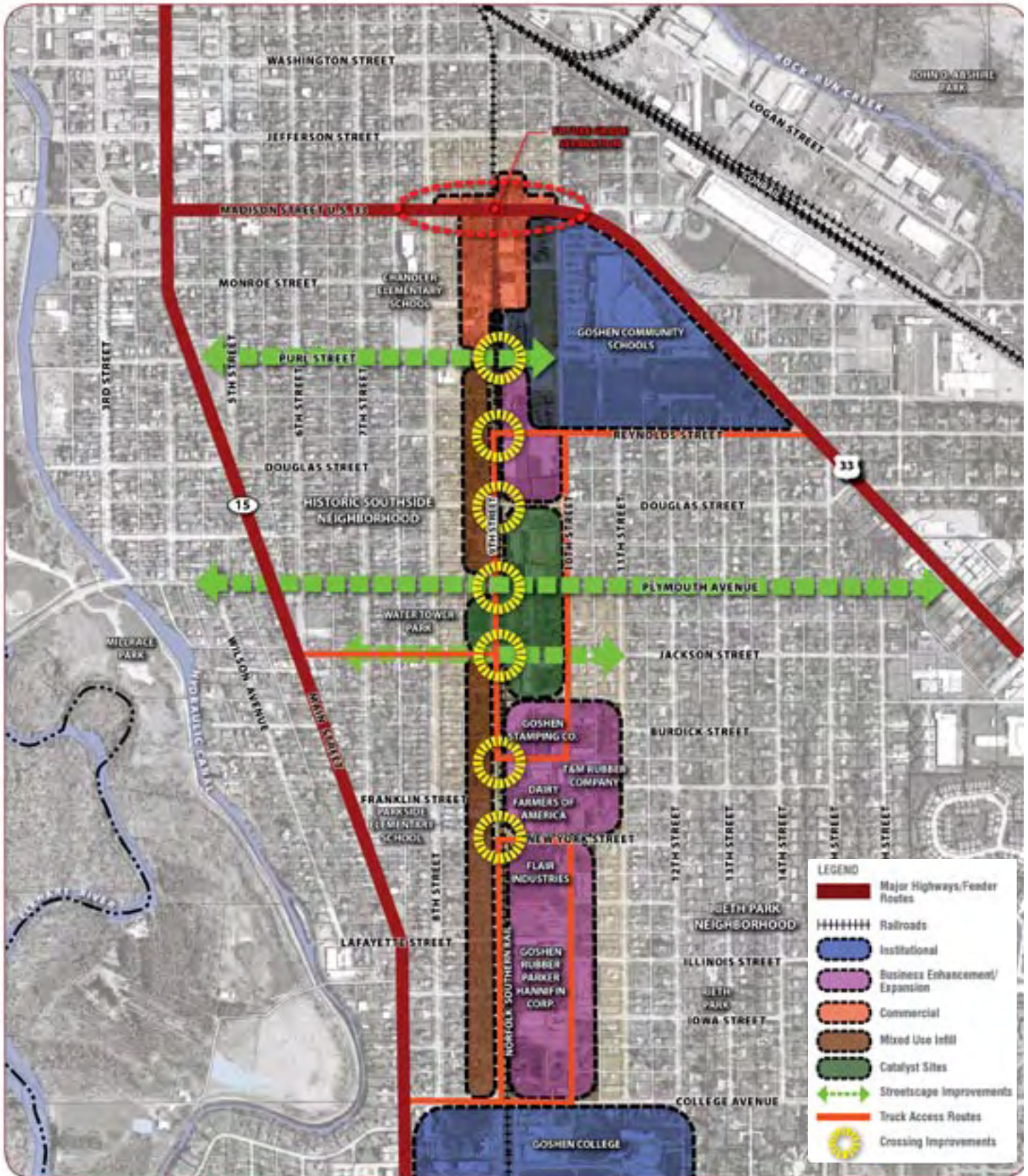
Improve Truck Access: Clear and predictable truck routes will keep trucks off of neighborhood streets while streamlining access to businesses that need them.

Develop A “Sense of Place”: Improvements should be made that recognize the Corridor’s central location within the community as a jobs center, transitional area between neighborhoods, and future role as a mixed-use business district.

Improve Mobility / Safety: People of all ages walk, bicycle or drive along or across a Corridor that has limited pedestrian infrastructure and safety measures along railroad intersections.

Mitigate Impact from Rail Line: While the likelihood of the existing rail line moving is low, methods need to be put into place to address the negative impacts the railroad has on its neighbors.

Seek Opportunities for Neighborhood Improvements Tied to the Corridor: Any improvements made to the Street / Corridor itself must take into account how they will positively impact 9th Street’s surroundings, including private property and intra-community connectivity.



FRAMEWORK PLAN

GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN

Prepared for the City of Goshen, Indiana



Map Created: 05.21.11
 Development Concepts Inc. • Urban Collage • Strawberry & Associates



3.3: DEVELOPMENT PLAN

3.3.1 SHORT-TERM REDEVELOPMENT OPPORTUNITIES

“CATALYST” SITES

A series of vacant or underutilized sites located in the center of the Corridor were termed the “catalyst” sites throughout the planning process due to their short-term redevelopment opportunities, strategic location in connecting Rieth Park and the Southside neighborhoods, and the potential role in shaping the future development pattern long the Corridor.

Potential redevelopment solutions for these catalyst sites were discussed during the community charrette, and represent the core of the short-term redevelopment approach for the 9th Street Corridor.

Western Rubber

The Western Rubber site is a major brownfield cleanup project that will result in a 4 acre (full city block) redevelopment opportunity in the heart of the 9th Street Corridor. The City of Goshen has spent the past several

years applying for various grants and other resources to demolish the former manufacturing facility that once belonged to a company started in 1902. Along with the demolition is extensive environmental cleanup to commercial / industrial and recreational standards. At the time this Report was written, the cleanup of this property was still underway.

Directly to the south of the former Western Rubber facility is a city-owned parcel of approximately 1.7 acres that also once belonged to Western Rubber. It is currently rented to Gleason Industries, who uses the site for storage.

Weights and Measures

Owned by Elkhart County, this is a vehicle maintenance facility with likely petroleum and related by-products to cleanup, though nothing major in the way of brownfield cleanup.

Water Tower Park

What is currently known as Water Tower Park is a former City Water Department property. There are no known brownfield exposures associated with this property. This 3.4 acre park was deeded over to the Park Department in 1997. Its primary use is to provide green space and an open play area.



Aerial view of the catalyst sites, including the Western Rubber site on the far left (before the building was taken down), Watertower Park on the bottom, and the County Weights and Measures on the far right.

PHOTO INVENTORY OF CATALYST SITES



View of primary Western Rubber Site 1 under demolition



Western Rubber Site 2 - currently leased by Gleason Industries for the purpose of storage



Water Tower Park



Elkhart County "Weights and Measures" Building

3.3.2 DEVELOPMENT APPROACH

Several development alternatives for the catalyst sites were envisioned during the community charrette and evaluated in terms of economic viability and impact. These included retail, housing, mixed use (housing above office or retail), new businesses, recreation and a community center. The following sites required assessment and cleanup to support the redevelopment for these reuses.

While all of these options were seen to have advantages, it is recommended that the redevelopment focus for these sites - Western Rubber in particular - be related to *economic development*, meaning opportunities to attract and sustain employment to complement the existing theme and functionality of the 9th Street Corridor.

There are several reasons for this approach. The first is the strategic vision generated through public involvement that the Corridor is valuable as an employment center and should remain a business focused district. The second is that the Western Rubber site, despite its overall constraints relative to a suburban business park site, it nevertheless one of the largest urban sites available in Goshen that could be used to leverage employers within walking distance of existing neighborhoods. Third, the Western Rubber and Weights and Measures sites are the only available sites with direct access to a regional rail line, at least within the City of Goshen. With the increase in rail traffic, due to a number of factors, the ability to attract businesses that need direct access to rail transportation is something that cannot be ignored. Fourth, industrial employers are one of the only uses that will generate a sufficient “return on investment” to the City in terms of jobs and tax revenue to justify the time and effort spent to cleanup the Western Rubber site - and potentially other sites. It is recommended that the City first examine opportunities to generate return to the taxpayer in terms of tangible, fiscal benefits before exploring other options.

Despite the hurdles in attracting industrial users to these sites, discussed in the previous chapter, there are enough assets within the Corridor that suggest the City should not so readily give up on recruiting new businesses of a certain scale, especially since the community has justified a vision for a mixed-use corridor with a business focus.



The four “catalyst” sites play a pivotal role in the future of the 9th Street Corridor, as they are positioned as a transitional area between the northern and southern ends of the Corridor, as well as along major transportation routes, like Plymouth Street, that link the Rieth Park and Southside neighborhoods.

DEVELOPMENT ANALYSIS

Western Rubber (Site 1)

Site Size: 177,000 sq. ft. (4 acres)

Potential Build out:

Industrial Use = 80,000 - 100,000 sq.ft.*
 (80 - 100) to (160-215) jobs
 (10% Landscape Buffer, 10% Rail Spur, 20-30% Parking, 50-60% Facility)

* 10-15% smaller if Gleason trucks accommodated on site

Office / Industrial Hybrid = 70,000 - 80,000 sq.ft.
 (10% Landscape Buffer, 40% Parking, 10% Office, 40% Industrial)

Western Rubber (Site 2)

Site Size: 75,000 sq. ft. (1.7 acres)

Potential Build out:

Industrial / Office / Community Use = 30,000 - 40,000 sq.ft.
 (30-40) to (60-80) jobs
 (10% Landscape Buffer, 0-20% Rail Spur, 30% Parking, 40-60% Facility)

Water Tower Park

Site Size: 61,500 sq. ft. (1.4 acres)

Industrial / Office Use = 30,000 - 35,000 sq. ft.
 (30-35) to (60-70) jobs
 (10% Landscape Buffer, 30-35% Parking, 50-60% Facility)

Multifamily Housing = 40 - 50 units
 (10% Landscape Buffer, 40% parking, 50% Building)

Weights & Measures

Site Size: 46,750 sq. ft. (1.07 acres)

Industrial / Office Use = 20,000 - 25,000 sq. ft.
 (20-25) to (40-50) jobs
 (10% Landscape Buffer, 25% Rail Spur, 30% Parking, 50% Facility)



3.3.3 OPTIONS FOR REDEVELOPMENT

There are two employment based development approaches to the catalyst sites that also relate to a long-term redevelopment strategy for the Corridor as a whole. A **Traditional** approach would seek out manufacturing or other industrial uses that complement existing businesses that seek to leverage the advantages of a location on the 9th Street Corridor, namely proximity to a labor force and access to a rail line. The optimal outcome would likely be a user of a 100,000+ square foot facility that replaces the prominent role that Western Rubber once had - namely a major employer that contributes substantial amounts to the tax base.

A **Small Business** approach recognizes the declining role of manufacturing in the regional economy, seeking to foster growth in small businesses and taking advantage of the entrepreneurial spirit of Goshen and Elkhart County. This approach would likely explore opportunities to build a business incubator or accelerator and would provide financial and educational resources to grow.

It is important to note that these approaches do not necessarily preclude each other. These sites offer opportunities to accommodate multiple uses, particularly a balance of economic development and community / neighborhood based uses like parks or recreational facilities. It is not mandatory to apply one of these development approaches to all available sites regardless of other opportunities. However, they do suggest divergent development focus on the Western Rubber site - the most important of all the catalyst sites. What is achieved on that site may drive other development opportunities along the Corridor.

TRADITIONAL INDUSTRIAL DEVELOPMENT

When examined holistically from an economic development perspective, the physical constraints of the 9th Street Corridor do not create an ideal environment for future manufacturing employers. It will be a challenge to replace any employers that vacate their current location. Available properties are small and constricted, with limited access for trucks - the primary method of logistical transport. Sites located in more open areas, away from residential areas and closer to regional transportation routes are typically



An essential focus of the 9th Street Industrial Corridor Plan is not just to look at redevelopment opportunities, but to create and implement a systematic approach for the transition of industrial properties so that the 9th Street Corridor is not littered with vacant brownfield sites that challenge the City's capacity and resources to revitalize in a timely and effective manner.

more desirable for new or expanding businesses. Another issue is that the rail line is no longer necessary to serve industry within the Corridor. While the rail was once the purpose for locating along the Corridor, currently there are no businesses that use the rail line, and new spur lines would need to be constructed if a business wanted to utilize rail service.

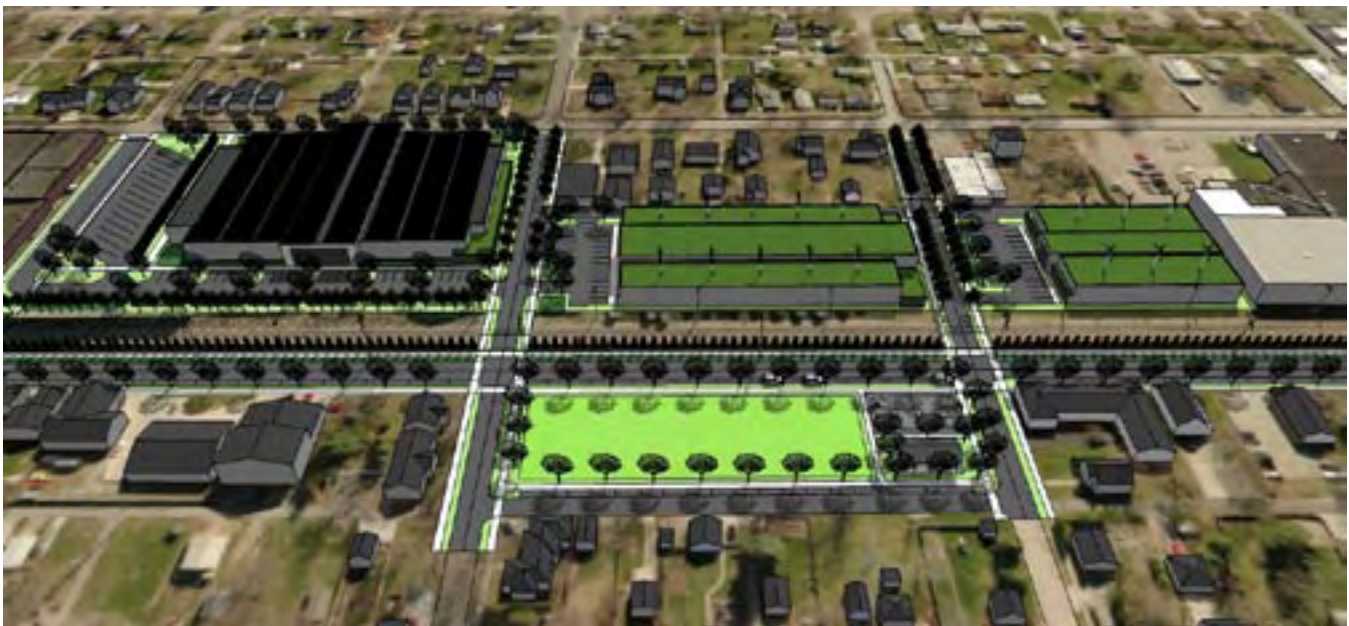
The Development Analysis on page 36 illustrates what industrial development may look like on the sites accessible to rail. A development analysis of those sites estimates that full build out of these sites could yield 130,000 - 155,000 square feet of industrial facilities. Using a metric of one employee per 500 - 1,000 square feet, this could add 130 - 155 or up to 266 - 310 new jobs depending on the user. This could be slightly larger if a rail spur is not necessary for the end user.

This approach must take into account the logistics and space required for a rail spur, as well as the potential financial incentive the City may have to provide in order to attract a user to these sites. Despite the fact that the rail line is not currently used by existing businesses, it remains one of the Corridor's primary assets in terms of economic development and business recruitment.

Typical users that would seek a site on a corridor like 9th Street would include small to medium sized businesses, likely with a level of automation and technology involved in production (necessary for a facility to be small enough to fit within the Corridor). Businesses attracted to the efficiencies in rail lines would not require flexibility in delivery or on-demand delivery. Rail provides point-to-point delivery, and as such it is more attractive to businesses that produce parts and supplies that make up a final product, as opposed to an operation that relies upon assembly and delivery of a final product. Examples include many of the existing businesses, such as Goshen Stamping and rubber products.

Common users of rail transport include bulk handling such as coal, ore, grains and liquids, but the physical constraints of the sites restrict the potential for these businesses.

Other than rail users, property along the Corridor would suit virtually any small to medium scale business or facility, including manufacturing or other goods producing operations. Other than land, the major constraint on the type of use would be supply by truck. A business that relies upon medium to large scale truck deliveries would likely find the Corridor restrictive and prefer other locations. This would include transportation and warehousing businesses.



Conceptual illustration of "Traditional" economic approach for the catalyst sites, which would target industrial users on the Western Rubber and Weights and Measures sites to take advantage of rail access, while keeping and improving Water Tower Park.

SMALL BUSINESS DEVELOPMENT

Elkhart County has a strong history of entrepreneurship that offers an opportunity to be capitalized upon. For example, according to the Economic Development Corporation of Elkhart County, there are 948 manufacturing firms within the County, compared to 1,652 in Marion County (Indianapolis.) That translates into 1 firm per 200 people in Elkhart County, as opposed to 1 per 550 people in Marion County.

Instead of recruiting new industrial users to the 9th Street Corridor, it may behoove the City and its partners to generate employment growth via existing small businesses that need assistance to reach a higher stage of growth in terms of revenue and employees. This could be done through the development of a business incubator or accelerator. Business accelerators and incubators are programs and facilities designed to assist start-up businesses with financial and/or operational resources that will increase their chance of growth and success. There are a few basic differences between incubators and accelerators, one being a distinction between growth in goods producing companies (incubation) and that in media or technology (acceleration). However, it can also refer to the difference between connecting a start-

up business to second stage growth, and a second stage company to third stage and beyond (see chart on page 40).

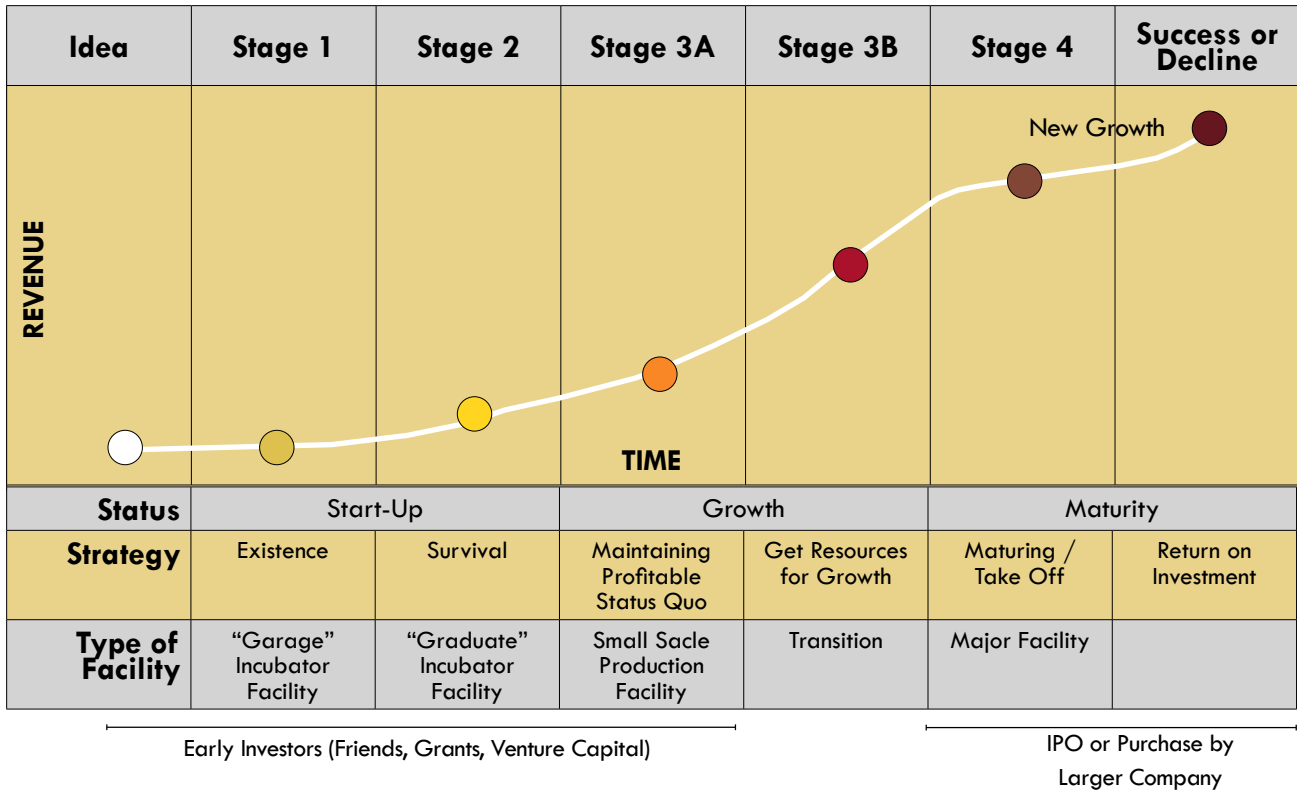
This approach recognizes that much of the manufacturing that takes place in Elkhart County is done by small scale users spread throughout the County and that large-scale manufacturing users represents an economic sector that was hurt considerably during the past recession and faces ongoing declines in employment and economic viability. Some of the larger manufacturing users still exist along the Corridor.

The primary concept behind the small business development approach would be to create a multi-stage system whereby businesses will receive assistance in growth. For example, this system will allow a start-up to begin life in an incubator, then either move into a new location, such as the industrial park, or move into another incubation / acceleration facility that offers more space but continues the theme of fostering economic sustainability within that business. Facility-wise, this may include two different facilities - an incubator / accelerator, and a complementary industrial building or buildings meant to accommodate users in higher stages of growth.



Conceptual illustration of a redevelopment scheme driven by an Entrepreneurial approach, which includes a business incubator / accelerator and education center on the former Western Rubber site. With an enhanced park and community center and an established "campus" in conjunction with the business and education center, and housing on Water Tower Park.

SMALL BUSINESS DEVELOPMENT STRATEGY



STAGE PROGRESSION OF STARTUP BUSINESSES

BUSINESS INCUBATOR



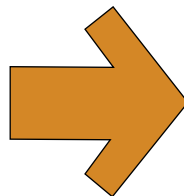
SMALL TO MEDIUM SCALE PRODUCTION FACILITIES



Business

Stage 1 - 2

Purpose Offers incentives (subsidized rent, workforce training, working capital, education) designed to stabilize finances of start-up in order to grow.



Stage 3 - 4

Larger space for graduates of incubator or other small businesses that seek advantages of incentives, resources and/or proximity to similar businesses. Also designed to offer low cost, attractive space to retain businesses in Goshen.

The “anchor” to this approach would be an incubation facility. A great deal of research and analysis would be necessary to determine the feasibility of such a facility. On the surface, there are locally based opportunities that at least suggest there are reasons to believe that it is a feasible concept. The first, discussed previously, is the large percentage of small businesses that already exist within Elkhart County, not including the undetermined number of potential entrepreneurs who are unable to secure financing to start businesses in the present economic climate. Another reason is the proximity of Goshen College and the Goshen Community Schools. There are potential synergies with Goshen College that could offer a chance for the school to expand its role within the business community. Programs within its business program could be used to assist businesses who are chosen for the incubator. More than just a business focused program, such a facility could also be an education center that helps train Goshen residents for 21st Century employment opportunities.

Alternatively, another development strategy within the small business concept may evade the high cost incubator strategy and simply focus on the construction of small scale production facilities that offer advantages of an incubator (subsidized rent, education, workforce training) to Stage 2 or 3 businesses that are already in existence but may be limited in their growth due to their capacity to move into appropriate production space. These facilities could house businesses that range from “garage” scale start-ups to 5-20 employee businesses that seek the benefit of a location in the center of Goshen, proximity to similar businesses and/or incentives that can be provided via the City and its economic development partners.

WESTSIDE 9TH STREET

As discussed in Section 2, the condition of 9th Street and the railroad clearly has an adverse impact on the westside of 9th Street. One only has to walk a half block to the west to see the attractive, stable homes along 8th Street to see the vast difference in property value.

The westside of 9th Street offers a good redevelopment opportunity that is distinctly different from the catalyst sites. The central location of this property suggests an opportunity for housing or small scale commercial development, both of which can take advantage of a location in the midst of Goshen's core neighborhoods. In particular, this land appears to offer a prime opportunity for the development of affordable or workforce housing that takes advantage of existing and proposed transportation routes and proximity to employers, both within the 9th Street Corridor and adjacent districts, such as Downtown or Goshen College and the Hospital.

There are a number of sources for affordable housing, and Goshen's demographic profile appears to support sufficient demand for this type of housing. The major hurdles relative to the construction of new housing will likely be tools available to acquire land and local capacity to facilitate the construction.

Of course, the most significant hurdle will be mitigating the negative impacts found on 9th Street, including the railroad. Presently, the westside of 9th Street is not likely to appeal to any investment of scale unless something is done to address 9th Street. The following sections propose projects to address these issues, including the creation of a “quiet zone” to prevent as much noise pollution along the Corridor as possible (page 46), and a significant reconfiguration of 9th Street, complete with streetscape and landscape improvements that drastically improve the public right of way (pages 54-55).

The **Long-Term Illustrative Plan** is intended to convey a conceptual future of the 9th Street Corridor based on the goals and strategies outlined in the Corridor Plan.

West 9th Revitalization

Many infill development opportunities exist along the westside of 9th Street. These opportunities include residential, commercial, or industrial uses, and will serve to make the Corridor - and its adjacent neighborhoods - act in a cohesive manner. Improvements to 9th Street and the rail line are important steps in realizing these revitalization opportunities.



Business Retention and Expansion

A pro-active approach to retaining existing Corridor businesses should proceed any redevelopment activities along the Corridor. This includes opportunities for expansion, as shown on the map, an expansion of Dairy Farmers is conceptualized with underutilized property across 10th Street.



Bicycle and Pedestrian Improvements

East-West mobility is as important as north-south movement and traffic along 9th Street. The addition of infrastructure and amenities to improve appearance, safety, and mobility of key streets like Plymouth, Jackson, and Purl will help integrate core community neighborhoods and connectivity to schools and other destinations.

North End

The future viability of the northern end of the Corridor is up in the air as decisions are made on the potential upgrade to the US 33 Corridor. If the upgrades occur, the northern end may become disconnected from transportation routes, prompting redevelopment strategies to ensure that disinvestment and blight does not replace existing users.

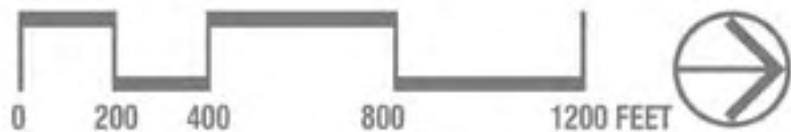


Catalyst Sites

The four "catalyst" sites are essential to the future character and vitality of the Corridor. The City of Goshen should explore economic development opportunities as a priority, but many different options are possible. Illustrated here are, 1) a business/education incubator on the former Western Rubber site, 2) a small business development facility on the existing Water Tower Park, 3) a community recreation center/park on the County Weights and Measures site, and 4) green space on an existing, City owned, vacant lot.

Goshen Community Schools

As a major landowner on the northern end of the Corridor, there is an opportunity to establish a school "campus" that serves as a community anchor.



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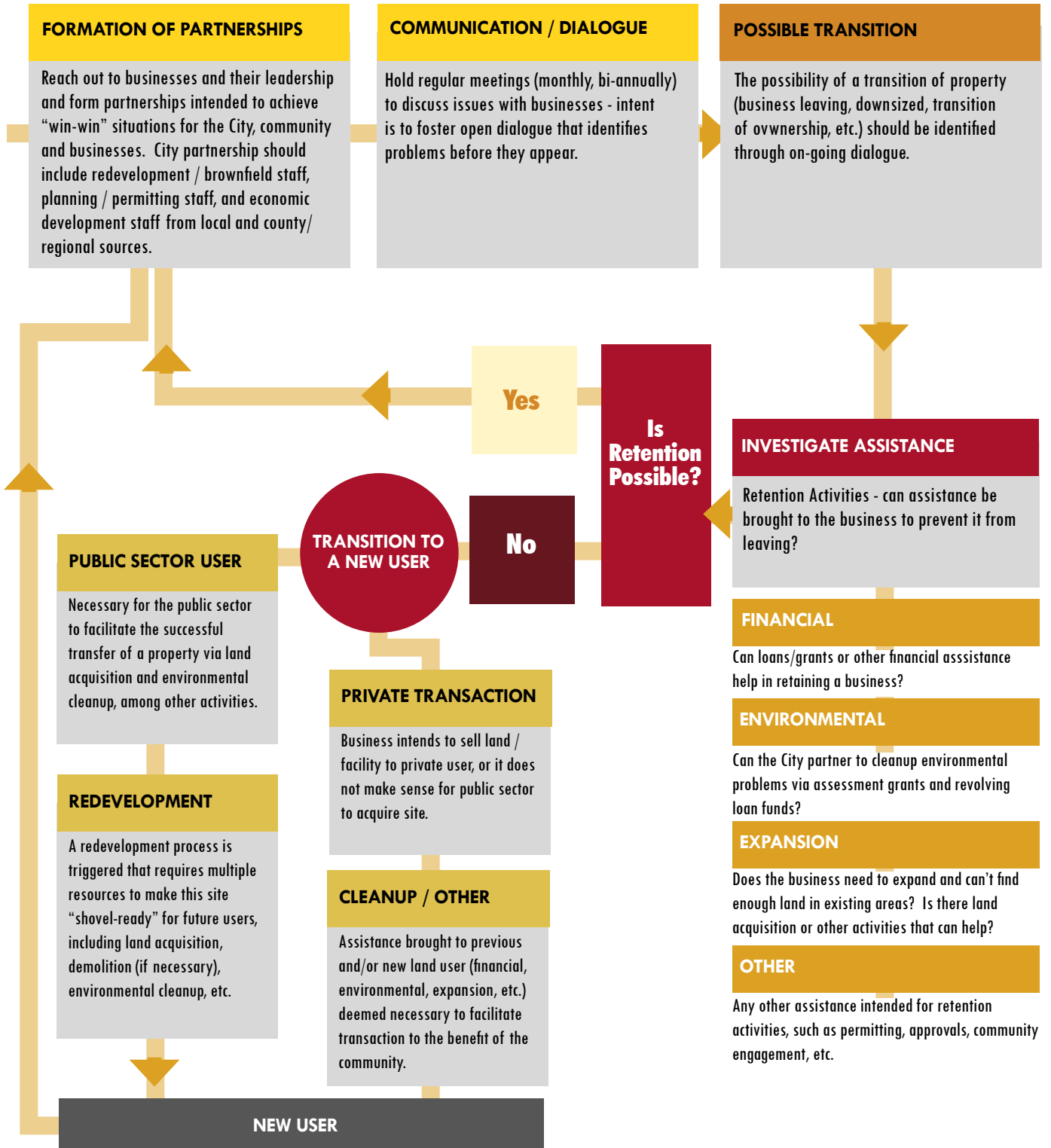
3.3.4 LONG TERM DEVELOPMENT APPROACH

The previous sections described, in detail, several strategies relative to short-term development opportunities along the Corridor. These follow the long-term strategy of strengthening the Corridor as a mixed-use business district where business retention and Corridor improvements play an equal role to redevelopment activity.

However, there are other activities that are necessary to support the long-term goal for the Corridor beyond the development, infrastructure and urban design projects discussed in this section. The City of Goshen should put into place a framework for dealing with the potential transition of industrial properties - transitions that may have to do with reasons entirely unrelated to a businesses' desire to remain on the Corridor, such as the economy, decisions at a corporate level, or ownership changes. The "Framework for the Transition of Industrial Properties", shown on page 45, illustrates the importance of establishing partnerships and on-going dialogue with major business and institutional uses, followed by a decision tree on how the City and its partners can leverage resources to retain those organizations or deal with their transition in an orderly manner.

This framework is meant to establish a pro-active process to keep, to the extent possible, Goshen from experiencing the same fate as other communities across the country - a systematic decline in industry and business that has left unused brownfield properties littering urban communities. A proactive process does this through two methods: (1) intelligence gathering through formal or informal meetings with businesses to understand their needs and head off potential changes in ownership or property; and (2) establish a toolkit that can be called upon once a transition is inevitable, particularly redevelopment tools such as brownfield cleanup and land acquisition that are intended to head off sudden property abandonment and transfer property to new owners. The take-away from this framework is that a public-private partnership is required to maintain the long-term viability of an industrial corridor like 9th Street.

FRAMEWORK FOR THE TRANSITION OF INDUSTRIAL PROPERTIES



3.4: INFRASTRUCTURE, TRANSPORTATION AND MOBILITY

3.4.1 TRANSPORTATION & MOBILITY

NORFOLK SOUTHERN RAILROAD QUIET ZONE (MARION BRANCH LINE)

In 2011, separate from this EPA funded pilot Brownfield Area-wide Planning Grant, the City of Goshen funded and completed a Realignment Study of the NFS RR Marion Branch Line that bisects the 9th Street Corridor north and south. It is estimated that 24 trains a day run on the Marion Branch Line through the 9th Street Corridor. These trains must move at a speed that does not exceed 10mph, and therefore, the trains create severe traffic congestion at several crossings throughout the Corridor. Furthermore, due to the lack of crossing gates at many of the crossings, the trains must blow their horns which creates a noise nuisance at least once an hour all day and night long as the trains pass. While the Realignment Study identified alternative routes for this Branch Line to by-pass the 9th Street Corridor, it became evident during the community meetings and input sessions that the two main concerns were the traffic congestion and noise from the blowing of the train whistle at every crossing except Madison Street / US 33 and College Avenue.

The City is moving ahead with plans to at least further study realigning the curve at the north end of the Marion Branch Line that would allow trains to move at a speed of 20 mph which should cut in half the amount of traffic congestion through the 9th Street Corridor. Also, the 9th Street Corridor Plan recommends continued Quiet Zone review that would be from the curve at the north end of the Marion Branch Line through the 9th Street Corridor ending south of Goshen College or about a quarter mile south of College Avenue. Eleven crossings would be modernized with controlled gates which would allow trains to pass through the 9th Street Corridor without blowing their whistles. This was seen as a significant quality of life improvement for residents and businesses throughout the 9th Street Corridor.

These improvements would require support from the US Department of Transportation, Indiana Department of

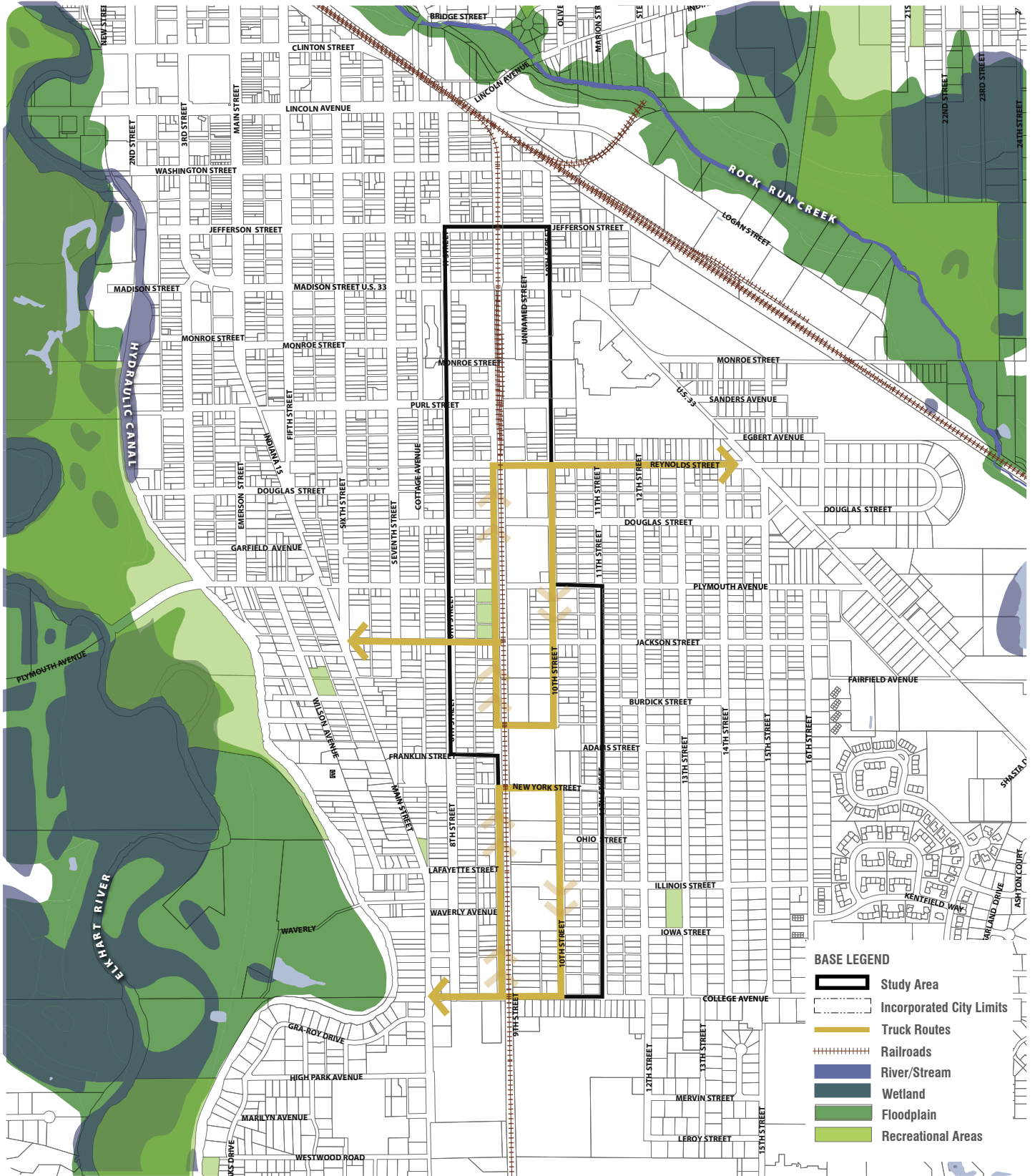


Trains passing along the Norfolk Southern Marion Branch Line must cross 11 intersections that do not have safety gates, prompting them to sound their horns so that traffic knows they are passing through. A “Quiet Zone” would close these intersections with gates in an effort to increase safety and reduce the noise pollution from horns.

Transportation (INDOT), the Michiana Area Council of Governments (MACOG), and Elkhart County. The cost of modernizing the eleven crossing gates is estimated at between \$5-9 million. Funding resources would be from the federal, state and local levels. The realignment of the entire Marion Branch Line is estimated to be between \$90-120 million. The City would likely have to provide a 20% match to receive federal matching grants for either the quiet zone or the major realignment of the entire Marion Branch Line around the south end of Goshen.

TRUCK ACCESS

Many businesses and residents of the 9th Street Corridor spoke of the need for defining truck routes into and out of the Corridor. After much discussion in the early public meetings, it became clear that residents liked the fact that businesses were their neighbors who provided employment opportunities, but they did not particularly like the fact that trucks often went through their narrower neighborhood streets to access the businesses. Once a full discussion of the issue was voiced, it became clear that some new independent truck drivers who didn’t know the route to the businesses got “lost” on the residential streets.



- BASE LEGEND**
- Study Area
 - Incorporated City Limits
 - Truck Routes
 - Railroads
 - River/Stream
 - Wetland
 - Floodplain
 - Recreational Areas



TRUCK ROUTES

GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN
 Prepared for the City of Goshen, Indiana

Map Revised: July 2011

FEET 0 250 500 1000 1500 2000

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It was clear that a defined truck route should be provided, so drivers who were unfamiliar with the area would be able to find the approved route to and from businesses within the Corridor. While these routes need to be defined, it was also clear that several intersections would require upgrading to provide the necessary turning radius for large trucks. The truck routes that were commonly used and accepted by both businesses and residents were actually two routes; a northern loop and a southern loop serving the businesses in these two areas of the Corridor. The northern loop was defined as trucks entering the Corridor from US 33 off of Reynolds Street and looping south on 10th Street to Burdick then west to 9th Street, and then north on 9th Street back to Reynolds. Also, the northern loop would have access from SR 15 west of the Corridor from Jackson Street where it would connect with the northern loop at 9th Street and 10th Street. The southern loop truck route comes from SR 15 off of College Avenue then turning either north on 9th or 10th Streets where the trucks go north to New York Street then loop either west to 9th from 10th or east from 9th to 10th and back south to College Avenue.

These two truck loops would require some upgrade of intersections to adequately allow trucks to turn right at key intersections. Also, the intersection upgrades would allow the City to improve storm drainage and aging sewer lines in these areas. The expansion of the turning radius of the intersections would likely require limited acquisition of a small portion of the adjacent properties. The intersection upgrades on the northern loop would be at Reynolds and 10th, 9th and Burdick, 9th and Reynolds; therefore, allowing a smooth and continuous loop of the northern half of the Corridor. The southern loop would need upgrades at College and 9th Street to be discussed separately with major street upgrades for 9th Street. Also, intersection improvements at 9th and New York, and finally back at 10th and College Avenue. This last intersection upgrade should be planned in coordination with the long-term plans of Goshen College to use this intersection at College and 10th as its front door to the campus off of College Avenue.

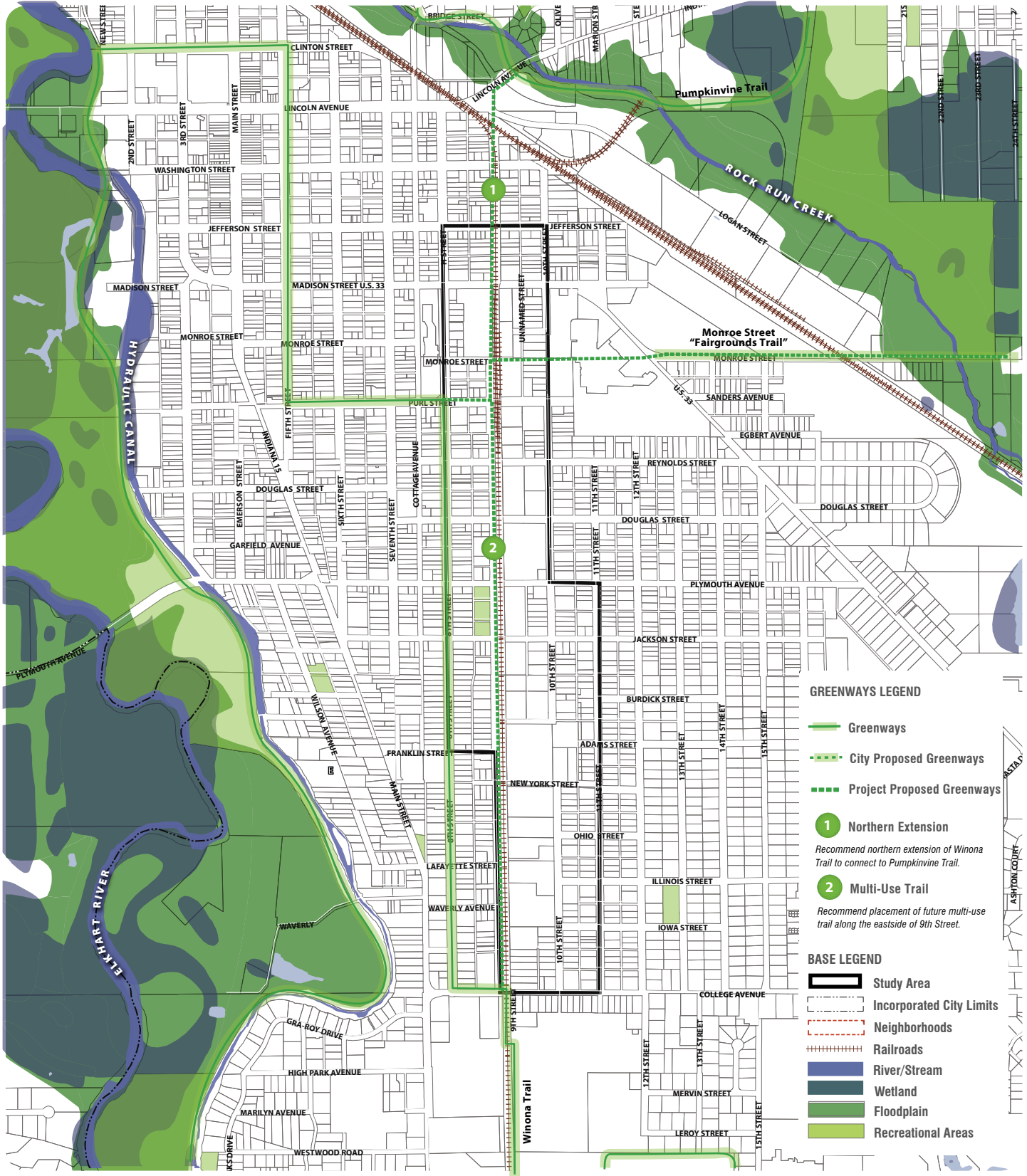
Finally, there was much discussion and planning concerning traffic grade separation and re-routing of US 33 (Madison Street) at the NFS RR crossing at the northern edge of the 9th Street Corridor. It appears in the final draft plan being prepared the City of Goshen and INDOT have

recommended a long-term re-route of US 33 north of the existing Madison Street route to parallel the RR north of Madison Street to by-pass the downtown and most of the historic neighborhoods just east of downtown, by reconnecting at the northeast corner of the downtown area at Pike Street. If this re-routing of US 33 should occur, it would not affect the truck routes outlined above for the 9th Street Corridor.

The City would partner with INDOT, and potentially use federal funding to support local funding sources. It is anticipated that most intersection upgrades would be completed with a cost between \$110,000 and \$500,000 depending on the magnitude of land acquisition and other utility upgrades that may be necessary to construct the improvements. It is anticipated that the estimated budget would be \$1.5 million to complete the intersection upgrades not including 9th Street, 10th Street, and College Avenue which may be integrated with larger projects; 9th Street upgrade and 10th Street Goshen College projects, respectively.

BIKE AND PEDESTRIAN IMPROVEMENTS

While major infrastructure upgrades are proposed for the flow of trucks and the railroad to improve movement within and through the 9th Street Corridor, it was also determined through discussions with residents and the general public that connectivity east and west across the NFS Railroad that divides the 9th Street Corridor was necessary to improve movement of pedestrians and bike riders as well. The City recently improved pedestrian movement for children to the Parkside Elementary School through the Corridor by completing sidewalk improvements along New York Street from Parkside Elementary School west of the 9th Street Corridor to 11th Street just east of the Corridor. It is recommended that as resources become available that the City continue to make similar sidewalk improvements through the Corridor east-west along Plymouth and Jackson Streets between 8th and 11th Streets. These improvements include ADA ramps at intersections and it links the residents to other trails such as the Central Trail along 8th Street and the extension of the Winona Trail along 9th Street. Also, improvements are recommended for Purl Street in the northern portion of the Corridor that would connect the



- GREENWAYS LEGEND**
- Greenways
 - - - City Proposed Greenways
 - · - · - Project Proposed Greenways
- 1 Northern Extension**
 Recommend northern extension of Winona Trail to connect to Pumpkinvine Trail.
- 2 Multi-Use Trail**
 Recommend placement of future multi-use trail along the eastside of 9th Street.
- BASE LEGEND**
- Study Area
 - Incorporated City Limits
 - Neighborhoods
 - Railroads
 - River/Stream
 - Wetland
 - Floodplain
 - Recreational Areas



GREENWAYS

GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN
 Prepared for the City of Goshen, Indiana

Map Revised: July 2011

FEET 0 250 500 1000 1500 2000

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Central Trail to the pending Monroe Street or “Fairgrounds Trail” that would connect via the campus of Goshen High School.

It is anticipated that funding would be federal and local, and possibly private resources also. The partnerships would be with INDOT, MACOG, Goshen Community Schools, and private businesses and not-for-profit entities. The proposed planning budget for these sidewalk upgrades would be \$300,000.

EXISTING UTILITY OPERATIONS AND MAINTENANCE

The City of Goshen currently has an active operations and maintenance program for its utility systems of drinking water, sanitary sewer, and storm water. The City has a capital improvement plan that it follows to replace and rehabilitate utility lines on an annual basis. Much of these future improvements will be within the northern portion of the 9th Street Corridor primarily north of Burdick Street within the much older areas. As discussed in the Truck Routes Intersection Improvement Projects and 9th Street Project Sections, significant utility improvements will be required for these projects to be completed. These projects will incorporate appropriate improvements to the utilities, especially storm water since much of the storm water will follow sustainable design principles.

While at this time existing businesses within the Corridor did not immediately anticipate any increased capacity use of the City’s utility systems, future industries may require increased system capacity. Therefore, some upgrades are anticipated to be incorporated into recommended projects as appropriate to the system. Major capacity upgrades should be held-off until a significant industrial or like user would require such large-scale improvements. At this time and into the future, the existing system must be continually monitored and rehabilitated to sustain current capacities which are anticipated to be adequate for the vast majority of potential industries and other users within the Corridor over the long-term of a 20-30 year planning horizon.

3.5: URBAN DESIGN PLAN

Given that 9th Street looks and feels very much like an industrial corridor, improving the appearance of the street and adjacent properties was high on the list of desires of community members. The Development Analysis on page 36 represents results taken from the first public meeting, which polled attendees as to which aesthetic improvements would be valued most if applied to the Corridor. Priorities including a combination of improvements that could be made to 9th Street, such as street trees and pedestrian scale lighting, as well as addressing the appearance of the industrial buildings along the Corridor.

More than just treating aesthetics, however, lies the importance of good urban design and general street improvements that directly impact the City’s ability to improve mobility, safety and redevelopment.

3.5.1 DESIGN RECOMMENDATIONS

PUBLIC SPACES

Streets are the most important public space. Streets make up the majority of public space throughout a city and should be treated in a way that reflects their importance and prominence. At the moment, 9th Street is an underutilized public space within the City because of its proximity to the railroad. However, 9th Street’s central location and lack of investment make it a prime candidate for streetscape improvements.

9th Street is already an eclectic mixture of building uses and should remain this way for the long term health of the Corridor. Future development should focus on mix uses side by side and block by block, not just up and down. Vacant or underutilized parcels should be encouraged through zoning to develop into a variety of uses. Unlike neighborhood streets which are predominantly residential, 9th Street is the division between industrial uses and the neighborhood. As a transitional street, the land uses along it are much more likely to be a mix of single family residential, multi-family residential, and commercial.

Scale must be considered to ease the change from primarily residential to heavy industrial land uses. 9th Street is a transitional street between the large scale buildings in the industrial area to the east and the neighborhoods to the west. As a transitional area, 9th Street should absorb the height of the industrial buildings by developing multi-story infill. Multi-story buildings would “step down” the height of the larger industrial buildings while physically buffering the neighborhood development.

FORM OF SITE IMPROVEMENTS AND LANDSCAPING

Plant material should be native to the northern Indiana / Goshen Region. Regional plants are less susceptible to pests and require little to no irrigation when planted in an appropriate location. For example: Street trees along 9th Street should be maple or oak. The railroad buffer could be red cedar or pine.

STORMWATER MANAGEMENT

Two general practices should be implemented in regards to stormwater management along the Corridor; reuse and recharge. Capture and reuse rain which falls on roofs, parking lots, and any other impervious surface; it can be collected into a cistern. Rainwater that has been collected in this fashion (grey-water) can be used for non-potable activities such as flushing toilets or irrigation.

Groundwater recharge is the process of releasing rain into the ground by rain gardens, bio-swales, or permeable pavement. Rain gardens and bio-swales also utilize plant material to filter chemicals from the water as it is being absorbed into the ground.

Buildings and sites along the 9th Street Corridor should be designed in a way that reduces the amount of water that flows into storm drains. The streetscape itself should incorporate bio-swales to filter pollutants and percolate the water.



Panaramic views of 9th Street corridor

3.5.2 INDUSTRIAL DEVELOPMENT STANDARDS

Industrial buildings, property and associated parking lots represent a large proportion of negative appearances along the 9th Street Corridor, particularly along 10th Street - which transitions between the 9th Street industrial businesses, Rieth Park Neighborhood, and neighborhoods to the north.

New industrial construction should adhere to a set of standards that seek to mitigate the negative impacts of placing an industrial user adjacent to a residential neighborhood. The following represents a series of policies and standards that should be considered when creating development guidelines within the Corridor.

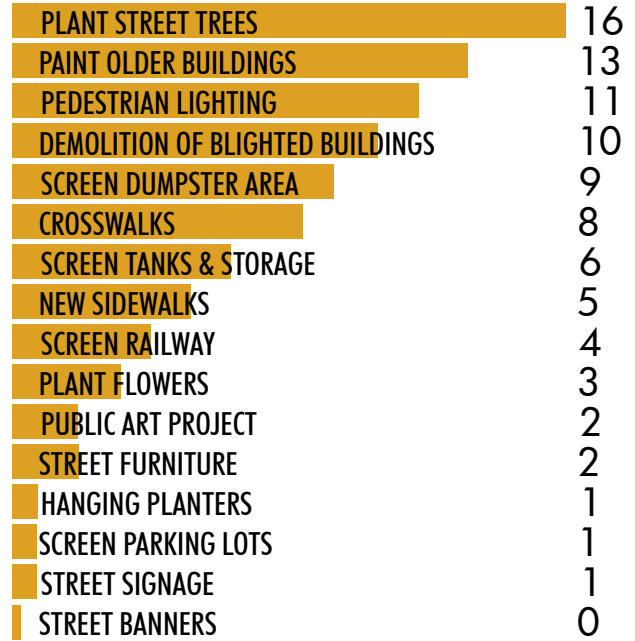
Desirable Standards and Guidelines:

- Visually buffer all parking lots adjacent to perimeter roadways with adequate screening.
- Integration of multiple transportation modes.
- Controlled site access.
- Landscaped and screened parking, loading and service areas.
- Quality exterior building materials, surfaces, and textures.
- Significant landscape, streetscape and hardscape elements.
- Preservation of natural site features.
- Site design and improvements should anticipate the potential re-use of the building for other purposes.
- Where possible, integration of advanced sustainable building and site techniques, including stormwater management and energy conservation.

Undesirable Elements of Industrial Development

- Poorly defined site access points.
- Disjointed parking areas, or confusing or unsafe circulation patterns.
- Square, box-like structures with large, blank, unarticulated wall surfaces.

Figure 3E. Public Engagement Results



- Metal siding used as a primary exterior façade treatment.
- Visible outdoor storage, loading, and equipment areas.

3.5.3 9TH STREET RECONFIGURATION

Charrette participants identified a need to redesign 9th Street to allow for a variety of uses and buffer the neighborhood from the railroad. Their suggestions included new sidewalks, pedestrian lighting, street trees, a multi-use trail, and a buffer between the neighborhood and the railroad.

The improvement of 9th Street has many ramifications and opportunities beyond that of improvements to aesthetics and mobility. Street improvements can play a major role in increasing the economic viability of the property along the westside of 9th Street - especially if it serves to somehow screen the railroad visually or acoustically. 9th Street also appears to be an appropriate location for a major multi-use trail that connects Goshen College to Downtown.

STREET LAYOUT

9th Street is currently comprised of a 60 foot right of way which includes two 10 foot travel lanes. It does not have adequate lighting, sidewalks, or buffers between the neighborhood and the railroad.

The Team proposes these streetscape improvements for 9th Street:

- 2 travel lanes - one 10' southbound lane and a wider 13' northbound lane for truck traffic.
- Parallel parking along the western side of the street.
- Street trees and lights at forty foot intervals within a five foot planted zone. Trees and lights would only be necessary along the western (neighborhood) side of the street. Lights would alternate between pedestrian and street lights.
- Six foot sidewalk on the western (neighborhood) side of the street.
- A landscaped buffer, wall, and an eight foot wide multi-use trail along the eastern edge of the street.

WALKWAY AND TRAIL LAYOUT

Charrette participants identified a need for an off-street bicycle connection between the Pumpkinvine Nature Trail on the north side of the Corridor to the Winona Railway Trail within and south of Goshen College. A dedicated bicycle trail along 9th Street would relieve the current connection between these two systems which utilizes the sidewalks along 8th Street. The eight foot wide multi-use trail would run along the eastern side of the improved 9th Street Corridor.

This trail can be designed in conjunction with a buffer along the railroad that will screen the neighborhood from noise and visual impact of passing trains; overall site landscaping including street tree design, entrance design, and other landscape features of project wide significance.

Site design should incorporate best management practices (BMP) for stormwater management to mitigate the effects of pollutants and reduce the volume of stormwater entering the drains. BMPs include (but not limited to): bio-swales, rain gardens, permeable pavement, wetlands, and stormwater collection and reuse systems.

PARKING

There are several areas along the railroad right of way that are leased as parking for local businesses. The recommended 9th Street reconfiguration proposes to place additional parallel parking on the western edge of the street to serve residential and commercial uses, with the existing parking areas being screening and/or blocked through the proposed buffer wall between the public right of way and the rail line. It is recommended that all parking for existing or new businesses be accommodated in off-street lots on the eastern side of the street and rail line. Interbusiness or organizational agreements may be necessary to accomplish this.



New industrial or commercial development must respect adjacent residential neighborhoods by seeking to landscape and visually buffer negative elements, such as parking, loading and services areas, and industrial equipment.

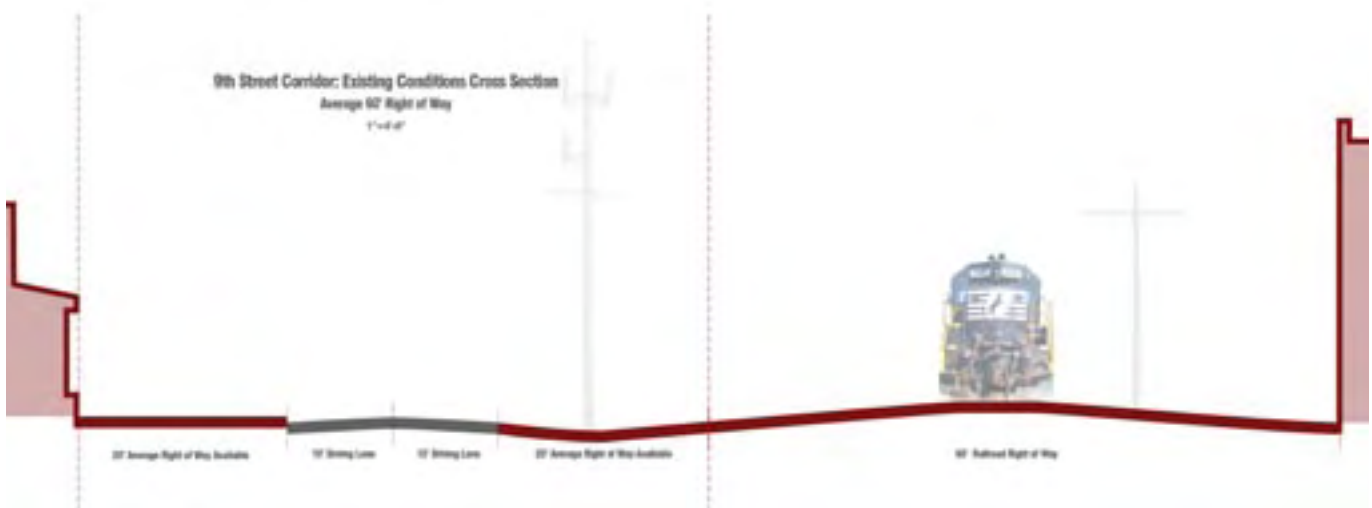


Photo documenting existing (2011) conditions along 9th Street



Conceptual illustration of a 9th Street Reconfiguration, including on-street parking, two lane traffic that accommodates truck movements, a multi-use trail / greenway, sustainable stormwater features such as rain gardens and vegetation, and a buffer wall to screen the railroad right of way. (credit: Urban Collage, Inc.)

9TH STREET CORRIDOR RIGHT OF WAY



The existing road layout and right-of-way for 9th Street is illustrated above. Currently, the 60' railroad right-of-way dominates the streetscape, which utilizes only 20' for driving lanes without sidewalks or other pedestrian friendly amenities. In total, there is up to 60' of available public right-of-way that can be used to integrate various improvements along the Corridor.



There are multiple configurations possible for the reconfiguration of 9th Street. The diagram above illustrates how virtually all of the objectives established for the street by the community and Consultant Team can be integrated into the available public right-of-way, including (left to right): a sidewalk and treelawn for lighting and street trees, a parking lane, two driving lanes inclusive of room to accommodate truck traffic, a landscaped buffer designed to integrate stormwater management infrastructure, a multi-use greenway, and a landscaped buffer wall that screens the railroad right-of-way from 9th Street and private property on the westside of the street.



Illustrations of the proposed 9th Street Reconfiguration and its impact on adjacent real estate, including its role in screening the rail line right-of-way from development opportunities on the westside of 9th Street (above), and buffering of industrial properties from adjacent neighborhoods (below.)

3.5.4 ENVIRONMENTAL SOLUTIONS

ENVIRONMENTAL SUSTAINABILITY

The City of Goshen and participants in the 9th Street Corridor Plan have embraced sustainable storm water and related infrastructure improvements where feasible with future projects. Sustainable design improves water quality, water conservation, lowers storm water management costs, and provides natural and aesthetically appealing design solutions that improve the overall quality of life of the 9th Street Corridor environs.

While sustainable storm water design may be incorporated into the site plans of future redevelopment projects within the Corridor, the most significant project that should incorporate sustainable design solutions to storm water would be the recommended 9th Street Improvement with the accompanying extension of the Winona Trail (greenway / multi-purpose trail) from Goshen College north to Purl Street running between the improved 9th Street and the NFS RR.

Several reasons make the choice of the 9th Street project ideal for incorporating sustainable designs:

1. The entire length of the project appears to provide ample space to incorporate meaningful and practicable storm water “rain gardens” and bio-swales to slow and mitigate storm water runoff flow and improve storm water quality.
2. Most of 9th Street has no existing storm water gutters and storm water piping except north of Burdick Street that flow into the combined sewer collection system. These sustainable upgrades impact storm water but would also eliminate clear storm water entering the combined sewer collection system reducing wet weather flow to the wastewater treatment plant.
3. By incorporating sustainable design along the east side of 9th Street, native species plantings would create a natural separation between vehicular traffic and bike and pedestrian users of the multi-purpose trail. Currently, all are co-mingled in an unsafe and dangerous manner on 9th Street.
4. The sustainable designs are attractive and along with the extension of the Winona Trail would provide a significant economic boost to the real estate along 9th Street. Once these comprehensive improvements are complete, investors would see the economics of 9th Street in a new and stronger position for future investment.
5. Sustainable stormwater design can minimize and reduce remaining brownfield contaminants from migrating off-site and causing increased exposures.

3.6: BROWNFIELDS STRATEGIES & CLEANUP PROGRAM

The comprehensive and multi-disciplinary approach of the area-wide brownfields planning process for the 9th Street Corridor allowed the City of Goshen to be much more strategic about its allocation of brownfield resources. With the direction outlined in this Chapter for redevelopment opportunities and transportation improvements, limited brownfield resources can be targeted to their greatest effect.

CREATION OF BROWNFIELD PROGRAM

As a result of the 9th Street Corridor planning process, the City of Goshen intends to create an official brownfields cleanup program. While the City has already been very active in brownfield remediation, this program would seek to leverage as many funding sources as possible in order to maintain an ongoing and effective cleanup program over the next two decades and beyond.

The major difference between past efforts and the new program is the availability of a “toolkit” of resources to be drawn upon, a strategy put in place to guide the use of those tools, and a pro-active approach that not only seeks out cleanup opportunities, but also seeks to prevent a new inventory of vacant brownfield properties within the community. The program will also seek to rank opportunities within the entire city - not just the 9th Street Corridor - in order to plan for future allocation of funds, a majority of which will not be readily available at the local level.

The key brownfield tools include assessment and cleanup grants available at both the State (IFA/IDEM) and Federal (EPA) levels. Fortunately, the City of Goshen has received significant resources from the USEPA to continue their brownfield redevelopment efforts. Specifically, the City received funding to support Phase I and Phase II analysis to assess properties throughout the City with a priority on properties in line for redevelopment.

The City was also able to secure and extremely important tool - an EPA Brownfield Revolving Loan Fund to assist private businesses and other entities with their cleanup efforts for redevelopment. These funds should be coordinated with existing and anticipated future redevelopment financial incentives for projects within the 9th Street Corridor.

The City will use its USEPA Brownfield Community-Wide Assessment Grant to prioritize the redevelopment of existing brownfield properties throughout the City. Once prioritized brownfield locations have been identified, then Phase I and II Environmental Assessments will be completed to determine the apparent presence and potential extent of any site contamination. This will be the basis for designing site remediation cleanup plans for the prioritized brownfield properties.

Another tool the City may be able to draw upon is funding drawn from a Tax Increment Finance District, which can be utilized for a variety of uses associated with site improvements. However, since no TIF District currently exists, this is more of a long-term tool.

STRATEGIC APPROACH TO BROWNFIELD PROPERTIES WITHIN THE 9TH STREET CORRIDOR

Though significant environmental research has been completed during this process, the EPA Pilot-Brownfield Area-Wide Planning Grant does not allow this Study to collect original environmental data on-site of the properties within the 9th Street Corridor. Therefore, the anticipated environmental remediation within the 9th Street Corridor suggested in this plan is based on existing and past uses of the property within the Corridor.

Specific remediation analysis must be completed to ascertain the level of and cost of future remediation within the 9th Street Corridor. At this time, based on existing and past uses, other than the current cleanup efforts at the former Western Rubber site, it is not anticipated that there will be major remediation projects within the 9th Street Corridor. This is not to say that there will not be a need for environmental remediation efforts on various properties within the Corridor, but that these clean up efforts may be fundable by private sources in anticipation of property transactions and/or other private property improvements.

This creates two separate strategies or “tracks” for addressing brownfield properties that will be implemented in parallel along the 9th Street Corridor.

Strategy #1: Clean-Up Remainder of Catalyst Sites

Before many of the redevelopment opportunities discussed for 9th Street can be implemented, the City needs to complete its assessment and cleanup of the 4 catalyst sites. The primary Western Rubber site is in progress, but cleanup may be necessary on the secondary site, as well as on the Weights and Measures site and Water Tower Park. The latter two are both classified as having known/reported brownfield or contamination issues, per the findings of the corridor-wide brownfield scan. A clean “bill of health” - so to speak - on these properties will greatly assist their transfer into private hands or for various public uses, including a park. If additional cleanup is required, then it will need appropriate levels of cleanup for reuse.

Strategy #2: Work with Business Owners to Proactively Cleanup Contaminants

Since the 9th Street Corridor primarily consists of viable businesses with no desire to leave their existing location, the job of assessing and subsequently remediating any contaminated property is made much more difficult. The legal issues that land owners incur by allowing official brownfield assessments to take place without a demonstrated ability and plan for cleanup of potential contaminants is enough for them to play their cards close to the chest. As a result, the City should seek to engage the businesses and utilize its brownfield program to assist in assessment and cleanup activities. While there is a need to be careful about removing and sharing risk associated with brownfields, this approach should help to alleviate business fears in dealing with potential brownfield problems.

This strategy has two objectives; (1) an environmental focus that seeks to address contamination problems from a community health perspective; and (2) an economic development focus that leverages resources in order to help existing businesses remain on the Corridor.

The graphic “Framework for the Transition of Industrial Properties” on page 45 illustrates this latter objective. The existence of contamination can be one of the most difficult areas to deal with when certain uses like industrial businesses move on or go out of business. The strategy of working with business owners could not only prevent a business from leaving, but it can assist in the transfer of that property to a new user by removing the hurdle of existing or perceived brownfield status.

Any strategy that works to cleanup properties with existing users should employ certain elements of protection for the City. For example, the City does not want to enable a situation where contamination is removed for the purpose of retaining a business along the Corridor, only to allow the business to re-locate and transfer the property to a user that is not consistent with the future land use plans for the Corridor. While the City will have limited control over what businesses who own their own property can do, they can leverage some clawbacks if the City invests its own resources to assist in any assessment or cleanup activities.

It is important to remember that the City-Wide Brownfield Program is intended for use throughout the community, and that brownfield activities along the 9th Street Corridor need to be prioritized within this context. Once the City has identified its prioritized brownfield sites and has an understanding of the potential methods and costs of remediation, then the City can work with property owners to complete remediation of their properties through the use of; the City’s new Brownfield Revolving Loan Fund, voluntary remediation by the property owner, and /or through the direct acquisition and cleanup by the City of Goshen.

These cleaned sites will then be redeveloped for future uses that will improve the quality of life for Goshen citizens and businesses by directly and/or indirectly generating new private investment that creates jobs and investment in the 9th Street Corridor.

4 IMPLEMENTATION

THIS SECTION OUTLINES THE **TASKS AND PROJECTS** THAT REPRESENT THE **OUTCOME OF THIS PLAN**. EACH PROJECT INCLUDES AN ESTIMATED COST AND **RECOMMENDATIONS FOR FINANCING AND PARTNERSHIPS** NECESSARY FOR **IMPLEMENTATION**.

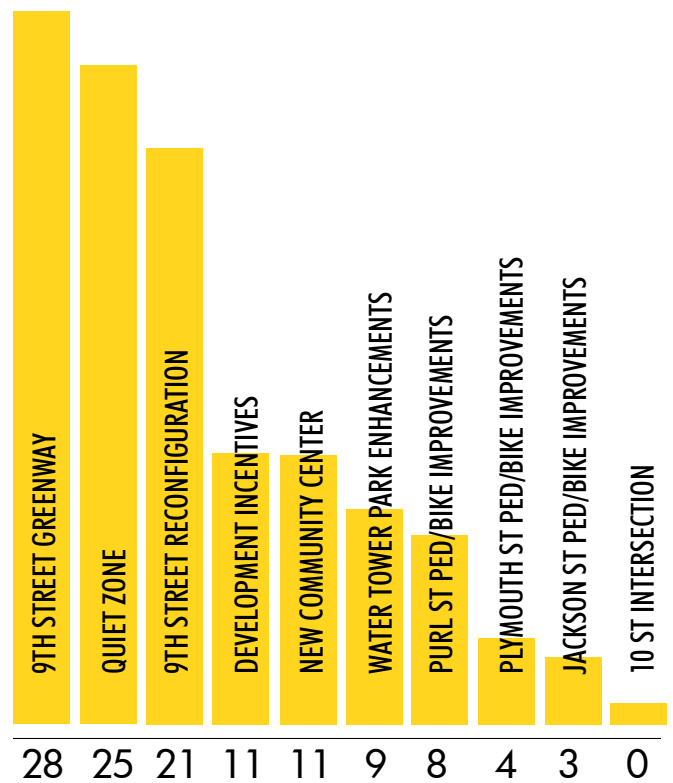
4.1: SUMMARY OF CORRIDOR DEVELOPMENT PLAN - PROJECTS

The strategic recommendations from the Corridor Development Plan culminate in a series of infrastructure, transportation and development projects that the City of Goshen and its partners should focus on over both the short (1-5 years) and long term (5-10 years). These projects would be led by the City of Goshen, who would seek to bring in various public and private sector partners and funding sources where most applicable.

This Section discusses each project in detail, including proposed timing, funding sources, and partnerships, identifies opportunities to improve local capacity to assist in the implementation of this plan and agencies that are key partners in accomplishing the goals set forth for the Corridor.

These projects were vetted by the Stakeholder Committee, community at large, and the Project Consultant Team during the charrette process and other public meetings. The chart on the right illustrates the most popular improvements that were sought by city residents after the charrette.

Figure 4A. Charrette Results



source: 9th Street Community Charrette

4.1.1 SHORT TERM (1-5 YEARS)

The following projects represent priorities for the City of Goshen to focus on in the short term (1-5 years). It is important to note that such an emphasis will include an examination of feasibility and that not all recommended projects will necessarily be implemented or funded within a short term time frame.

(1) Comprehensive Brownfield Cleanup Program: The City should enhance its existing brownfield program through the ongoing use of USEPA Brownfield Community-Wide Assessment Grants and the development of a Brownfield Revolving Loan Fund that has been capitalized by \$1,000,000 of USEPA funding.

(2) Truck Route Definition and Improvement Plan: Designate intersection upgrades where necessary and work to establish control signals at Madison Street / US 33 and Reynolds Street.

(3) Quiet Zone (Preliminary Feasibility): The process to create a Quiet Zone from Goshen College to Downtown is likely to be a multi-year project that may require phased construction of gates and safety measures at Corridor crossings. Short term activities will involve planning for the zone, coordination with appropriate entities, including Norfolk Southern and the Federal Railroad Administration, and procuring funds for the project.

(4) 9th Street Reconfiguration and Greenway: The timing of the proposed 9th Street reconfiguration relies heavily on the extent of the scope for the reconfiguration, as well as the decision to build various components separately, such as multi-use path / greenway and the streetscape. Given the availability of certain funds, the multi-use path / greenway could be built in the short term, while securing funding for a larger scale street reconfiguration could take between 1-5 years. Regardless of overall timing, the City should make a series of decisions in the short term, such as the scale of the street reconfiguration (see page 52 for more detail) and securing funding for further design.

(5) Pedestrian & Bike Lane Improvements: This plan recommends that several projects take priority over the Plymouth / Purl / Jackson pedestrian and bike lane improvements. In the short-term, the City should work on designing the Purl Greenway linkages with the Fairgrounds

Trail east of Goshen High School, holding work on Jackson and Plymouth until the 9th Street Reconfiguration / Greenway is designed and/or built.

(6) Redevelopment of Catalyst Sites: The redevelopment of the catalyst sites should be a 1-5 year initiative. The main Western Rubber site should be the priority, following a strategic decision by the City and its partners as to the more appropriate development approach for these sites - traditional industrial or small business development.

(7) West 9th Revitalization: Preliminary planning, partnership forming and identification of funding / revitalization resources for the redevelopment and improvement of the Westside of 9th Street - to follow the improvement of 9th Street itself and/or the implementation of a Quiet Zone.

(8) Development Incentives and Standards: Several tools should be created or expanded locally for the benefit of this plan's implementation.

4.1.2 LONG TERM (5-10 YEARS)

(1) 10th and College Street Gateway: Reconfigure 10th and College Avenue as gateways into Goshen College and the Corridor.

(2) Completion of Quiet Zone: As discussed previously, the implementation of a full quiet zone may take up to 10+ years based on availability of funding.

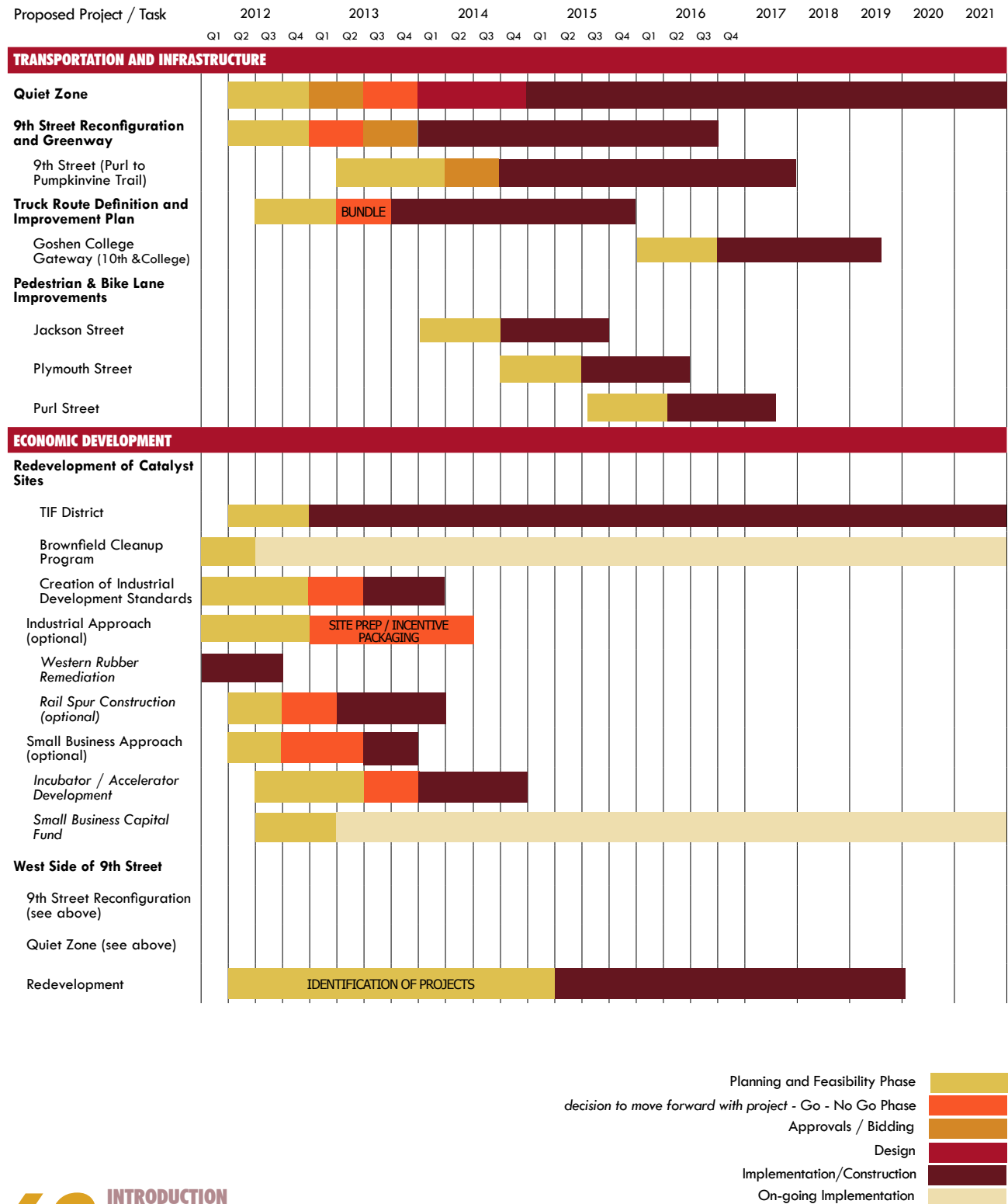
(3) Complete 2nd Phase of 9th Street Reconfiguration (if appropriate): As discussed previously, the implementation of the entire proposed 9th Street Reconfiguration and Greenway may take upwards of 5 years to complete depending on the scope of improvements and availability of funding.

(4) Ongoing Pedestrian & Bike Lane Improvements: Complete Purl Street linkages to Fairgrounds Trail, design linkage of 9th Street Greenway / streetscape to Pumpkinvine Trail northwest of Downtown, and review the feasibility of greenway / sidewalk improvements to Jackson and Plymouth.

(5) Westside 9th Street Revitalization: Ongoing activities related to the revitalization of property on the westside of 9th Street.

4.2: KEY TASKS - 10 YEAR TIMELINE

Figure 4B. Implementation Timeline



4.3: PROJECT COMPONENTS

The recommended projects to implement the vision for the 9th Street Corridor are shown on the adjacent pages as they are anticipated to play out over a ten year period. As discussed in previous sections in this report, some project recommendations have multiple directions. The timeline and subsequent implementation plan addresses next steps for each of these directions so that the City and the community can utilize a more focused approach than this planning process offers to decide what is the best direction.

It is important to note that few identified projects are immediately available for implementation. Virtually every project requires a certain period of investigation, funding identification and political approval before they can move forward. Some, particularly infrastructure projects, require a much higher level of design before the City and its partners can apply for certain funding sources. This period of “due diligence” is likely to take up most of the first two years subsequent to the completion of this plan.

FUNDING MATRIX

The matrix below summarizes the key agencies and organizations that the City of Goshen will need to work with and secure funding from in order to implement the recommendations projects of this plan, including all administrative and corollary activities. A more detailed overview of each agency/organization and funding source can be found in the Appendix.

AGENCY / ORGANIZATION		FUNDING SOURCES
FEDERAL		
Environmental Protection Agency	EPA	Assessment Grants, Cleanup Grants, Revolving Loan Fund Grants, Job Training Grants, Targeted Brownfield Assessments, Technical Assistance Grants
Department of Housing & Urban Development	HUD	Community Development Block Grants (CDBG), HOME Funds, 221(d)4 Financing, Section 202 Financing, FHA Grants, Brownfields Economic Development Initiative (BEDI)
Department of Transportation	USDOT	(see INDOT for relevant information)
Economic Development Administration	EDA	Public Works and Economic Development Funds, Economic Adjustment Assistance
Small Business Administration	SBA	7(a) Loan Guarantee, 504 Fixed Asset Program, Microloan program
STATE OF INDIANA		
Indiana Department of Transportation	INDOT	Surface Transportation Funding, Congestion Mitigation and Air Quality Improvement, Rail Line Relocation Grant Program, Transportation Enhancement Funds
Indiana Finance Authority	IFA	Revolving Loan Program, Low Interest Loans
Indiana Department of Environmental Management	IDEM	Approval of program available through IFA & EPA, State Brownfield Assessment & Cleanup Grants.
Indiana Housing and Community Development Authority	IHCDA	Low Income Housing Tax Credits, Other Housing Related Resources
REGIONAL		
Michiana Area Council of Governments	MACOG	Transportation Planning, Coordination with EDA funding
Elkhart County		Tax Phase-In Processing, Workforce Training, Transportation Improvements, Negotiation of State Assistance, Site Selection
LOCAL		
City of Goshen		EDIT, CDBG, Tax Increment Financing, Brownfield Revolving Loan Fund
Community Development Corporations (CDC)		Financing Services, Real Estate Development, Mortgage Origination
Goshen Chamber of Commerce		Business Retention and Recruitment
Private Businesses		Private investment

COMPREHENSIVE BROWNFIELDS CLEANUP PROGRAM

The City of Goshen is well down the path in cleaning up the former Western Rubber site. However, it has taken a considerable amount of resources and time to focus on this one site. Given that there are other brownfields sites within the community - and many potential ones throughout the 9th Street Corridor - the City should focus on creating an established and pro-active program to leverage available funds and build capacity to tackle multiple projects at one time.

This will involve expanding its very active and successful brownfield program through several targeted enhancements, including: (1) the use of a USEPA Brownfield Community-Wide Assessment Grants that will assist the City in prioritizing brownfield redevelopment efforts for property cleanups and/or reuse opportunities and (2) the development of a Brownfield Revolving Loan Fund that has been capitalized by \$1,000,000 of USEPA funding. These two new brownfield programs will allow the City of Goshen to accelerate the pace of brownfield cleanup efforts and the pace of economic development of brownfield properties.

Organization & Roles

Lead Organization: City of Goshen Community Development Department

Core Implementation Team: City of Goshen Community Development Department and Engineering Departments, IFA, IDEM, EPA, Corridor Businesses

Primary Funding Source(s): Brownfield Revolving Loan Fund, TIF, State/Federal Brownfield Assessment and Cleanup grants.

Notes: Refer to pages 58-59 for more information regarding this project.



Action Steps (1-2 year timeline)

- (1) Assess and remediate remainder of catalyst sites, including entire Western Rubber site, Elkhart County Weights and Measures site, and Water Tower Park.
- (2) Place Corridor brownfields into priority list of brownfields throughout the community, identifying short, medium and long term priorities.
- (3) Create 10 year strategic plan for use of Revolving Loan Fund and available Assessment Grant, including anticipated grants required for intended brownfield cleanup activities over that time span.
- (4) Establish / extend relationships with Corridor businesses to discuss partnerships for the identification and cleanup of contamination.

Sources & Uses

USES (Cost Estimates)		SOURCES	
Brownfield Assessment	undetermined	Brownfield Assessment Grants	USEPA, IFA
		Tax Increment Financing	City (to be created)
Brownfield Cleanup	undetermined	Brownfield Revolving Loan Funds	USEPA, IFA
		Brownfield Clean-up Grants	USEPA, IFA
		Tax Increment Financing	City (to be created)

Partnerships

LEVEL	ENTITY	ROLE
Federal	Environmental Protection Agency (EPA)	Project Approval & Funding
State	Department of Environmental Management (IDEM)	Project Approval
	Indiana Finance Authority (IFA)	Project Funding
	Indiana Economic Development Corporation (IEDC)	Project Funding
Regional	Michiana Area Council of Governments (MACOG)	Project Concurrence
	Elkhart County Economic Development Corporation	Potential Funding
Local	City of Goshen	Project Lead & Funding
	Engineering Department	Project Coordination
	Community Development Department	Project Management
	Private Businesses	Concurrence & Partnerships for Implementation
	Neighborhood Associations	Project Concurrence

QUIET ZONE

In order to implement a full quiet zone that follows the 9th Street Corridor, a large number of intersections (11) will require gate and warning upgrades. This is by far the most costly part of this project. Opportunities to close streets to save on costs for the quiet zone were examined during the charrette, as well as internally between the Steering Committee and the Consultant Team.

Due to the transportation needs of both residents and existing businesses, it was decided few - if any - streets could be closed. Due to a relatively high price tag and long term timing, this project will need to be weighed carefully by the community. The primary purpose of this project is to mitigate the noise pollution caused by horns along the Corridor. If this can be accomplished through alternative means, then that most certainly merits examination.

Organization & Roles

Lead Organization: Goshen Engineering

Core Implementation Team: Goshen Engineering, Goshen Community Development Department, Railroad, INDOT, MACOG, Representatives from Neighborhood Associations, Businesses, Goshen Schools and Goshen College.

Primary Funding Source(s): US DOT Surface Transportation Program

Notes: The cost of this project is a major determinant of its ability to be implemented. If federal or state funding is not determined to be available, the ability to fund at the local level - especially when compared to other ongoing projects within the community, may result in an inability to ultimately implement the project.



Action Steps (1-2 year timeline)

- (1) Convene exploratory team with city, state and neighborhood stakeholders.
- (2) Confirm requirements for quiet zone and its application along the Corridor, including confirmation of intersections that must remain open and those that can be closed.
- (3) Discuss availability and feasibility of securing funding with INDOT/USDOT.
- (4) Discuss and confirm desire to commit local funding to project (EDIT or TIF Bond or other sources).

(GO / NO GO Decision Point)

- (5) Fund and conduct feasibility and technical study to secure funding for project and determine phasing.
- (6) Secure funding for initial implementation.

(IMPLEMENTATION)

Sources & Uses

USES (Cost Estimates)		SOURCES	
Gates and Warning Upgrades	\$5.2M	Surface Transportation Program	DOT
Miscellaneous	\$1M	Congestion Mitigation and Air Quality Improvement Plan	DOT
Contingencies	\$1.2M	Rail line Relocation Grant Program	DOT
Non-Construction Costs	\$1.5M	Local Resources, for match approximately 20%	EDIT Bond, TIF Bond Private Sector Contributions

TOTAL \$8.9M

Partnerships

LEVEL	ENTITY	ROLE
Federal	US Department of Transportation (DOT)	Project Approval & Funding
State	Indiana Department of Transportation (INDOT)	Project Approval & Funding
Regional	Michiana Area Council of Governments (MACOG)	Project Concurrence
	Elkhart County	Project Concurrence & Potential Funding
Local	City of Goshen	Project Lead & Funding
	Engineering Department	Project Management
	Community Development Department	Funding & Project Coordination
	Private Businesses	Concurrence & Potential Funding
	Neighborhood Associations	Project Concurrence
	Goshen College	Project Concurrence
	Goshen Schools	Project Concurrence

TRUCK ROUTE DEFINITION AND IMPROVEMENTS

Many businesses along the 9th Street Corridor have a need for defined truck routes into and out of the Corridor. Such a defined route is expected to assist both businesses and residents, who sometimes deal with trucks driving through the neighborhoods. A defined truck route should be provided so drivers who are unfamiliar with the area would be able to find businesses via an approved route to and from the Corridor. Additionally several intersections require upgrading to provide the necessary turning radius for large trucks.



Organization & Roles

Lead Organization: City of Goshen, Engineering Department

Core Implementation Team: City of Goshen Engineering, Department, Community Development Department, MACOG, Representatives of Neighborhood Associations and Corridor Businesses, Goshen Community Schools, and Goshen College.

Primary Funding Source(s): Local City Capital Funds and TIF Funds

Notes: The truck route improvements should be completed over several years as local resources are available for intersection improvements. City should work with MACOG to determine that identified truck routes compliment regional transportation system. Furthermore, the City may elect to complete the engineering design for the intersection improvements with their own staff.

Action Steps (1-2 year timeline)

- (1) City confirms through meetings with neighborhood associations and Corridor businesses the proposed truck route intersection improvements.
- (2) Work with MACOG to coordinate on the regional truck route system.
- (3) Discuss with MACOG availability and feasibility of securing funds other than local capital or TIF funds.
- (4) Discuss and confirm the highest priority intersection to improve first, then conduct planning and design of intersection upgrade. Determine necessary right of way to acquire, if any.
- (5) **Decision Point** based on Engineer's cost estimate and availability of resources.
- (6) Secure local funds and possibly federal/state resources.
- (7) Complete design and bid documents by City Engineering staff as feasible.
- (8) Bid and Construct one intersection at a time.

Sources & Uses

USES		SOURCES	
6 Intersection Upgrades	\$110K	Local Resources	
	\$500K*	EDIT Bonds	County
		TIF Bonds	City
* varies on purchase of real estate		Utility Capital Funds	City
		CDBG	City / HUD
		Private Sector Assistance	Businesses
		Revolving Loan Fund	City
TOTAL	\$1.5M - \$3M		

Partnerships

LEVEL	ENTITY	ROLE
Federal	US Department of Transportation (DOT)	Potential Funding
State	Indiana Department of Transportation (INDOT)	Potential Funding
Regional	Michiana Area Council of Governments (MACOG)	Project Concurrence
Local	City of Goshen	Project Lead & Funding
	Engineering Department	Project Management & Funding
	Community Development Department	Funding & Project Coordination
	Private Businesses	Concurrence & Potential Funding
	Neighborhood Associations	Project Concurrence
	Goshen College	Project Concurrence
	Goshen Schools	Project Concurrence

PEDESTRIAN AND BICYCLE IMPROVEMENTS

This project would encompass various bicycle and pedestrian improvements along Plymouth and Jackson Streets from 8th to 11th Streets and along Purl Street from 8th Street to the Fairground Trail. Components of the improvements would include improved sidewalks, ADA accessible ramps, and linkages to other trails and sidewalks. These improvements are seen as an important step to increasing mobility and safety to and through the Corridor and its adjacent neighborhoods.



Organization & Roles

Lead Organization: City of Goshen Engineering Department

Core Implementation Team: City of Goshen Engineering and Community Development Departments, INDOT, MACOG, Representatives of Neighborhood Associations and Corridor Businesses.

Notes: The bicycle and pedestrian linkages should be completed over several years as local resources are available for these pedestrian and bicycle improvements. City should work with MACOG to determine that projects are eligible for SRTS funding. City may elect to complete the engineering design for the bicycle and pedestrian sidewalk improvements with their own staff.

Action Steps (1-2 year timeline)

- (1) City confirms through meetings with neighborhood associations and Corridor businesses that the bicycle and pedestrian sidewalk improvements are located on the best east-west for neighborhood children and the community as a whole to use.
- (2) Discuss with MACOG availability and feasibility of securing funds other than local capital or TIF funds.
- (3) Discuss and confirm the highest priority bicycle and pedestrian sidewalk to improve first, then conduct planning and design of sidewalk upgrade, as the City has done relatively recently along New York Avenue. Determine necessary right of way to acquire, if any.
- (4) **Decision Point** based on Engineer's cost estimate and availability of resources.
- (5) Secure local funds and possibly federal/state resources.
- (6) Complete design bid documents by City Engineering staff as feasible.
- (7) Bid and Construct, similarly to truck intersection improvements, one pedestrian and bicycle improvement at a time.

Sources & Uses

USES		SOURCES	
3 Street Upgrades	\$305K	Local Resources	
(Plymouth, Jackson, Purl)		EDIT Bonds	County
		TIF Bonds	City
		Utility Capital Funds	City
		CDBG	City / HUD
		Private Sector Assistance	Businesses
		Enhancement Funds	US DOT

TOTAL \$305K

Partnerships

LEVEL	ENTITY	ROLE
Federal	US Department of Transportation (DOT)	Potential Funding
State	Indiana Department of Transportation (INDOT)	Potential Fundings
Regional	Michiana Area Council of Governments (MACOG)	Project Concurrence
	Elkhart County	Project Concurrence & Potential Funding
Local	City of Goshen	Project Lead & Funding
	Engineering Department	Project Management & Fundings
	Community Development Department	Funding & Project Coordination
	Parks Department	Concurrence & Potential Funding
	Private Businesses	Concurrence & Potential Funding
	Neighborhood Associations	Project Concurrence
	Goshen Schools	Project Concurrence

9TH STREET CORRIDOR IMPROVEMENTS

As discussed in the previous Sections, streetscape improvements along 9th Street accomplish multiple goals related to the 9th Street Corridor, including improved mobility, safety and access, as well as potential mitigation of the rail line and other hurdles to the revitalization of the western side of 9th Street. Streetscape improvements can vary by scale and thus are broken down into several components for consideration by the City and its partners.

Multi-Use Trail Only - Includes just the construction of a bicycle / pedestrian trail along with sustainable stormwater infrastructure and screening of the railroad (Estimate: \$1.1 million)

“Essentials” - Includes the basic components necessary to re-task 9th Street functionally and aesthetically. Includes slightly less “green” infrastructure, but adds curbs and gutters, street trees, demolition, roadway improvements, and the multi-use trail. (Estimate: \$3 million)

Full Build Out - Includes all of the components listed in the sources and uses chart on the following page.

Organization & Roles

Lead Organization: City of Goshen Engineering Department

Core Implementation Team: City of Goshen Engineering, Parks & Recreation, and Community Development Departments, MACOG, INDOT, IFA, Representatives of Neighborhood Associations and Corridor Businesses, Goshen Community Schools, and Goshen College.

Primary Funding Source(s): USDOT CMAQ Funding, Local City Capital Funds and TF Funds, possible use of State Revolving Funds for water quality upgrades related to the larger 9th Street improvements.

Notes: The 9th Street Improvements should be completed over several years as local/federal resources are available. The City should work with MACOG to determine that identified 9th Street upgrades compliment and fit into a larger regional multi-modal transportation system. If possible the City may be able to secure all funding at once as part of a larger bond package or it may elect to complete 9th Street improvements block by block as resources are available.



These native plantings near 9th Street represent what may be used for sustainable storm water plantings with the 9th Street Corridor Improvements.

Action Steps (1-2 year timeline)

- (1) City gives the notice to proceed for the engineering design of the greenway trail extension from College Avenue to Purl Street.
- (2) Discuss with MACOG availability and feasibility of securing funds other than local capital or TIF funds, and possibly seek private corporate or philanthropic assistance for key design nodes of the trail, such as trailheads or other key amenities along the trail such as trees and other native species for planting.
- (3) Complete Survey and determine necessary right-of-way to acquire if any.
- (4) Decision point based on Engineer’s cost estimate and availability of resources.
- (5) Secure local funds and possibly federal/state resources.
- (6) Complete design by City Engineering staff as feasible.
- (7) Bid and Construct.

(3-10 years)

City may seek additional federal funding and/or use local EDIT, TIF, and Capital Funds to bond for larger-scale upgrades such as vehicular and truck improvements with on street parking. Furthermore, City utility funds may be layered to assist with utility upgrades that will be necessary for the surface street and parking improvements.

Sources & Uses

USES		SOURCES	
Demolition and Site Prep	\$190K	Enhancement Funds	US DOT
Roadway	\$1.2M	Community Development Block Grants (CDBG)	HUD
Lighting & Street Trees	\$635K	Tax Increment Finance (TIF)	Local
Green Infrastructure	\$425K	EDIT Funds	Local, County
Trail	\$300K	Private, NFP, Foundation Assistance	Private Entities
Railroad Screening	\$255K	Revolving Loan Fund	US EPA
Contingency	\$600K		
Engineering	\$450K		
TOTAL	\$4M		

Partnerships

LEVEL	ENTITY	ROLE
Federal	US Department of Transportation (DOT)	Project Funding
	Environmental Protection Agency (EPA)	Revolving Loan Fund
State	Indiana Department of Transportation (INDOT)	Project Approval & Funding
	Indiana Finance Authority	Project Funding
Regional	Michiana Area Council of Governments (MACOG)	Project Concurrence
	Elkhart County	Concurrence & Potential Funding
Local	City of Goshen	Project Lead & Funding
	Engineering Department	Project Management & Funding
	Community Development Department	Funding & Project Coordination
	Parks Department	Concurrence & Potential Funding
	Private Businesses	Concurrence & Potential Funding
	Neighborhood Associations	Project Concurrence & Potential Funding
	Goshen Schools	Project Concurrence
Goshen College	Project Concurrence & Potential Funding	

REDEVELOPMENT OF CATALYST SITES - TRADITIONAL APPROACH

In order to recruit new businesses to the 9th Street Corridor, the City and its partners will require resources for two primary purposes. The first is to prepare land for development, which “evens the playing field” so to speak, relative to a greenfield site in an industrial business park. This could involve activities such as site acquisition, property demolition, brownfield remediation, etc. The other purpose is likely to be incentives to attract a business not only to this site, but to Goshen in general. This could take the place of investment in the business or in the development.



Organization & Roles

Lead Organization: Goshen Community Development Department

Core Implementation Team: Goshen Community Development Department, Chamber of Commerce, Elkhart County Economic Development Corporation, IEDC

Action Steps (1-2 year timeline)

- (1) Complete remediation of Western Rubber site.
- (2) Investigate clean-up needs for other catalyst sites.
- (3) Register Western Rubber site in State “shovel-ready” program.
- (4) Determine feasibility and cost of building rail spur.
- (5) Liase with local and regional economic development organizations to explore demand for location along rail-line.
- (6) Create incentive “package” anticipated to attract businesses to site.
- (7) Actively market site(s) for new users through local and regional economic development organizations.
- (8) Negotiate with interested users of site(s).

Sources & Uses

USES		SOURCES	
Incentives to Business		Tax Increment Financing	City
Site Prep		EDIT Bonds	County
Construction of Rail Spur		Brownfield - Revolving Loan Fund	City
Brownfield Remediation		Tax Abatement	City / County
		Shovel Ready Program	IEDC
		Industrial Infrastructure Grants	IEDC
		Brownfield Loans / Grants	IFA / EPA

Partnerships

LEVEL	ENTITY	ROLE
Federal	Economic Development Administration	Project Funding
	Environmental Protection Agency (EPA)	Project Funding
	US Housing and Urban Development (HUD)	Project Funding
State	Indiana Economic Development Corporation	Project Funding
	Indiana Department of Transportation (INDOT)	Project Funding
	Indiana Finance Authority	Project Funding
	IN - Department of Workforce Development	Job Training Assistance & Coordination
Regional	Michiana Area Council of Governments (MACOG)	May need project concurrence for related infrastructure upgrades
	Elkhart County	Concurrence & Potential Funding
	IVY Tech - Elkhart Campus	Job Training Courses
Local	City of Goshen	Project Lead & Funding
	Community Development Department	Project Management & Funding Coordination
	Engineering	Funding & Project Coordination for Infrastructure Upgrades
	Chamber of Commerce	Concurrence
	City Council	Concurrence for Potential Financial Incentives
	Goshen Schools	Concurrence & Potential Adult Courses
	Goshen College	Concurrence & Potential Executive Management Training

REDEVELOPMENT OF CATALYST SITES - SMALL BUSINESS APPROACH

Various sources are available for a small business economic development approach. Funding for an incubator will likely use numerous from federal, state, and local sources, but perhaps the most important factor will be the local and regional partnerships that will make the facility work. The same goes for the creation of production facilities for growing businesses, though the logistics of funding are more straightforward and could involve the private sector in a larger role.



Organization & Roles

Lead Organization: Goshen Community Development Department

Core Implementation Team: Goshen Community Development, Chamber of Commerce, Goshen College, Goshen Schools

Action Steps (1-2 year timeline)

- (1) Convene exploratory team with city, state and neighborhood stakeholders.
- (2) Create partnerships between key local and regional stakeholders.
- (3) Fund feasibility study for business incubator / accelerator.
- (4) Explore and create financial packages intended to identify, recruit and fund small business ventures, such as a Small Business Capital Fund.
- (5) Package an official initiative and marketing program in order to reach out to regional / national sources of funding (i.e. EDA, SBA, Venture Capital, etc.).
- (6) Prepare for funding/construction of Incubator/ Accelerator and/or begin recruitment of small businesses.

Sources & Uses

USES		SOURCES	
Construction of Incubator		TIF Bond	
Site Prep		Infrastructure	City
Brownfield Remediation		Loan Pool	City
Working Capital		EDIT Bonds	
Construction of Office / Industrial Space		Brownfield - Revolving Loan Fund	City
Building Rehab / Retrofit		Microloan Program	City
Business Recruitment / Seeding		Brownfield Loans / Grants	IFA / EPA
		Incubator / Accelerator Grants	EDA
		Venture Capital	Private Sources
		Grants	Foundations
		Section 7(a) Loan	SBA
		Rural Jobs Accelerator Innovation Challenge	EDA

Partnerships

LEVEL	ENTITY	ROLE
Federal	Economic Development Administration	Project Funding
	Environmental Protection Agency (EPA)	Project Funding
	US US Housing and Urban Development (HUD)	Project Funding
	Small Business Administration	Project Funding
State	Indiana Economic Development Corporation	Project Funding
	Indiana Department of Transportation (INDOT)	Project Funding
	Indiana Finance Authority	Project Funding
	IN - Department of Workforce Development	Job Training Assistance & Coordination
	Venture Capital Entities	Project Funding
Regional	Michiana Area Council of Governments (MACOG)	May need project concurrence for related infrastructure upgrades
	Elkhart County	Concurrence & Potential Funding
	Elkhart County Development Department	Project Concurrence & Assisting with Funding
	IVY Tech - Elkhart Campus	Job Training Courses
Local	City of Goshen	Project Lead & Funding
	Community / Economic Development	Project Management & Funding Coordination
	Engineering	Funding & Project Coordination for Infrastructure Upgrades
	Chamber of Commerce	Concurrence
	Redevelopment Commission	Approval for Potential Financial Incentives
	City Council	Concurrence for Potential Financial Incentives
	Goshen Schools	Concurrence & Potential Adult Courses
	Goshen College	Concurrence & Potential Executive Management Training
	NFP Entities / Foundations	Project Management & Funding

WESTSIDE 9TH STREET REDEVELOPMENT

The westside of 9th Street is likely to be a long term, multi-phase redevelopment initiative that, more than other projects on this list, is likely to be driven as much by the private sector as the public / not for profit sector. Numerous housing development tools and sources are available, though in the short term, methods for land acquisition and partnerships are crucial. As discussed previously, ideal redevelopment opportunities on this land will likely have to lag behind the implementation of one or both of the major infrastructure projects along the Corridor - the Quiet Zone and 9th Street Reconfiguration.



Organization & Roles

Lead Organization: City of Goshen Community Development Department

Core Implementation Team: City of Goshen Community Development, Property Owners, Goshen College, Goshen Community Schools, Private Developers, Not for Profit Developers.

Primary Funding Sources: TIF / CDBG

Action Steps (1-2 year timeline)

- (1) Conduct inventory of land uses, property owners and conditions along 9th Street.
- (2) Determine most appropriate uses for blighted or vacant land (housing, commercial, etc.).
- (3) Explore and create financial packages intended to be used for redevelopment.
- (4) Conduct analysis to include westside property into TIF Redevelopment Plan for the Corridor.
- (5) Establish partnerships with local land owners and community institutions (i.e. Goshen Community Schools and Goshen College) to plan for redevelopment of westside property.
- (6) If appropriate, enter into land acquisition and land banking activities.
- (7) Coordinate Quiet Zone and 9th Street streetscape projects with identified redevelopment opportunities for the westside of the Street.
- (8) Identify projects and establish partnerships.

Sources & Uses

USES		SOURCES	
Site Acquisition / Demolition		Tax Increment Financing	City
Construction / Development		Low Income Housing Tax Credits	IHCDA
Infrastructure		HOME / CDBG	City / HUD
Quiet Zone		Section 108 Loan	City
		Section 202 Funding	HUD
		Quiet Zone Funding	
		9th Street Streetscape	

Partnerships

LEVEL	ENTITY	ROLE
Federal	US Housing and Urban Development (HUD)	Project Funding
	Environmental Protection Agency (EPA)	Project Funding & Site Prep
State	Indiana Housing and Community Development Administration (IHCDA)	Project Approval & Funding
Regional	Elkhart County Council on Aging	Concurrence & Potential Funding Coordination
Local	City of Goshen	Project Lead & Funding
	Community Development Department	Project Coordination & Funding Coordination
	City Redevelopment Commission	Project Concurrence & Financial Incentives
	City Council	Project Concurrence & Financial Incentives
	Engineering	Infrastructure Upgrades Concurrence & Potential Funding
	La Casa	Potential Funding & Potential Management
	Private Developers	Project Management & Funding
	Neighborhood Associations	Concurrence
	Goshen Schools	Concurrence
Goshen College	Concurrence & Potential Partnerships	

DEVELOPMENT INCENTIVES AND STANDARDS

In order to successfully implement many of the projects identified for the 9th Street Corridor, the City of Goshen should create development related capacity in the form of incentives, as well as standards / guidelines.

Financial incentives will assist the City in attracting new employers (or other land uses) to the Corridor. Development Standards will ensure that sites are enhanced enough so that the necessary buffers between industrial and residential uses do not result in negative impacts on surrounding neighborhoods.

One of the core recommendations of this Implementation Plan is to establish a Tax Increment Finance (TIF) District along the 9th Street Corridor. Funding available through such a District will be crucial for both short and long term redevelopment along the Corridor. TIF allows municipalities to utilize future gains in tax revenue to fund current public projects. Increased tax revenue, resulting from the redevelopment

of the TIF District is used to finance current improvements that are necessary to stimulate the redevelopment or development within a given geography. Distressed areas are typically targeted for TIF and allow for public projects that would be considered unaffordable or not fundable.

TIF funding is allocated at the local level which allows municipalities to apply direct control and determine the best use of TIF funds. The flexibility of this type of funding comes from local control, no petition approval is necessary, and there are no debt limits.

Suggested Development Standards are discussed in the Urban Design Plan found in Section 3.5. It is recommended that these standards be prepared by the City Planning Department or a consulting firm for the purpose of adoption and integration into the local zoning code, possible as an Overlay District.

Organization & Roles

Lead Organization: City of Goshen Community Development Department and Planning/Zoning Department

Core Implementation Team: City of Goshen Community Development Department and Planning/Zoning Department, Redevelopment & Planning Commissions, Neighborhood Associations, Goshen Community Schools.

Action Steps (1-2 year timeline)

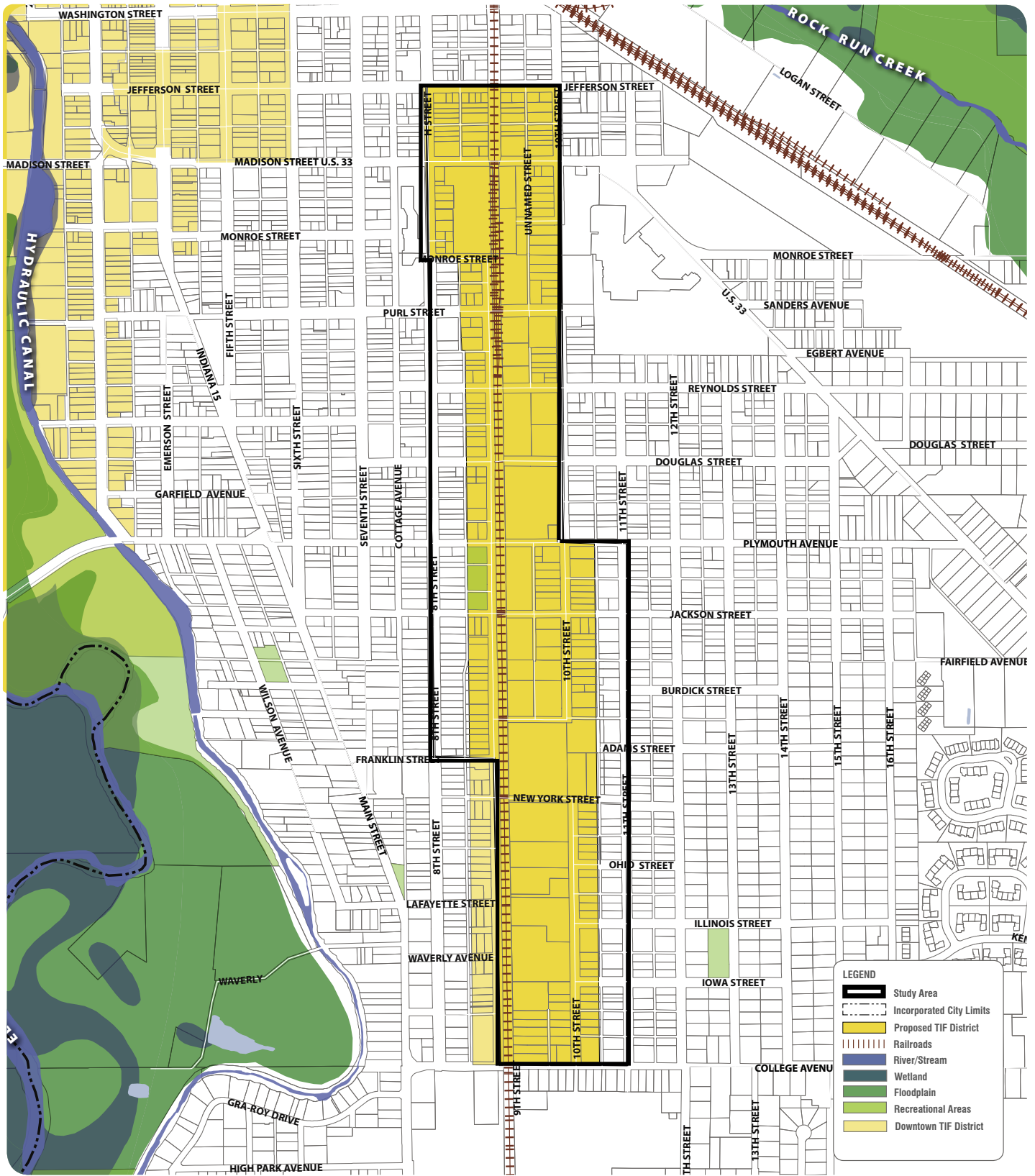
- (1) Research and prepare appropriate development standards for industrial development along Corridor (and in other areas of the City).
- (2) Finalize and adopt standards into local zoning codes.
- (3) Investigate process of creating a TIF District.
 - (3a) Eligibility Analysis - document the manner in which the project meets the statutory tests of eligibility.
 - (3b) Define Boundaries of District.
 - (3c) Prepare Redevelopment Plan.
 - (3d) Hold Public Hearings.
 - (3e) Adopt the TIF Ordinance.
- (4) Consider combining Corridor TIF District with Downtown TIF District.

Sources & Uses

USES		SOURCES	
Business Attraction & Development Assistance		Tax Increment Financing District & Allocation Area	City
Regulation of Industrial Development		Development Standards / Overlay District	City

Partnerships

LEVEL	ENTITY	ROLE
Regional	Elhart County	Project Concurrence
Local	City of Goshen	Project Lead & Funding
	Community Development Department	Project Management (TIF District)
	Planning Commission	Review and Adoption (Development Standards)
	City Redevelopment Commission	Approval and Administration (TIF District)
	City Council	Approvals
	Neighborhood Associations	Concurrence & Approval
	Goshen Schools	Concurrence & Approval (TIF District)



PROPOSED TIF DISTRICT

GOSHEN 9TH STREET INDUSTRIAL CORRIDOR PLAN
 Prepared for the City of Goshen, Indiana

