



Pleasant Run Greenway - Garfield Park

# chapter two

## OVERVIEW OF THE SYSTEM





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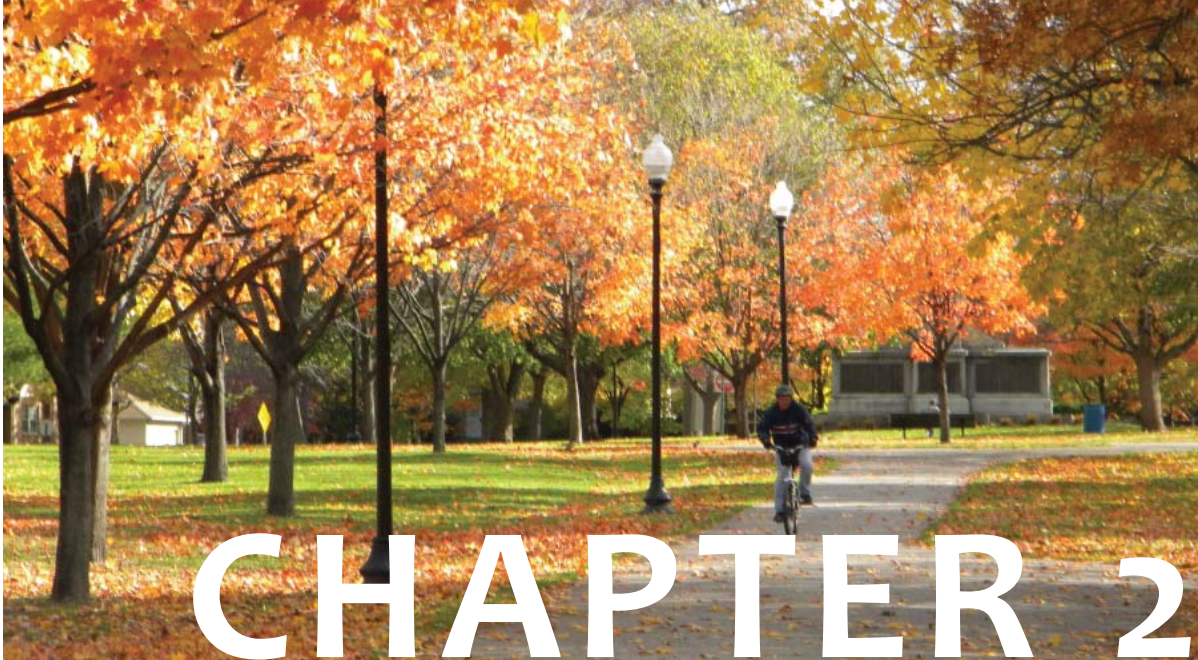
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Significant routes of the Indy Greenways are part of Kessler's Park & Boulevard System.



# CHAPTER 2

## overview of the system

**T**he City of Indianapolis has developed a substantial greenway system. Over the years, the city has developed a core set of greenways and trails that have helped set the standard for other communities in the development of their own system. The Indy Greenways system is one that has provided recreation for residents and visitors while helping to connect them to the city's waterways, parks and cultural resources. More recently, the greenways are increasingly being used for bicycle commuting and to make connections to many of the city's different commercial and neighborhood centers.

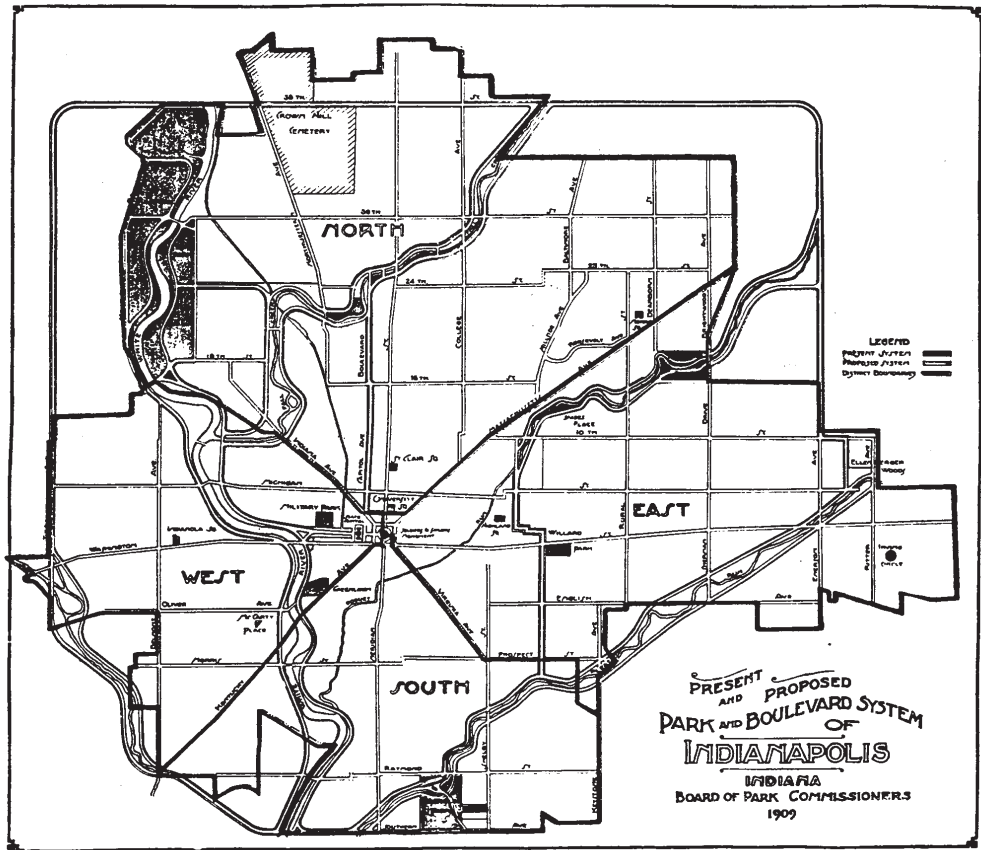
### HISTORY OF THE INDY GREENWAYS SYSTEM

The Indianapolis Greenways system that is in place today is the result of a series of planning efforts that have allowed the system to develop and evolve. The various planning efforts have occurred for over a hundred years and each individual planning effort has left a tangible mark on the city---one that continues to be built upon today. The system reflects the noticeable traits of all of those planning efforts and styles, but more importantly, it reflects the vision established by residents over the years.

#### Early Planning Efforts: From Parkway to Greenway *(excerpts from the Indianapolis Greenways Master Plan, May 1994)*

Indianapolis holds an important place in the early history of comprehensive, countywide parks and recreation plans in the United States. In the latter part of the nineteenth century, civic leaders realized that natural areas within the city were quickly being developed and that the need of citizens for parks and open space was increasing. The city responded by forming the Board of Park Commissioners in 1885 to develop a park system. The city believed that a formal park system would be a way to preserve land for open space and recreational uses and to protect it from future development. To assess the

Park and Boulevard System of Indianapolis, George Kessler, 1909.



**GEORGE E. KESSLER**  
(1862-1923)

George E. Kessler, born in Germany in 1862, moved to the United States at the age of three. He returned to Germany as a young man for instruction in botany, forestry, landscape design, civic design, and civil engineering. In 1882, at the age of 20, Kessler returned to the United States to begin his career. Over the next 40 years, Kessler would provide the landscape design for the 1904 World's Fair in St. Louis and prepare plans for 26 park and boulevard systems, 49 parks, 46 estates & residences, and 26 schools throughout the United States, Mexico and China.

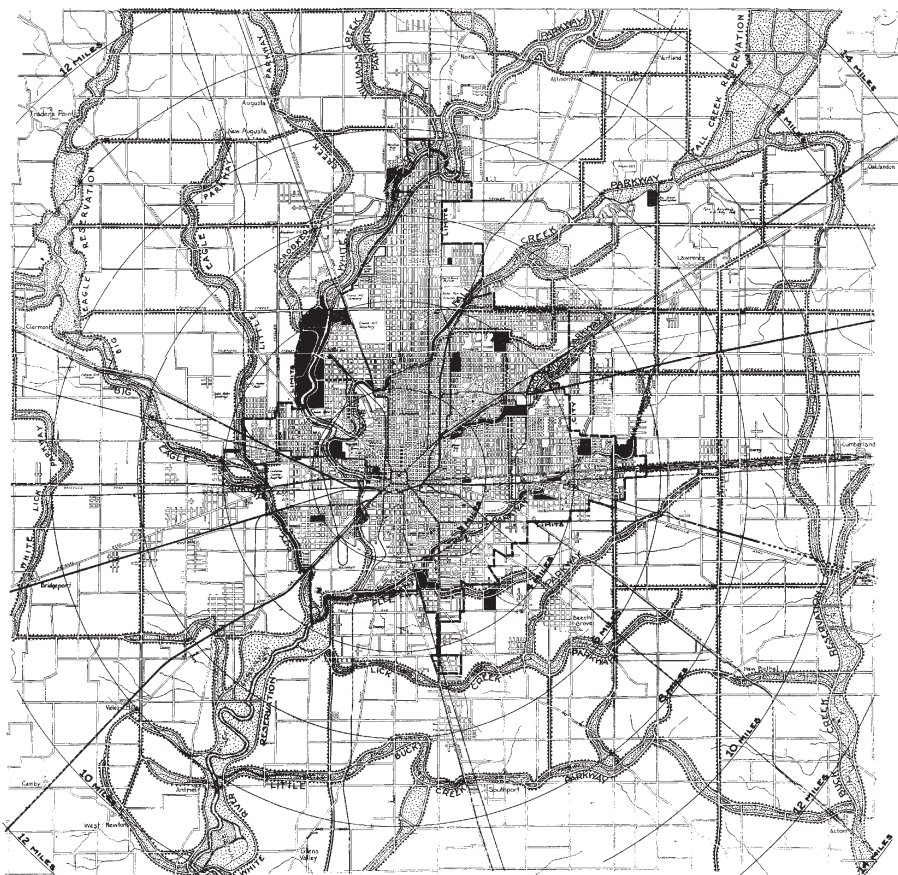
- Source: Indy Parks

city's park needs, the board hired the well-known landscape architect John C. Olmsted, the son of Frederick Law Olmsted. John C. Olmsted developed a six-point plan that called for the development of parkways along rivers and streams. These parkways would connect existing parks and other parks that Olmsted recommended for development. In fact, Olmsted's work initiated the acquisition of land for Brookside Park along Pogues Run and Riverside Park on the banks of the White River.

From 1908 to 1915 city planner and landscape architect George Kessler was retained by the Park Board to serve as the Consulting Landscape Architect to continue implementing and expanding the plan. Prior to coming to Indianapolis, Kessler was the author of a plan for Kansas City's park and boulevard system. At about the same time that Kessler was developing the Indianapolis park system plan, he began work on a park plan for Fort Wayne, Indiana. In his plans for both Indianapolis and Fort Wayne, Kessler argued for reserving land along the city's rivers and streams for parks and using tree-lined boulevards to connect the parks.

The result of Kessler's studies in Indianapolis was his 1909 plan, commonly called the "Kessler Plan." Determined by the physical features of the city, the Kessler Plan proposed a chain of continuous parks that would extend to every neighborhood of the city. By acquiring open spaces adjacent to boulevards, the city could create a series of small neighborhood parks and playgrounds for the entire community. Another key aspect of Kessler's plan was the preservation of low-lying areas near streams and rivers to protect natural floodways. The result of this plan would be a parkway system that would greatly benefit the city.

The legacy of the Kessler Plan is the existing parks and parkways it recommended - White River, Fall Creek, Pleasant Run and Burdsal Parkways, Garfield Park, and the elegant stone bridges Kessler designed throughout the city. His plan also recommended the full development of Olmsted's Riverside Park and Brookside Park. The strength of Kessler's plan was its vision for Indianapolis' future. To this day, Kessler's parks and parkways are the backbone of the Indianapolis Park system. The "Kessler Plan", Indianapolis Park and Boulevard Plan, is recognized as one of the American Society of Landscape Architect's (ASLA) Centennial Award projects, recognizing the 100 most significant works of landscape architecture in the country.



Park and Parkway System of Indianapolis and Marion County, Lawrence Sheridan, 1928.

In 1928, Lawrence V. Sheridan initiated and developed a comprehensive park development plan for the city of Indianapolis and Marion County. He expanded the “Kessler Plan” to the county boundary and included tributaries like Little Buck Creek, Little Eagle Creek and Lick Creek into the plan.

The 1929 plan “The Leisure of the People” provided a comprehensive look at both public and private recreation needs within the city. This plan proposed expansion of park acreage, facilities, and programs and called for the park and school boards to cooperatively plan new sites. The 1929 plan was innovative because it charged civic organizations throughout the city with promoting healthy recreation and better leisure opportunities; also, the plan recommended that land developers and builders should be required to set aside portions of new subdivisions “for perpetual parks and playgrounds.”

The period between 1929 and 1960 saw little planning on the Indianapolis park system. After World War II, Indianapolis and other cities began to expand outward rapidly. Unfortunately, this growth did not include plans for parks and recreational areas to complement and enrich the new neighborhoods that were developing around Indianapolis.

Between 1960 and 1992, six countywide park plans were written. Unlike their predecessors, these plans were developed jointly between two city agencies, the Indianapolis Department of Parks and Recreation (DPR) and the Indianapolis Department of Metropolitan Development (DMD). These cooperative efforts affirmed the important connection between parks and recreation facilities and the quality of life of Indianapolis’ neighborhoods.

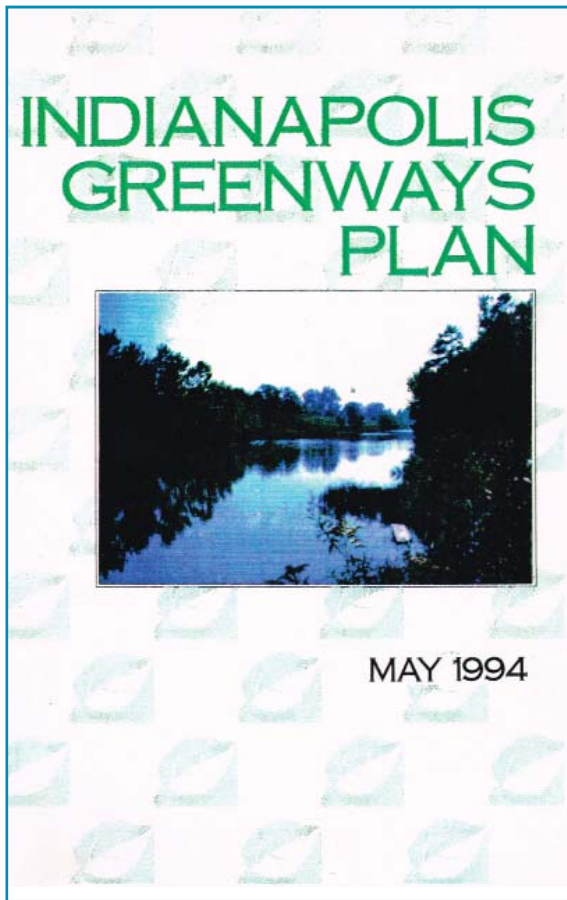
Among the five plans, 1982’s Indianapolis Parkway System Plan is notable because it proposed the development of a countywide parkway system linking newly developed areas with many of the Kessler Plan and Sheridan Plan parkways. The 1982 plan’s intent was to produce a system that was attractive and useful for all—automobile drivers, bicyclists, hikers, joggers, and pedestrians that would provide the freedom of choices for the citizens of Marion County.



**LAWRENCE V. SHERIDAN**  
(1887-1972)

Born in Frankfort, Indiana, Sheridan’s first foray into landscape architecture was a series of jobs in Indiana from 1910 to 1914 working with famed designer George E Kessler. From 1921 to 23 he served as Executive Secretary of the City Planning Commission for Indianapolis, resigning in 1923. He continued to consult with the Park Board, developing a comprehensive plan of park development in Indianapolis and Marion County. He promoted and expanded on Kessler’s park and boulevard plan for Indianapolis that ultimately encompassed 3400 acres. Throughout the 1920s Sheridan refined his design style, favoring integrated landscapes that complemented the surrounding architecture and nature.

- Source: The Cultural Landscape Foundation



The 1994 Indianapolis Greenways Plan was the first comprehensive update of the Kessler Plan since it was published over 100 years ago.

## CONTEMPORARY PLANNING EFFORTS

### 1994 Indianapolis Greenways Plan

*(excerpts from the Indianapolis Greenways Master Plan, May 1994)*

The 1994 Indianapolis Greenways Plan was the first comprehensive update of the Kessler Plan since it was published over 100 years ago. It was the culmination of a three-year effort to plan for the future of the greenway system in Indianapolis. The Department of Parks and Recreation (DPR) and the Department of Metropolitan Development (DMD) received technical assistance from the National Park Service (NPS) and the Indiana Department of Natural Resources (IDNR) during the initial planning stages. This assistance brought a wealth of knowledge regarding greenway planning efforts from around the country and was instrumental in bringing the planning effort to fruition. Following is a description of the efforts of these groups:

- The National Park Service and the Indianapolis Department of Parks and Recreation. This planning effort began in the early 1990's when the DPR started a relationship with the NPS Rivers, Trails, and Conservation Assistance Program. This program assisted citizen groups, private nonprofit organizations, and state and local park planners in protecting and enhancing greenway assets by providing technical expertise, organizing public participation and educating both city officials and the public on mechanisms to implement greenways plans.
- The Rivers, Trails and Conservation Assistance Program. The Rivers, Trails and Conservation Assistance Program elected to provide assistance to the City of Indianapolis in its quest to develop a new Greenways Plan. The chief role this program played in the early stages was to help organize public participation, the program's paramount goal. Public meetings were held in 1992 and 1993 in conjunction with these efforts. These meetings generated considerable interest in the greenway planning process.
- Department of Metropolitan Development. At the same time, DMD was working on greenways planning through its role in guiding the development of the city. In 1990, DMD initiated a series of comprehensive land use plans for Marion County's nine townships. In every township, the comprehensive plans identified linear parks-located along rivers, streams, and historic rail corridors-as-important environmental features and critical areas. The Township Comprehensive Land



Map of the Indy Greenway system from the 1994 master plan.

Use Plans are notable because they involved extensive public input from community leaders, neighborhood associations, and special interest groups, along with technical support from DMD land use planners.

- Greenway Development Board. In 1990, the Indianapolis City-County Council created the White River Greenway Task Force. The council charged the task force with “the mission of researching governmental jurisdictions affecting the river; considering carefully the river’s importance in such areas as recreation, homes, general aesthetics, wildlife, trees, flora, businesses, drainage, agriculture, bridges, the edges of the river, and quarries; and concluding with a practical, imaginative, consensus plan for the future improvement of White River and its banks for the benefit of the people of this city.” A year later, the council established the task force as a permanent committee and made it responsible for “implementing the strategic

plan for the White River linear park/greenway corridor and [its] operation and maintenance.” In 1991, the Mayor and City-County Council created the White River Greenway Development Board by special resolution to continue these efforts. The board, in conjunction with the White River Greenway Foundation, Inc. (WRGFI) (a nonprofit funding source), organized events such as a riverbank clean-up project which removed over 700 tons of trash, involved thousands of volunteers and raised hundreds of thousands of dollars to support the greenway cause.

In January 1994, the board recommended it be reconstituted as the Indianapolis Metropolitan Greenways Commission to reflect the regional interest in the greenways movement and to recommend and support the implementation of 1994 Indianapolis Greenways Plan. In 1995 this commission evolved further when the Indianapolis City-County Council, by general ordinance, established the Indianapolis Greenways Development Committee.



The Fall Creek Greenway was one of the first formal trail routes built as part of the Indy Greenway system.



The Fall Creek Greenway in Indianapolis.

The designated purpose of the Committee is to advise the Board of the Indianapolis Department of Parks and Recreation and to encourage use, preservation and improvement of the Indianapolis Greenways with regard to present and future operations, development, recreation and its natural environment.

The work of DPR, DMD, and the NPS was combined in 1992 when community groups throughout Marion County were surveyed to identify areas where public interest for greenways was greatest. The survey identified 14 corridors as the basis of the Indianapolis Greenways Plan. Later that year, teams consisting of representatives from DPR, DMD, NPS, and IDNR visited each corridor to document existing conditions. This fieldwork served as the basis for public involvement in the Indianapolis Greenways Plan.

In early 1993, the Indianapolis Parks and Recreation Board approved the planning process for the Indianapolis Greenways Plan and focused on input from the citizens of Marion County. Continuing the

public's important role in the development of the 14 corridor plans, citizen leaders from across the county were asked to design the greenways of the future in at least 17 public meetings that took place throughout the county. These meetings, which all occurred during the summer of 1993, were different from earlier public meetings because they focused on specific corridors. Two types of meetings were held—three meetings for each corridor group and three Greenways Steering Committee meetings.

The first public meetings introduced citizens to their study area and the Indianapolis Greenways Plan process. These meetings also prepared citizen members to conduct field trips in their respective corridors to study and record existing conditions. Citizens were introduced to the greenway opportunities that existed in their communities and were given a brief outline of the history of park development in Indianapolis. The participants were divided into corridor groups according to the river, stream, or rail corridor they were most interested in.

Individuals in each corridor group were asked to

select a segment of the corridor, visit it, and make field notes on the corridor's existing conditions. Each citizen was given a corridor segment map to use in the field and an evaluation form. At the conclusion of the meeting, each corridor group was asked to select a team leader to represent the group in Greenways Steering Committee meetings that would take place at a countywide level.











The goal of the second round of meetings was to assist the corridor teams, based on their field observations, in determining how the corridor could be used on a conceptual basis. In these meetings, the corridor groups met and compared their field notes for the first half of the meeting. The groups were asked to reach a consensus on the types of activities and priorities they thought would work best for their corridor. Although representatives from DPR, DMD, and the city's planning consultant were available to assist the corridor groups, the groups were asked to envision the development of the corridors for themselves. At the conclusion of the meeting, team leaders were asked to present their corridor group's vision statements to all in attendance.

The purpose of the final series of meetings was to arrive at a "final design" for the proposed greenway corridors. The first order of business was for the city and its consultant to present to the corridor groups a refined version of the concepts identified at the second round of meetings and to ask for revisions and additional comments. Afterward, corridor team leaders were asked to present the final design of their corridor.

The other aspect of citizen involvement in the 1994 Indianapolis Greenways Plan was the Greenways Steering Committee. This committee was comprised of all the team leaders selected at the first round of corridor meetings. The committee was formed to guide the design of the countywide Indianapolis Greenways Plan in a comprehensive and coordinated manner. Also, the committee encouraged team leaders from across the county to compare and share ideas and resolve possible conflicts where corridors cross or join. When all vision statements were finalized, the Greenways Steering Committee participated in a presentation of findings to the Indianapolis Metropolitan Greenways Commission, the Parks Board, the Metropolitan Development Commission and the City-County Council. There were 14 greenway corridors identified in the 1994 Indianapolis Greenways Master Plan. These are listed below:

- B&O Rail Corridor
- Buck Creek (Conservation Corridor)
- Central Canal Towpath
- Crooked Creek (Conservation Corridor)
- Eagle Creek Greenway
- Fall Creek Greenway
- Grassy Creek (Conservation Corridor)

**current greenway system**

-  **B&O Corridor**
-  **Central Canal Towpath**
-  **Eagle Creek Greenway**
-  **Fall Creek Greenway**
-  **Little Buck Creek Greenway**
-  **Monon Trail**
-  **Pennsy Trail**
-  **Pleasant Run Greenway**
-  **Pogues Run Greenway**
-  **White River Greenway**

Initial construction on the Monon Trail started in 1999. Today, rest areas, trailheads and public art are amenities along the corridor.



The Monon Trail in Indianapolis.

- Indian Creek (Conservation Corridor)
- Monon Rail Trail
- Mud Creek (Conservation Corridor)
- Pleasant Run Greenway
- Pogue's Run Greenway
- White Lick Creek (Conservation Corridor)
- White River Greenway

The corridors identified in the 1994 Indianapolis Greenways Plan reflected the diversity of Marion County—from the densely urban areas along Pleasant Run and White River to the rural landscape along Buck Creek in the southeastern part of the county. In all, the Indianapolis Greenways System envisioned at the conclusion of the 1993 planning effort included eleven river and streams, the 1836 canal towpath and two former rail corridors.

#### Implementation of the 1994 Indy Greenways Plan

Energized by the extensive planning process of the plan, the city embarked on implementing the

recommendations of the plan. In all, the 1994 plan had outlined over 155 miles of potential greenways and the city quickly went to work designing and constructing the foundation of the Indy Greenways system. Between 1994-2002, the city built nearly 28 miles of trails, constructing significant portions of the Fall Creek Trail, Central Canal Towpath, Pleasant Run Trail, White River Trail, and the Monon Rail-Trail. In addition to physical trail construction, significant progress was made on trail-related action items including securing land and memorandums of understanding (MOU) for potential parks and greenways, development of the park rangers, establishing long-term partnerships with community members and corporations, and initiating a new wave of awareness of the greenways and the issues associated with the greenway corridors.

In 1996, the first of two designated “pilot projects” was completed along Fall Creek, establishing the first greenway in the growing system. Planning and design of the second pilot project, the Monon Rail-Trail, began in 1994 and four of its six phases

finished in 1999. These two trails demonstrated the impacts that the greenways could have on a community. The Monon, in particular, with its high number of users along its densely-populated corridor, received rave reviews from both the public and from trail-related organizations around the corridor. It was touted as the example by which other urban rail-trails could develop. Among its recognitions:

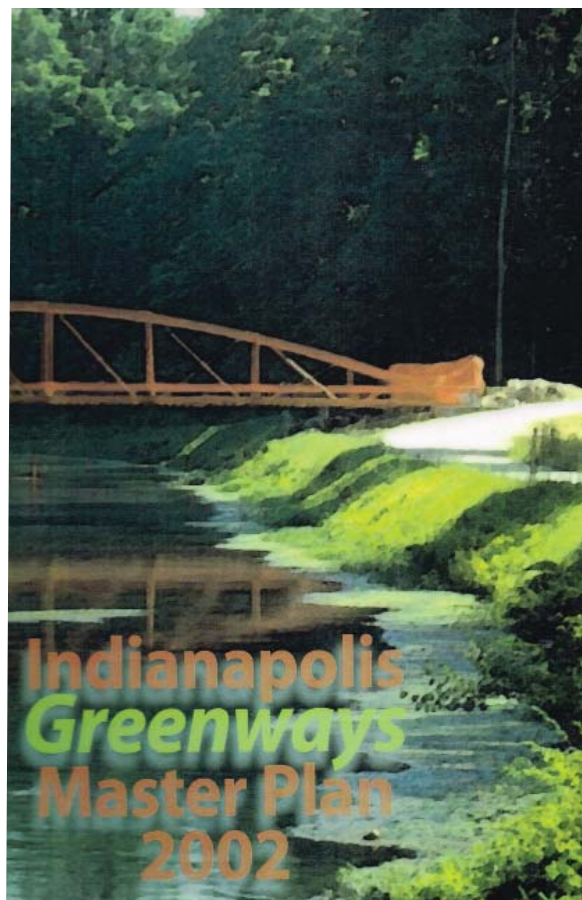
- Two Honor Awards from the Indiana Chapter of the American Society of Landscape Architects (1997, 2005)
- Designated as one of the Country's 100 Centennial Projects by the American Society of Landscape Architects (1999)
- A Monumental Affair Excellence in Design and Development- Honor Award (1996)
- Engineering Excellence Merit Award- Consulting Engineers of Indiana (1997)
- Millennial Trail Designation- Federal Trails Program (1999)
- Millennium State Legacy Trail (2000)
- National Recreation Trail Association Award (2002)

While the Monon received the lion share of the attention and accolades, there were significant portions of other trails completed during this time period as well. By 2002 when the master plan was updated, over 5 miles had been completed on the Central Canal Towpath, 4.75 miles on the White River Greenway, 6.9 miles on the Pleasant Run Greenway, and 3.2 miles of the Fall Creek Greenway.

#### 2002 Indianapolis Greenways Master Plan Update *(excerpts from the Indianapolis Greenways Master Plan Update, 2002)*

In early 1999 the city began the process of updating the 1994 Indianapolis Greenways Master Plan. Realizing that many of the plans envisioned by the public during the previous master planning process were still current and not yet completed, it was determined that the 1994 public vision statements for each undeveloped corridor would be retained in the updated version of the Master Plan. The focus of the 2002 planning process would be to evaluate the public's response to the greenway corridors developed since 1994, consider additional potential greenway corridors, incorporate related planning efforts into the Indianapolis Greenways Master Plan and identify community priorities for future implementation.

Like the 1994 plan, the 2002 update used a series of public meetings and public input tools to evaluate progress on the greenways. The public was also encouraged to make recommendations for new route development. Eleven public meetings were held throughout the process.



2002 Indianapolis Greenways Master Plan.

The focus of the 2002 planning process would be to evaluate the public's response to the greenway corridors developed since 1994, consider additional potential greenway corridors, incorporate related planning efforts into the master plan and identify community priorities for future implementation.

During this process, which took place during the summer and fall of 1999, a number of issues and priorities emerged:

- Expansion - There is an increasing demand for development of a complete system that links the entire county, which will include the development of new trail opportunities or extension and improvement of existing trails.
- Linkages - The public desires more trail linkages from neighborhoods to various community facilities such as schools, parks and churches. These linkages may include alternatives to off road trail systems, such as on road bike routes. The need for linkages between trails and the need for "trail loops" was also noted.
- Support - Plan for and acquire funding for future development and retain and expand resources for adequate long-term maintenance.
- Stewardship - Preserve natural and cultural resources, expand interpretive and educational experiences, and acquire significant corridors suitable for greenway designation.
- Partnerships - Seek partners for improvement projects, development funds, program sponsorships, stewardship activities and educational experiences.

The intense popularity of the greenway projects opened prior to 2002 had the effect of stimulating demand for more greenway facilities in the under-served areas of the county. The plan sought to identify potential areas where greenways could extend recreational opportunities close to areas within the County that were experiencing growth. Significant emphasis was paid to identifying new potential trail routes throughout the county including:

- Newly inactive rail corridors
- Former rail corridors, such as the east west Penn Central line
- Utility corridors, such as dedicated corridors for high-tension electrical transmission lines, utility towers, gas lines, buried pipelines, and water/sewer sanitary easements.
- Major upgrades to existing roadways, which might integrate non-motorized components such as bicycle paths, bicycle lanes, or pedestrian sidewalks as part of a revised Marion County Bicycle Route system.
- Major public works, such as storm water interceptors, flood control and levee construction.
- Partnership with IndyGo to link public transportation options with greenways
- Planned greenways within newly developed residential, commercial or park areas accomplished through zoning commitments or subarea planning.

Highlights of trail development benchmarks as a result of the 1994 and 2002 greenways planning efforts.



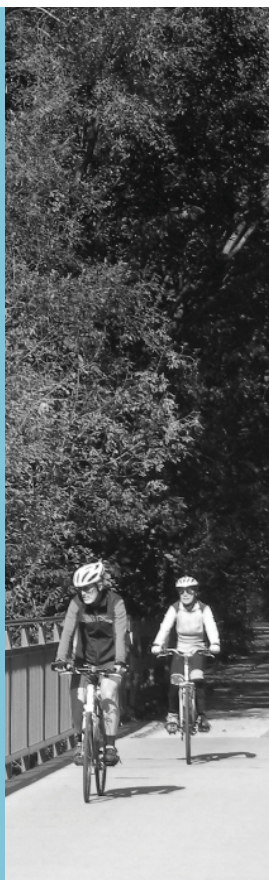
## 1994

First comprehensive update of the Kessler Plan.

## 1995

Indianapolis Greenways Development Committee established by City-County Council.

# GROWTH of the GREENWAYS



## 1999

Four of the planned six phases of the Monon Trail completed.

## 2002

Master plan update identified the Pennsy Trail as a new greenway corridor.

## 2002

Monon Trail receives national Recreation Trail Association Award.

## 2012

Over 60 miles of greenways identified as part of the previous plans have been constructed.

development highlights

- Tributaries like Little Buck Creek, Little Eagle Creek and Lick Creek which were included in both the 1929 Sheridan Plan and 1982 Indianapolis Parkway System. Under-utilized streams like Falcon Creek, which is part of the Lafayette Square Area Plan (1999 DMD Comprehensive Planning).
- Brownfields and areas not used due to environmental constraints.
- Other State, Federal or City owned properties.
- Other surplus land not suitable for construction.
- Alleys and old roadways

A common theme heard throughout the process was completing the original 14-corridor greenway system. Substantial support was identified for trail development along the southern portion of the Monon Rail Trail, trail development along the Eagle Creek Greenway corridor and completion of the Fall Creek Greenway from downtown Indianapolis to Fort Harrison State Park. A strong advocacy for the development of the B & O Rail Corridor was also expressed.

In addition to completing the original planned system, the 2002 update identified a potential new greenway as the Pennsy Greenway, the former Indiana Central Rail corridor that ran from Indianapolis to Richmond. This new greenway would create a recreational corridor on the abandoned rail bed that would serve the east side of Indianapolis.

#### Implementation of the 2002 Indy Greenways Plan

Implementation continued on development of the system following the 2002 plan with nearly 35 miles of additional trail construction. This included completing the Monon Trail and work on the Fall Creek Greenway, Pogues Run, Little Buck Creek, and the Pennsy Rail-Trail.

Since the time that the original 155 miles of greenways and conservation corridors were outlined, a little over 60 miles had been completed by 2012 with more on the way.

The period following the adoption of the 2002 master plan also brought significant changes to the oversight and operations of the greenway system. Indy Greenways was established as a sub-segment of Indy Parks with a separate office and staff dedicated to the further development of the greenway system. Reorganization in the mid-2000s brought oversight of the greenways back into the Parks Department as part of its resource development section. Re-organization in 2013 moved Greenways (and the resource development section) to the Department of Public Works.

**FACT:**  
The 1994 Indianapolis Greenways Plan identified a 14-corridor greenway system.

**FACT:**  
Indianapolis received the Bronze level designation for Bicycle Friendly Community in 2009.

**FACT:**  
Constructed between 2007 and 2013, the Indianapolis Cultural Trail serves as a “hub,” connecting many greenway trails, but it is not an official Indy Parks greenway.

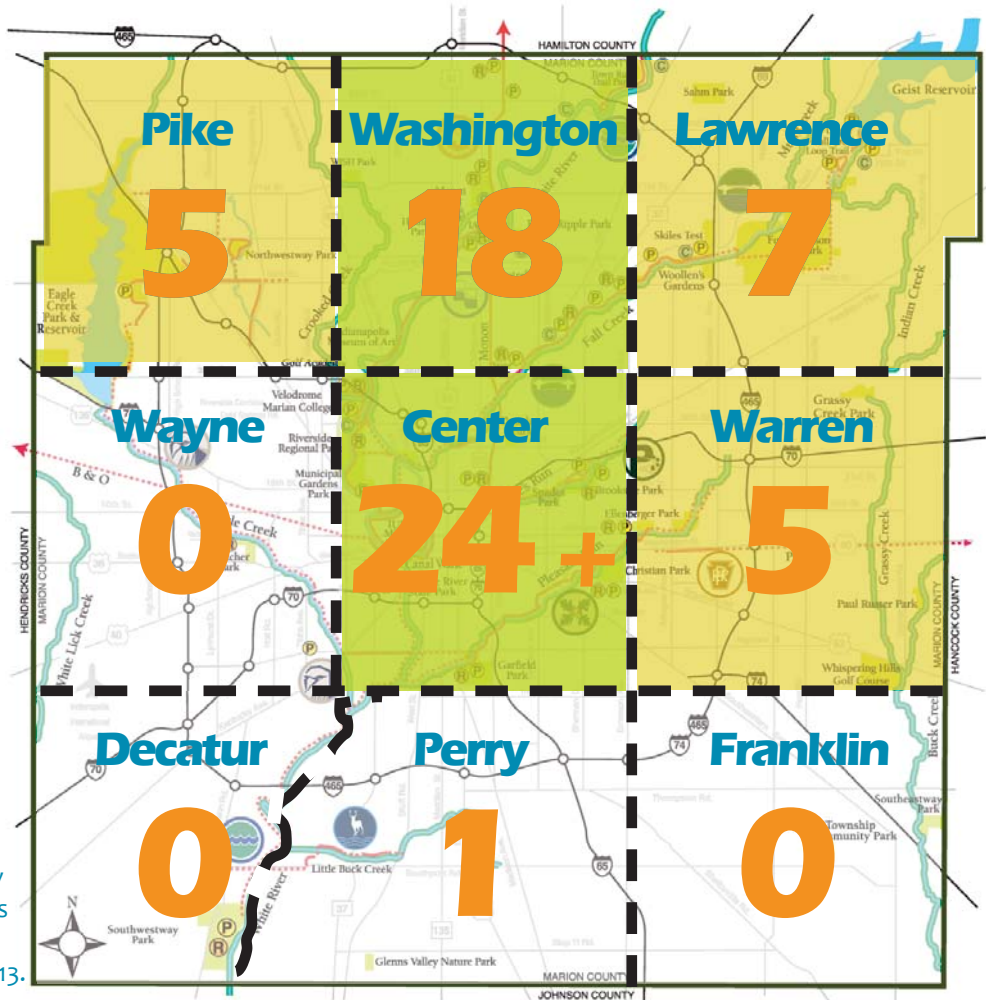


**FACT:**  
The original portions of the Monon Trail and the Fall Creek Greenway were completed in 1996 and were the two “pilot projects” for the growing greenway system.



**FACT:**  
Pleasant Run Greenway is along one the Kessler planned parkways. Today it averages 32,000 trail users annually.

This map of Marion County highlights the current miles of greenways within each township as of summer 2013.



This period also saw the rise of the bicycle culture in Indianapolis. Beginning in 2007, the city focused on developing bike trails and bike lanes and between 2007-2012 over 74 miles of on-street bike lanes were constructed. By 2013, over 100 miles of on-street bicycle facilities had been constructed. A significant number of sidepaths were also constructed as part of the Rebuild Indy effort. These sidepaths provide connections along such major arteries as Michigan Avenue and Georgetown Road. This time period also saw the development and construction of the Downtown Cultural Trail, an 8 mile urban bike and pedestrian facility that circles downtown. It was completed and opened in 2013. In 2009, the City of Indianapolis was designated a Bicycle Friendly Community at the bronze level.

#### INDY GREENWAYS TODAY

Today, Indy Greenways includes nearly 62 miles of greenways under its jurisdiction with an additional five miles coming online by Summer 2014. The system currently consists of ten different segments,

all of which have at least a small portion constructed with the exception of the B&O Rail-Trail. The 62 mile length of trail currently includes an extensive set of mountain bike trails at Town Run Park, which is considered a special use park, not part of the overall greenway system. Several of the early-envisioned future greenways were retained as “conservation corridors” in the plan, but no greenway development has proceeded on those.

In 2002, Indy Parks began doing trail counts along several of the greenways in order to gather data on usage of the system. Each year, as more and more of the system was implemented, the total use counts have risen. In 2012, over 2.8 million total users were counted on the Indy Greenways system.

Predominantly, the greenways in place now are in Washington and Center Townships. These two townships account for over 42 miles of the built system. There are several reasons for this. First, many of the original Kessler-identified parkways are located in this area and much of the early trail

development in the City focused on corridors such as Fall Creek and Pleasant Run where land was already available to the city. The other geographical influence is the Monon Rail-Trail. Its abandoned corridor was first identified in the early 1990s and a series of Federal grants helped complete the entire segment through Center and Washington townships, adding to the constructed trail mileage in the two townships.

Today, Lawrence Township has 7 miles of constructed greenways, Warren has 5 miles, and Pike has 5 miles. Perry Township has only a single mile of constructed greenway trail. Wayne, Decatur and Franklin townships have no built greenways.

The most heavily used greenway in the system is the Monon Rail-Trail. It begins at 10th Street downtown and follows the abandoned Monon rail corridor nearly 10.3 miles north to the Hamilton County line. Between 2008-2012, the Monon averaged 206,166 users annually, with patrons using this trail for both recreation as well as commuting to downtown.

The Fall Creek Greenway is currently the longest greenway in the system. This greenway was one of the early pilot projects and now runs over 9 miles from Central Avenue northeast to Fort Benjamin Harrison State Park. This natural corridor isn't as highly used as the Monon, but between 2008-2012 averaged 30,417 users annually. Two additional segments are currently under construction at the time of this master plan.

Pleasant Run Greenway, another of the Kessler-identified parkways, is over 7 miles long on the near southeast side of the city. It runs through mostly residential neighborhoods along Pleasant Run Parkway. During this same period from 2008-2012 it averaged over 32,000 users annually.

The White River Greenway is a 7.3 mile greenway with an additional two miles currently under construction. This greenway follows the White River from 38th Street on the north to White River State Park. The current construction project will extend it south to Raymond Street and is anticipated to be completed in May 2014.

The Central Canal Towpath, one of two non-asphalt trails in the system, is just over 5 miles. Its route follows the Central Canal from Broad Ripple to 30th Street. It is particularly popular with walkers and joggers.

Pogues Run and the Pennsy Rail-Trail both have approximately 2 miles constructed with ongoing design and acquisition in progress. In 2012, nearly 30,000 users were counted along the Pennsy. No counts are available for Pogues Run, but the Art and Nature Park and Brookside Park are both popular with

TRAIL USERS BY DAY OF WEEK AND HOUR OF DAY FROM 2013 INDY GREENWAY TRAIL COUNTS:

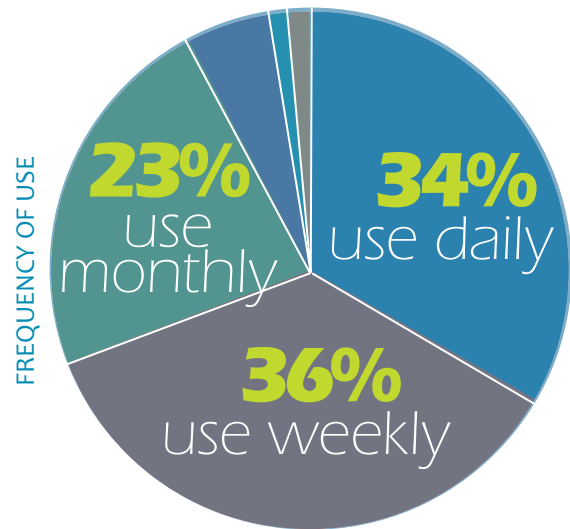


peak use time  
**4:00 pm - 6:00 pm**



**sunday**  
highest use day

FROM 2013 PUBLIC PERCEPTION SURVEY OF THE INDIANAPOLIS GREENWAYS:



REASONS DON'T USE GREENWAYS



walkers and disc golfers.

Little Buck Creek Greenway on the far south side currently has 1.3 miles constructed. The least-used trail in the system, its use is limited by its lack of connections and generally serves only those residential neighborhoods immediately adjacent to the trail.

Finally, the B&O Rail-Trail is the only greenway in the system that is planned, but has no portion constructed within the city. The Town of Speedway is in the initial stages of planning the portion through the town and there is growing pressure for the city to begin work on the sections that connect to Speedway.

### PERCEPTION OF INDY GREENWAYS

As part of the master planning process, an online public survey was conducted to gauge user perceptions of the greenways and to gather public input and ideas for the plan. Over 400 people responded to the survey which questioned how residents use the trail, their perceptions of the trail, and other aspects of their experience with Indy Greenways.

Nearly 36% of those who responded reported that they use the greenways at least once a week with over 33% reporting that they use the greenways more than once a week. The average time per use was between 1-2 hours. Fifty percent used the greenways in the afternoon. Seasonally, the survey indicated equal use during the spring, summer and fall seasons. Only 56% indicated they use the greenways in the winter time.

In terms of use on the individual greenways, 81% of responses indicated that they used the Monon Trail. The next two highest-used trails were the Canal Towpath (52%) and the White River Greenway (52%). These were followed by Fall Creek (44%), Eagle Creek (26%) and Pleasant Run (24%). The predominant uses indicated in the survey were health and fitness (80%) and recreation and leisure (77%). Twenty-eight percent of respondents indicated that they used the trails to commute to work. Of the uses, over 93% used the trails for bicycling and 76% of those respondents classified themselves as "advanced riders." Forty percent of respondents indicated that they use the greenways for walking. Nearly 60% of respondents have to drive to get to a greenway with over 49% having to travel more than 5 miles to get to a greenway.

Respondents to the survey overwhelmingly very positive regarding safety issues when using the greenways. Nearly 96% indicated that they feel safe using the greenways system. Many indicated that there were times, especially after dark, or certain trail segments that they felt less safe, but for the most part, the perception of the general public is that the greenways are safe.

### SURVEY RESULTS FOR REASONS WHY PEOPLE USE INDY GREENWAYS:



- #1** healthy lifestyle
- #2** recreation
- #3** commuting
- #4** errands

### SURVEY RESULTS RATING IF USERS FEEL SAFE USING INDY GREENWAYS?

**YES** 96%

**NO** 4%



### SURVEY RESULTS RATING MAINTENANCE AND CLEANLINESS OF THE GREENWAYS

**50%** well maintained

**42%** somewhat maintained

**8%** not maintained

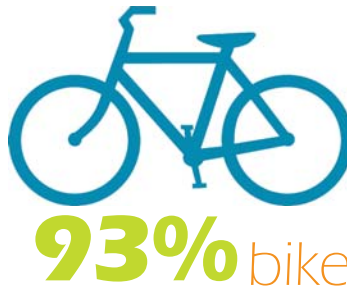
In terms of maintenance, respondents felt that the trails were either well maintained (50%) or somewhat well maintained (42%).

By far, the greatest reason identified by those who do not use the greenways was the lack of greenways near their home.

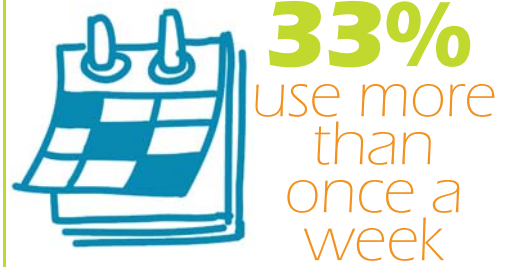
#### 2014 Master Plan Update

In each of the planning efforts for Indy Greenways, a vision was established and the pieces of the system put in place by those plans have left a legacy for the City. But implementation is ongoing. With a growing number of miles of the Indy Greenways system in place, and with growing use and demand for greenway development, renewed emphasis is being made to redefine how the greenway system should be moving forward. In 2013, the city initiated an update to the greenways master plan---a plan that would have to take into account a renewed context of connectivity in the city.

#### SURVEY RESULTS OF MAIN TRAVEL MODES:



#### SURVEY RESULTS OF FREQUENCY OF USE



#### SURVEY RESULTS OF TRAIL USES:



#### SURVEY RESULTS OF GREENWAY ACCESS:





**FACT:**

The total annual trail counts in 2012 was over 2.8 million users!





**The 2014-24 Master Plan**  
will be the third comprehensive plan for the  
Indy Greenways System since George Kessler  
completed his original plan for the Indianapolis  
Park and Boulevard System in 1909.