

Plymouth's Northeast Transit-Oriented Development Plan

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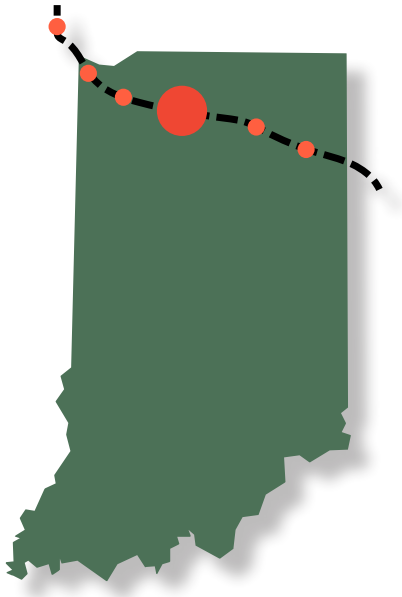
Background

What is a Transit-Oriented Development Plan?

A Transit-Oriented Development (TOD) Plan is a type of subarea plan that guides land use, transportation, and urban design decisions within walking distance of a major transit hub. It is grounded in the principle that locating housing, employment, retail, and civic uses near transit reduces automobile dependence, increases ridership, and creates vibrant, walkable communities. This plan serves as an appendix to the Plymouth Forward 2040 Comprehensive Plan and establishes a framework for the Northeast neighborhood in anticipation of the proposed Midwest Connect passenger rail station and the increased connectivity to US 31 at Lincoln Highway. It provides goals, strategies, and design guidance to ensure that growth around the station is compact, connected, and compatible with Plymouth's small-town character.

Appendix to Plymouth's Comprehensive Plan:

This Transit-Oriented Development Plan serves as a formal appendix to Plymouth Forward 2040, the City's adopted Comprehensive Plan. It builds upon the goals established in that document, particularly Wellbeing Goal 2, which calls for access to all modes of transportation including high-speed rail, and translates them into actionable strategies for the Northeast Neighborhood. Where the Comprehensive Plan establishes Citywide vision, this appendix provides an area-specific framework needed to guide development around the proposed Midwest Connect station and US 31 Interchange. Upon adoption by City Council, its recommendations carry the same policy weight as the parent plan.



Plymouth Moves Together

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01

Introduction & Context

1.1 The Northeast Plymouth Study Area 008

1.2 The Planning Process 010

Introduction and Purpose of the Study

This plan provides guidelines for the development of Northeast Plymouth with a goal to capture the full potential of a new interchange at US 31 and Lincoln Highway and the location of a new train station that parallels the US 30 corridor in northern Indiana. The proposed rail line will connect Chicago to Plymouth and Fort Wayne, Indiana and continue to Columbus, Ohio and Pittsburgh, Pennsylvania. The goal of the subarea plan is to ensure that future land use, development patterns, and the impacts of the proposed rail line enhance the community's development through a proactive response.

Recent developments have brought immediate and renewed interest in the future of the Northeast Neighborhood of the city. These developments include the adoption of the ProPEL US 30 West accessibility plan which lays out a pathway for the City's development along this corridor, and recent discussions and advancements for the Northern Indiana Passenger Rail Association (NIPRA) plan utilizing existing Pennsylvania Railroad right of way through Plymouth.

The City of Plymouth is poised for significant growth and investment and wants to ensure that this growth is best captured to maximize its impact, particularly in the northeastern part of the city. Through a review of the city's Comprehensive Plan and Zoning Ordinance, and information gathered through public input combined with an assessment of the current state of transportation in the region, this plan provides options for the future development of Northeast Plymouth.

The Northeast Plymouth Study Area

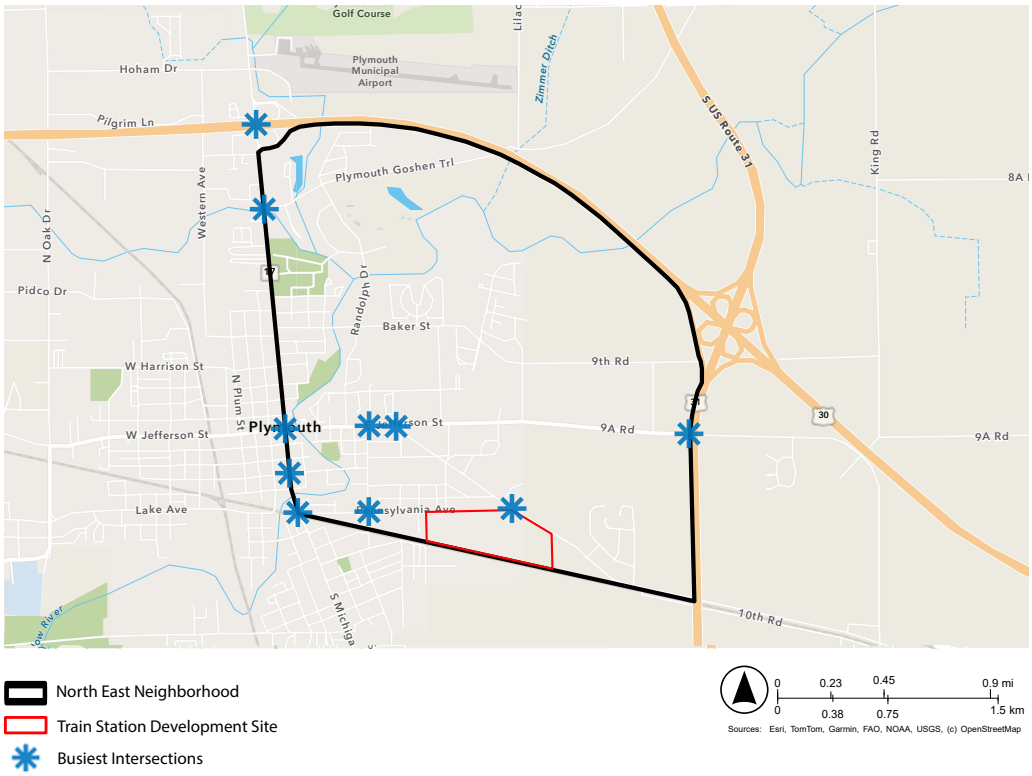


Figure A1.1: Study Area Boundary and Major Street Intersections

Figure A1.1 delineates the project area, bounded by Michigan Street to the west, the Pennsylvania Railroad line to the south, US 31 to the east, and US 30 to the north. The boundaries extend approximately 1.54 miles (west), 1.72 miles (south), 1.35 miles (east), and 2.02 miles (north), encompassing a total of 1,874.47 acres.

Within the project area are several key intersections that impact traffic circulation as shown in Figure A1.1. These include the intersections at Pennsylvania and Michigan, Plymouth Goshen and Michigan, US 30 and Michigan, and US 31 and 9A that has severely restricted turning maneuvers.

At the US 31 and 9A intersection, movements are heavily restricted, with no northbound turn from eastbound traffic, no eastbound turn from southbound traffic, no southbound turn from westbound traffic, and no east–west through movement. While limited modifications have been made for emergency access, the intersection remains constrained for general traffic and the pavement continues to deteriorate.

A key consideration in this spatial framework is reconciling the needs of motorists, bicyclists, pedestrians, public safety personel and future passenger rail users, ensuring the transportation network functions as a seamless and safe, integrated system for all.

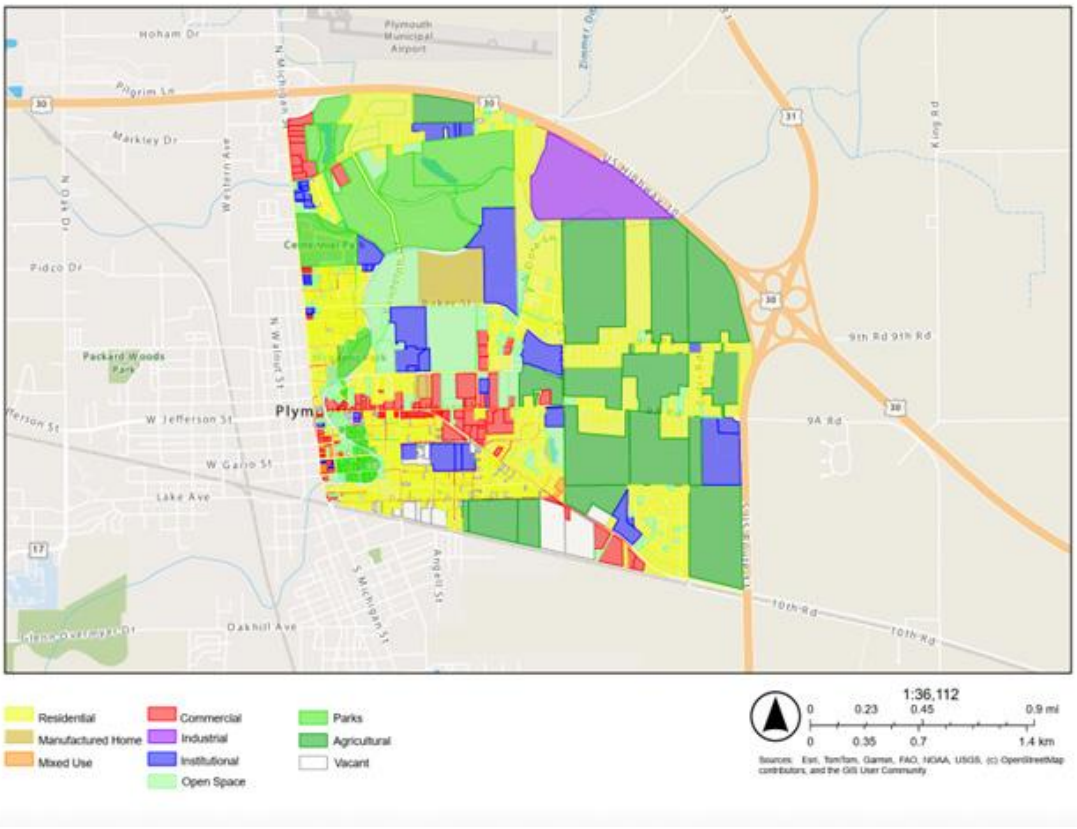


Figure A1.2: Major Land Uses in the Study Aarea

Figure A1.2 shows the exsisting major land uses in the project area. They include a site for the proposed train station, the downtown and central business district of Plymouth along Michigan Street, as well as the higher density City core where a mix of uses are located, the High School, Junior High, and a couple of elementary schools as institutional uses, agricultural and undeveloped land to the northeast, and a residential subdivision to the southeast. Much of the undeveloped land is due to reduced accessibility to US 31 from the early 2000's safety improvements at 9A Road.

The Planning Process



Figure A1.3: Flowchart of the Planning Process.

The development of the Northeast Transit-Oriented Development Plan followed a methodical, multi-phase planning process designed to ensure that the plan reflects the community's needs, aspirations, and local experiential knowledge. Working in collaboration with the City of Plymouth and guided by input from residents, stakeholders, and a Steering Committee, the planning team followed a comprehensive process that included discovery, data analysis, and the development of the plan. Once completed, it is expected that the City Council will adopt the proposal as an amendment to the Plymouth Forward 2040 Comprehensive Plan and implement the plan, maintain ongoing monitoring of its impacts, and make changes along the way as appropriate (see Figure A1.3).

Discovery: The discovery phase included document review, data analysis, field assessment, community survey, and a public forum. Each phase of the process built upon the findings of the previous one, culminating in a plan rooted in both data and community voice.



Figure A1.4: Plymouth Indiana Comprehensive Plan Image

Document Review: The planning process began with a thorough review of adopted plans, policies, and regulatory documents to establish a foundational understanding of Plymouth and the Northeast Study Area. Documents reviewed included the Marshall County Comprehensive Plan, the Plymouth Forward 2040 Comprehensive Plan (see Figure A1.4), the Plymouth Zoning Ordinance, and the ProPEL US30 West Document Library. The team also examined City Council minutes from 2024 to 2025, Plan Commission minutes from 2025, the City of Plymouth's Fiscal Year 2026 Budget, and public sentiment expressed on social media regarding Marshall County and Plymouth. This review provided critical insight into the planning context, regulatory framework, and community priorities that have shaped Plymouth's development trajectory.

Census Data Analysis: Concurrently with the document review, the team conducted an analysis of demographic, socioeconomic, and market data for Plymouth and the study area using ESRI Business Analyst. Reports generated through this platform included population summaries, housing and community profiles, labor force data, business inventories, crime statistics, retail market potential, and traffic count analyses. Together, these data sources offered a detailed snapshot of existing conditions within the City and the Northeast Subarea, establishing a baseline from which to identify opportunities and challenges for future development

The Planning Process

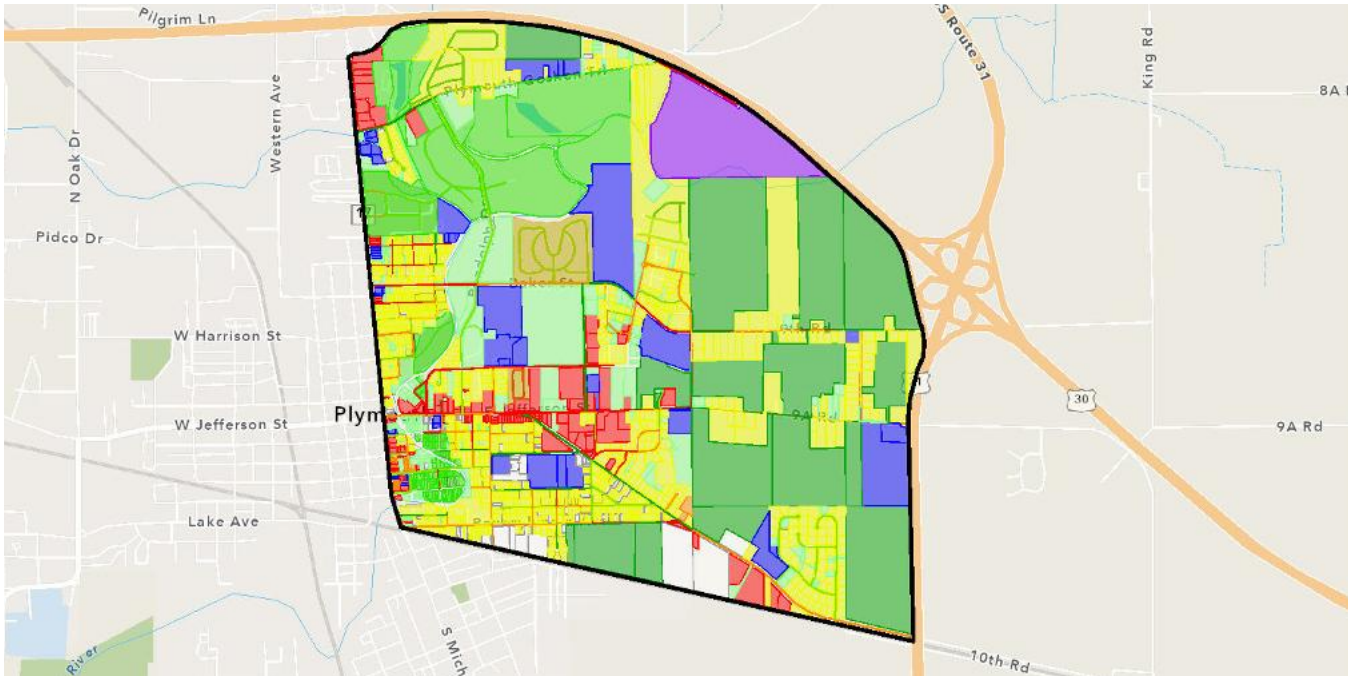


Figure A1.5: ArcGis Field Land Use Map

Field Assessment:

To supplement the secondary data analysis, the team developed a field assessment methodology to evaluate conditions at the parcel and street level throughout the study area. For each parcel, the assessment documented the category of land use (see Figure A1.5), structural quality, and occupancy status. Parcels were also evaluated for their significance as community landmarks or gateways, with descriptions and locations recorded where applicable. The street assessment examined roadway quality, sidewalk presence, and sidewalk condition throughout the survey area.

The field assessment was built in ArcGIS and data were collected using the ESRI Field Maps application. A total of 1,793 parcels were observed and assessed. Due to inclement weather conditions during the assessment period, evaluations were conducted using Google Street View imagery to ensure comprehensive and consistent data collection across all parcels and streets. All observations regarding street and sidewalk quality were verified for accuracy by City of Plymouth officials and the Steering Committee members.



Figure A1.6: Map of Plymouth, Indiana with markings from the Community Forum

Community Survey:

Understanding resident perspectives was essential to informing the plan's direction, particularly regarding transit-oriented development in the Northeast Study Area. The team designed and administered a community survey through Qualtrics to gather public input on the proposed development, preferences for uses and amenities around the future train station, and expectations for the station itself. Survey questions were developed by the planning team and confirmed by the City's Planning Director prior to distribution. The survey was made available to Plymouth residents via an online link, with questions organized across four categories: attributes, attitudes, behaviors, and beliefs. The responses provided valuable insight into how residents envision the future of the Northeast Study Area and the role of transit-oriented development in Plymouth's growth.

Community Forum:

The final phase of the engagement process involved a community forum, held in coordination with the Steering Committee. The forum was structured to encourage meaningful dialogue and collaborative visioning among attendees. Participants were organized into small groups to discuss a series of questions focused on the Northeast Study Area (see Figure A1.6) and transit-oriented development opportunities. Following the small group discussions, each group shared their ideas with the broader audience, ensuring that a wide range of perspectives were heard and documented. The input gathered at the forum, combined with findings from the survey, data analysis, and field assessment, provided the foundation for developing the subarea plan.

02

REGIONAL & LOCAL CONTEXT

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Regional & Local Context

Plymouth sits at the intersection of US 30 and US 31, positioning it as a key node for economic activity and transportation investment in northern Indiana. The proposed Midwest Connect passenger rail would link Plymouth to Chicago, Fort Wayne, and Pittsburgh, expanding regional access. Combined with recent corridor studies, this moment presents a clear opportunity to shape Plymouth's growth and role within the broader Midwest network.

At the local level, Plymouth Forward 2040 provides the policy foundation for this subarea plan. The Comprehensive Plan identifies the Northeast Neighborhood as an area of transitional mixed uses and rural management, recognizing its potential for thoughtful intensification. Key planning documents including the ProPEL US 30 West study and the Marshall County Housing Needs Assessment further inform the strategies presented here, establishing transportation improvement priorities and housing production targets that directly shape the recommendations for the Northeast study area.

Understanding both regional and local context is essential for planning the Northeast area. Rail investment, highway improvements, and demographic shifts create demand that local policy must guide. The following sections outline existing conditions, policy frameworks, and community characteristics that define key opportunities and constraints, forming the basis for the development plan and its recommendations.

Local Context of the Subarea Plan

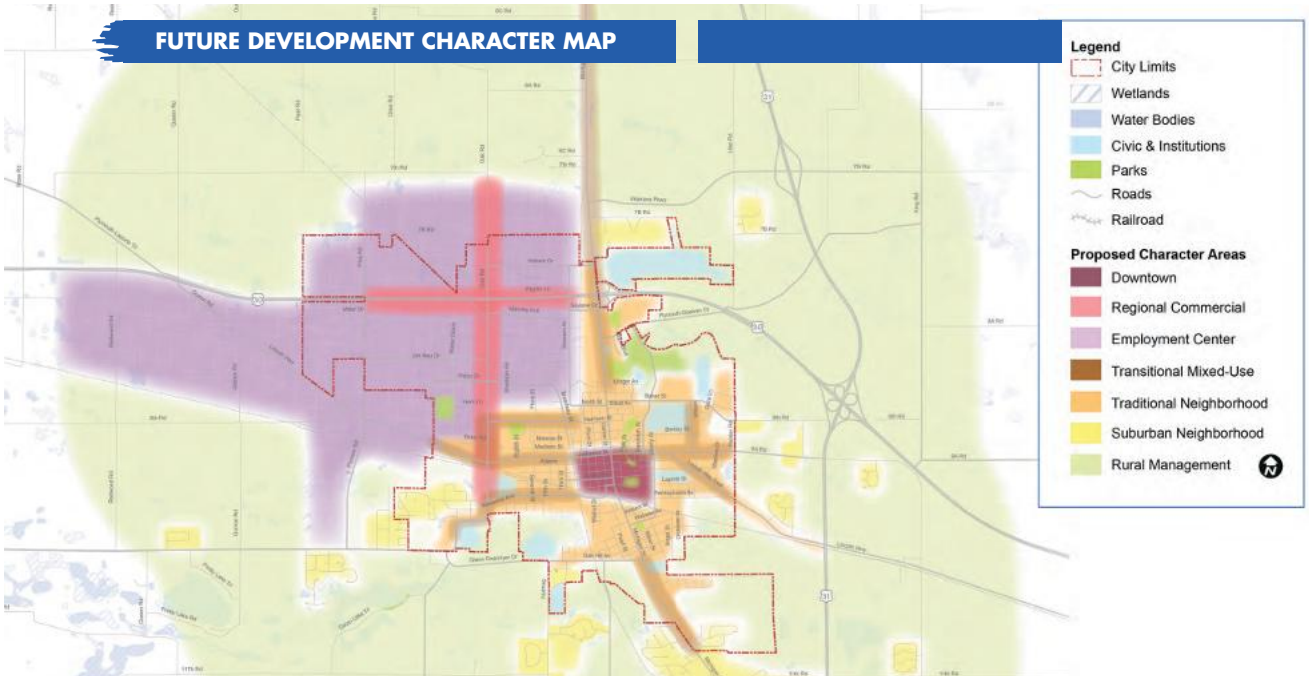


Figure A1.7: Plymouth Forward 2040 Future Development Character Map

The subarea plan is built on Plymouth 2040, the City's comprehensive plan that was adopted in 2023. The plan outlined proposals to guide the City's development to achieve several strategic goals including housing, transportation, infrastructure, and economic development. A key aspect of the comprehensive plan was the development of guidelines for different character areas of the City, aimed at promoting the development of the City's neighborhoods while also preserving and enhancing their unique characteristics.

The Northeast Neighborhood is characterized by transitional mixed uses, and suburban style development, but mostly by a large area of rural undeveloped land, classified in the comprehensive plan as "rural management". The rural management designation comprises residential and agricultural uses that help to maintain the rural character of the City and support local agriculture. The neighborhood is characterized by multiacre single-family housing, undeveloped land, open spaces, and environmentally sensitive areas (See Figure A1.7).

Growth Goal 2 of Plymouth 2040 requires the City to provide access for all modes of transportation including high-speed rail and public transportation. The plan also acknowledges the need for diverse housing and transportation options, educational opportunities, vibrant destinations, recreational amenities, cultural arts, collaborative partnerships, and sustainable growth" (Plymouth Forward 2040).

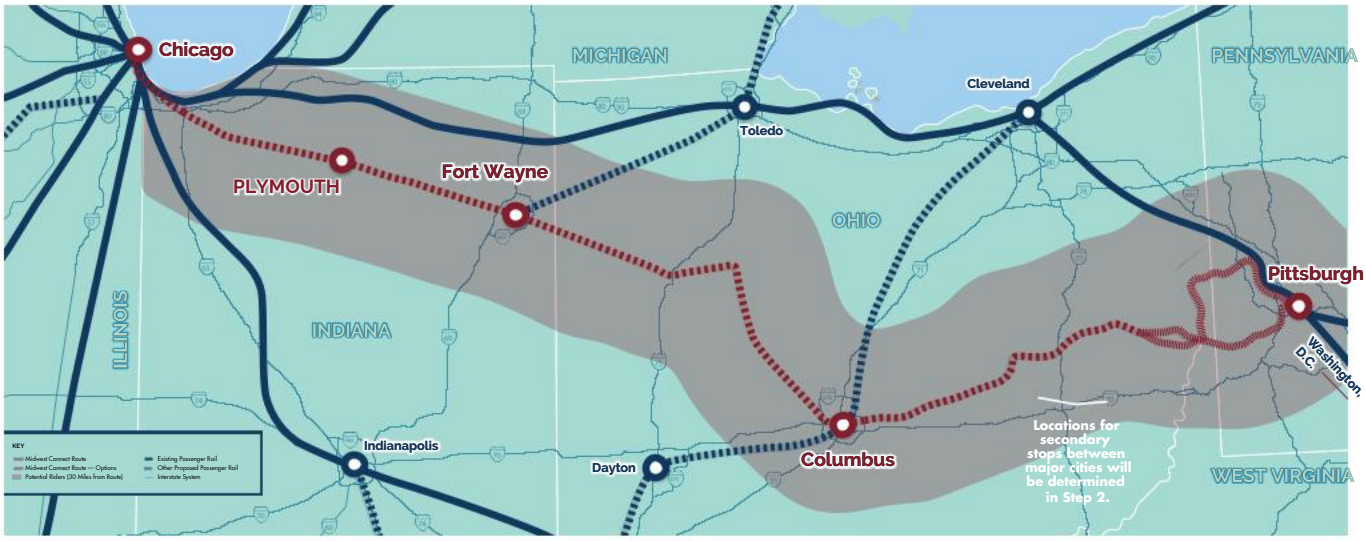


Figure A1.8: The proposed Midwest Connect Rail Line.

Midwest Connect is a proposed intercity passenger rail service that would link Chicago, IL to Pittsburgh, PA, passing through northern Indiana and central Ohio (See Figure 6). The corridor would run through communities including Plymouth, Fort Wayne, and Columbus, OH, offering a new travel option for Plymouth. A stop along this corridor represents a significant shift in the City's regional accessibility, connecting residents and businesses directly to major metropolitan centers to the west and east. The project is being advanced through coordination between state and federal partners and aligns with broader national goals to restore and expand passenger rail service across the Midwest. The primary partners of the Midwest Connect Team are the City of Fort Wayne, the Mid-Ohio Regional Planning Commission, and the Southwestern Pennsylvania Commission (See Figure A1.8).

Local Context of the Subarea Plan

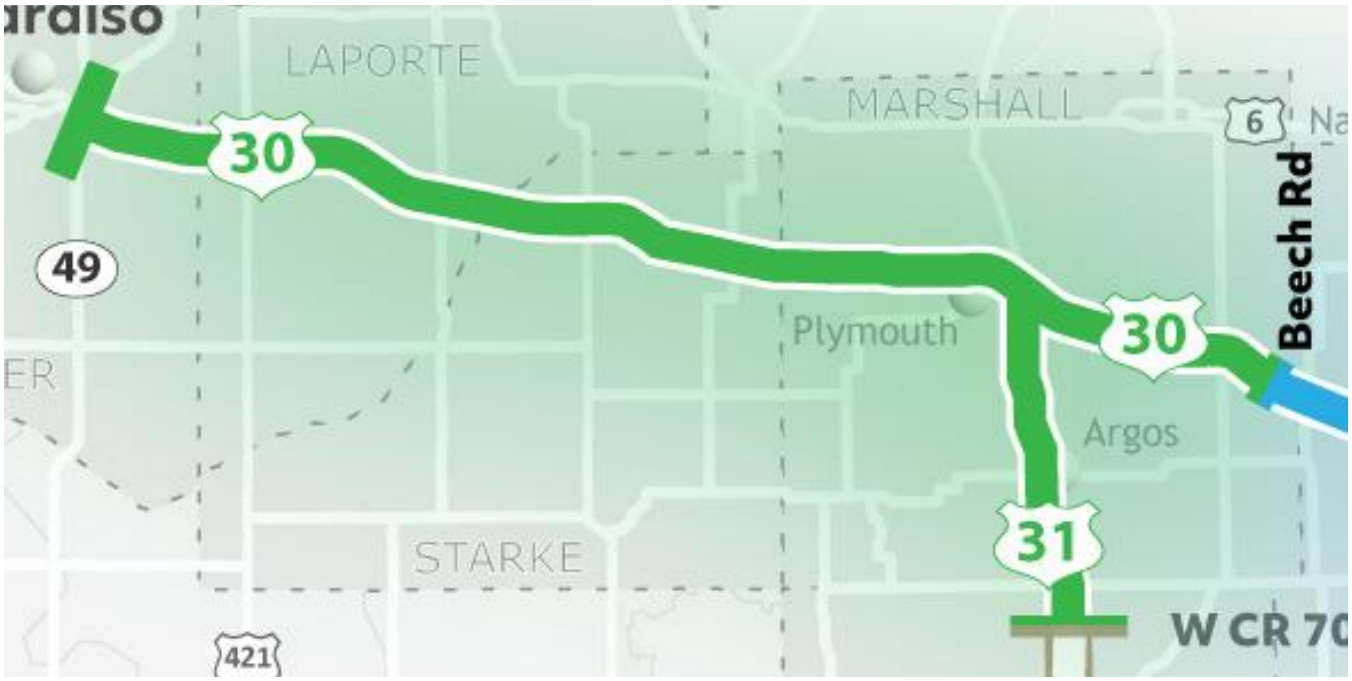


Figure A1.9: North West Indiana ProPEL US 30 Study Image. Source

The ProPEL US 30 West study was produced by CDM Smith for INDOT in 2025 and includes US 30 from SR 49 in Valparaiso to west of Beech Road in Marshall County (approximately 53.2 miles). As shown in Figure A1.9, the study area also includes US 31 from the US 30 interchange in Marshall County to CR 700 North in Fulton County (approximately 13.9 miles).

The study identified the following goals:

- Economic Development: Provide transportation infrastructure to support local economies.
- Transportation: Provide options for various users.
- Multimodal access and connections: Accommodate non-motorized, transit, and active travel modes across the corridor.
- Emerging technologies: Use emerging technologies and related infrastructure, including alternative fuel, autonomous, or connected vehicles.
- Fiscal and environmental impacts: Identify responsible improvements that minimize impacts on human and natural environments.
- Corridor character: Maintain the architectural and historic character of communities.
- Local access: Balance transportation improvements while maintaining and improving access.



Figure A1.10: The South Shore Line Created by NICTD. Source

The South Shore Line is the last remaining interurban electric railroad in the US, connecting Millennium Station in Chicago, IL to South Bend, IN (see Figure A1.10). This line is operated by the Northern Indiana Commuter Transportation District (NICTD) and provides passenger rail services through the northern Indiana communities of Hammond, Gary, Michigan City, and South Bend via the Lakeshore corridor.

The South Shore Line demonstrates the demand that Indiana residents, such as those in Plymouth, have for commuting to Chicago. The line has served the region for over a century and continues to carry hundreds of thousands of passengers annually. Recent investments, including the Monon Corridor Extension and the Double Track NWI project, have expanded and improved service capacity throughout the region. The Monon Corridor specifically adds stops south of Hammond with stops in South Hammond, Munster Ridge, and Munster/Dyer.

Local Context of the Subarea Plan

Intersection	Proposed Modifications
US 30 and Michigan Street	Add/Extend Acceleration/Deceleration Lanes
US 30 and Plymouth Goshen Trail	Add or Lengthen Turn Lanes
	Add/Extend Acceleration/Deceleration Lanes
	Cross Road Overpass/Underpass
	Unsignalized Intersection Improvements
US 30 and US 31	Add/Extend Acceleration/Deceleration Lanes
US 31 and 9A Road	Cross Road Overpass/Underpass
US 30 and King Road	Add or Lengthen Turn Lanes
	Add/Extend Acceleration/Deceleration Lanes
	Cross Road Overpass/Underpass
	Signalized Intersection Improvements
	Unsignalized Intersection Improvements
US 31 and Michigan Road	Add or Lengthen Turn Lanes
	• Convert to Interchange
US 31 and King Road	Add or Lengthen Turn Lanes
	• Add/Extend Acceleration/Deceleration Lanes
	• Cross Road Overpass/Underpass
	• Signalized Intersection Improvements
	• Unsignalized Intersection Improvements

Table A1.1: ProPEL suggested improvements to intersections.

Specific road improvements were suggested at several intersections in Plymouth as shown in Table 1. Of importance in the project area are the intersections at US 30 and N. Michigan Street, US 30 and Plymouth Goshen Trail, and US 31 and 9A Road as these would have direct effects on traffic flow in the area (See Table A1.1).

These proposed modifications also align with findings from the 2023 Planning Study for US 30 and US 31, which evaluated long-term access and safety improvements along both corridors in the Plymouth vicinity.

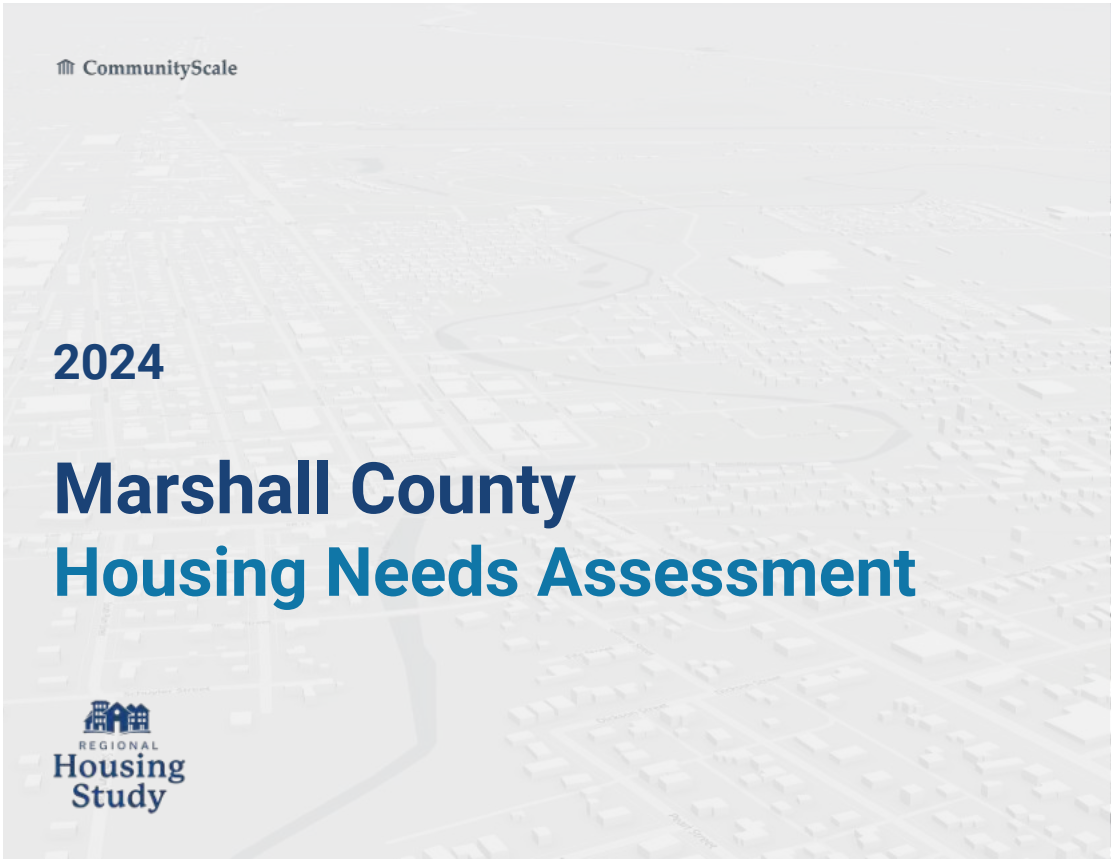


Figure A1.11: Marshall County Housing Needs Assessment (Source, 2024)

The Marshall County housing needs assessment report was prepared by (Figure A1.11) Community Scale in 2024. The study details the types and variety of housing that are needed in the county. Additionally, it suggests housing production targets for the county over the next 10 years.

According to the authors, the housing need in Marshall County is driven by 4 primary factors: affordability gaps, downsizing, organic growth, and the workforce population. Based on the assessment, it was determined that 3,775 housing units would be needed in the county over the next ten years. As one of the economic growth poles in the county, Plymouth will bear its fair share of this housing demand.

Local Context of the Subarea Plan

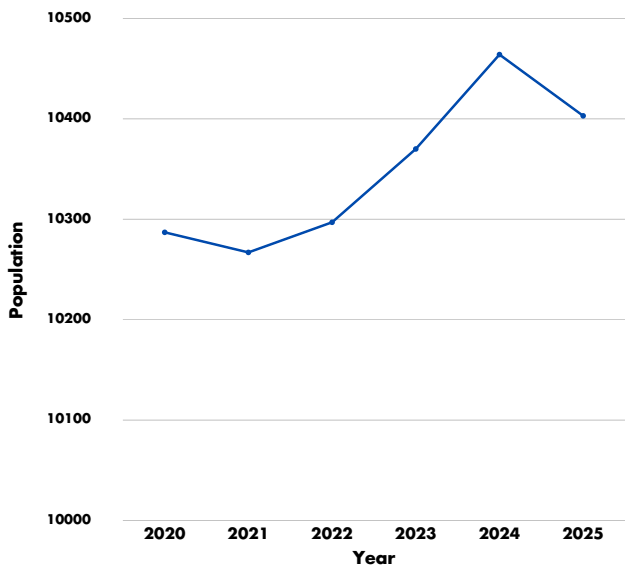


Figure A1.12: Population change in the City of Plymouth, Indiana

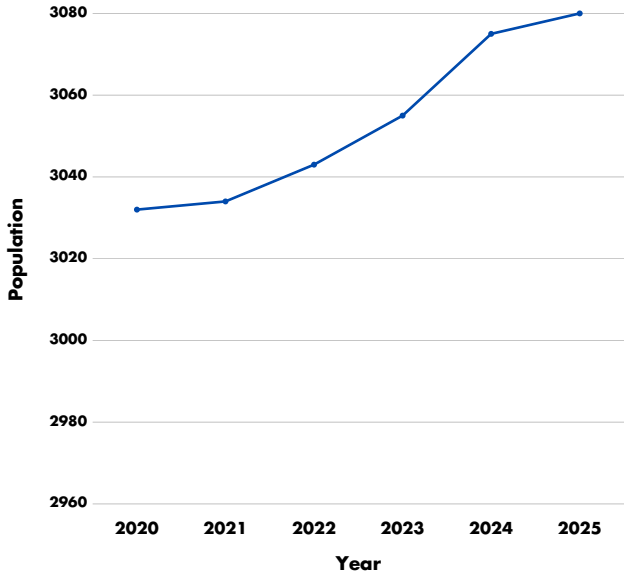


Figure A1.13: Population change in the Northeast Neighborhood

Socioeconomic Profile

The socioeconomic characteristics of Plymouth and the study area are revealed through an analysis of Census data pertaining to housing, labor force, retail demand, and the area's community profile.

Demography

The Northeast study area has a total population of 3,080 residents (Figure A1.13) compared to that of Plymouth, which has a population of 10,506 residents (Figure A1.12). It is important to note that not all of the Northeast study area is incorporated within the City of Plymouth; portions of the area fall within unincorporated Marshall County. Taken together, the study area accounts for approximately one-third (29%) of the total City population. Figures A1.12 and A1.13 show that while the population in the study area grew between 2024 and 2025, the City's population declined in the same period.

	City of Plymouth		Northeast Neighborhood	
	Value	Percentage(s)	Value	Percentage
Population	10,506	100%	3,080	29.30%
Daytime Population	16,328	155.42%	3,860	125.32%
Total Households	4,163	100%	1,417	34.04%
Total Housing Units	4,620	100%	1,539	33.31%
Population 65+	1,896	18.05%	776	25.20%
Household with a Disability	1,165	27.98%	405	28.58%
Worked in State and in County of Residence	3,403		1,595	
Worked in State and Outside of County Residence	1,491		537	
Worked Outside of State of Residence	216		33	

Table A1.2: Demographic Value(s) of the Northeast Neighborhood

Despite housing roughly a third of Plymouth's residents, the neighborhood carries a disproportionately high daytime population of 3,860, reflecting a daytime population rate of 125.32% relative to its residential base. This indicates that the Northeast Neighborhood attracts substantially more workers and visitors during business hours than it exports, making it a net daytime destination within the City. The neighborhood also contains a notable concentration of vulnerable populations, with 776 residents aged 65 and older representing 25.20% of its population, and 405 households reporting at least one member with a disability, accounting for 28.58% of neighborhood households. These figures suggest that transit accessibility and pedestrian infrastructure in this neighborhood carry particular importance for residents who may have limited transportation alternatives.

The commuting patterns of the Northeast Neighborhood reveal a workforce that is predominantly locally anchored but with meaningful regional connections. Of the neighborhood's working residents, 1,595 work within both the state and county of residence, suggesting strong local employment ties that a well-positioned transit station could serve effectively. An additional 537 residents commute within the state but outside of the county, pointing to a segment of the population that could directly benefit from improved commuter rail connectivity to regional employment centers. Only 33 residents work outside of the state entirely, indicating that long-distance commuting is not a dominant pattern. Taken together, these characteristics suggest that the Northeast Neighborhood's workforce is well-suited to benefit from transit-oriented investment, particularly options that strengthen intra-regional connections within Plymouth's broader county and state labor market geography (See Table A1.2).

03

EXISTING CONDITIONS

3.1 Current Land Uses 026
3.2 Employment and Business Profile 028
3.3 Transportation and Circulation 030
3.4 Local Context and Subarea Plan 032
3.5 Pedestrian Infrastructure 034

Existing Conditions

A thorough understanding of existing conditions is the foundation of effective planning. This section documents the Northeast study area across four dimensions: demographics, land use, transportation, and community preferences. Together, these analyses establish a baseline to identify opportunities and challenges. Findings draw from Census data, field assessments, a Qualtrics community survey, and a public forum coordinated with the Steering Committee.

The Northeast study area encompasses approximately 1,874 acres and a population of 3,080, about 29 percent of Plymouth's total population. Land uses are primarily residential and agricultural, with commercial activity along Michigan Street and US 30. Transportation reflects an auto-oriented pattern, with limited pedestrian and bicycle infrastructure, a fragmented street network, and limited public transit. These conditions present both challenges and opportunities as new investment is anticipated.

Community preferences from the survey and public forum highlight support for walkability, mixed-use development, and expanded recreational amenities, while maintaining neighborhood character. Residents favored trail extensions, improved sidewalks, and nearby restaurant and retail options. These preferences inform the plan's goals and strategies, ensuring proposed improvements align with the priorities of those who live and work in the Northeast area.

Current Land Uses

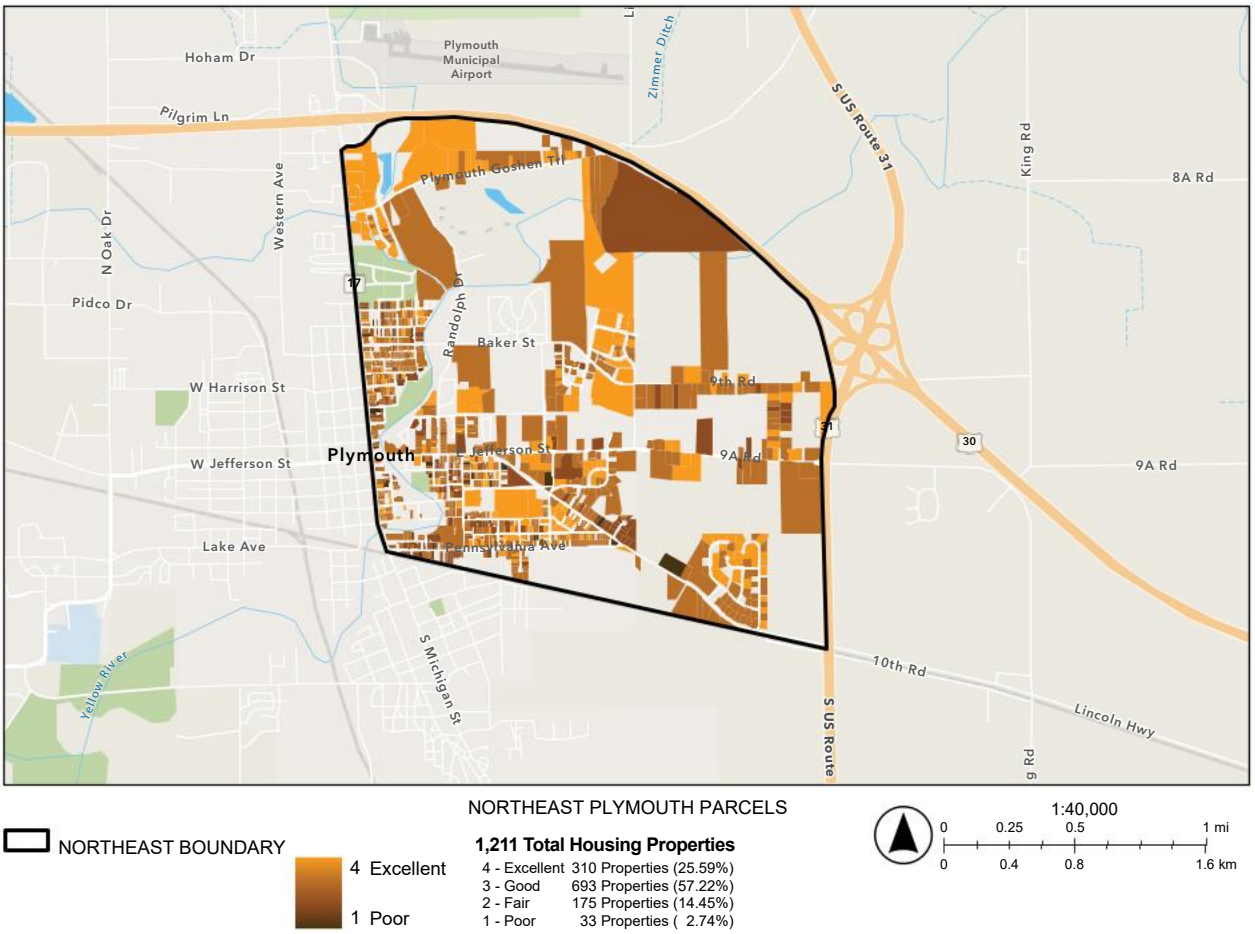


Figure A1.14: Quality of the housing stock

Of the 1,211 housing units that were assessed in the study area, a majority were rated as either in excellent or good condition (see Figure A1.14). Only about 17% of the housing stock is in fair or poor condition. The overall quality of the housing stock reflects a community where residents invest in their properties, contributing to a greater quality of life, a strong sense of neighborhood character, and sustained property values that benefit the broader community.

The existing land uses in Plymouth include residential, commercial, industrial, institutional, and open space. As Figure A1.15 shows, the dominant land use is residential (62%), followed closely by open space (13%) and commercial uses (7%), with all other categories representing a smaller share. Within residential areas, there are clear distinctions. The existing urban core is centered along North Michigan Street, with streets such as Jefferson, Baker, Pennsylvania, and the rail line acting as key intersections that define traditional residential development. Outside the annexed City limits, residential uses transition into rural and suburban classifications (See Figure A1.15).

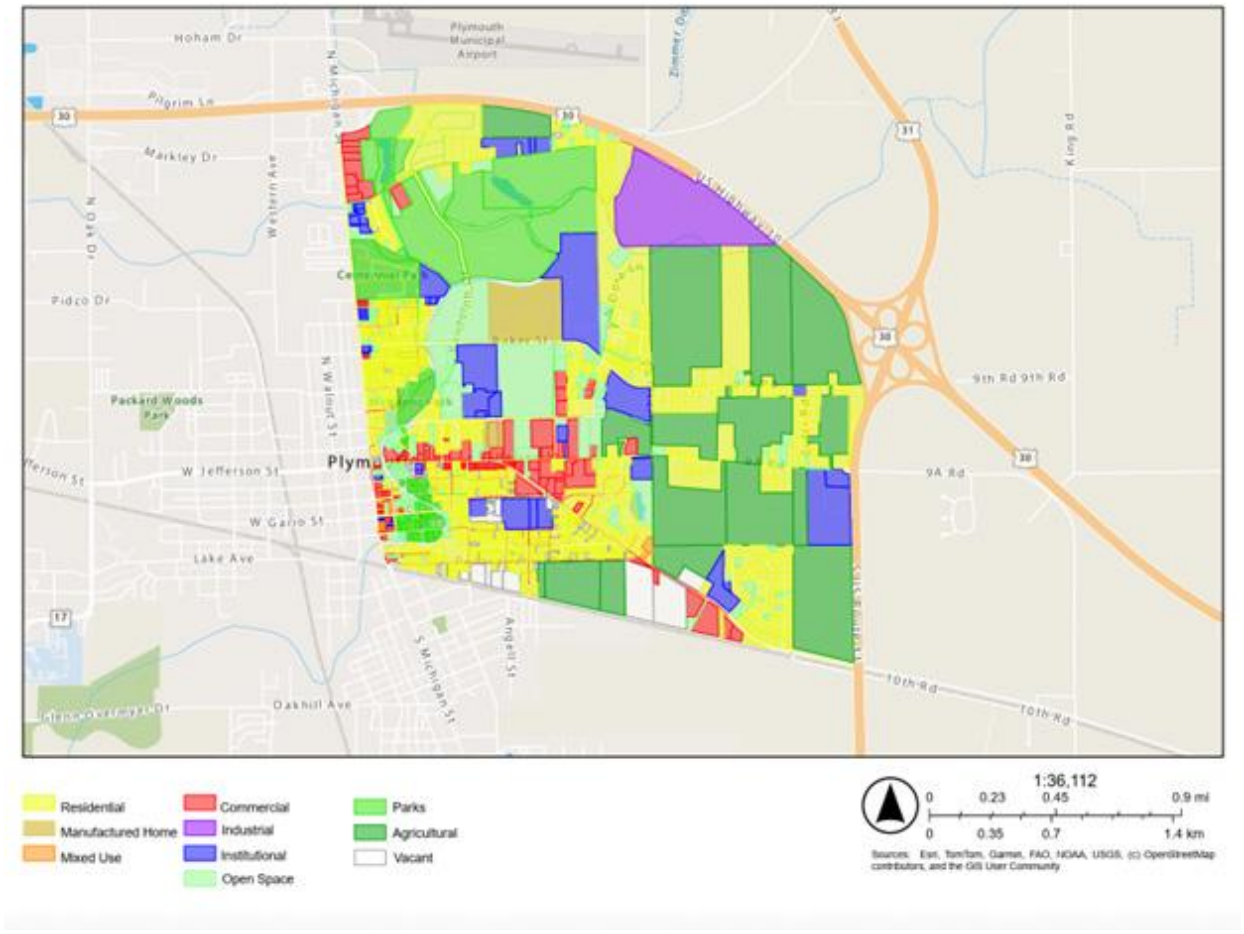


Figure A1.15: Land use in Plymouth

Rural residential areas are primarily agricultural in nature, while suburban areas consist of subdivided tracts that are more densely populated than rural areas but less dense than Plymouth's urban core. Industrial land uses are located primarily in the northwest quadrant of the City and extend to the two-mile zoning boundary, largely supporting automotive component manufacturing. Most industrial uses are adjacent to residential land uses along the southwest and east boundaries, while the northeast boundaries primarily interface with commercial land uses. Many civic sites are also concentrated in the northeast quadrant, including parks and open spaces, the Junior High and High schools, and the municipal airport (See Figure A1.15).

Commercial land uses are concentrated along Michigan Street, US 30, and Jefferson Street, supporting most everyday commerce for residents, including grocery stores, clothing and trade retailers, small businesses, gas stations, restaurants, and fast dining establishments. Open space and park land also form a significant part of Plymouth's land use composition, with the Yellow River shaping Centennial Park and River Park Square that incorporate trail systems that influence surrounding development. Within the subarea, rural and suburban residential uses remain dominant, with much of the remaining land agricultural and interspersed with a limited number of subdivisions under Plymouth's planning jurisdiction.

Employment and Business Profile

	Plymouth Employment Status		NE Neighborhoods Employment Status	
Age	Value	Percentage	Value	Percentage
16-24	833	15.60%	197	12.40%
25-54	3060	57.40%	929	57.40%
55-64	802	15%	221	13%
65+	340	6%	187	12%
TOTAL	**5035**		**1534**	

Table A1.3: Employment status comparison between NE Neighborhood and Plymouth

The study area has similar percentage distribution of employed residents in all categories, except for those over 65 years where the northeast neighborhood has twice the number of persons employed as the City of Plymouth (See Table A1.3).

Housing Profile

Plymouth and the study area have a diversity of housing types and styles, ranging from single family to duplexes, condominiums and multifamily housing. As Table A1.4 shows, housing is relatively affordable in Plymouth and the study area given the housing affordability index (HAI) of 127 and 133 respectively and the fact that residents spend less than 20% of their income on mortgage payments, which is lower than the recommended 30% or less.

	NE Neighborhood	Plymouth
Total housing units	1,498	4,620
Housing Affordability Index	133	127
Percent of Income for Mortgage	17.20%	18.10%
Median Home Value	$160,585	$161,413
Owner Occupied Housing Units	66%	59.60%
Renter Occupied Housing Units	34%	40.40%

Table A1.4: Housing profile of the Northeast Neighborhood

	City of Plymouth		Northeast Neighborhood	
	Value	Percentage	Value	Percentage
Total number of businesses	761	100%	211	28%
Total employees	10,664	100%	2,101	20%
Employee/population ratio	102.51		64.31	
2025 consumer Spending on vehicle, fuel & maintenance	$25,146,264	100%	$8,069,136	32%

Table A1.5: Business Profile

Business in Plymouth features a range of commercial, light industrial, and service-related industries that employ many of the residents of the City. Key business sectors in the community include automotive component manufacturing, which anchors the industrial base; healthcare and social services; retail trade along the Michigan Street corridor; and agriculture-related businesses that reflect the area's rural heritage.

The service sector, including food service, accommodation, and professional services, also plays a significant role in the local economy. Table A1.5 display's employment and business data for the City and study area. There are 761 businesses in Plymouth employing 10,664 of the City's workforce. By comparison, the study area has 211 businesses employing 2,101 people. The consumer expenditure in the study area is 32% of the total consumer expenditure for Plymouth.

Transportation and Circulation

Several major roads border and cross through the Northeast Neighborhood, carrying high traffic volumes of freight and private vehicles. Bike infrastructure is sparse or nonexistent. Sidewalks are present in varying conditions in the western portion of the neighborhood closer to downtown but are often missing in the less developed eastern and northern parts. The condition of the roads in the Northeast Neighborhood reinforces the auto-oriented character of the area.

US-30 is a four-lane divided highway that runs east-west along the northern edge of the neighborhood. It connects North Michigan Street/State Road 17 as a grade separated intercahnge in the west and connects with US-31 at a cloverleaf interchange in the east. It currently connects Plymouth with Warsaw and Fort Wayne in the east, and Valparaiso and Chicago in the west.

US-31 is a four-lane divided highway that runs north-south along the eastern edge of the neighborhood. It intersects East Jefferson Street, also known as 9A Road, with limited connection and passes over but does not currently connect with Lincoln Highway in the southeast. It connects Plymouth with South Bend in the north and Kokomo/Indianapolis in the south.

Michigan Street is a 2 and 4 lane arterial road running through downtown Plymouth and along the western border of the Northeast Neighborhood. It serves as Plymouth's main commercial corridor. Lincoln Highway is a two-lane arterial road that runs southeast-northwest through the southern portion of the Northeast Neighborhood. It intersects with Michigan Street in the northwest and passes under US-31 in the southeast. The roadway runs parallel to the former Pennsylvania Railroad line. Both Michigan Street and Lincoln Highway are Historic Byways creating a nexus important to Plymouth's history on the North edge of Downtown.

Figure A1.17 shows a Pavement Surface and Evaluation Rating (PASER) was used to assess the quality of the streets. PASER evaluates such defects as cracks, potholes, and deformation to determine street maintenance needs. Streets are classified from 10 (excellent) to 1 (poor). The PASER rating is used to prioritize repairs to the streets with 8 to 10 suggesting routine maintenance needs, 5 to 7 for needing capital preventative maintenance, and 1 to 4 needing structural improvements. Based on this classification scale, 49% of streets are rated 8-10, 33% are rated 5 - 7, and 18% are rated 1 – 4 (See Figure A1.16).

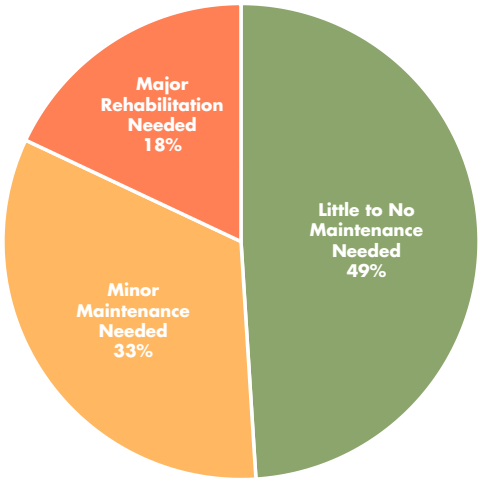


Figure A1.16: PASER Rating of Streets

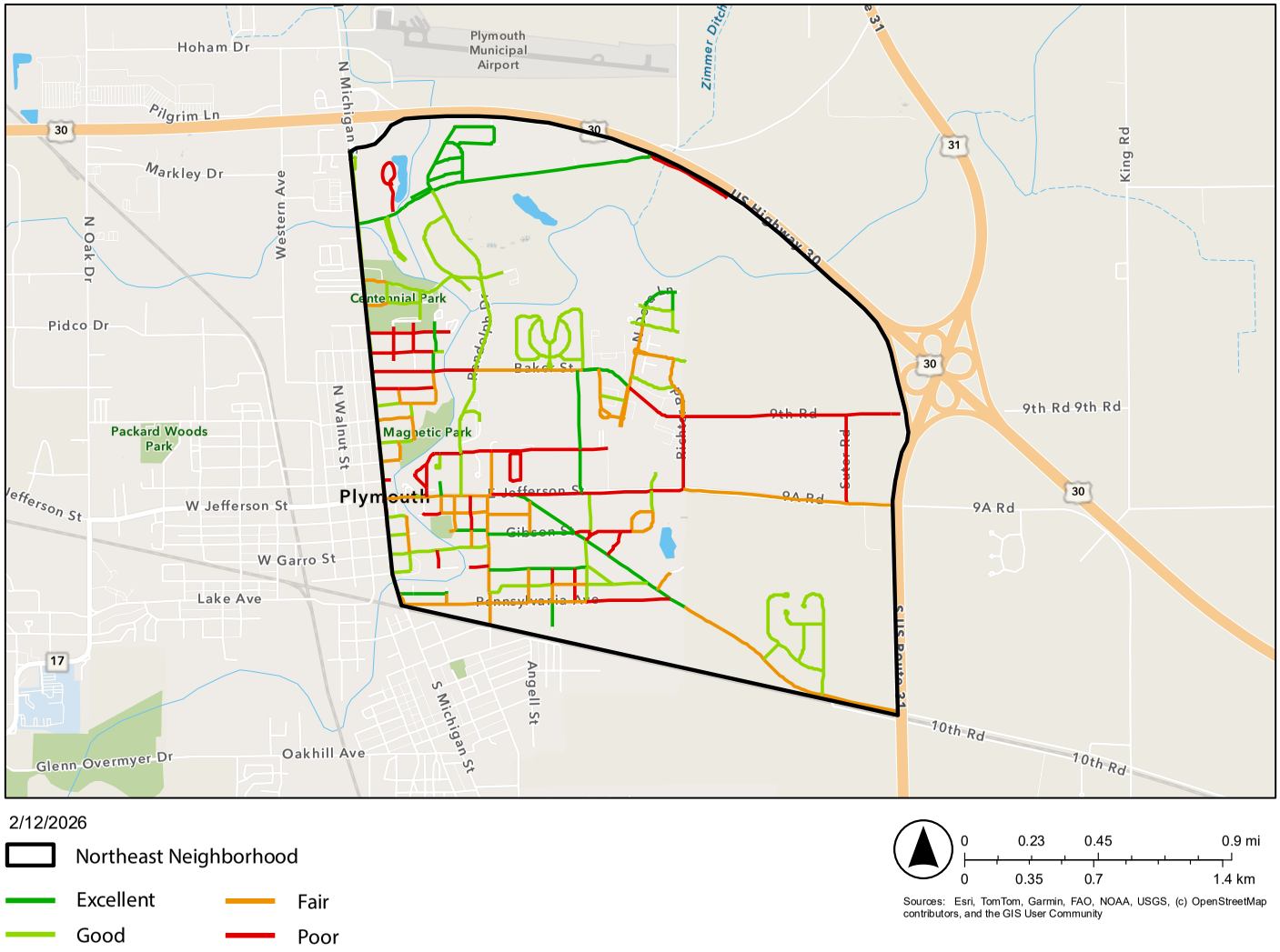


Figure A1.17: Plymouth, Indiana, Sidewalk Assesment Map

Local Context of the Subarea Plan

Distance (miles)	Street	Closest Cross-street	Year of Count	Count
0.18	Broadway St	Patterson Rd (0.01 miles N)	2021	1,925
0.19	Flora St	Pidco Dr (0.14 miles N)	2021	1,000
0.21	N 5th St	W Adams St (0.03 miles N)	2021	1,000
0.26	Beerenbrook St	W Monroe St (0.01 miles S)	2021	342
0.29	North St	N Walnut st (0.02 miles E)	2021	1,179
0.30	W Madison St	N 5th St (0.07miles E)	2021	1,000
0.35	Pidco Dr	Stanley Dr (0.05 miles E)	2021	1,925
0.36	W Harrison St	N Walnut St (0.03 miles W)	2018	2,283
0.36	W Madison St	Broadway St (0.03 miles E)	2021	328
0.36	W Lincoln Hwy	N 3rd St (0.04 miles E)	2021	11,836
0.40	North St	N Center St (0.0 miles)	2021	1,179
0.42	Harrison St	N Center St (0.0 miles)	2021	2,647
0.44	N Michigan St	Shalley Dr (0.0 miles)	2021	13,714
0.44	N Michigan St	W Monroe St (0.01 miles S)	2021	13,714
0.44	N Michigan St	Shalley Dr (0.02 miles S)	2018	16,735
0.45	W Madison St	N Walnut St (0.01 Miles W)	2021	1,000
0.46	Western Ave	Broadway St (0.02 miles E)	2021	2,241
0.49	W Lincoln Hwy	N Walnut St (0.0 miles)	2018	9,743
0.49	SR 17	Baker St (0.02 miles N)	2020	11,384
0.49	SR 17	Parkview St (0.0 miles)	2021	12,113
0.49	W Adams St	N 4th St (0.01 miles W)	2020	1,393
0.49	W Harrison St	8th St (0.12 miles E)	2021	1,482
0.52	N 3rd St	W Garro St (0.03 miles S)	2021	779
0.53	Pidco Dr	Sheridan Rd (0.06 miles W)	2021	1,610
0.54	N Michigan St	Northgate Mh Pk South Dr (0.02 miles N)	2018	19,930

Table A1.6: Traffic count at key intersections

Intersection counts are fundamental data in transportation planning used to quantify traffic flow at key intersections. The traffic counts shown in Table A1.6 reflect the volume of traffic that is seen around the Northeast Neighborhood on an average day. This is important for infrastructure such as pedestrian crosswalks, types of traffic signals, and frequency of road improvements. The level of traffic through an Intersection indicates what type of infrastructure is needed for the safety of vehicles and pedestrians. Roads like North Michigan Street see high traffic counts at every intersection meaning that it may need signalized pedestrian cross walks and traffic lights.

The proposed redevelopment may cause a shift in these traffic patterns and cause more congestion at certain intersections. Using this data, some intersections will need to be redesigned to become safer for vehicles and pedestrians. Roads like Lincoln Highway that run along the project site area may need improved infrastructure to accommodate more traffic. Notably, additional traffic count data along Lincoln Highway within the study area would strengthen future planning decisions, particularly given the corridor's proximity to the proposed train station and its role as a Historic Byway. These key traffic counts provide detailed information about vehicular and pedestrian movements, safety assessments, and infrastructure planning.

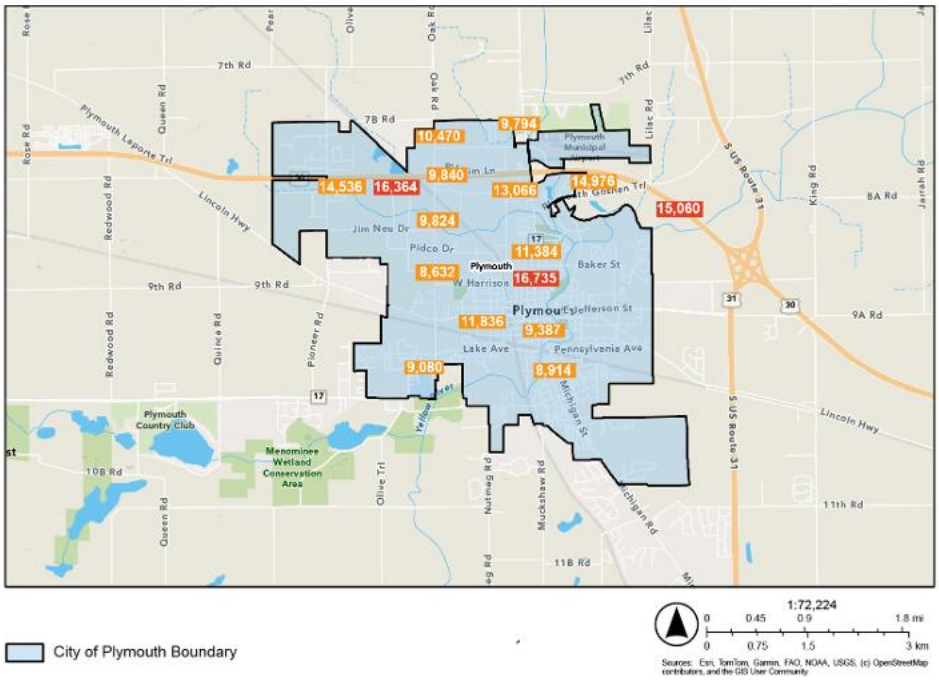


Figure A1.18: Traffic count at major intersections

Figure A1.18 illustrates average daily traffic (ADT) volumes in the City of Plymouth. The data highlights existing vehicle patterns and identifies corridors that carry the highest average traffic count. Understanding these traffic patterns is important for future land use decisions, transportation improvements, and potential traffic-oriented development strategies.

Traffic volumes are concentrated along the primary east-west and south-north arterial roads, especially near US 30 interchange and along Michigan Street and Jefferson Street. Intersections in these areas have the highest traffic counts.

Moderate rates are observed along Lake Ave, Pennsylvania Ave and W Harrison Street reflecting their function as important local connectors to the surrounding residential and commercial areas. Areas with higher traffic counts can present opportunities for commercial or mixed-use developments, while lower volume corridors can be used for residential or pedestrian uses. Overall, the map shows an understanding of existing traffic patterns that will be beneficial for the planning process.

Pedestrian Infrastructure



Figure A1.19: Downtown Plymouth, Indiana Imagery

Pedestrian accessibility in the Northeast Neighborhood varies. In the southwest area near the historic downtown (See Figure A1.19), streets are arranged in a grid format, and pedestrian crossings and sidewalks are present in varying conditions. Traffic speed is relatively calm due to regular stops at intersections. Further from downtown, pedestrian accommodations are less frequent, and walkability is more difficult. Streets in this area are designed primarily for the throughput of automobile traffic. In the less developed eastern portion of the neighborhood, there are few pedestrian accommodations due to the lack of development and accompanying infrastructure. As a general observation, the project area lacks adequate sidewalk connectivity.

Existing sidewalks in the project area were rated using visual inspection. As shown in Figure 11, 28% of sidewalks in the project areas were rated excellent, while 42% was rated good, 17% rated fair, and 13% were rated poor (See Figure A1.20).

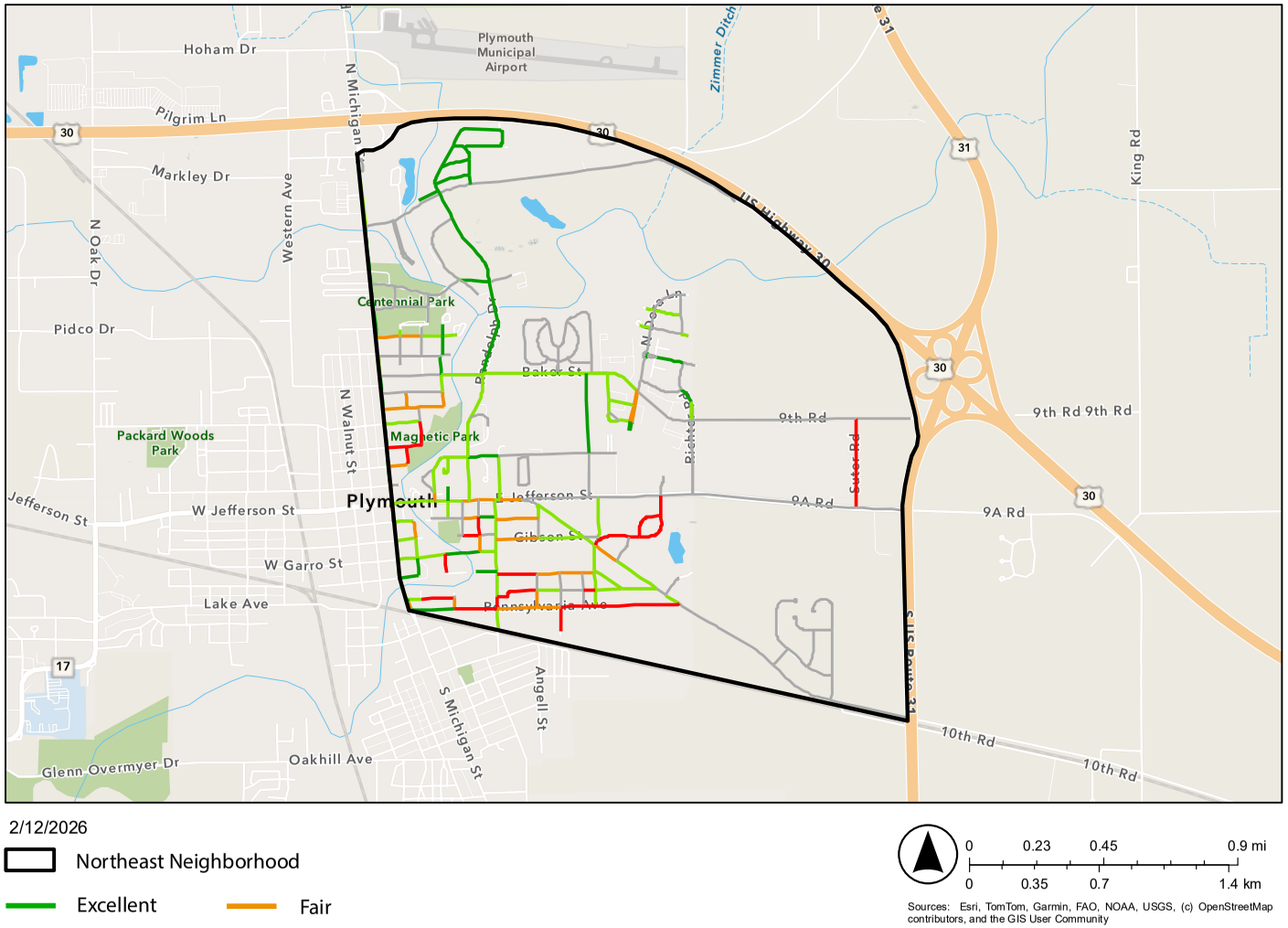


Figure A1.20: Sidewalk Availability and Quality Map

Pedestrian Infrastructure

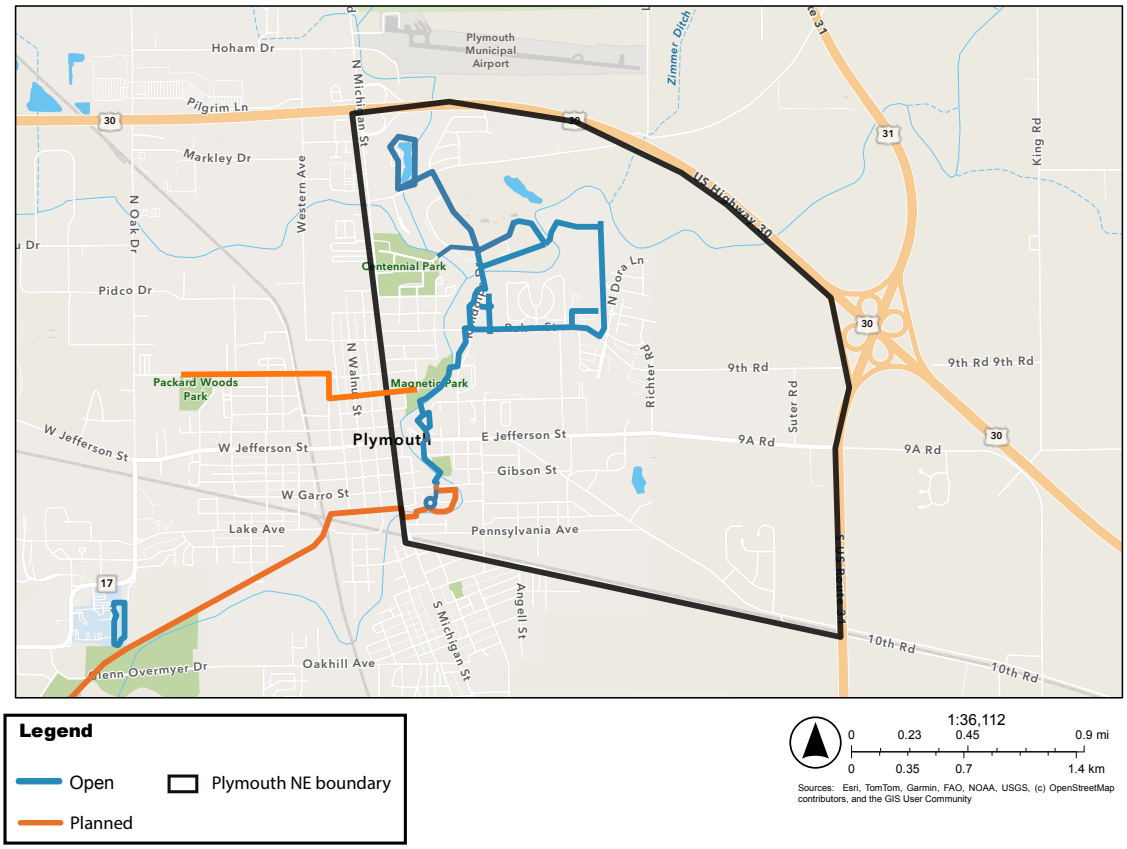


Figure A1.21: Trail network in the City

Transit

Plymouth currently does not operate a public transit system. The Marshall County Council on Ageing operates on-demand, same-day service within Plymouth and the broader Marshall County area during the hours of 7:30 A.M to 4:30 P.M, Monday through Friday.

Bicycle and Trail Infrastructure

The Northeast Neighborhood has recently constructed dedicated bicycle infrastructure. In the western portion of the area, near downtown, there is a series of parks and trails intended for both pedestrian and cyclist access. For the proposed bike and trail pathways please see Figure A1.21.

04

THE DEVELOPMENT PLAN

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Unfolding the Northeast area Plan

The goal of the Northeast Area Plan is to capture the full potential for a new interchange at US 31 and Lincoln Highway and the location of a new train station along the Lincoln Highway corridor in Plymouth.

Three initiatives are expected to impact the development of the Northeast Area of Plymouth. A first is the proposal to create a new passenger rai line called the Midwest Connect from Chicago, Illinois to Plymouth and Fort Wayne, Indiana and continue to Columbus, Ohio and Pittsburgh, Pennsylvania.

Additionally, it is anticipated that there is a need to connect US 31 at the intersection of Lincoln Highway to allow off and on ramp traffic to US 31. These changes will improve connectivity to regional traffic and open the city to the regional market with the improvement in access along the highway.

Finally, the third initiative is the improvement to local street and pathway connectivity that will make the area navigable and safe for both automotive traffic and pedestrians.



Figure A1.22: Google Street Map Image of potential location of Future Train Station.

Location of a New Train Station

The Midwest Connect train station is likely to be located along the south side of the neighborhood as shown in Figure A1.22. Its impact on the Northeast neighborhood would be transformative as it will facilitate the commute of residents to neighboring cities such as Chicago and Fort Wayne for work and play. The train service would also draw in a regional population through the area and affect the demand for housing and services. With the location of the train station, it is expected that Plymouth would not only be able to retain City residents who otherwise might consider relocating closer to employment centers in Chicago and Fort Wayne but would also attract new residents who prefer to live in smaller cities but commute to work in the nearby area.

Improving Access to US 31 at Lincoln Highway

Another project that would impact development in the Northeast area is reconnecting to US 31 to improve traffic accessibility. The City of Plymouth intends to continue coordinated efforts with INDOT to construct an interchange at US 31, such as a half cloverleaf, providing on and off ramps to improve connectivity to Plymouth and the region (See Figure A1.23).

With these modifications, connectivity to US 31 will improve, reducing travel time and enhancing access to services, amenities, and the regional job market. Additional access will also increase property values near the highway and will improve public safety accessibility.

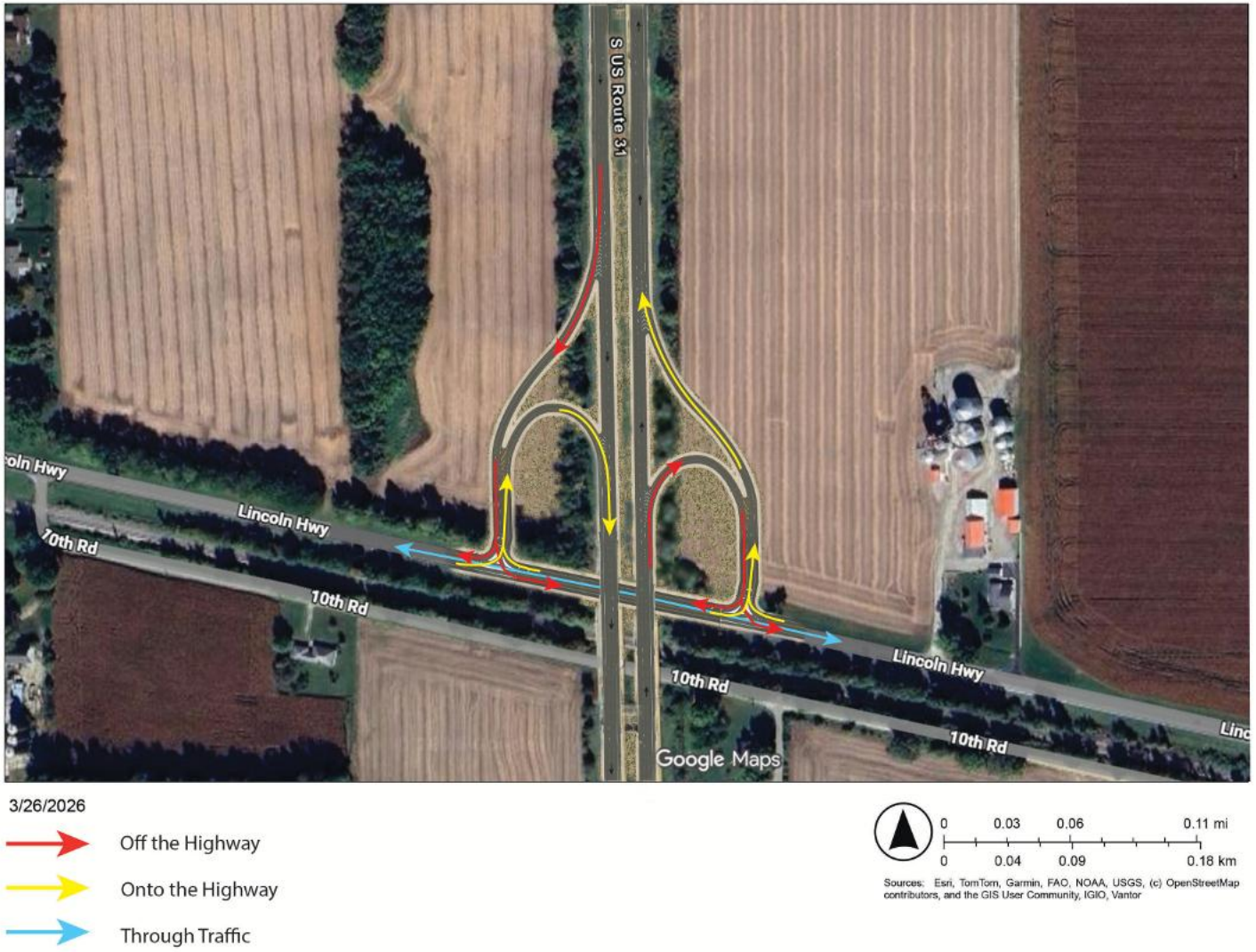


Figure A1.23: The half clover leaf intersection at Lincoln Highway and US 31.



Figure A1.24: High Quality Connected Multimodal Pathways, MN Public Works

Improving Local Street Connectivity

In addition to the rail and highway connectivity initiatives, the City of Plymouth also recognizes the fragmented street network in the Northeast area needs addressed and plans to take long term measures to improve this connectivity (See Figure A1.24).

To ensure efficient circulation in the neighborhood, the following street extensions and connections as shown in Figure A1.25 are suggested based on resident and stakeholder input:

Extending Richter Rd South to Lincoln Hwy;
Extending Suter Rd South to Lincoln Hwy;
Extending 10th Rd West towards Ewing St and Soice St. and;
Internally North and East to associated residential and commercial development.

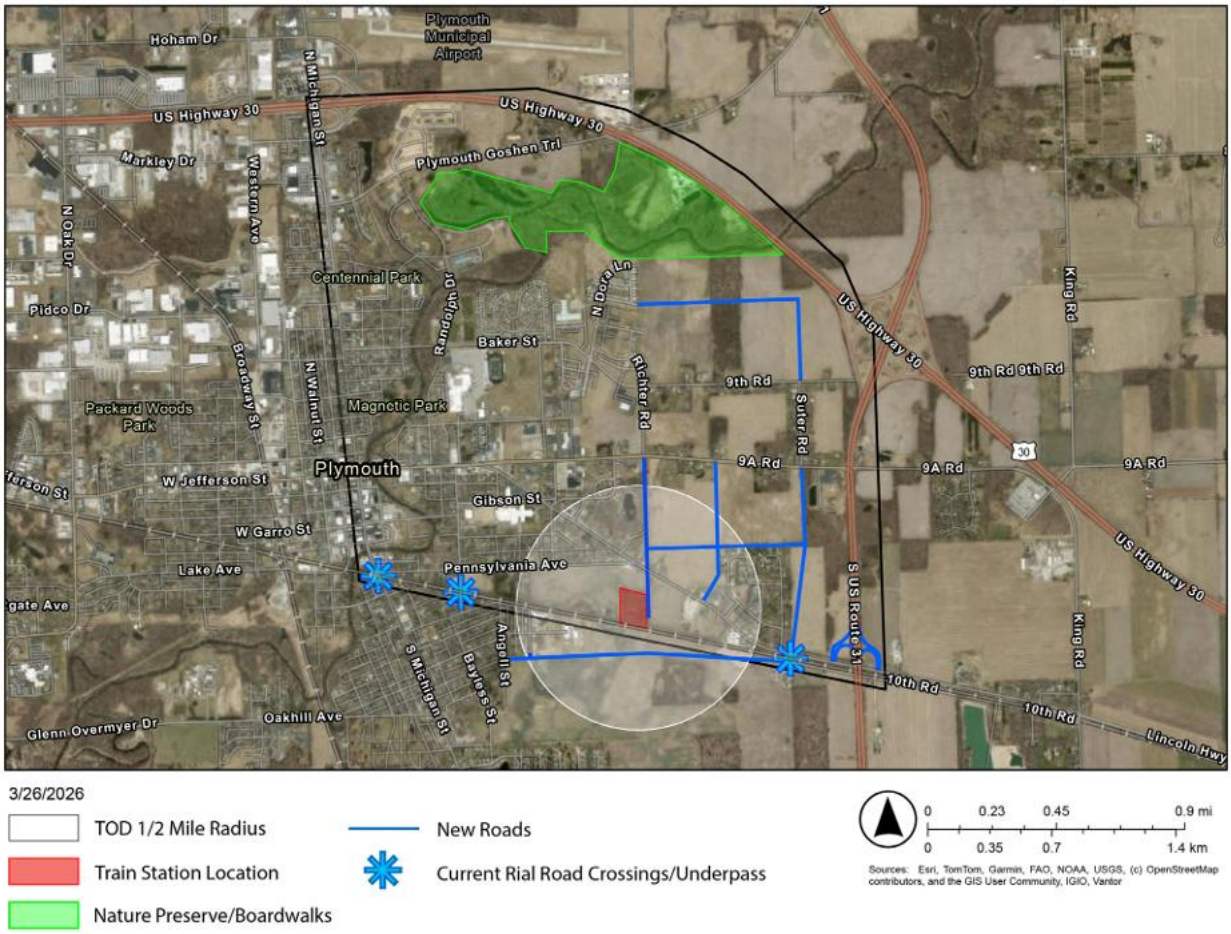


Figure A1.25: Street modifications and access to US 31 from Lincoln Highway.

Creating a Transit Oriented Development (TOD) Neighborhood

The location of the new train station along the south side of the Northeast Area provides an opportunity for the City of Plymouth to build a Transit Oriented Development (TOD) neighborhood to complement the new transportation hub.

A Transit Oriented Development (TOD) is a compact, pedestrian-oriented, mixed-use community designed around a transit hub. It deliberately locates housing, employment, and retail within half a mile of the train station to maximize public transportation use and reduce the need for driving (See Figure A1.27).

A TOD promotes compact development by integrating land uses and transportation services (See Figure A1.26). TOD connects transit networks and the places where people live, work, shop, learn, and play, essentially creating a walkable neighborhood that is centered around the new train station.

According to the Institute for Transportation and Development Policy, TOD seeks to meet the following objectives:

Connectivity: TOD enables a City to link the different modes of transportation to ensure that traffic flows smoothly through the neighborhood without congestion and conflict.

Mixed Use Development: TOD ensures a mix of land uses and activities, enabling an optimal concentration of people, services and housing stock.

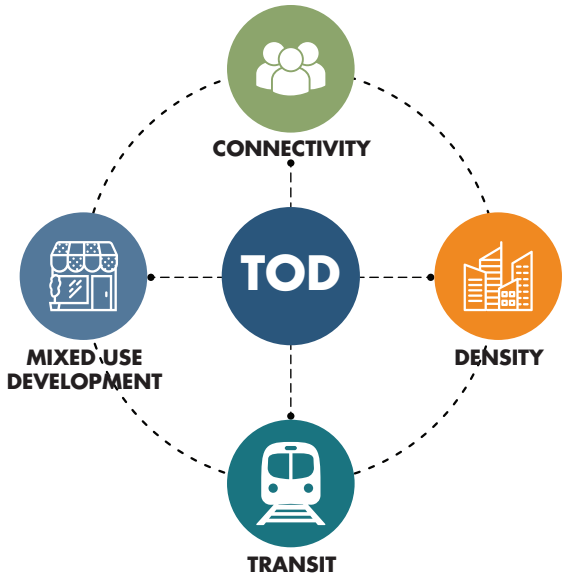


Figure A1.26: Transit-Oriented Development Index Imagery

Density: To support public transportation and make it efficient, TOD usually supports higher density development, supporting an optimal concentration of people, services and housing stock.

Shift: This refers to shifting from a car-based community to a walkable, safe, and healthy community that decreases auto dependence and ensures a healthy environment by reducing smoke and fumes.



Figure A1.27: Transit-Oriented Development Index Imagery (Source, Gensler, 2024)

Compactness: By creating a compact community, TOD ensures efficient implementation of short commutes to and within the neighborhoods.

Affordability: TOD supports a range of housing options at varying price points to ensure access for diverse income levels and prevent displacement.

Placemaking: TOD fosters a strong sense of place through quality public spaces, active streets, and design that encourages community interaction and local identity.

Transit: TOD will provide a reliable and efficient transit system for neighborhood residents, improving frequency, accessibility, regional connectivity, and reducing overall travel times.

Walkability: One of the fundamental goals of TOD is to encourage walking. Because the train station is within walking distance of residents, it will encourage more of them to walk rather than use the automobile.

Cycling: In addition to walking, bicycling and other non-motorized forms of travel will be encouraged because of the development of TOD as residents feel safer using these modes of transportation.

The Northeast Area TOD Hub

The Transit Oriented Development (TOD) neighborhood that is being proposed for Plymouth will be within a half-mile radius of the proposed train station. It should be designed to meet the following criteria:

- A housing density of at least than 15 dwelling units per acre.
- A total of 300 housing units within the half-mile radius to provide a threshold of ridership for the train service.
- Incorporate "missing middle housing" and a diversity of housing types.
- Have a mix of residential, office, and commercial uses.
- Extend the existing trail network and bicycle paths to the train station and link these to the preservation area to the north of the neighborhood.

Residential preferences from both the public forum and survey (See Figure A1.28) support the development of a TOD. In the survey, 82% of the respondents stated that it is either very important or important for future development in the Northeast area to be walkable and pedestrian friendly.

Also, as Figure A1.29 shows, most of the respondents were in support of increasing housing density near the train station, with 49% of them either strongly supporting or supporting this type of development.

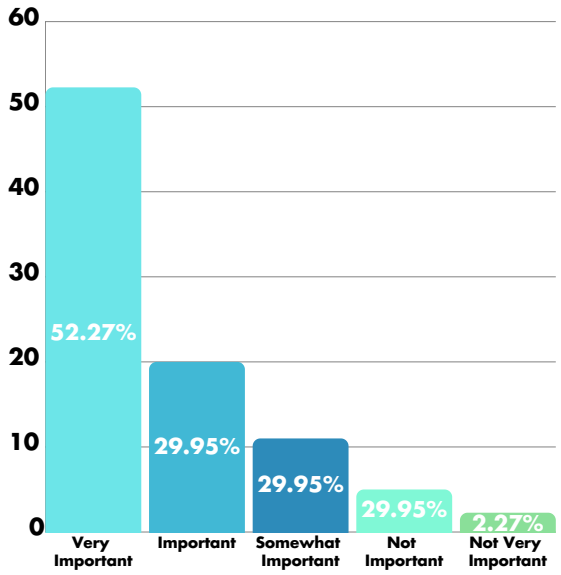


Figure A1.28: Survey response about making the NE area walkable and pedestrian friendly

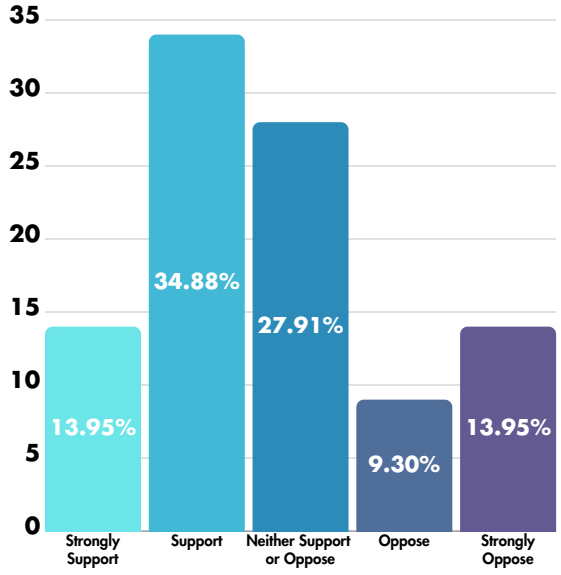


Figure A1.29: Survey response about increasing housing density in NE area

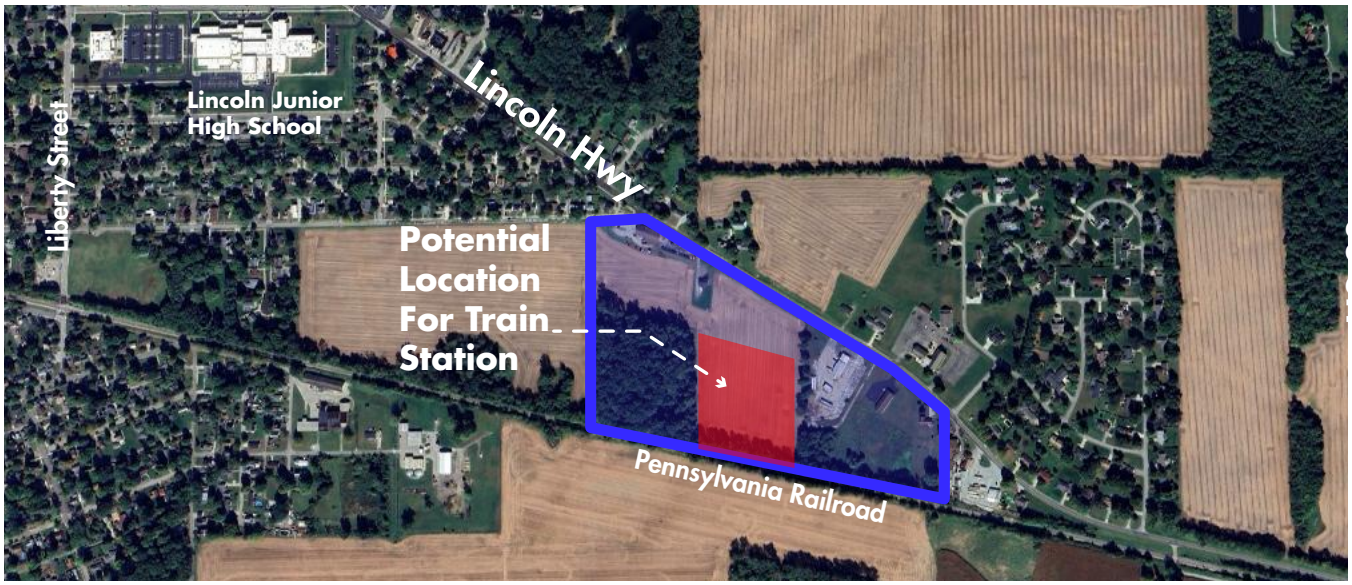


Figure A1.30: Map of Potential Location of Train Station

The public forum also provided an additional means for gathering residents' input in the development of the plan. Here also, residents' views resonated with the core principles of Transit Oriented Development in Plymouth. Residents expressed a preference for mixed-use development close to the transit station and a strong connectivity of the train station to other neighborhoods. Increased walkability and safe access to the TOD area are other important considerations that residents advocated.

Moreover, residents supported the need for a more densely developed area near the TOD, with this density eventually decreasing as the neighborhood developed outward from the center. Suggestions were also made for the provision of parks and community amenities near the TOD to retain existing residents, but also draw people to live in the newer neighborhoods. Figure A1.30 shows the location of the TOD neighborhood and the surrounding land uses that complement the high-density development neighborhood hub.

Land Use & Urban Design

Strategic land use planning is essential for creating sustainable, vibrant, and efficient communities. It involves the intentional, balanced arrangement of diverse land uses to enhance overall quality of life, economic prosperity, and environmental integrity, ensuring that development complements rather than conflicts with surrounding areas.

Currently, the Northeast Area includes residential, commercial, industrial, institutional, and open space land uses. The dominant land use is residential (62%), followed closely by open space (13%) and commercial uses (7%), with all other categories representing a smaller share. With the introduction of a Transit-Oriented Development (TOD) at the proposed Midwest Connect train station, the Northeast Area presents an opportunity to guide future growth in a way that reflects community aspirations and best practices in transit-supportive planning.

A community survey of Plymouth residents provided key insights that shaped the land use goals and strategies for the Northeast Area. As Figure A1.31 shows, the results indicated a strong preference for mixed-use development, with 69% of residents supporting it over single-use options. Specifically, 37% favored vertical mixed-use (residential and commercial in one building), while 32% preferred horizontal mixed-use (compatible, separate buildings in the same area). Only 17% favored single-use development, and 15% preferred other land use patterns.

Additionally, in Figure A1.32 70% of Plymouth residents responded that they would prefer to see single-family detached residences included in the development of the Northeast Area. 37% of respondents indicated they would like to see townhomes, 26% for apartments, 23% for condominiums, 16% for duplexes, 9% for lofts, and 9% for some other form of housing.

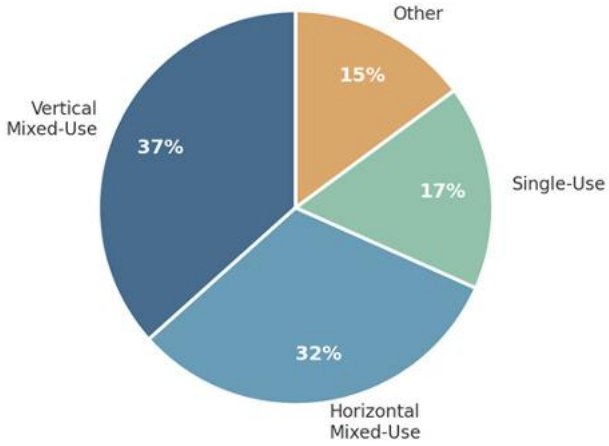


Figure A1.31: Preferred development type among Plymouth residents

Residents expressed strong support for walkability and pedestrian infrastructure. 82% of respondents rated walkable, pedestrian-friendly development as very important (52%) or important (30%). When asked which amenities would make the Northeast neighborhood more livable, sidewalks ranked highest at 65%, followed by trails (55%), parks (38%), public art and sculptures (33%), and bike lanes (28%). These preferences shape the pedestrian-oriented strategies in Goals 2 and 4.

Restaurant and entertainment uses were the most desired form of new economic development for the Northeast Area, cited by 70% of respondents. Retail followed at 37%, mixed-use at 35%, professional offices at 19%, and light industrial at 16%. Notably, 95% of respondents currently leave Plymouth for dining, and 75% leave Plymouth for entertainment, indicating significant leakage of consumer spending that local investment in the sectors could recapture. These preferences inform the ground-floor activation and mixed-use strategies in Goals 1 and 2.

Regarding transit and parking, two-thirds of respondents (66%) said they would take a train to Chicago or Fort Wayne for work or leisure if this opportunity were available, with an additional 16% saying they might. For parking, 50% preferred surface parking, 31% favored a parking garage, and 19% felt no additional parking was needed. All the survey respondents currently own an automobile, underscoring the car-dependent reality of Plymouth today and the importance of the transit and parking strategies in Goal 3.

With respect to housing density and affordability near the transit station, nearly half of respondents (49%) indicated support or strong support for increased housing density, while 28% were neutral and 23% opposed. Support for affordable housing near the transit station was more divided, with 23% in favor, 39% neutral, and 38% opposed. These results suggest that while residents are open to moderate densification tied to transit access, affordable housing strategies will require continued community dialogue.

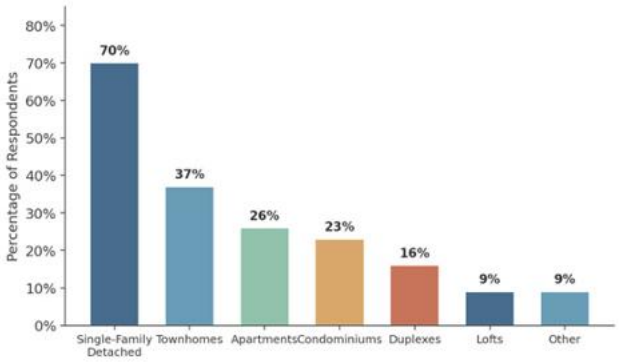


Figure A1.32: Preferred housing types for the Northeast Area

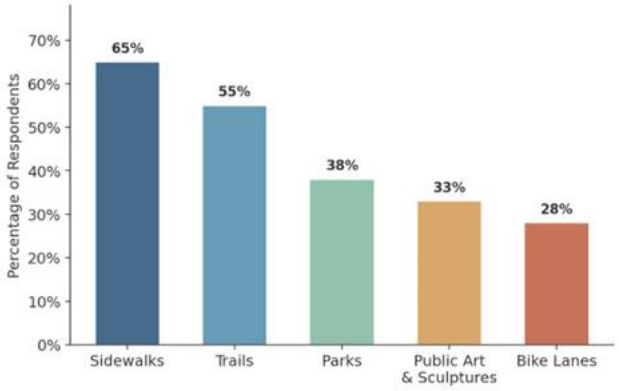


Figure A1.33: Desired neighborhood amenities to improve livability

Land Use & Urban Design

Considerations	Rating
Expanding job opportunities	1
Increasing a strong tax base	2
Encouraging more or better retail/services	3
Creating safe, attractive sense of place for the neighborhood	4
Encouraging more mixed-income housing opportunities	5
Improving access to train service	6
Minimizing any negative impacts on nearby neighborhood and commercial areas	7
Other	8

Table A1.7: Residents rankings of categories of importance in the planning and development of the train station

Residents were asked to rank the most important considerations in planning and developing the train station. As Table A1.7 shows, expanding job opportunities, providing a strong tax base, and encouraging more and better retail services were the top ranked priorities of residents.

The public forum also provided an additional means for gathering residents' input in the development of the plan. Here also, residents' views resonate with the core principles of Transit Oriented Development in Plymouth. Residents expressed a preference for mixed-use development close to the transit station and a strong connectivity of the train station to other neighborhoods.

Increased walkability and safe access to the TOD area are other important considerations that residents advocated. Moreover, residents supported the need for a more densely developed area near the TOD, with this density eventually decreasing as the neighborhood developed outward from the center. Suggestions were also made for the provision of parks and community amenities near the TOD to draw people to live in the newer neighborhoods. Figure A1.34 shows the location of the TOD neighborhood and the surrounding land uses that complement the high-density development neighborhood hub.

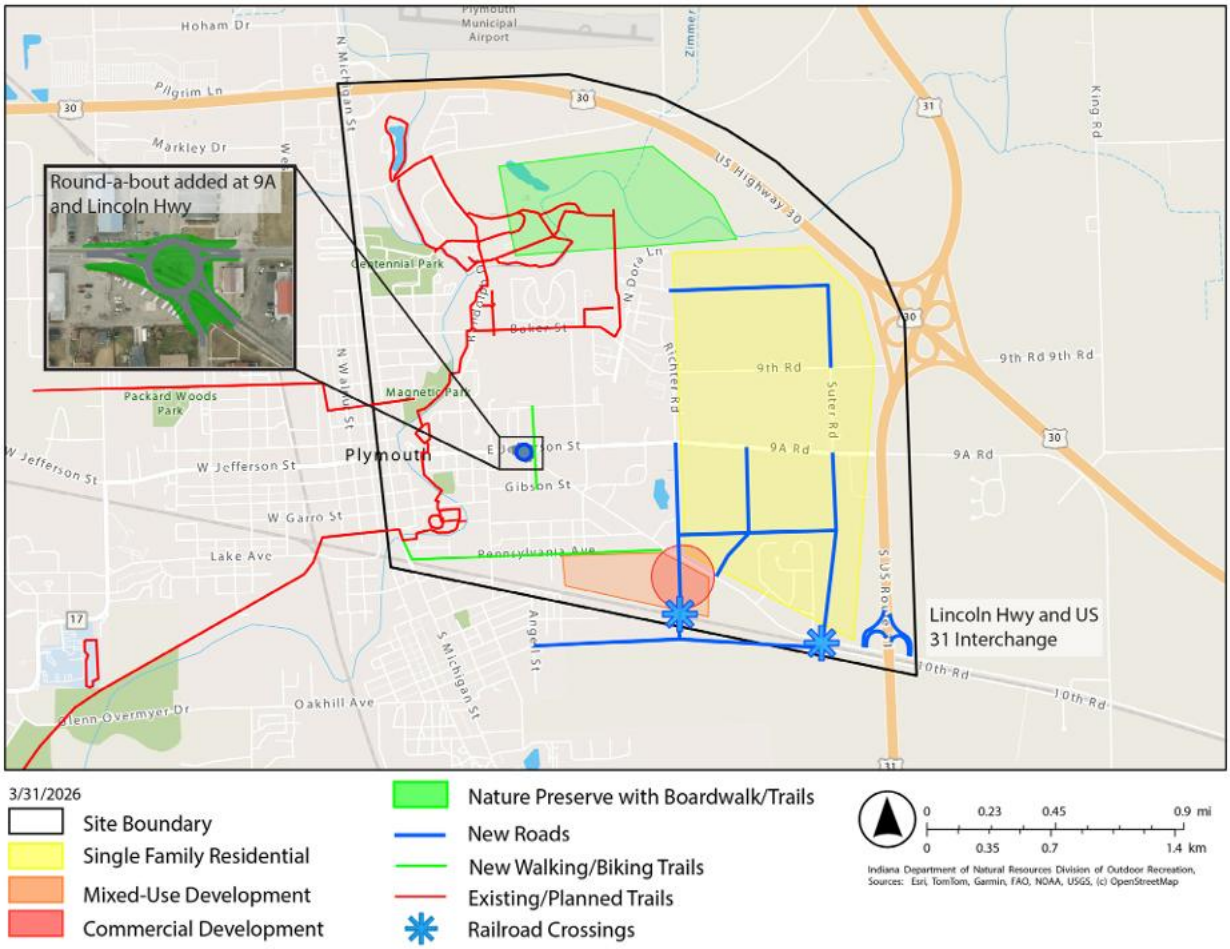


Figure A1.34: Map of Proposed Road Extensions, Trails, and Intersections

Land Use & Urban Design



Figure A1.35: Imagery of Indiana Dune's Riley Railhouse, Source

Goal 1:

Create a mixed use, compact neighborhood next to the train station. A train station in Plymouth will provide the opportunity to create a compact neighborhood for the residents with mixed land uses and higher levels of economic activity. The station will also increase public transit ridership (See Figure A1.35) in the area and increase patronage of retail and civic activities.

Strategy 1:
Create a half mile radius of development zone around the train station. Currently the dominant land use at and near the area of the proposed train station is agriculture and open space. To promote development following the principles of TOD, a half-mile radius will be designated around the train station (see Figure A1.36). Some of this area falls north of the train station while the other half is south of the station.

The development of the TOD neighborhood will follow a two-phase process where the area on the northern side of the rail line will be in phase one, and the southern side will be in phase two of the TOD development. Implementation of phase one will need to be prioritized first.

A wellhead protection area is located southwest of the train depot, on the south side of the tracks. This environmental constraint will affect phase two development of the TOD neighborhood and should be factored into future planning for the area.

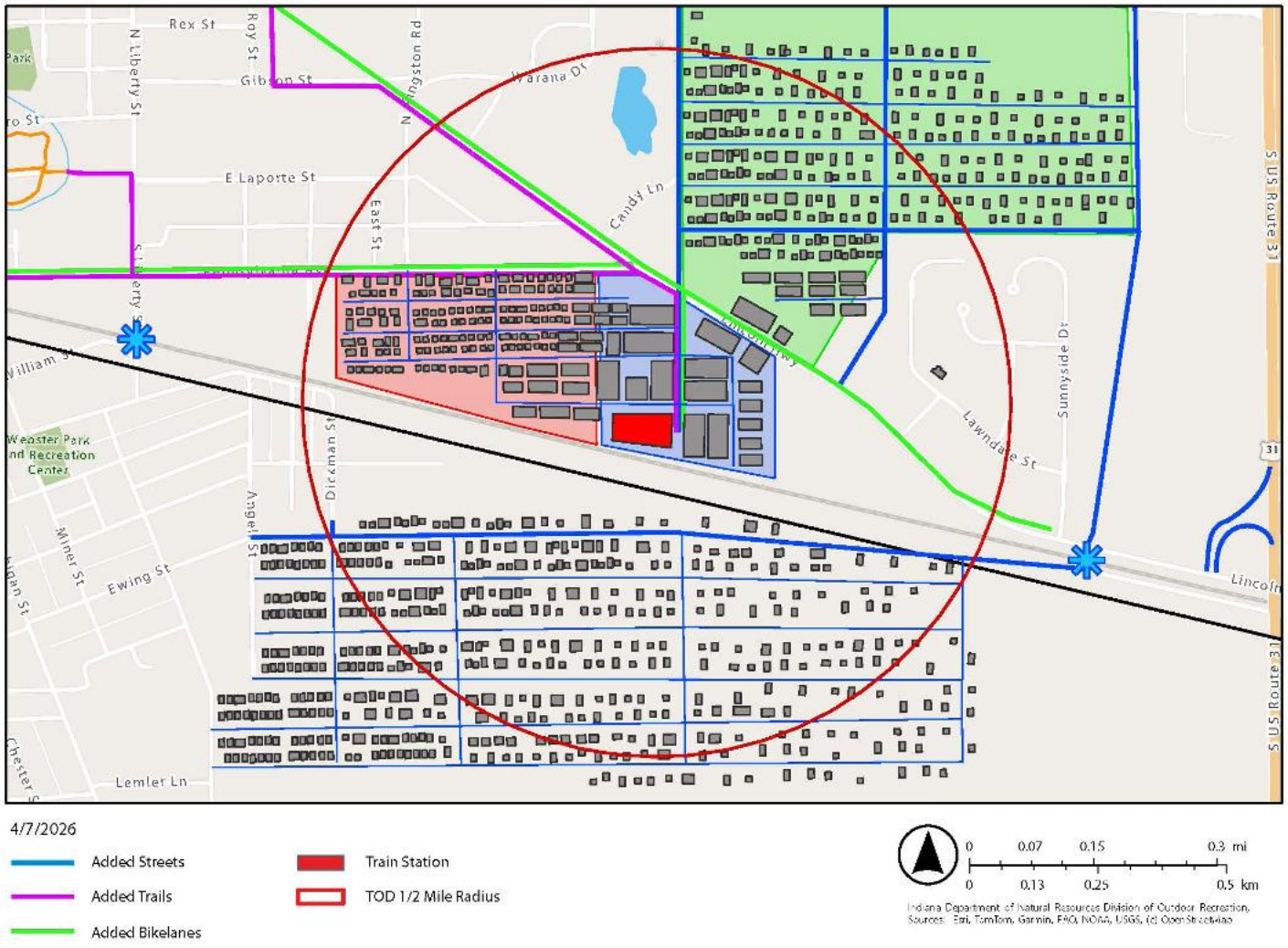


Figure A1.36: The half-mile radius of the train station

Case Study: Indianapolis TOD Neighborhood



Figure A1.37: The community commercial TOD in Indianapolis

As an example of the Transit Oriented Development design guidelines for Indianapolis show, the TOD in Plymouth should be anchored by commercial uses. The TOD neighborhood in Indianapolis near the transit stop is also designed to be of moderate density with a wide variety of uses. New structures are expected to be moderate in height, and surface parking is discouraged. The neighborhood area surrounding the train station in Plymouth will emulate these guidelines.

Strategy 2:

Build a train station that meets the future needs of the community but also fits with the prevailing architecture of the City of Plymouth. The design of the train station should be open and inviting to visitors and returning residents from other connected midwestern communities.

To promote Plymouth's welcoming, small-town character, the station's architectural design should reflect the community's unique Hoosier identity while providing the amenities needed by both residents and visitors. The design should also complement the surrounding context and incorporate urban design principles to create an inviting, versatile public space that can accommodate a variety of activities throughout the year.

Case Study: Naugatuck, CT



Figure A1.38: The community commercial TOD in Indianapolis

In one case study, the plan for the Waterbury Branch commuter rail line which serves the region will provide transit-oriented development around each transit station. For many valley residents, particularly those in lower income households without reliable automobile access, the branch line is not a convenience but a necessity. The Metropolitan Transportation Plan's commitment to building transit-oriented development around each station along the line reflects a recognition that transit infrastructure alone is insufficient, that the land use environment surrounding each station must be deliberately shaped to maximize ridership, support walkable neighborhoods, and create conditions for equitable economic growth. By anchoring TOD strategies to each station node along the branch, the plan envisions a connected corridor of revitalized community centers stretching the length of the valley, each with its own distinct character but united by a shared commitment to transit accessibility and mixed-income development.

Like Plymouth, the Naugatuck Rail Station project involves relocating the Naugatuck Station approximately 0.3 miles south of the existing station on the New Haven Line Waterbury Branch. While 0.3 miles may seem like a minor geographic adjustment, in the context of transit planning and station area development it represents a consequential decision with far-reaching implications for the surrounding community. The choice to relocate rather than rehabilitate the existing station signals a proactive planning posture, one that prioritizes long-term development potential over short-term convenience. Figure A1.38 shows the vision for Naugatuck transit area.

Carmel, Indiana Case Study



Figure A1.39: Roundabout in Downtwon Carmel (Village of West Clay)

Carmel, IN offers a case study in the successful implementation of a multi-modal trail network and traffic calming measures to increase pedestrian and motorist safety. Over the last several decades, Carmel has converted over 100 of its intersections from traditional intersections to roundabouts. According to a study published by the Journal of Safety Research, injury crashes were 47% lower at Carmel's roundabouts than the expected rate had the intersections not been converted, Source.

By eliminating the high-speed right angle conflicts that are responsible for the most severe crash types at traditional intersections, including broadside and head-on collisions, roundabouts force drivers to slow down and navigate a curved path that naturally moderates vehicle speeds and reduces the severity of any crashes that do occur. Pedestrians also benefit from roundabouts through shorter crossing distances, lower vehicle speeds at crossing points, and the elimination of the signal timing conflicts that can create dangerous situations for walkers at conventional intersections. For a community like Plymouth that is investing in transit infrastructure and seeking to create a more walkable and pedestrian-friendly environment in the Northeast Neighborhood, the safety and traffic calming benefits of roundabout conversion represent a highly relevant and evidence-backed tool worth serious consideration (See Figure A1.39).

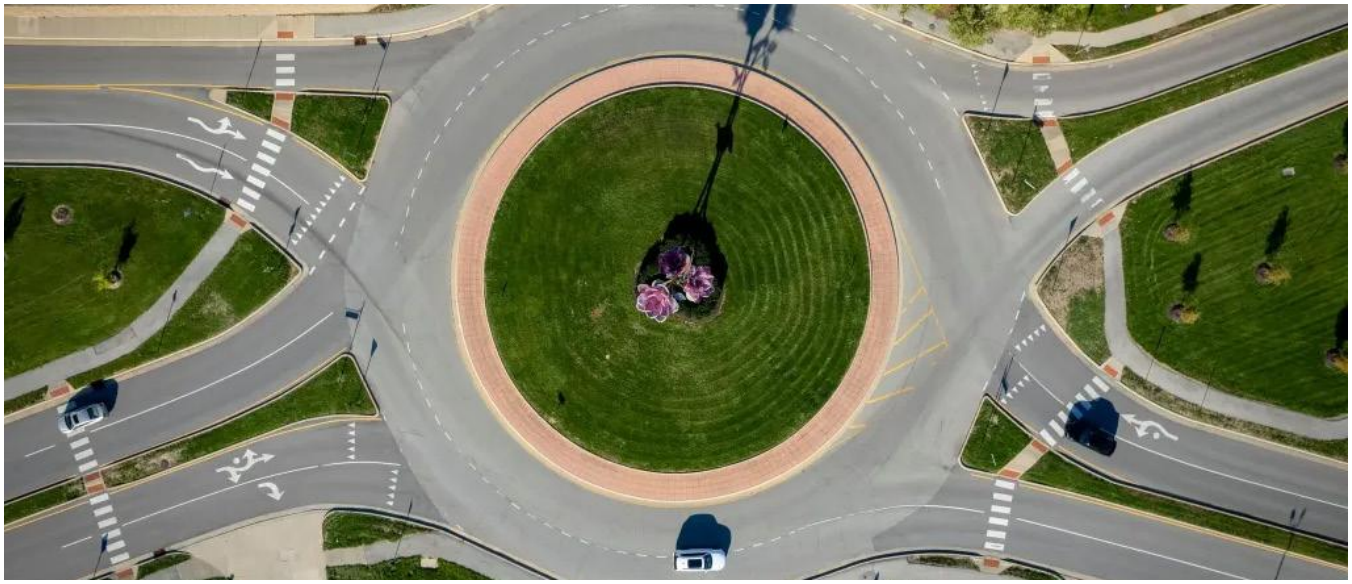


Figure A1.40: Roundabout on Old Meridian & Pennsylvania St. Carmel, Indiana

Conversion of select intersections in Plymouth could similarly reduce the frequency of accidents and help improve the flow of traffic. Additionally, Carmel has successfully created a network of bicycle trails and on-street bike lanes that have helped to improve the quality of life of the City's residents (See Figure A1.40).

For Plymouth, developing a comparable active transportation network in and around the Northeast Neighborhood would amplify the benefits of the transit investment by ensuring that residents can reach the station safely and comfortably by foot or by bicycle, expanding the catchment area of the station beyond the quarter mile pedestrian walkshed and drawing riders from a broader portion of the surrounding community.

Case Study: Murray, UT



Figure A1.41: The 4500 South Street mixed use building in Murray, UT (Source)

Murray City is situated in the core of Salt Lake Valley in the state of Utah, occupying a central location within one of the fastest growing metropolitan regions in the United States. With a population of 50,637 as recorded in the 2020 Census, Murray is a mid-sized City that punches well above its weight in terms of regional significance, serving as a major employment center, retail destination, and transportation hub for the broader Salt Lake Valley. The City's central location within the valley has historically made it an attractive place to live and do business, with easy access to both downtown Salt Lake City to the north and the suburban communities stretching southward along the Wasatch Front. In recent decades, Murray has increasingly positioned itself as a municipality committed to sustainable growth, walkable, and transit-centered planning.

The TOD is centered in the Fireclay area around the TRAX light rail Murray North Station and is bounded by Big Cottonwood Creek to the north, fifteen feet (15') east of Main Street on the east, 4500 South Street on the south, and the D&RGW (Union Pacific) railroad tracks on the west.
This TOD has an established code of uses, and definitions for the ongoing projects. One of the projects in the TOD is the building at 4800 South, a mixed-use development including commercial areas, retail spaces, residential units, and open space recreational areas (See Figure A1.41). One of the other proposed developments is "The Block One" which utilizes the City's form-based code. It will include several acres of land for housing and commercial space near State Street and 4800 South.



Figure A1.42: "The Block One" proposed development in the TOD district in Murray, UT (Source)

The project integrates commercial areas, retail spaces, residential units, and open space recreational areas into a single cohesive development, embodying the mixed-use principles that sit at the heart of effective transit-oriented development (See Figure A1.42). By combining housing, commerce, and public open space within a single walkable environment in close proximity to the Murray North TRAX Station, the 4800 South development creates the kind of activity and density that supports robust transit ridership and activates street-level pedestrian life throughout the day and into the evening.

The inclusion of open space recreational areas is particularly noteworthy, as it reflects an understanding that successful TOD should strive to create a complete and livable neighborhoods that attract and retain residents of diverse backgrounds and income levels. Projects like this one serve as proof of concept for the broader TOD vision, demonstrating to skeptical stakeholders that transit-oriented development can deliver tangible community benefits while also generating the economic activity necessary to sustain long-term investment in the district.

Land Use & Urban Design



Figure A1.43: Resident Support for Increased Housing Density Near Transit Station

Goal 2:

Use Form-Based Code (FBC) to Guide Development. To encourage building compatibility within the Northeast Area and Plymouth as a whole, this plan proposes a switch from Euclidean zoning to form-based code (FBC). Form-based code fosters a predictable built urban form and a high-quality public realm by regulating physical form rather than strictly separating land uses as Euclidean zoning does. A form-based code addresses the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks (See Figure A1.43).

In comparison to traditional Euclidean zoning, this approach allows existing buildings and new developments to be opened to more mixed uses and makes it easier to repurpose spaces, as the code dictates what those buildings look like rather than what they can be used for. In short, a form-based code puts the emphasis on making sure buildings in a neighborhood are compatible with their surroundings, while allowing flexibility in the mix of actual activities within them.



Figure A1.44: Pedestrian oriented street building entrances.

Strategy 1:

Encourage street-facing building entrances with amenities to promote walking and cycling. Prioritize high-pedestrian generators like multi-family housing, offices, and public spaces along key corridors such as Pennsylvania Avenue. With 82% of residents rating walkability as important or very important, building orientation and frontage design should reinforce a pedestrian-first environment as shown in Figure A1.44.

Strategy 2:

Activate the ground floor of buildings. This can be accomplished by requiring and prioritizing retail, restaurants, or civic services at street level to encourage foot traffic and "all-day" activity. Given that restaurant and entertainment uses were the top economic development priority (70%) and retail was second (37%), ground-floor activation should focus on these commercial categories.

Strategy 3:

Modify zoning requirements through upzoning. Rezone parcels near the train station to allow for increased floor area ratios (FAR) and reduced setback requirements. This enables the denser, mixed-use building forms that TOD requires and aligns with Plymouth Forward 2040's Goal 2, which calls for access to all modes of transportation including high-speed rail and public transit.

Strategy 4:

Create distinct character areas. The Northeast Area should be organized into five distinct character areas to better complement the TOD. These character areas provide a graduated transition from the higher-intensity, mixed-use core surrounding the train station to the lower-density residential edges of the neighborhood, ensuring that new development is compatible with the existing built environment.

Case Study: South Bend's Form Base-Code



Figure A1.45: South Bend S2 Suburban Neighborhood 2 Standard District (Source: Zoning Ordinance)

Plymouth could consider adopting a City wide form-based code like the City of South Bend's Ordinance, which won the 2021 Richard H. Driehaus Form-Based Code Award from the Form-Based Codes Institute of Smart Growth America. South Bend's land regulations are governed by a Citywide form-based code effective since 2020 that prioritizes the physical form of buildings and their relationship to the street over strict land-use separation, aiming to create more walkable, diverse, and pedestrian-friendly neighborhoods (See Figure A1.45).



Figure A1.46: South Bend U1 Urban Neighborhood 1 Standard District Example (Source: Zoning Ordinance)

Plymouth's form-based code should incorporate several key elements from South Bend's model. The code requires no off-street parking spaces for any land use, permits missing middle housing types, and generally encourages a pedestrian-friendly mixed-use environment. The code should also be designed for ease of use by all stakeholders; South Bend's helpful "how to use" guide, clean easy-to-read graphics, and logical layout make navigation easy for administrators, applicants, and citizens (See Figure A1.46).

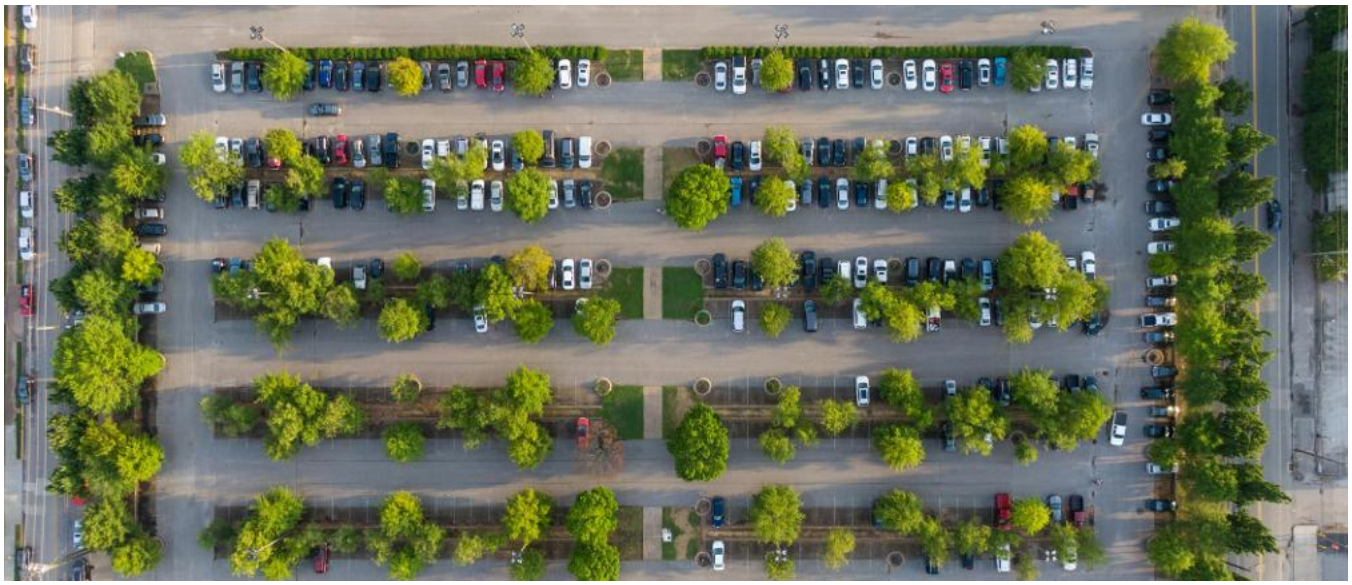


Figure A1.47: Aerial View of Tree Lined Parking Lot

Goal 3:

Minimize Parking Requirements. Parking policy is a critical lever in shaping TOD outcomes. While all the residents in the survey currently own automobiles and half of them expressed a preference for surface parking, the introduction of passenger rail service was supported by 66% of respondents. This creates the conditions for a gradual shift away from auto-dependency (See Figure A1.47). Strategic parking management ensures that land near the station is used for its highest and best purpose while still accommodating the transition period. South Bend's form-based code, which eliminated off-street parking requirements entirely, offers a model for how Plymouth can reduce the land area dedicated to parking over time.

Strategy 1:

Replace parking minimums with maximums. Doing so would minimize land used for cars, lower construction costs, and encourage transit use. Parking maximums help prevent the overbuilding of parking that can undermine walkability and transit ridership.

Given the comments from residents about their preference for surface parking over a parking garage, space should initially be allocated close to the train station to provide parking for train passengers. This should be monitored over time to determine the volume of parking needs, after which the City of Plymouth can then build a parking garage to accommodate increased use of parking space if necessary.

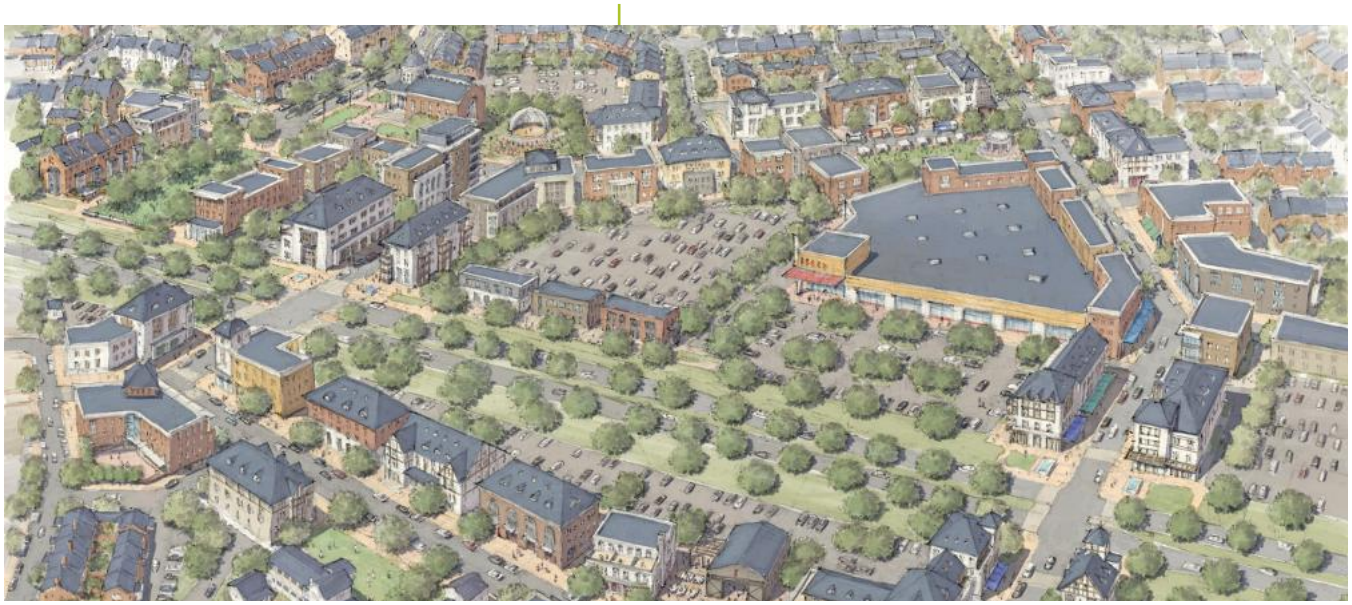


Figure A1.48: Clore Station Perspective Imagery (Source, DPZ CoDesign)

Strategy 2:

Encourage shared parking. Encourage the use of shared parking by complementary businesses in the neighborhood, for example, offices during the day and restaurants at night, to optimize space, decrease vacant parking lots, and improve the urban heat island effect (See Figure A1.48).

Strategy 3:

Rear parking. The City of Plymouth should require the location of parking behind buildings rather than in front-facing surface lots to maintain a continuous, attractive streetscape. About a third of respondents preferred structured parking, and these can be accommodated through a shared parking garage that consolidates demand and frees up frontage for active uses.

Land Use & Urban Design



Figure A1.49: Burlington Main Streets Initiative (Source, Suisman Urban Design)

Goal 4:

Enhance the Pedestrian Experience. The pedestrian experience is the backbone of any successful TOD. Survey results make clear that Plymouth residents want a more walkable community: 82% rated pedestrian-friendly development as important or very important, and sidewalks (65%) and trails (55%) were the top amenities residents want added to the Northeast area neighborhoods. Open-ended survey responses reinforced this priority, with multiple residents calling for sidewalks along Oak Road and safer routes for pedestrians and cyclists commuting to work (See Figure A1.49).

Strategy 1:

Provide right-sized sidewalks, street trees, and well-lit crosswalks. Across the Northeast area, we should aim to provide adequately sized sidewalks throughout to ensure that pedestrians have the infrastructure to travel throughout. This includes providing native vegetative buffers along the sidewalks and streets, as well as adequate and visible lighting across crosswalks. Streets should be designed for people and not just solely for automobiles.



Figure A1.50: Burlington Main Streets Initiative (Source, Suisman Urban Design)

Strategy 2:

Design blocks to be compact in size. To ensure navigability in the neighborhood, block lengths should be compact with lengths not exceeding 500 feet, allowing for frequent connections and alternative routes. Compact blocks promote walkability by providing multiple path options and reducing the distance between destinations, which is critical for a vibrant, human-scaled environment around the transit station and Character Area 2 (See Figure A1.50).

Case Study: Ecorse, Michigan

Ecorse, Michigan, a small Downriver community in Metro Detroit with a population of approximately 9,800, offers an instructive model of parking reform for a City of Plymouth's size. Like many Midwestern communities shaped by heavy industry, Ecorse experienced significant deindustrialization and population loss over several decades, leaving behind an abundance of underutilized parking lots and vacant properties. When United States Steel announced it would scale back operations in 2020, the City used the moment as a catalyst to completely overhaul its zoning ordinance rather than simply patch existing regulations.

The new ordinance, adopted in November 2021, eliminated off-street parking minimums Citywide and replaced them with parking maximums for all uses. The City's rationale was explicit: to minimize excessive pavement that detracts from community aesthetics and contributes to stormwater runoff, while removing a barrier to reinvestment in existing buildings.

The reforms met with virtually no public opposition as residents broadly recognized the community was already over-parked. The streamlined code has accelerated development review timelines for both City staff and applicants, reducing the administrative burden that parking negotiations typically impose on small planning departments with limited capacity.

Ecorse's experience also counters the common objection that parking reform only works in large cities with robust transit networks; the City has limited public transit access yet has found that flexible parking policy better serves a community where the primary form of development is renovation and adaptive reuse of existing buildings.



Figure A1.51: Aerial Map of Ecorse, Mi (Landsat, 2020)

For Plymouth, Ecorse demonstrates that a small Midwestern City can successfully eliminate parking minimums and establish maximums in a single zoning ordinance update, particularly when the reform is embedded within a broader zoning modernization effort and framed around community goals like walkability, aesthetics, and economic reinvestment (See Figure A1.51).

Case Study: Granville, Ohio



Figure A1.52: Explore the charming town of Granville in Ohio (Source, Ohio, 2015)

The Village of Granville, Ohio has a 2023 estimated population of 6,281. The improvements made to the streetscape and crossings within the historic downtown provide a model for new development in Plymouth's Northeast area. Although the main thoroughfare of downtown Granville is wider than optimal for pedestrians, careful streetscape design makes the downtown walkable and inviting. Sidewalks are wide enough to accommodate outdoor seating for restaurants; several pedestrians walking side by side; street furniture in the form of benches, planters, and garbage cans; and street trees and lights (See Figure A1.52).

In addition to functional, wide sidewalks, Granville has pursued improvements to pedestrian street crossings to increase safety and accessibility. In partnership with CESO, Inc., the Village of Granville designed and implemented improvements to pedestrian crossings in town. Improvements made include interconnected and updated traffic signals, a mid-block crossing with a protected pedestrian island in the center, curb-line bump-outs to shorten crossing distances, high visibility sidewalks, raised landscape beds, and ADA accessible curb ramps. These measures can be implemented in the design of the neighborhood center's streetscape to create a safe, accessible, and inviting environment for pedestrians.

Neighborhood Character Areas

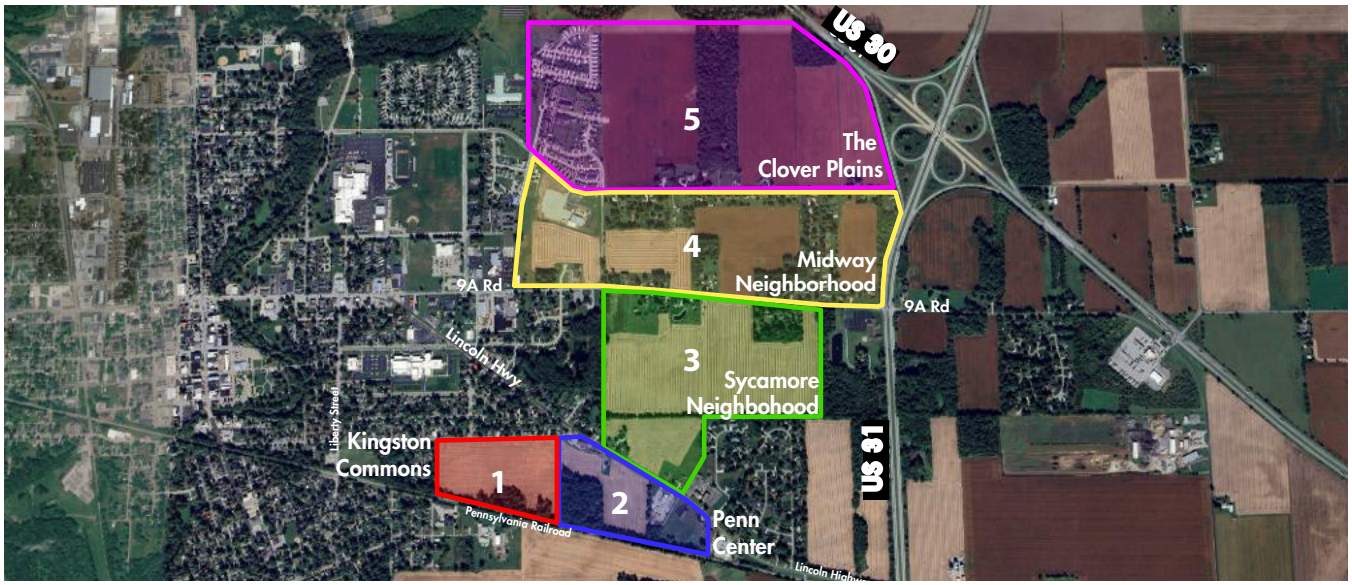


Figure A1.53: Proposed neighborhood character areas.

Neighborhood Character
Five neighborhoods are proposed for development in the Northeast area aligning with the five-character areas discussed under the land use element. Each neighborhood is discussed together with housing typologies that demonstrate potential housing solutions for the Northeast area of Plymouth (See Figure A1.53).

Neighborhood Character Areas:
1. Kingston Commons
2. Penn Center
3. Sycamore Neighborhood
4. Midway Neighborhood
5. The Clover Plains

The examples include descriptors of where the development exists, the qualities that are being examined, and how they may be incorporated into future developments. The list is vast and includes single-use residential, modular construction, horizontal and vertical mixed-use, multifamily apartments and townhomes. The examples, capture a baseline for projects that meet or can be exceeded as appropriate for future development of the Northeast area.

The Neighborhood Character Areas may be drawn with hard lines as shown in Figure A1.53, but the occupation and use of the areas shall blend from one area to another. This blending will promote common development patterns and cohesion from area to area as it transitions across shared roadways and barriers.

Kingston Commons Neighborhood



Figure A1.54: Proposed neighborhood character areas (Kingston Commons)

Character Area 1 (Kingston Commons):

The Kingston Commons character area borders are Pennsylvania Avenue to the north, the former Pennsylvania railroad track to the south, the Marlou Place cul-de-sac to the west, and the Penn Center character area to the east. This area will be primarily residential, with single-family dwellings occupying the outskirts to blend with the existing pattern of development. Moving inward and toward the Penn Center character area, it will include a mixture of single-family and multifamily dwellings, providing the diversity of housing that residents supported in the survey.

This neighborhood will continue with the single-family residential housing that already exists along Pennsylvania Avenue. This is motivated by the existing single-family residential housing types on the street ensuring that there is continuity of building form between the Transit-Oriented Development, the Northeast neighborhood and greater Plymouth.

Density and intenstiy should increase from West to East and North to South within Area 1 to blend with adjacent existing developments and towards future development to the East. Development on the East side will likely include mixed-use, and multifamily residential housing. Other uses that can be incorporated on the East and South sides of the neighborhood are apartments, four-over-one housing, townhomes, and other similar intense development types. Development in the neighborhood should be gradual and limited to not far exceed the adjacent neighbor height. The following images are types of developments that would be most compatible in Neighborhood 1 (See Figure A1.54).

Penn Center Neighborhood

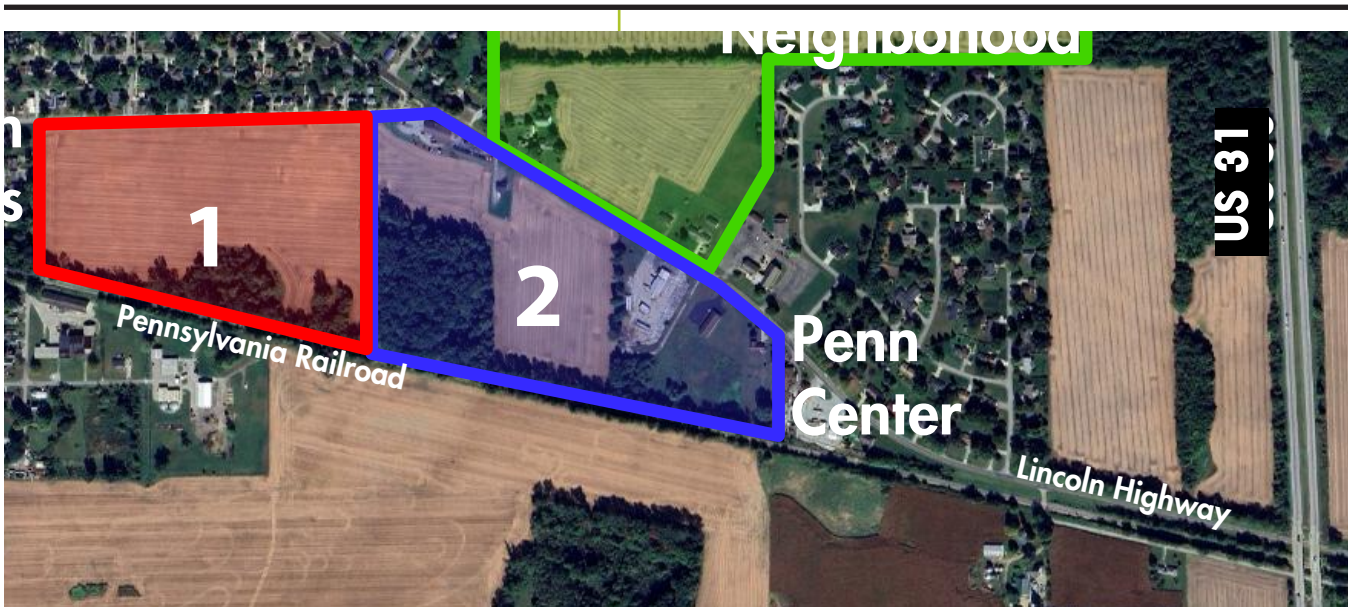


Figure A1.55: Proposed neighborhood character areas (Penn Center)

Character Area 2 (Penn Center):

The Penn Center character area extends from Pennsylvania Avenue and Lincoln Highway to the north and east, the former Pennsylvania railroad line to the south, and the Kingston Commons character area to the west. The Penn Center neighborhood (See Figure A1.55) forms the core of the TOD, hosting the train station and primary parking lot will be located. To complement the station, there will be a local commercial center with vertical mixed-use development featuring first-floor commercial and office with upper-story residential uses. Away from the core, additional multifamily dwelling units will be located. A primary characteristic of this area will be the central plaza, which will act as a public gathering area and third space that also encourages investment in local commercial and retail spending. This design directly responds to 37% of residents who favored vertical mixed use and to the 70% who identified restaurants and entertainment as the most desired economic development.

To guide development in a way that prioritizes the quality of the built environment and the public realm over rigid land-use separation, Neighborhood 2 should utilize a form-based code framework in place of traditional Euclidean zoning. Form-based code regulates the physical form, scale, and relationship of buildings to the street rather than strictly dictating what activities can occur within them, allowing for a more flexible and contextually sensitive mix of uses to emerge over time.

Parcels surrounding the train station could be upzoned to permit higher densities, with reduced setback requirements that bring buildings closer to the street, mandatory ground-floor activation along primary corridors, and design standards that encourage a lively and engaging street-level experience. Together, these regulatory tools will ensure that Neighborhood 2 develops as a walkable, people-centered district where the physical environment supports transit use, pedestrian activity, and a diverse mix of residential and commercial life.



Figure A1.56: Optional Rail Station Concept

The housing and development types within Neighborhood 2 will reflect the high-intensity, transit-supportive character of the district, prioritizing vertical mixed-use buildings that combine ground-floor commercial or retail uses with upper-story residential units. Multifamily housing forms such as apartments, four-over-one constructions, and townhomes will be encouraged throughout the neighborhood to achieve the residential density necessary to support local businesses, transit ridership, and an active public realm.

Commercial uses including restaurants, retail, professional offices, and civic services will be concentrated at the street level along primary corridors, ensuring that the neighborhood generates foot traffic and economic activity throughout the day and into the evening. Development within Neighborhood 2 should be developed as the highest and most dense area, but remian compatible with Plymouth's small-town character while still achieving the common characteristics that a successful transit-oriented district requires.

Character Areas 3, 4, 5

Character Areas 3 (Sycamore Neighborhood):

The Sycamore neighborhood will be located north of the Kingston Commons and Penn Center character areas. It will border Jefferson Street/9A Road to the north, Lincoln Highway and McQueen's Broadview Park to the south, and US-31 to the east.

4 (Midway Neighborhood):

The Midway neighborhood will be located north of the Sycamore neighborhood, bordering 9th Road to the north, 9A Road/Jefferson Street to the South, and US-31 to the east.

5 (Clover Plains):

The Clover Plains neighborhood will be located north of the Midway neighborhood, bordering US-30 to the north, US-31 to the east, and 9th Road to the south.

These three character areas will be focused primarily on single-family development with decreasing density from South to North, with allowances for local-serving commercial spaces. This continues the current development pattern in the Northeast Area, reflecting 70% of survey respondents who wanted single-family homes included in the neighborhoods' development. While these regions are distinct, they do not have hard boundaries and should flow into one another. It should also be noted that these are proposed areas and are subject to change (See Figure A1.57).

Neighborhoods 3 (Sycamore), 4 (Midway) and 5 (Clover Plains) are all located north of the transit-oriented district (TOD) each with similar development potential.

The Sycamore neighborhood will be located north of the Kingston Commons and Penn Center character areas. It will border Jefferson Street/9A Road to the north, Lincoln Highway and McQueen's Broadview Park to the south, and US-31 to the east. The Midway neighborhood will be located north of the Sycamore neighborhood, bordering 9th Road to the north, Jefferson Street to the South, and US-31 to the east. The Clover Plains neighborhood will be located north of the Midway neighborhood, bordering US-30 to the north, US-31 to the east, and 9th Road to the south.

Neighborhood 3 is the closest to the TOD extending from Lincoln Highway to 9A. This area is currently a mixture of single-family residential housing, along with plenty of agricultural land that is currently used for farming. Moving further north, neighborhood 4 starts at 9A and ends at 9th Road. Neighborhood 4 is mostly agriculture land with limited residential housing. Neighborhood 5 continues with this pattern.

To support future growth and increase proximity to the district, the long term proposal is to encourage the conversion of some agricultural land to residential housing to attract more residents close to the district. By introducing a mix of housing types and by creating a gradiant with increased density close to the district, these neighborhoods can attract more residents and support the transit use.

In addition to the proposals for housing development in the five neighborhoods, additional goals are suggested for the development of the Northeast area to complement the neighborhood's character.

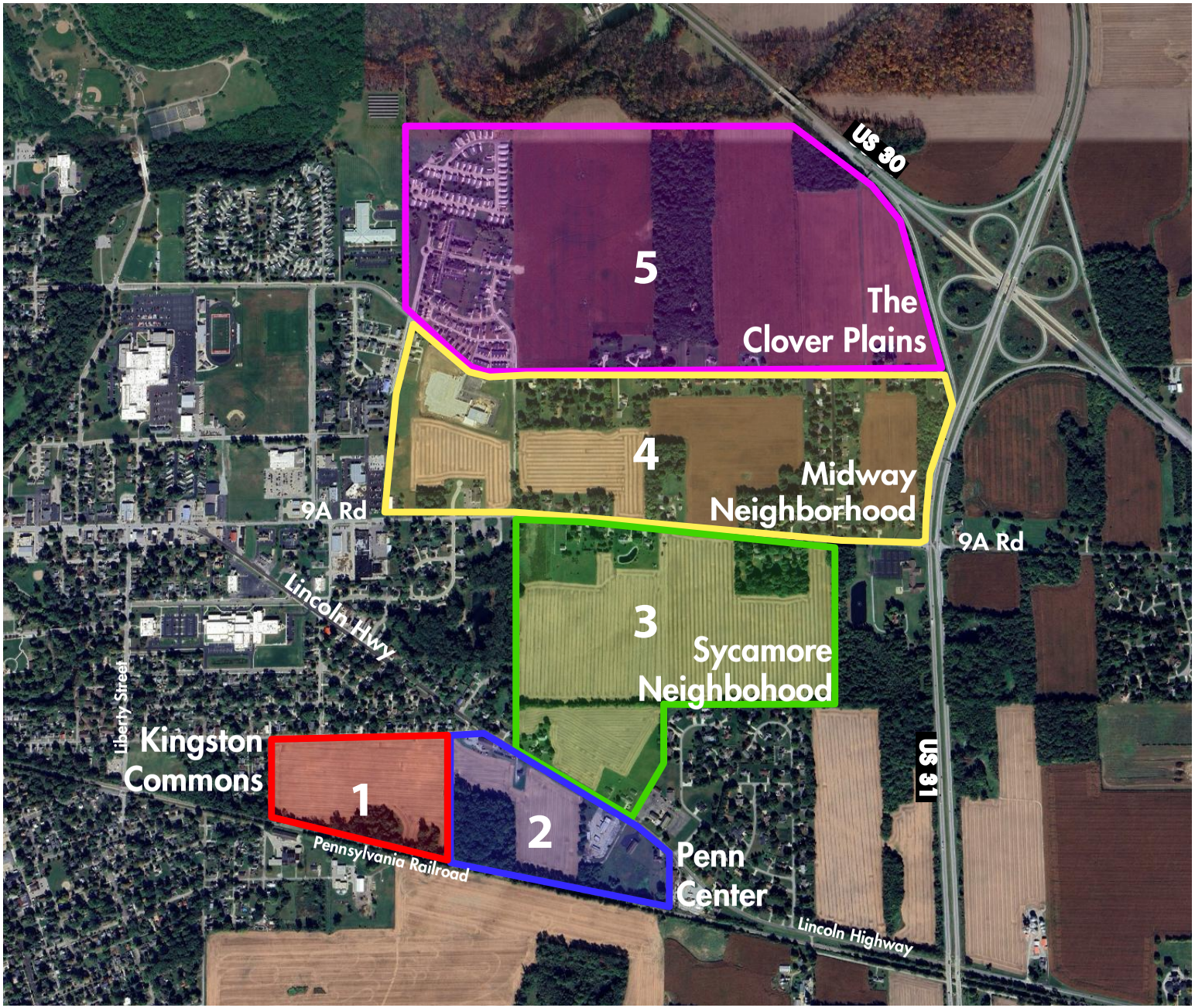


Figure A1.57: Proposed neighborhood character areas.

Housing & Neighborhood Development

Housing is foundational to neighborhood development, providing a catalyst for economic growth, social stability, and the physical renewal of a community. Housing is more than just shelter; it is a critical piece of infrastructure that determines a community's ability to attract businesses, maintain a stable workforce, and provide a high quality of life for its residents. When housing is of good quality, varied, and affordable, it draws in a diverse workforce, strengthens the local tax base, and creates the conditions for long-term neighborhood investment. Communities that prioritize housing as a core planning element are better positioned to respond to population growth, shifting demographics, and evolving economic demands. A well-planned housing strategy ensures that residents across all income levels and life stages can find a place within the community to live, reducing displacement and creating long-term stability (See Figure A1.58).

Currently, the Northeast area contains a mix of single-family residential homes, and rural residential properties reflecting a relatively conventional suburban development pattern. With the Midwest Connect train station and the push for an interchange at US 31 and Lincoln Highway, the introduction of transit-oriented development in the Northeast area presents a significant opportunity to thoughtfully expand and diversify this housing stock. Several strategies should be implemented to ensure that new housing and the development of neighborhoods remain contextual to the existing neighborhood character while enhancing overall design quality and meeting the needs of a broader range of residents.

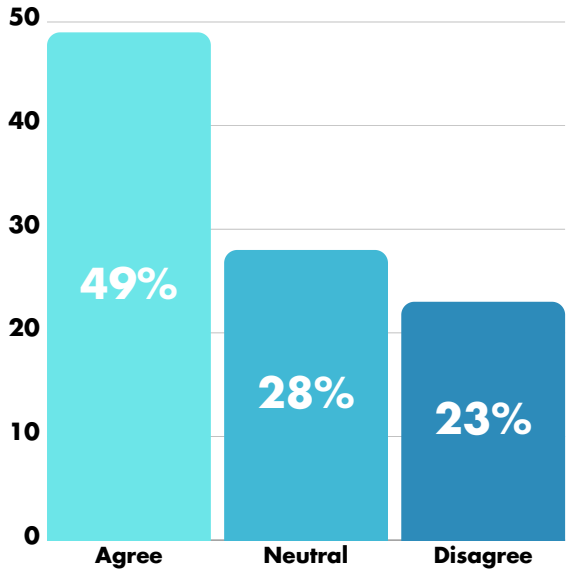


Figure A1.58: Resident support for increasing housing density near the transit station

These strategies prioritize housing options that are affordable, varied in type and tenure, and responsive to the preferences expressed by Plymouth residents in the community engagement process. Taken together, these strategies are designed to ensure that the growth generated by the TOD benefits current and future residents.

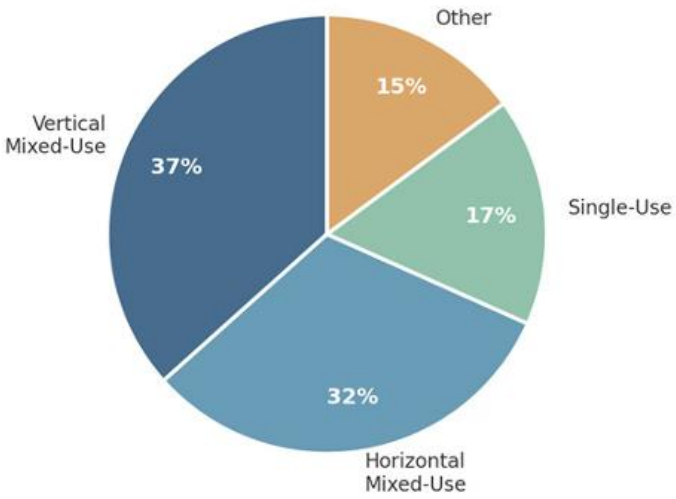


Figure A1.59: Preferred development type among Plymouth residents

Resident input from the survey (See Figure A1.59) suggests a focused approach to the strategic supply of housing and neighborhood development in the Northeast area. When asked about future development types, residents showed a clear interest in mixed-use formats, with 37% preferring vertical mixed-use and 32% favoring horizontal mixed-use, compared to 17% who favored single-use development and 15% selecting other options. Open-ended responses reinforce a desire for greater variation and intentionality in housing design, including calls to move away from repetitive apartment models and to provide starter homes for young couples. In terms of housing types, single-family homes received the highest level of support, followed by townhomes, apartments, condominiums, and duplexes.

Perspectives on density and infrastructure further illustrate a community that is receptive but cautious of development. Support for increasing housing density near the transit station totaled 49% for both those who support and strongly support this option, while 28% remained neutral, and 23% expressed opposition to some degree. Preferences for parking show continued reliance on traditional formats, with 50% favoring surface parking, 31% supporting parking garages, and 19% preferring no additional parking. Together, these responses suggest that while there is openness to transit-oriented development principles such as mixed-use and increased density, successful implementation will depend on balancing these strategies with familiar development patterns and clear responsiveness to resident concerns about design, scale, and functionality.

Single-Family Detached Residential



Figure A1.60: Single family detached residential

Single-Family Detached Residential
One-to-two story homes featuring covered porches, offset facades, varied materials, distinctive architectural details, rear-loaded garages, and front lawns connected to pedestrian sidewalks, creating an inviting and pedestrian-friendly streetscape that reflects the established character of Plymouth's residential neighborhoods.

By preserving and extending this familiar building typology along Pennsylvania Avenue, the plan ensures continuity of building form between the broader Plymouth community and the new development introduced by the Transit-Oriented Development. The Pennsylvania Avenue housing example represents the existing single-family detached residential character that Neighborhood 1 is designed to continue and complement along its western edge (See Figure A1.60).

Single-Use Residential Apartments

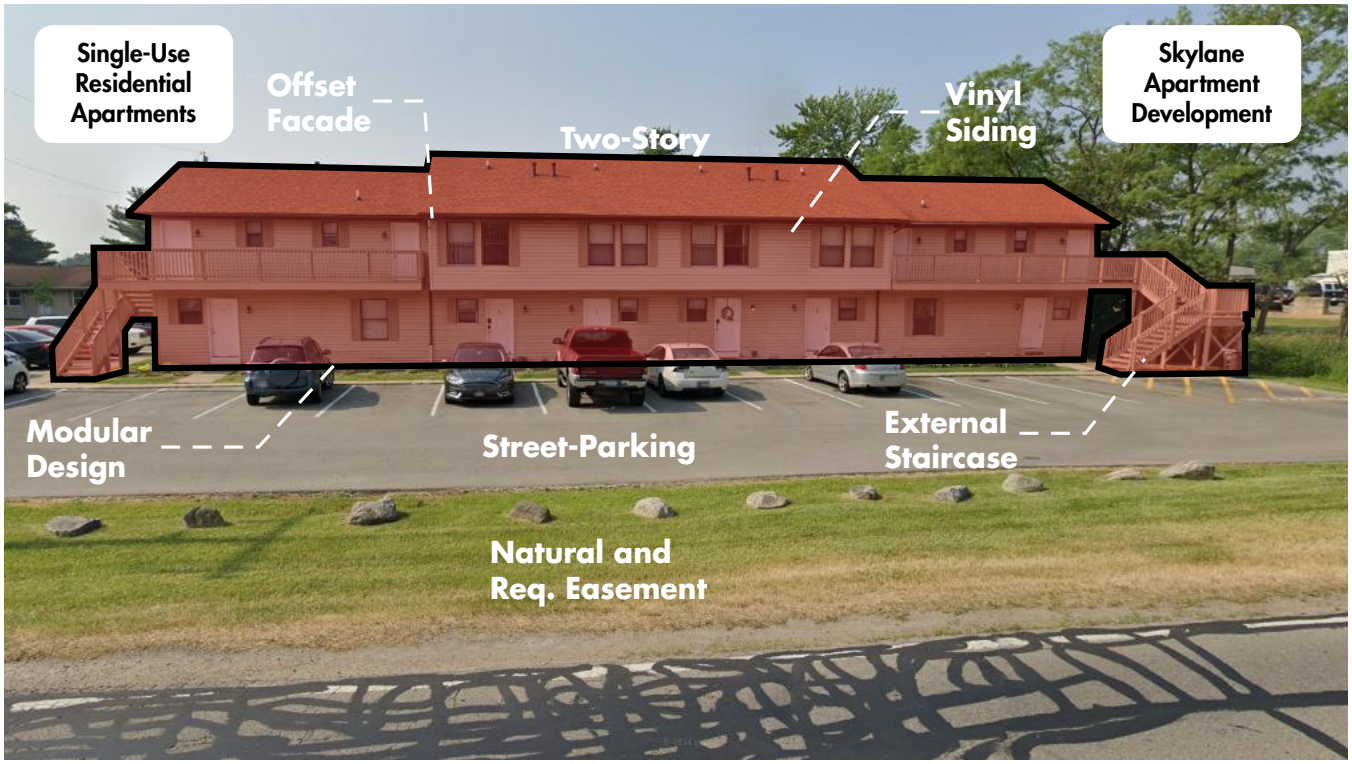


Figure A1.61: Single-use residential apartments.

Single-Use Residential Apartments:
This two-story building shown in Figure A1.61 features a modular design, offset facade, vinyl siding, external staircases, street parking, and a required setback along the street frontage, resulting in a compact, cost-effective form compatible with the surrounding residential context.

While this building type is less intense than the 3-4 story multifamily proposed closer to the station, it plays an important role in providing rental housing options at a scale that bridges the gap between lower density of Neighborhoods 3-5 and higher-density development in Neighborhood 1 and 2. The Skylane Apartment Development represents a more modest, attainable form of single-use multifamily housing appropriate for transitional areas of Neighborhood 1 as intensity increases toward the TOD core (See Figure A1.61).

Single-Family Detached Residential



Figure A1.62: Single-Family Residential Housing

Single-Family Detached Residential:
Single-story homes proposed in the northeast neighborhood feature offset facades, covered front porches, front lawns, and attached garages (ex. front-load), creating an inviting and familiar streetscape that reinforces the neighborhood's small-town identity.

The covered porch and pedestrian sidewalk connection are particularly important design elements, as they encourage casual interaction between neighbors and contribute to the safe, walkable environment that 82% of surveyed Plymouth residents identified as a top priority for future development in the Northeast area. Single-family detached residential housing, as exemplified by the Centennial Crossing Development, represents the foundational housing type within Neighborhoods 3, 4, and 5 (See Figure A1.62).

Horizontal Mixeed-Use Townhomes

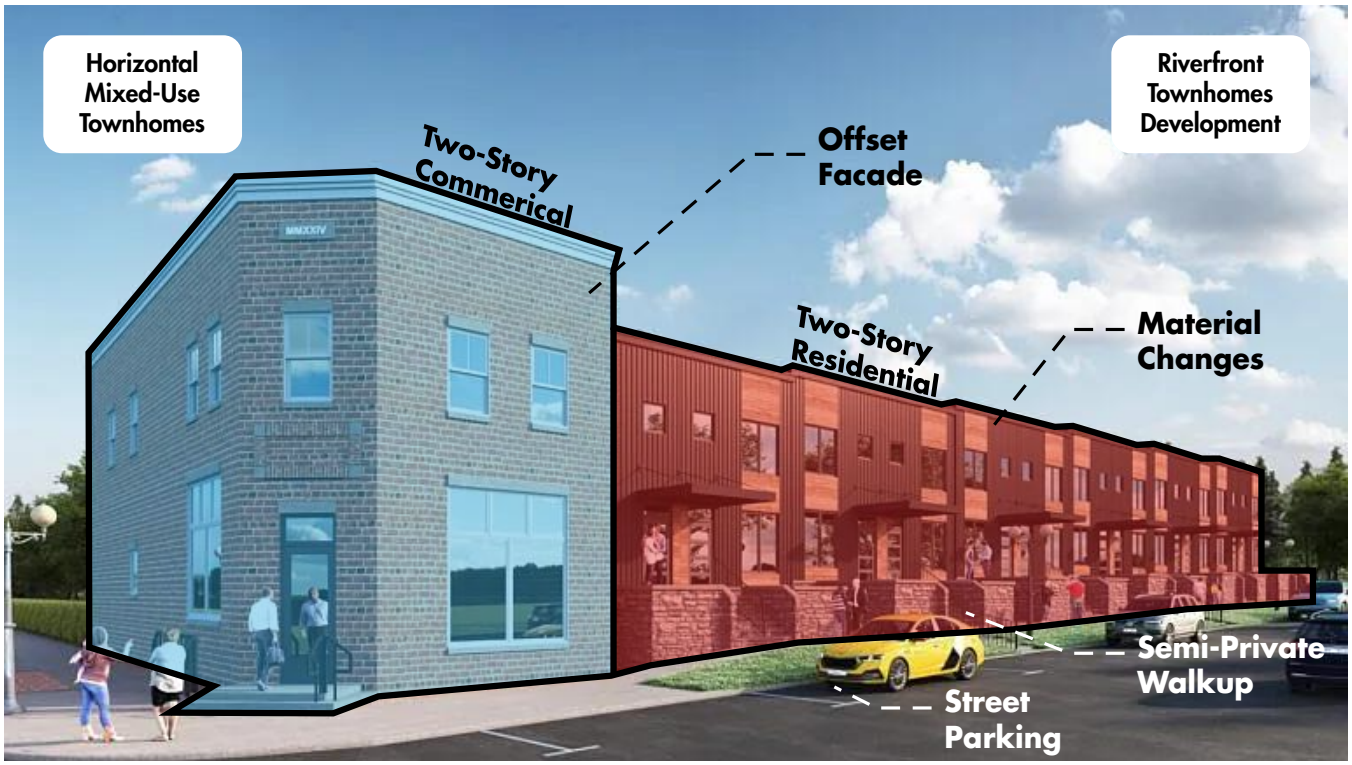


Figure A1.63: Horizontal mixed-use townhomes

Horizontal mixed-use townhomes:
As shown in Figure A1.63, townhomes feature offset facades, material changes between units, semi-private street-level walkups, and street parking, creating a varied and visually engaging streetscape that avoids the monotony of uniform facade treatments.

This development type is well suited to the transitional areas of Neighborhood 1 and 2 where the intensity of the station core begins to give way to residential uses, providing both commercial activity and housing density within a human-scaled, pedestrian-friendly building form. This type of development would also work well in Neighborhoods 3-5 near the neighborhood commercial areas. The Riverfront Townhomes Development exemplifies horizontal mixed-use development within the TOD, pairing a two-story commercial building with a row of two-story residential townhomes along the same block face (See Figure A1.63).

Senior-Oriented Manufactured Home

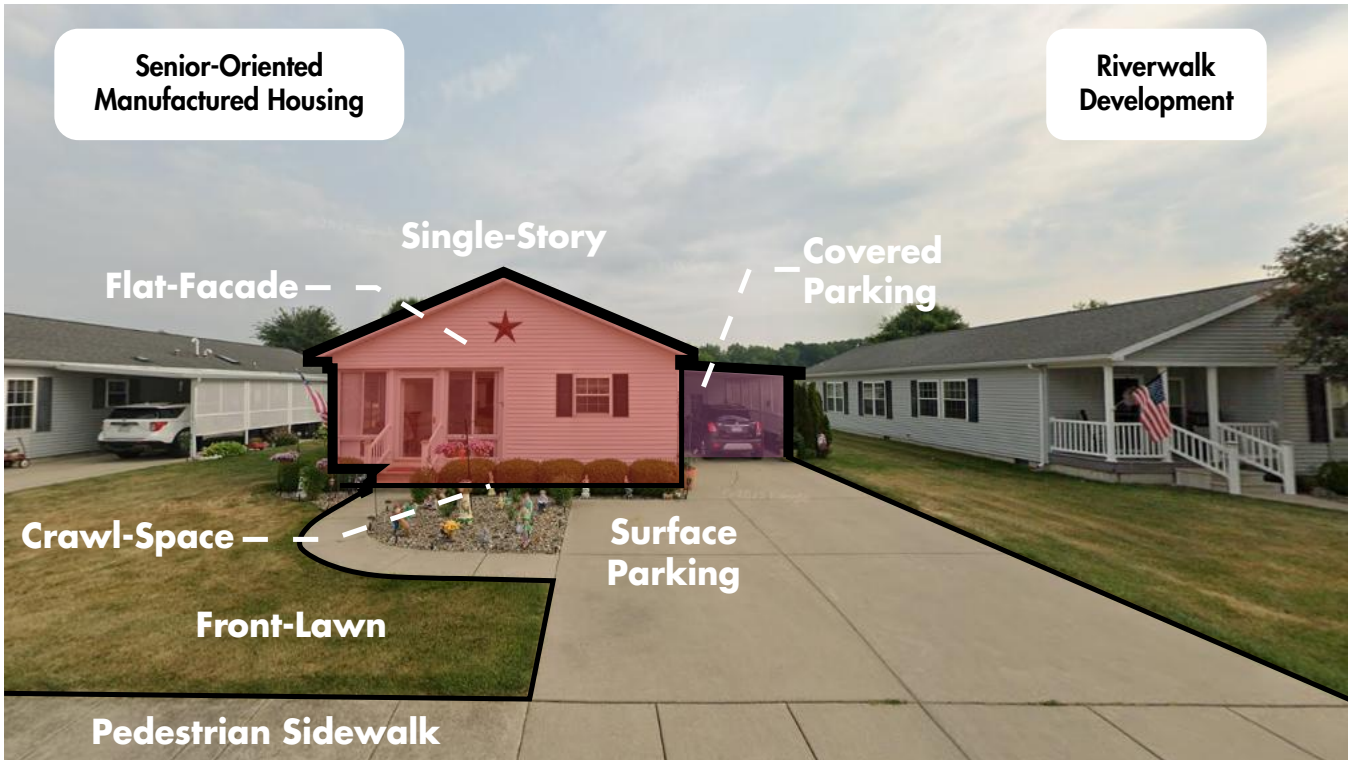


Figure A1.64: Senior-Oriented Manufactured Homes

Senior-oriented Manufactured Housing: Senior-oriented manufactured housing represents an attainable and contextually appropriate housing option for older residents within Neighborhoods, 3, 4 and 5 offering single-story homes that are designed with accessibility and ease of maintenance in mind.

These single-story units are situated on crawl spaces with front lawns, covered parking, and surface parking, providing the familiar residential character that longtime Plymouth residents are accustomed to while accommodating the practical needs of an aging population. Figure A1.64 is an example from the Riverwalk Development that can be emulated in the Northeast neighborhood. This housing type takes advantage of its natural surroundings, offering seniors a peaceful, walkable environment supported by pedestrian sidewalks that connect them to the broader neighborhood and TOD network (See Figure A1.64).

An alternative could be pocket neighborhoods creating micro-communities around a shared space and promoting smaller residential units.

Single-Use Residential Apartments



Figure A1.65: Single-use multifamily residential housing.

Single-Use Multifamily Residential:
Apartments and condos achieve the residential density needed to support transit ridership and local commercial activity while incorporating design features that contribute positively to the public realm and pedestrian experience at street level.

At three to four stories, this development type aligns with Plymouth's current height standards, delivering housing capacity without overwhelming the surrounding neighborhood's scale and character. The River Gate South Apartments represent a baseline development type for higher-density, single-use multifamily residential buildings proposed for Neighborhood 1 and 2. Rising to three–four stories with offset facades, exterior patios, tree-lined sidewalks, and first-floor internal parking enhances the overall character of the built environment (See Figure A1.65).

Single-Family Detached Residential



Figure A1.66: Single-Family Residential Housing

Single-Family Detached Residential:
Single-story homes proposed in the northeast neighborhood feature offset facades, covered front porches, front lawns, and attached garages (ex. front-load), creating an inviting and familiar streetscape that reinforces the neighborhood's small-town identity.

The covered porch and pedestrian sidewalk connection are particularly important design elements, as they encourage casual interaction between neighbors and contribute to the safe, walkable environment that 82% of surveyed Plymouth residents identified as a top priority for future development in the Northeast area. Single-family detached residential housing, as exemplified by the Centennial Crossing Development, represents the foundational housing type within Neighborhoods 3, 4, and 5 (See Figure A1.66).

Vertical Mixed-Use Apartments



Figure A1.67: Vertical mixed-use development, Plymouth, Indiana

Vertical Mixed-Use Development:
Mixed-use development is the most efficient use of land within the TOD district, activating the street level with retail, restaurant, and service uses while simultaneously contributing residential units to the neighborhood's housing supply.

By drawing on a building typology that already exists and is familiar within Plymouth's downtown, the TOD can extend this established pattern of development into the Northeast area in a way that feels cohesive and contextually appropriate to the broader City. Downtown Plymouth's existing building stock provides a locally grounded precedent for the vertical mixed-use development proposed within Neighborhood 2, where first-floor commercial uses are paired with second-floor residential units within the same building as shown in Figure A1.67.

Housing & Neighborhood Development

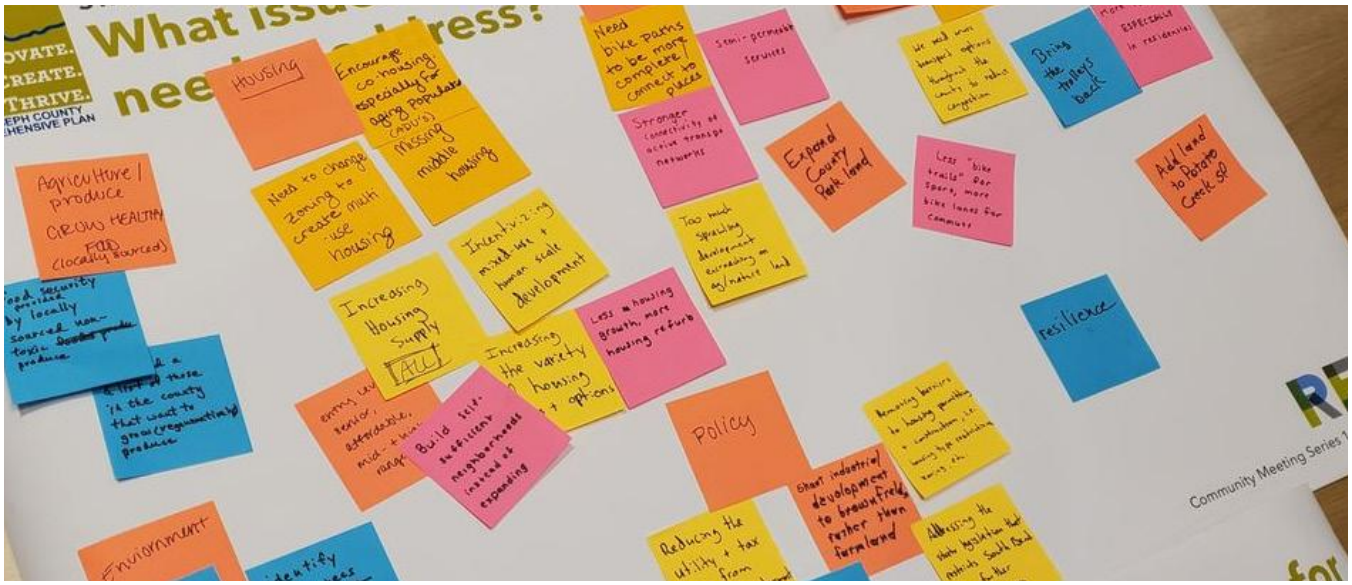


Figure A1.68: Community Input Sticky-Note Imagery (Source, REA, 2022)

Goal 1:

Zoning and Regulatory Reform. This goal addresses updating the existing zoning policies to allow higher density development and a mix of housing types, including townhomes, duplexes, and small-lot single-family homes. By permitting more units and introducing smaller affordable housing, the neighborhood can increase accessibility to homeownership (See Figure A1.68).

Strategy 1:

Change zoning to allow higher density development to encourage building more units per acre. Allowing smaller houses to be built on smaller, narrower lots makes homeownership more affordable. The City of Plymouth should adopt zoning and regulatory reforms to support the Transit-Oriented Development (TOD) district. The zoning and regulatory reforms should be focused on increasing allowable density and encouraging a wider range of housing types. This will enable more housing units to be developed within walking distance of transit.

By encouraging the development of compact housing like townhomes, duplexes, and small lot single family homes, the plan can expand housing options while improving affordability. Smaller homes on reduced lots can help lower the development and purchasing costs. Increased density in Neighborhoods 1-3 can support more efficient uses in the TOD area.



Figure A1.69: Building Construction, Plymouth, Indiana (Source, CAC Wall Panels)

Strategy 2:

Streamline the permitting process to accelerate approvals and speed up construction timelines, particularly for developers building affordable housing. A streamlined process reduces administrative burden by establishing clear, consistent review standards and minimizing time between application submission and project approval. Plymouth could establish a dedicated TOD permitting track that prioritizes affordable and mixed-use housing projects within the Northeast Area, ensuring applications are reviewed promptly and developers have a single point of contact.

Coordinating across all relevant municipal departments, including planning, engineering, and building and safety, through a concurrent rather than sequential review process can reduce redundancy, back-and-forth, and compress approval timelines. By making the process more efficient and predictable, the City signals that Plymouth is a welcoming environment for investment, accelerating delivery of needed housing units (See Figure A1.69).

Housing & Neighborhood Development



Figure A1.70: Pre-Approved Housing Building Plans (Source, City of South Bend, 2020)

Goal 2:

Decrease the Cost and Approval Time of Housing Production. Time is money for developers and therefore decreasing the review and approval time for development proposals will incentivize developers to consider building houses that are affordable and within the acceptable development codes of the City of Plymouth.

Strategy 1:

Pre-approve housing plans. The City can work with licensed designers to develop a catalogue of pre-approved housing designs including single-family homes, duplexes, townhomes, and small multifamily buildings that meet Plymouth's zoning standards and design guidelines. Making these plans publicly available removes a time-consuming step, allowing projects to move from site selection to permitting without delays from custom review. This reduces costs for developers, making it more feasible to build small-scale infill housing. South Bend, Indiana has demonstrated this model's effectiveness, where a pre-approved plan library lowered barriers for small developers and encouraged a more diverse housing mix. For Plymouth, pairing a pre-approved catalogue with TOD zoning would create a streamlined, predictable process that accelerates housing production while ensuring compatibility with surrounding neighborhood character (See Figure A1.70).



Figure A1.71: Missing Middle Housing Imagery (Source, Parolek, 2020)

Strategy 2:

Support "Missing Middle" and accessory dwelling units (ADU) housing by updating zoning to allow duplexes, triplexes, and townhomes in single-family zones. Missing Middle housing includes multi-unit types like duplexes, triplexes, fourplexes, courtyard apartments, and townhomes designed to fit single-family neighborhoods while providing greater density at lower costs. These types have largely disappeared from zoning codes, creating a gap between single-family homes and large apartments, limiting options for young professionals, small households, seniors, and moderate-income families (See Figure A1.71).

By updating Plymouth's zoning to allow these types by right near the transit station, the City can encourage gentle densification that fits neighborhood character without large-scale redevelopment. This also supports affordability, as smaller units on shared lots typically have lower prices and rents than single-family homes, expanding access for a wider range of incomes.

Housing & Neighborhood Development

Goal 3: Increase the Availability and Construction of a Variety of Housing Types and Tenure.

A key aspect of a successful TOD plan is the promotion of a diverse housing mix of different price points that can accommodate a wide range of residents. This strategy focuses on many different housing types like apartments, townhomes, duplexes, and single-family homes within the same neighborhood. This can provide both rental and ownership opportunities. This strategy supports diverse housing by bringing in different household sizes, life stages, and income levels. Providing a diverse housing mix helps create a more welcoming, complete, and balanced community by supporting individuals from various backgrounds who live within a proximity to transit area and transition neighborhoods.

Strategy 1:
Consider providing tax abatements or incentives to developers who include affordable units in their proposals. Offering tax abatements and financial incentives can attract developments like affordable housing within the TOD district. By reducing property taxes or providing other financial benefits, local governments can offset development costs, including below-market-rate units. Indiana's tax abatement framework allows municipalities to phase in assessed value increases on new construction, giving developers a cost advantage during early years when debt service and operating costs are highest.

Plymouth should establish clear eligibility criteria tied to affordability commitments, ensuring abatements are awarded in proportion to the number and depth of affordable units a developer agrees to provide and maintain. By strategically using this tool within the TOD district, the City can attract developers who might otherwise overlook Plymouth, accelerating housing production while ensuring benefits reach residents across income levels.

ihcda

Indiana Housing & Community Development Authority

Figure A1.72: IHDCA Logo

Strategy 2:
Utilize federal and state grants, such as the Low-Income Housing Tax Credit (LIHTC), to drive private investment into affordable rental housing (See Figure A1.72). A Housing Trust Fund (HTF) provides a dedicated, flexible source of public funding to subsidize affordable housing development where the market alone cannot close the gap between construction costs and rents that low- and moderate-income households can afford. Plymouth can establish an HTF by collecting linkage fees from new commercial and market-rate residential developments, which are assessed based on the assumption that new development generates demand for workforce housing. These funds can then be deployed as grants, low-interest loans, or gap financing to developers who commit to including affordable units in their projects. By aggregating this funding stream, the City creates a manageable and locally controlled mechanism for affordable housing production that does not rely solely on the annual municipal budget.



Figure A1.73: Modular Construction of Single-Family Homes, Indiana (Source, Volumod)

Strategy 3:
Modular Construction. Allow the use of prefabricated components built off-site to reduce construction time, waste, and labor costs. Modular construction involves manufacturing structural components such as wall panels, floor systems, and entire room modules in a controlled factory environment before transporting and assembling them on-site, significantly compressing the construction timeline compared to traditional stick-frame construction. Because modules are built indoors, weather delays are eliminated, material waste is reduced, and quality control is more consistent, all of which lower overall project costs. For Plymouth's TOD district, modular construction is particularly well suited to the production of townhomes, duplexes, and small apartment buildings, where repetitive unit layouts make off-site fabrication most efficient. By permitting and even incentivizing modular methods through pre-approved plan sets and streamlined inspections, the City can accelerate the delivery of needed housing units while keeping per-unit costs competitive with or below those of conventional construction (See Figure A1.73).

Strategy 4:
The City of Plymouth can form public-private partnerships with developers by offering incentives like tax breaks, fee waivers, or City-owned land in exchange for affordable housing units. Public-private partnerships leverage the City's assets, including publicly owned land, tax incentives, and reduced permitting fees, to attract private investment in housing that serves community goals, particularly affordable or workforce units the market would not otherwise deliver. Under this model, Plymouth could offer City-owned parcels at reduced or no cost, grant multi-year tax abatements, or waive impact fees in exchange for a binding commitment to include a percentage of income-restricted units. These agreements are formalized through development agreements or restrictive covenants, ensuring long-term affordability beyond initial construction. By deploying public assets as incentives rather than subsidies, the City can stretch resources, catalyze investment in the TOD district, and ensure benefits are shared across income levels.

Case Study: South Bend, Indiana

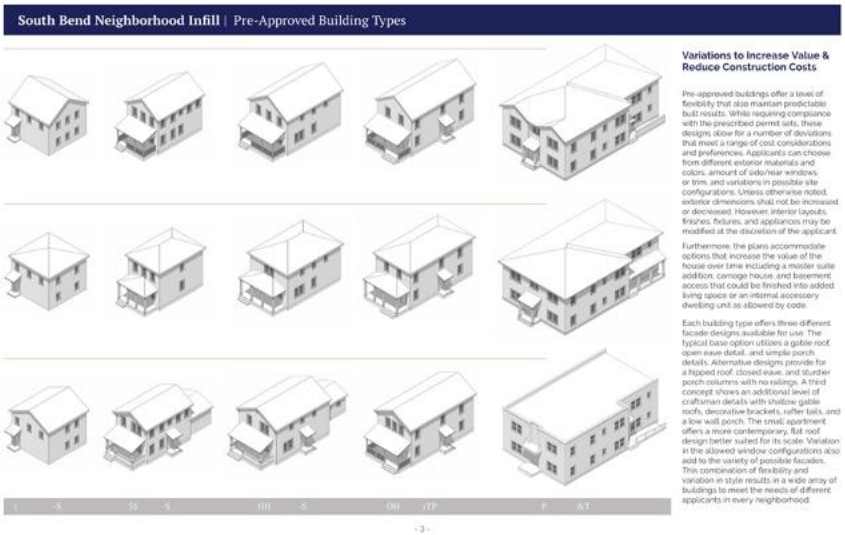


Figure A1.74: Pre-approved building types in South Bend, Indiana.

South Bend's pre-approved housing types serve as a compelling example of how municipalities can take a proactive and strategic approach to housing development, and Plymouth can develop its own catalogue of pre-approved designs to help propel the proposed goals and strategies of housing development in the Northeast Neighborhood and across the City more broadly. South Bend's program works by establishing a library of architecturally vetted, code-compliant housing designs that developers, builders, and property owners can select from and move directly into permitting without undergoing the full discretionary review process that typically accompanies new residential construction. This dramatically reduces the time and cost associated with bringing new housing units to market, lowers the barrier to entry for smaller builders and individual property owners who lack the resources to commission custom architectural drawings, and ensures that new housing aligns with the City's design standards and community character goals from the outset (See Figure A1.74).

For Plymouth, developing a comparable catalogue would represent a direct investment in the capacity of the local development ecosystem, signaling to the market that the City is a willing and prepared partner in housing production rather than a bureaucratic obstacle. The catalogue could be tailored specifically to the missing middle housing types most appropriate for the Northeast Neighborhood context, including duplexes, triplexes, fourplexes, courtyard apartments, and townhouses, providing a ready-made toolkit for the kind of gentle density that supports walkability and transit ridership without dramatically altering neighborhood scale or character.



Figure A1.75: Pre-approved building types in South Bend, Indiana.

By pursuing this form of pre-approved design standards, the City of Plymouth may allow for significantly greater flexibility, efficiency, and effectiveness across the full arc of the planning, design, construction, and approval process in the Northeast area and throughout the City. The conventional development review process in most American municipalities is lengthy, unpredictable, and expensive, often requiring months or even years of back-and-forth between applicants and planning staff before a project receives approval. This friction disproportionately disadvantages smaller projects and incremental infill development, which cannot absorb the carrying costs of extended review periods in the way that large institutional developers can. Pre-approved design standards short-circuit this process by resolving the most time-consuming questions of architectural compliance, building form, and design quality before any individual application is submitted (See Figure A1.75).

By developing this palette of housing types, the City of Plymouth can begin to plan and infer the density, planning and overall look of a community well before any development takes place. This allows for greater flexibility, and types of housing types that community members wish to see throughout the Northeast neighborhood. Allowing community needs to be met, planning and development to be compressed, and the overall process to be streamlined.

Case Study: Hughes Townhomes, Norwalk, Iowa



Figure A1.76: Site of the Hughes Townhomes on former agricultural land

Hughes is a townhome project located in Norwalk, Iowa that serves as an instructive example of how thoughtfully designed residential development can address a diverse range of housing needs within a single cohesive project (See Figure A1.76). The development consists of 1, 2, and 3 story townhomes offering both 2 and 3 bedroom options, a unit mix that reflects a deliberate effort to accommodate households at different life stages and with different spatial needs. Rather than defaulting to a uniform architectural style that produces a monotonous and visually repetitive streetscape, the design of the Hughes townhomes incorporates a variety of architectural expressions and applies them across a denser development pattern, creating a built environment that feels varied, organic, and human in scale despite its relatively compact footprint. This approach to architectural diversity within a unified development framework is particularly relevant for communities like Plymouth that are seeking to introduce greater density into existing neighborhoods without generating the community resistance that often accompanies large scale multifamily projects.

This type of development provides a compelling framework for the thoughtful and productive conversion of underutilized or agricultural land into a horizontal mixed-use planned development that serves both residential and broader community needs (See Figure A1.77). The term horizontal mixed-use refers to a development pattern in which different uses, including residential, commercial, and open space, are distributed across a site in distinct but interconnected buildings and zones, as opposed to the vertical mixed-use model in which different uses are stacked within a single structure. Both models have their place in transit-oriented development, but the horizontal mixed-use approach represented by the Hughes project is particularly well suited to sites where land is more abundant, where market conditions do not yet support the construction costs associated with multi-story mixed-use buildings, and where a more gradual and incremental approach to densification is appropriate given the surrounding neighborhood context.



Figure A1.77: Subdivision plat of the farmland that was subdivided for the development of the Hughes.

For Plymouth, the Hughes model is particularly relevant as a framework for thinking about how land in and around the Northeast Neighborhood transit station area could be developed in a way that is both economically viable and community-serving. Transit-oriented development does not require that every parcel within the station walkshed be developed at maximum density immediately. In fact, a phased and flexible approach to station area development, anchored by a clear regulatory framework and a shared community vision, is often more successful in the long run than attempting to force premature high-density development onto a market that is not yet ready to support it.

The Hughes project demonstrates that it is possible to create genuine density, housing diversity, and mixed-use activity through a horizontal development pattern that feels accessible and appropriately scaled to its context. By allowing flexibility in the types of development that can occur surrounding the transit station depending on the community's evolving needs, Plymouth can create the conditions for a station area that grows and densifies organically over time, with each new project building on and reinforcing the investments made by those that came before it. This incremental and community-responsive approach to transit-oriented development is ultimately more resilient, more equitable, and more likely to produce lasting positive outcomes for the residents of the Northeast Neighborhood than a top-down master planned approach that attempts to prescribe and control every aspect of the district's built form from the outset.

Transportation & Circulation

High-quality transportation and circulation networks enhance neighborhood vitality by easing congestion and improving access to jobs and services. A good transportation and circulatory system support social connectivity, boosts local business, and promotes active lifestyles, making the area a more desirable place to live.

Residents have consistently indicated a desire for pedestrian improvements. In the survey that asked residents about the type of amenities they would like the City to add to the Northeast side of Plymouth, sidewalk was mentioned 65% of the time and bike lane was mentioned 28% of the time (See Figure A1.78).

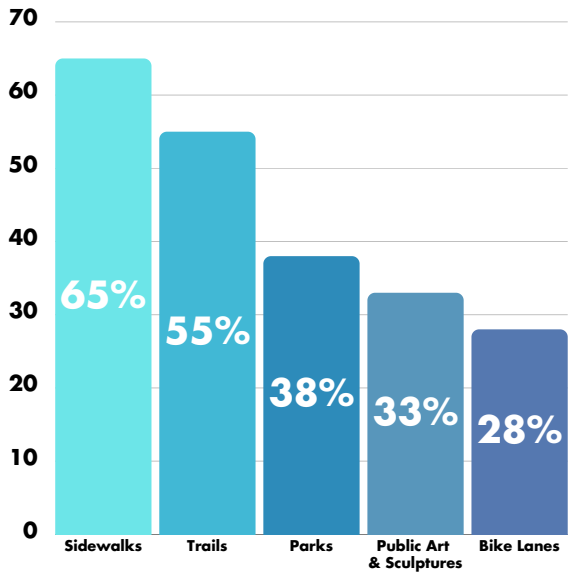


Figure A1.78: What Additional Amenities Would Make the Northeast Area More Livable?

Goal 1: Develop a Circulatory Loop of Trails and Sidewalks

One of Plymouth's standout features is the downtown park and trail network. The network of trails and parks provides open green space for residents and a way for pedestrians and cyclists to navigate the City safely and easily. Expansion of this network of trails into a circular loop would help connect the northeast area's TOD development to the wider City of Plymouth, facilitating traffic to the area and providing mobility options for Plymouth residents as shown in Figure A1.79

Strategy 1:

Extend the trail system to the Northeast area and link it to community amenities. Currently a trail network exists west of the neighborhood but does not link directly to the TOD or northeast area of town. However, 65% of survey respondents expressed an active interest in the expansion of the trail system into the northeast area, while 55% of respondents also expressed an interest in improvements to the sidewalk system in the neighborhood.

To support active and recreational activities of residents, this trail system should be extended to the TOD neighborhood so that it will create a loop around town and link the neighborhood to Centennial Park and to the northwest.

Strategy 2:

Integrate the different transportation modes in the City to enable an interconnected network of trails (See Figure A1.79), sidewalks, and bicycle lanes. More than a quarter of Plymouth residents (28%) expressed an interest in an expansion of on-street bike lanes into the northeast area, while 65% expressed an interest in expansion of multi-modal pedestrian and bike trails. A network of sidewalks and multi-use trails supported by a few protected bike lanes along key corridors such as Michigan Street, Pennsylvania Avenue, Lincoln Highway, and Jefferson Street will enhance connectivity in the City for both daily commuting and leisure.

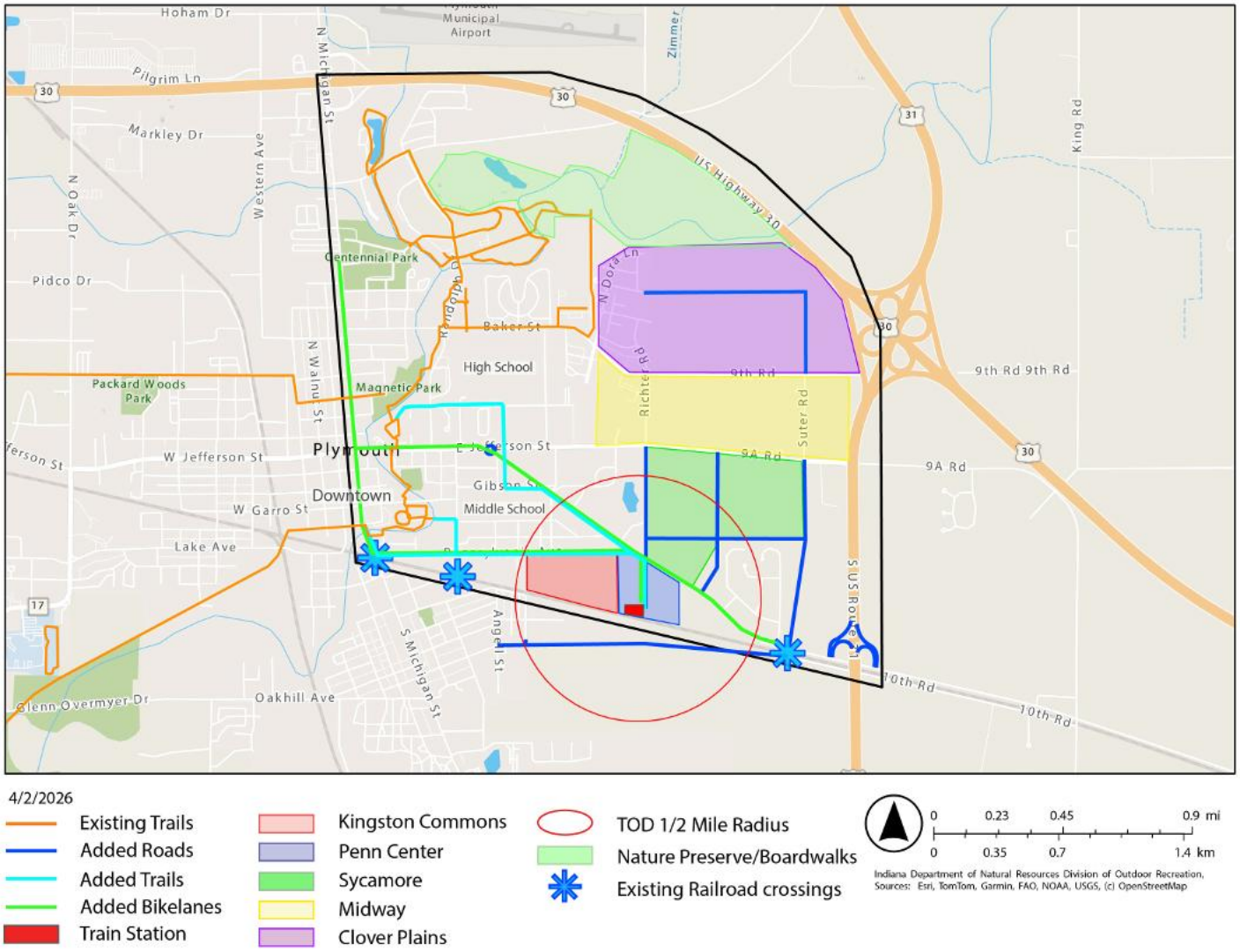


Figure A1.79: Interconnected trail and sidewalk system

Transportation & Circulation



Figure A1.80: Hacienda Avenue Green Street Project (Source, Callander)

Goal 2: Adopt Traffic Calming Techniques to Improve livability.

To support the movement and safety of all people who move through and live in the TOD area, traffic calming techniques should be adopted to increase pedestrian safety at crossings and intersections and to help protect motorists. Traffic calming measures such as roundabouts, curb extensions, and narrowed lanes can slow down traffic at dangerous intersections, while removing parking minimums can reduce the necessity of driving, reducing traffic on the streets and increasing foot traffic (See Figure A1.80).

Strategy 1:

Redesign streets to be safer. Traffic calming measures such as mini-roundabouts, curb extensions (bump-outs), and narrowed lanes can help slow down traffic, and make the neighborhood safer for pedestrians (See Figure A1.81). At the public forum, residents indicated an interest in the conversion of several intersections into roundabouts to improve traffic flow and the safety of drivers and pedestrians. These include the intersection of Jefferson Street and Lincoln Highway, as well as the intersections of Lincoln Highway at Pennsylvania Avenue, and a southern extension of Richter Road.



Figure A1.81: West Capitol Avenue Streetscape Imagery (Source, MIG)

Strategy 2:

Integrate land uses with new development. This can be done by aligning transportation investments with community growth patterns to promote sustainable development, higher-density housing where appropriate, and reducing urban sprawl.

Strategy 3:

Remove parking requirements for businesses at the train station. This will decrease the use of personal automobiles and help generate more foot traffic to support businesses at the TOD. The density of housing around the TOD will primarily support local businesses. Residents commuting to the area for the sake of the passenger rail system will be able to park their vehicles in the park-and-ride section and walk to the businesses on foot. Plymouth residents outside the northeast area will be able to make use of the limited parking spots to ensure accessibility to all residents while the streetscape remains friendly to pedestrians.

Retail & Commercial Development

Neighborhood retail and commercial businesses provide essential goods, services, and jobs within walking distance, thus reducing reliance on the automobile while creating vibrant "third spaces" that build community identity and trust (See Figure A1.82). Third Spaces, unlike spaces like home or work, are public or private areas that allow individuals to relax, socialize, and connect with their community.
Local businesses keep revenue in the community, enhancing the local tax base. By clustering shops, restaurants and other community services near the train station, a vibrant neighborhood hub is provided for residents and visitors drawing in revenue that will help support the tax base. Additionally, providing compatible, locally serving corner stores within residential neighborhoods can increase the quality of life for residents in the area.

Goal 1: Use TOD and Neighborhood Retail Development to Complement but not Compete with the Downtown Central Business District (CBD).

Integrating the TOD commercial area to the downtown business district needs to be a slow-paced, steady development to avoid TOD businesses competing with existing downtown retail and commercial businesses. To avoid this, the City should implement an incentivization approach to help regulate the growth of the TOD area. The types of businesses that are in the TOD district should be carefully chosen based on their proximity to the downtown business district and their potential impacts on the CBD.



Figure A1.82: Downtown Plymouth, Indiana Imagery

Strategy 1:

Incentivize the development of retail and commercial uses at the TOD and in the five neighborhoods to complement but not directly compete with the City's downtown. Commercial uses in the TOD and the other Northeast neighborhoods should complement rather than compete with downtown. To integrate Plymouth's downtown residential and business environment into the TOD, the type of retail and commercial uses in each neighborhood should be appropriately structured depending on its proximity and distance from downtown and the TOD. Figure A1.83 shows the location of the neighborhoods followed by a discussion of the retail and commercial development proposed in each neighborhood.

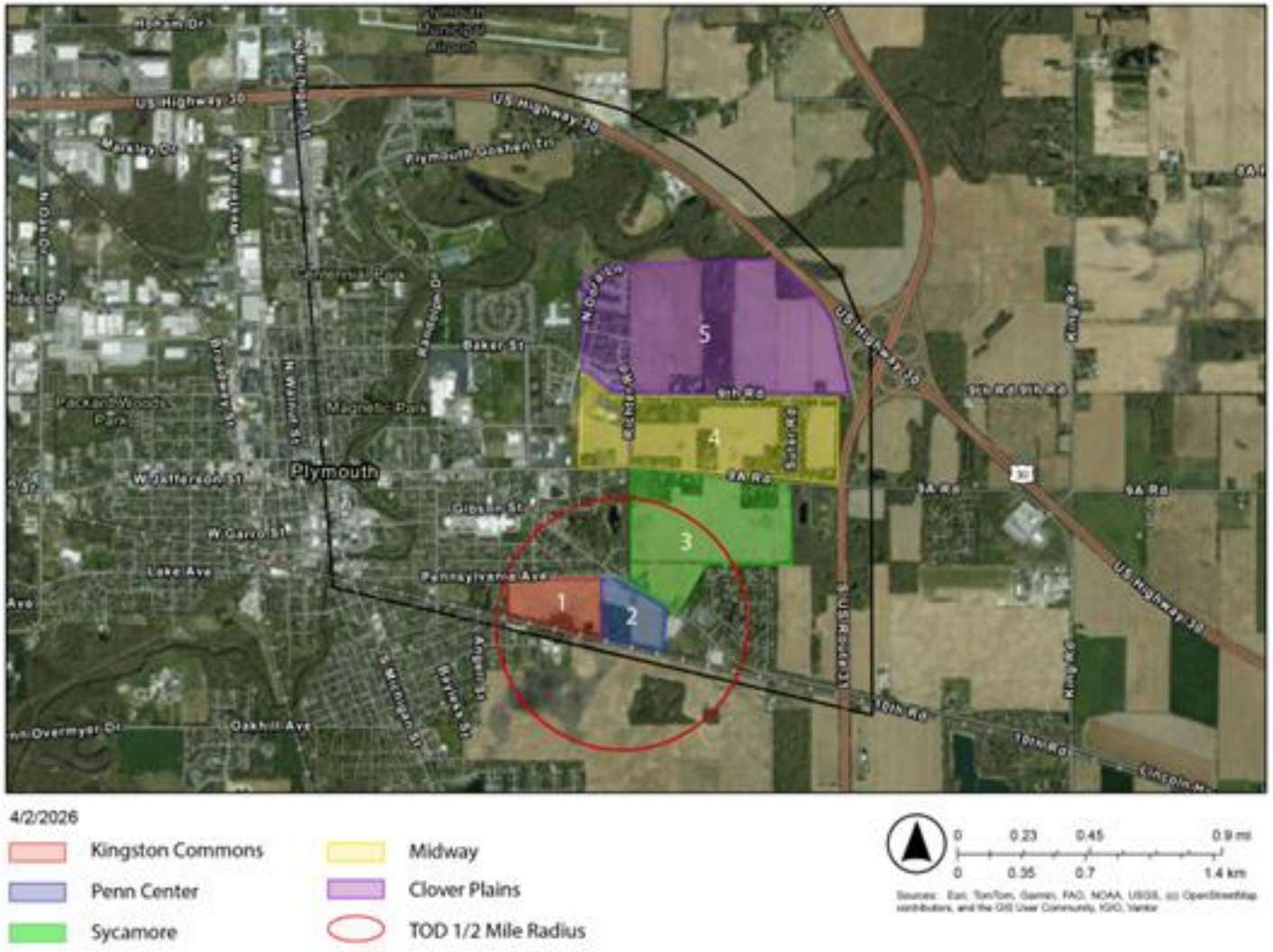


Figure A1.83: The five neighborhoods in the Northeast area.

Retail & Commercial Development



Figure A1.84: Gateway Intersection with Streetscape redesigned as a Boulevard (Source, CNU)

The Kingston Commons Neighborhood:

This neighborhood should include mixed-use zoning using MU-L (low intensity) regulations. It will feature multi-story complexes fitted with commercial/ retail stores at the base and residential apartments on top. Moderately dense forms of residential (R-4) use will also be promoted. To complement the structural environment of Plymouth's downtown, buildings will only rise to a maximum height of 3-4 stories. The area should include a public plaza and other communal open spaces (that include artwork) to create a community dynamic welcoming to all residents and visitors. Land use regulations and infrastructure improvements will feature complete streets with sidewalks, walkable/accessible pathways, and bike lanes. Locally owned shops will be incentivized to locate in the new mixed-use zone, establishing a family and mom and pop business district that contribute to Plymouth's local and small-town charm (See Figure A1.84).



Figure A1.85: Neighborhood Center Vision Rendering (Source, CNU)

Penn Center:

This is the nucleus of commercial development in the TOD neighborhood. Retail and commercial uses in the Penn Center will be those that are mostly neighborhood commercial and pedestrian accessible. Such retail serves the daily needs of residents and should include cafes, a pharmacy, convenience stores, barber shops, and other personal services located near the train station to leverage high foot traffic. The focus will be on convenience so as to reduce car dependency (See Figure A1.85).

The Penn Center could include:

- Convenience retail: Small-format grocery stores, pharmacies, and specialty shops.
- Dining and food service: Restaurants, coffee shops, cafes, and bars often with outdoor seating.
- Personal and professional services: Dry cleaners, bank branches, fitness centers, salons, and co-working spaces.
- Neighborhood amenities: Daycare centers, libraries, and public community spaces.
- Flexible commercial spaces: Spaces designed to combine multiple businesses, such as a cafe with a small retail outlet or pop-up shops.
- Common traits of these areas are as follows:
- Ground-floor location along Lincoln Highway and other main thoroughfares and immediately adjacent to the train station.
- Buildings with a mix of uses and of high density combining commercial spaces with residential, office, or entertainment venues. Designed to be walkable and accesible with reduced parking footprints, for commuters and residents.

Retail & Commercial Development



Figure A1.86: Seven Coffee Roasters Neighborhood Retail (Source, University of Washington)

The Midway and Clover Plains Neighborhoods:

In the Midway and Clover Plains neighborhoods that serve suburban style residents, the City can also promote appropriate locally based retail and commercial uses in these neighborhoods. Such commercial and retail uses should focus on convenience, community-serving services, and low-impact operations that blend with the residential surroundings. These uses can be in small, walkable neighborhood centers or on corner lots to reduce the need for commuting and foster local economic activity (See Figure A1.86).

The neighborhood commercial uses should be appropriately scaled and compatible with the surrounding single-family residential uses in height, roof type, and size so as not to overwhelm the neighborhood aesthetics. Parking should be appropriately located at the back of buildings and away from the street frontage. Where convenient in-and-out parking is necessary, on-street and small off-street lots can be provided. Landscaping and other buffers should be used to buffer commercial sites and single-family residential uses to mitigate noise and lighting impacts.



Figure A1.87: Mahonia Crossing All-Ages Community (Source, Seallp)

The Sycamore Neighborhood:

Moving away from the TOD, an option for development of the could be through a Planned Unit Development (PUD), especially in the Sycamore neighborhood which is within the half mile radius of the TOD. Planned Unit Development (PUD) zoning promotes retail and commercial development by offering flexible, negotiated land-use regulations that combine residential and commercial areas. This approach allows for higher-density, walkable, mixed-use environments that increase commercial viability, improve accessibility for residents, and create efficient, tailored layouts that traditional zoning cannot accommodate (See Figure A1.87).

A PUD designation can also foster "live-work-play" development where retail, commercial offices, and residential units coexist. This proximity ensures a built-in customer base for commercial tenants, enhancing their survival rates and profitability. Unlike traditional zoning, PUDs allow for creative site plans, such as modifying building heights, setbacks, and parking requirements to better suit specific commercial needs. Moreover, PUDs are designed with quality public spaces, such as plazas, attractive landscaping, and seating areas, which will increase the appeal and visibility of the neighborhood and commercial spaces.

Retail & Commercial Development



Figure A1.88: Farm to Table Dining Imagery (Source, State of Washington Tourism)

Goal 2: Integrate the Local Economic Sectors by Linking Farmers to Local Restaurants.

Considering that Plymouth's agricultural sector is integral to the City's economy, a "farm-to-table" local economy would be beneficial for local farms and businesses in the Northeast area. By employing the "farm-to-table concept", local restaurants and food producers can reduce costs and generate a local economy by purchasing raw ingredients from local farmers. This method is more environmentally sustainable as produce is locally grown and avoids large scale factory farming. Residents will enjoy fresh grown food, locally produced, and at a reduced cost (See Figure A1.88).

Strategy 1:

Support a "farm-to-table" local economy by linking local restaurants to farmers to supply locally grown food from their farms so they can provide healthy food options at local restaurants. This can be accomplished by establishing a Community Supported Agriculture (CSA) program. Through CSA, local restaurants can receive fresh, high-quality, in-season produce, that will help strengthen their brand as fresh farm-to-table restaurants. Farmers also receive capital and reliable customers of their produce thereby reducing risk to them. Additionally, CSAs help to reduce the carbon footprint as food does not have to be transported long distances to the consumer, increases local economic resilience, and supports the local ecosystem.



Figure A1.89: Farm to Table Dining Orchard's Kitchen Imagery (Source, State of Washington Tourism)

Strategy 2:

Link seasoned business entrepreneurs with start-up businesses to provide mentorship and training. Seasoned business owners have a "treasure trove" of knowledge that they can share with new entrepreneurs through a mentorship program. Mentors and experienced business owners can assist young entrepreneurs to avoid common, costly mistakes, such as underestimating financial requirements or premature scaling. A structured program facilitates this by matching mentees with mentors whose expertise matches their industry or specific challenges, such as navigating the "minefield" of legalities or sales, ensuring the guidance is highly relevant (See Figure A1.89).

One of the most immediate benefits a seasoned mentor provides is instant access to a vast, cultivated professional network. These contacts often prove invaluable for business development, opening doors to partnerships, and facilitating access to investors. A mentor can lend credibility to a startup, acting as a "social proof" that makes attracting venture capital or seed funding easier.

The Public Realm & Public Amenitites

The public realm, including streets, sidewalks, parks, and building facades, is vital to neighborhood life. These shared spaces boost social cohesion through daily interactions, enhance safety, and support neighborhood vibrancy. By providing essential recreational, psychological, and health benefits, they significantly improve residents' quality of life and promote a holistic lifestyle for the community. Public spaces in the Northeast area are particularly important given the neighborhood's proximity to the proposed Midwest Connect train station. As the area transitions from primarily rural and low-density uses to a more transit-supportive development pattern, thoughtfully designed public spaces will help anchor the neighborhood's identity, provide gathering places for existing and future residents, and connect the built environment to the natural assets of the Yellow River corridor. The outcome of the community survey of Plymouth residents regarding future development in the Northeast area directly influenced the goals and strategies outlined in this element of the plan. As shown in Figure A1.90, among surveyed residents, 83% regularly use parks, 71% use trails, and 64% use the public library, demonstrating that outdoor recreation and community gathering spaces are central to daily life in Plymouth. When asked about what additional amenities would make the Northeast area more livable, 65% of respondents called for more sidewalks, 55% requested for additional trails, 38% wanted more parks, 33% desired public art and sculptures, and 28% sought bike lanes (See Figure A1.91).

Furthermore, 82% of respondents rated walkability and pedestrian-friendliness as "very important" or "important" for future development in the neighborhood. The strong emphasis on sidewalks (the highest-ranked amenity) combined with this broad support for pedestrian-friendly design signals a clear community mandate for investing in the walkable public realm.

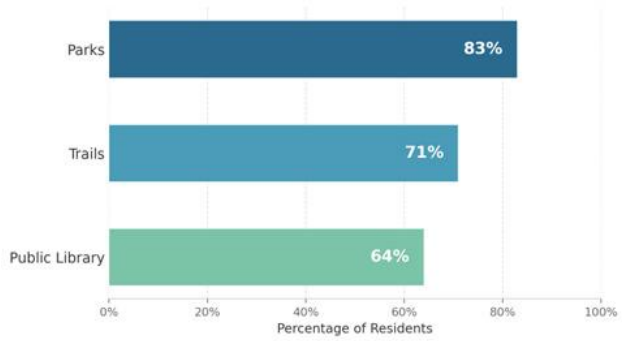


Figure A1.90: Current Public Amenity Usage Among Plymouth Residents

Open-ended responses reinforced these findings. Residents praised Plymouth's parks and trail systems as valued community assets and frequently cited the need for improved sidewalks, particularly along Oak Road where factory workers currently lack a safe pedestrian route. Several respondents called for cleaning up neglected properties, beautifying common areas, and restoring aging buildings. Others highlighted the Yellow River as a recreational resource for kayaking and expressed interest in an outdoor pool or splash pad. Taken together, these responses point to a community that values its small-town character and natural setting but seeks a more connected, walkable, and visually enriched public realm.

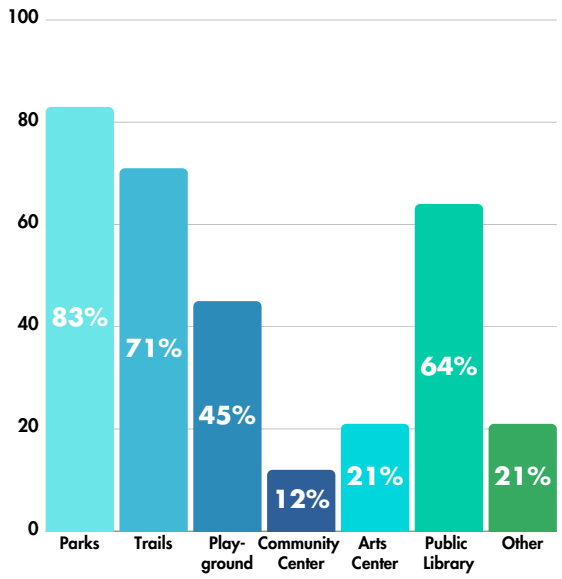


Figure A1.91: Most used of public amenities by residents of Plymouth, Indiana

Goal 1: Build Local Identity into Public Spaces

A neighborhood's public spaces should reflect the culture and character of the community they serve. With 1/3 of survey respondents identifying public art and sculptures as a desired amenity for the Northeast area, there is a clear community appetite for placemaking investments that celebrate Plymouth's heritage. Building local identity into the public realm helps foster a distinct sense of place, differentiating the Northeast area from a generic suburban development and creating spaces where residents feel a sense of place, belonging, and pride.

Strategy 1:
Work with local artists to provide public sculpture and art that is prominently placed in public spaces such as parks, along trails, and near the proposed train station. Public art installations should draw on Plymouth's history, agricultural heritage, and natural landscape to create visual landmarks that help define the neighborhood's identity and serve as focal points for gathering and wayfinding.

Strategy 2:
Create policies and guidelines for building facades, parking areas, and landscaping to establish a cohesive visual identity across the Northeast neighborhood. Façade standards should encourage architectural character that complements Plymouth's small-town identity while accommodating new development. Landscaping guidelines should incorporate native planting that reflect the natural landscaping of the Yellow River corridor and surrounding wetlands, reinforcing the neighborhood's connection to its environmental setting.

The Public Realm & Public Amenitites

Goal 2: Activate Public Spaces Throughout the Weekday and Weekend

Public spaces that are active throughout the day and week are essential to building a vibrant, connected neighborhood. The community survey results show a strong desire for amenities that support daily outdoor activity: 65% of respondents called for more sidewalks, 55% requested additional trails, 38% wanted more parks, 33% desired public art and sculptures, and 28% sought bike lanes. These preferences, illustrated in Figure A1.92, signal that residents envision a Northeast area where walking, gathering, and recreation are woven into everyday life. Activating public spaces across different times and days of the week will ensure that these investments serve the broadest range of residents, from commuters and lunchtime visitors to families enjoying weekend recreation.

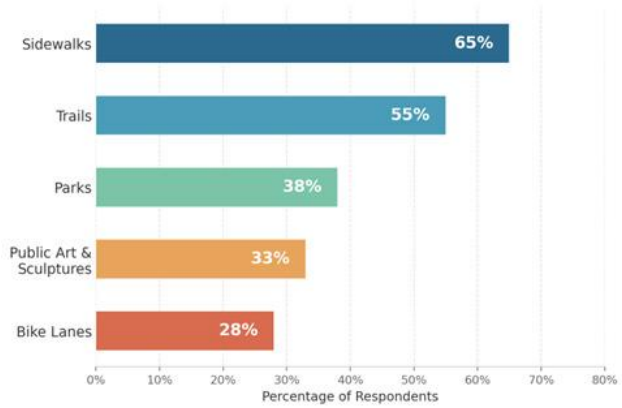


Figure A1.92: Current Public Amenity Usage Among Plymouth Residents

Strategy 1:

Create multi-use public spaces by exploring the potential of using parks and open areas to achieve diverse goals. For example, parks should provide seating areas, attract lunchtime crowds, host summer concerts, accommodate those seeking exercise, and serve as venues for community events. This approach will make public spaces lively at different times of day and appeal to different demographic groups, from young families to retirees.



Figure A1.93: Example of Active Street Usage

Strategy 2:

Activate building facades by identifying public-facing walls and structures that can be enhanced with murals to help tell the story of Plymouth and attract visual interest. Activated facades enrich the pedestrian experience and contribute to a sense of vibrancy, particularly along key corridors connecting downtown to the proposed transit station (See Figure A1.93).

Strategy 3:

Increase and update sidewalks, wayfinding signs, and pocket parks throughout the Northeast neighborhood. Given that 65% of survey respondents identified sidewalks as a top priority, the City should develop a phased sidewalk improvement plan by incorporating this into a multi-year capital improvement plan (CIP). This should prioritize gaps along high-traffic routes such as Oak Road and connections between residential areas, employment centers, and the proposed train station. Wayfinding signage should guide pedestrians and cyclists to key destinations and reinforce neighborhood identity through consistent design elements.

The Public Realm & Public Amenitites

Goal 3: Use Design and Regular Programming to Activate Public Spaces

Active programming is essential to ensure that open and green spaces do not become dead spaces. Residents expressed strong attachment to Plymouth's existing community events and small-town atmosphere and extending that tradition of programming into the Northeast area will help new public spaces become integral parts of community life from the outset (See Figure A1.95).

Strategy 1:
Organize recurring events such as art walks, seasonal festivals like the Blueberry Festival, farmers markets, and soup crawls to draw in a diverse crowd and keep public spaces active throughout the year. Elements such as benches, kiosks, and play areas should be arranged together to encourage interaction among visitors and extend the duration of their stays.

Strategy 2:
Use tactical urbanism to test urban transformation ideas. Temporary, experimental, or pop-up projects can activate underused spaces and gather public feedback before making permanent changes. For example, temporary bike lanes, pop-up parks, or seasonal vendor areas along key corridors could help the City gauge community interest and refine designs for long-term investment.

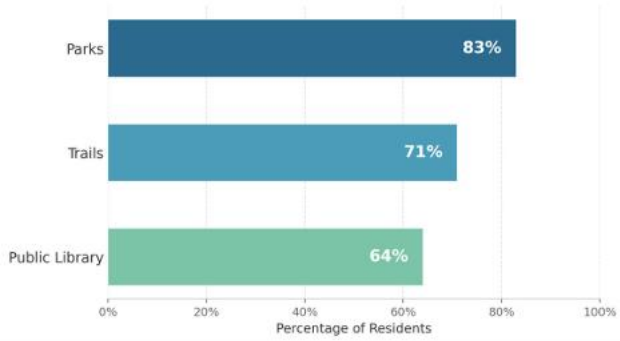


Figure A1.94: Current Public Amenity Usage Among Plymouth Residents

Goal 4: Protect and Preserve Natural Resources

The Yellow River and its associated wetlands are defining natural features of the Northeast Area. Protecting these resources is essential not only for ecological health and flood mitigation but also for maintaining the rural character and environmental quality that residents consistently cite as reasons they value living in Plymouth. Several survey respondents specifically mentioned the Yellow River as a recreational asset for kayaking and other outdoor activities, reinforcing the importance of conservation-oriented strategies alongside development.



Figure A1.95: Johnson Creek Watershed Restoration Imagery (Source, Rebuild By Design, 2025)

Strategy 1:

Implement Riparian Buffer Protection Along the Yellow River. Plymouth could establish riparian buffer zones along the Yellow River and its associated wetlands to protect water quality, reduce flooding, and preserve ecologically sensitive areas. The Johnson Creek restoration efforts in Portland, Oregon provide a model for this approach. Since 1990, regional planners in Portland have worked to reduce flooding by controlling stormwater runoff, creating stream meanders, reducing erosion, replacing impervious surfaces, and protecting riparian buffers.
For buffer width standards, Plymouth should follow USDA Natural Resources Conservation Service guidelines, which define riparian forest buffers as areas adjacent to streams, lakes, or wetlands that contain a combination of trees, shrubs, and other perennial plants managed primarily for conservation benefits. Technical resources for buffer design and implementation are available through the USDA National Agroforestry Center.

Strategy 2:

Construct stormwater wetlands for flood mitigation. Plymouth should construct stormwater wetlands within the study area to manage flooding and improve water quality. The City of Portland's Springwater Wetland Enhancement Project demonstrates how such facilities can provide multiple benefits beyond flood control. By expanding wetlands and restoring native plants, the project creates additional floodplain capacity to hold water in public green areas, helping lower overall flood risk in surrounding neighborhoods. These constructed wetlands would also connect the community with nature, restore wildlife habitat, and naturally manage stormwater. By integrating stormwater wetlands into the neighborhood's network of parks and open spaces, Plymouth can achieve conservation and recreation goals simultaneously. Additional information on Portland's watershed restoration approach is available here (See Figures A1.95).

06

IMPLEMENTATION

5.1 Implementation Framework Phasing 117

IMPLEMENTATION PROCESS

The implementation of transit-oriented development in Plymouth's Northeast Neighborhood requires a coordinated effort across multiple stakeholders. By aligning the efforts of local government, regional transit partners like Midwest Connect, and the private development community around a shared vision, Plymouth can ensure that infrastructure investment and land use change advance simultaneously.

Land use and urban design reforms sit at the core of Plymouth's TOD implementation strategy. Upzoning the Northeast Neighborhood to permit greater density and a broader mix of uses, replacing parking minimums with maximums, and encouraging shared parking arrangements will collectively reshape the regulatory environment in ways that make transit-supportive development the path of least resistance for property owners and developers.

Achieving a genuinely walkable and mixed-use Northeast Neighborhood will require sustained attention to the quality and diversity of development that occurs within the half mile station area over time. Encouraging street-facing building entrances, activated ground floors, and a diverse range of housing options across income levels will ensure that the district serves the full spectrum of Plymouth's existing and future residents. These strategies, pursued consistently and collaboratively, will position the Northeast Neighborhood as a model for people-centered transit-oriented development in the region.

Element	Goal	Strategy	Responsible Party	Funding Sources
Transit Orenited development	Create Mixed Use Compact Neighborhood	Create Half Mile Radius	The city of Plymouth	Genderal Revenue
		Build the Train Station	Midwest Connect	Midwest Connect; City of Plymouth
		Ensure Walkability and Connectivity	Plan Commision	General Revenue; Fees
Land Use and Urban Design	Provide a Diversity of Land Use Types in the Northeast Area Neighborhoods	Provide Mix-used Development	Plan Commision	General Revenue
		Concentrate high-density uses near the train station	Plan Commision	General Revenue
		Provide diverse housing options	Real Estate Developers	Private; Public Subsidies
	Use Form- Based Code (FBC) to Guide Development	Encourage street-facing building entrances with amenities to promote walking and cycling.	Plan Commision	General Revenue
		Activate the ground floor of buildings.	Real Estate Developers	Private; Public Subsidies
		Modify zoning requirements through upzoning	Plan Commision	N/A
		Create distinct character areas.	Plan Commision	N/A
	Minimize Parking Requirements	Replace parking minimums with maximums.	Plan Commision	N/A
		Encourage shared parking.	Plan Commision	N/A
		Encourage rear parking.	Plan Commision	N/A
Housing and Neighborhood Development	Zoning and Regulatory Reform.	Change zoning to allow higher density development	Plan Commision	N/A
		Streamline the permitting process to accelerate development	City of Plymouth; Plan Commision	N/A
	Decrease the Cost and Approval Time of Housing Production.	Provide pre-approved housing plans.	Plan Commission; Architect[s]	General Revenue
		Support "Missing Middle" and accessory dwelling units (ADU)	Plan Commission; Architect[s]; Developer[s]	N/A
	Increase the Availability and Construction of a Variety of Housing Types and Tenure.	Consider providing tax abatements/incentives to developers	City of Plymouth	General Revenue; Grants
		Utilize federal and state grants, such as the Low-Income Housing Tax Credit (LIHTC)	City of Plymouth	General Revenue
		Allow the use of prefabricated modular components built off-site	Plan Commision; City Council	N/A
		Form public - private partnerships with developers	City of Plymouth; Real Estate Developers	N/A

Element	Goal	Strategy	Responsible Party	Funding Sources
Public Amenities and the Public Realm	Build Local Identity into Public Spaces	Work with local artists to provide public sculpture and art that is prominently placed in public spaces such as parks, along trails, and near the proposed train station.	Heartland Art Center; Local Schools; City of Plymouth	Private Benefactors
		Create policies and guidelines for building facades, parking areas, and landscaping to establish a cohesive visual identity across the Northeast neighborhood.	Plan Commission	N/A
	Activate Public Spaces Throughout the Weekday and Weekend	Create multi-use public spaces by exploring the potential of using parks and open areas to achieve diverse goals.	Plan Commission	N/A
		Activate building facades by identifying public-facing walls and structures that can be enhanced with murals to help tell the story of Plymouth and attract visual interest.	Plan Commission; Heartland Art Center	General Revenue
		Increase and update sidewalks, wayfinding signs, and pocket parks throughout the Northeast neighborhood.	City of Plymouth; Plan Commission; Graphic Designer; Landscape Architect[s]	General Revenue
	Use Design and Regular Programming to Activate Public Spaces	Organize recurring events such as art walks, seasonal festivals like the Blueberry Festival, farmers' markets, and soup crawls to draw in a diverse crowd and keep public spaces active throughout the year.	Chamber of Commerce; City of Plymouth; Local Farmers; Parks and Recreation Board	General Revenue; Special Find
		Use tactical urbanism to test urban transformation ideas.	Plan Commission	General Revenue; INDOT; OCRA
	Protect and Preserve Natural Resources	Implement Riparian Buffer Protection Along the Yellow River.	Plan Commission	N/A
		Construct stormwater wetlands for flood mitigation.	Indiana DNR; City Council; Urban Forest and Flower Committee	General Revenue; Grants

Element	Goal	Strategy	Responsible Party	Funding Sources
Transportation and Circulation	Develop a Circulatory Loop of Trails and Sidewalks	Extend the trail system to the Northeast area and link it to community amenities.	Plan Commission; City Council	General Revenue
		Integrate the different transportation modes in the city to enable an interconnected network of trails, sidewalks, and bicycle lanes.	Plan Commission; City Council	General Revenue
	Adopt Traffic Calming Techniques to Improve Livability	Redesign streets to be safer.	Plan Commission; City Council; INDOT	General Revenue
		Remove parking requirements for businesses at the train station.	Plan Commission	N/A
		Integrate land uses with new development	Plan Commission	N/A
Retail and Commercial Development	Use TOD and Neighborhood Retail Development to Complement but not Compete with the Downtown Central Business District	Incentivize the development of retail and commercial uses in the five neighborhoods to complement but not directly compete with the city's downtown.	City Council	General Revenue
	Integrate the Local Economic Sectors by Linking Farmers to Local Restaurants	Support a "farm-to-table" local economy by linking local restaurants to farmers	Farmers; Restaurant Owners; Chamber of Commerce	N/A
		Link seasoned business entrepreneurs with start-up businesses to provide mentorship and training.	Chamber of Commerce; Local Entrepreneurs; City Council	General Revenue

06

APPENDICES

6.1 Map Figures 123
6.2 Public Forum Mapping Input 137

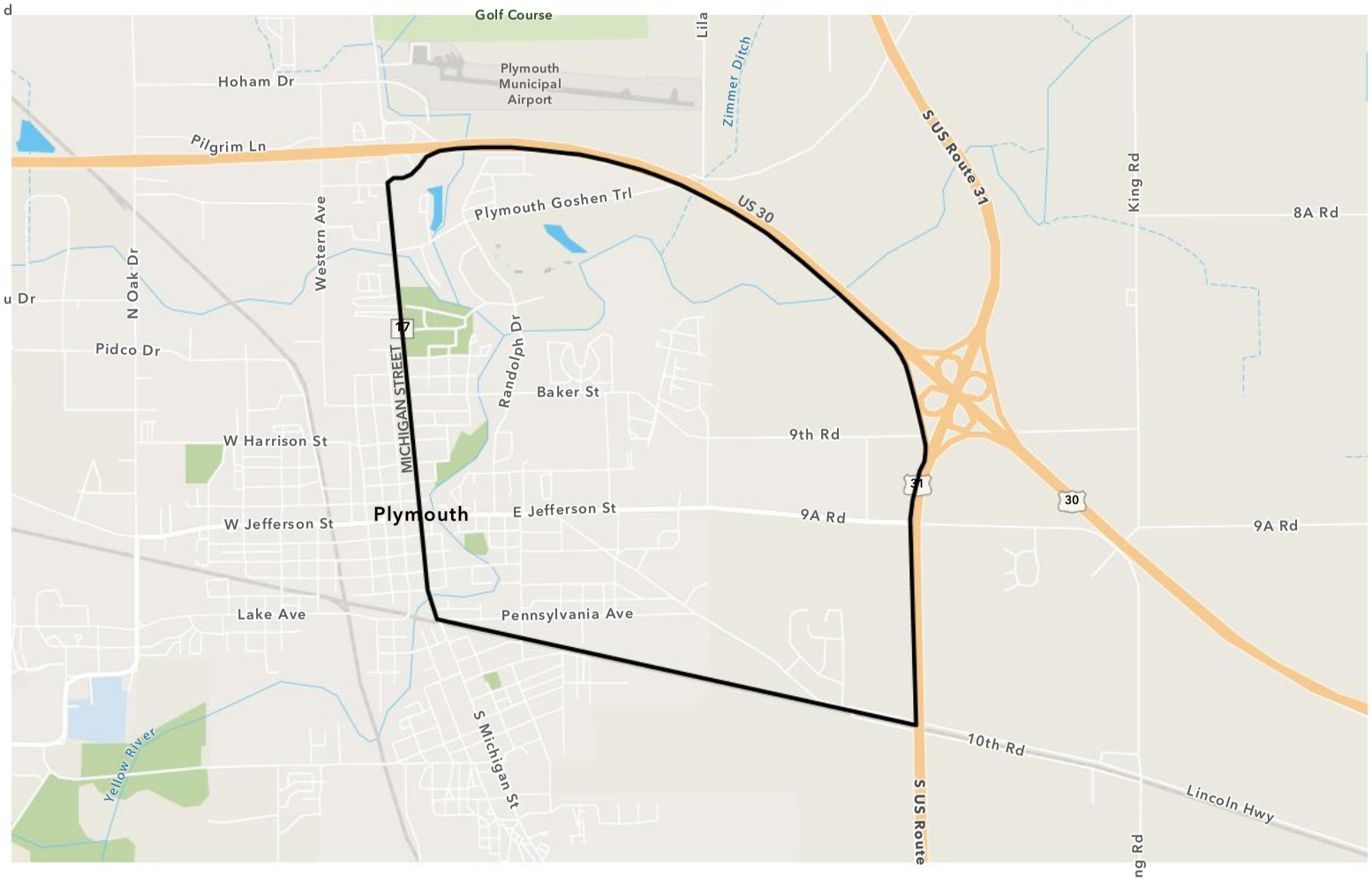


Figure A1.1: Study Area Boundary

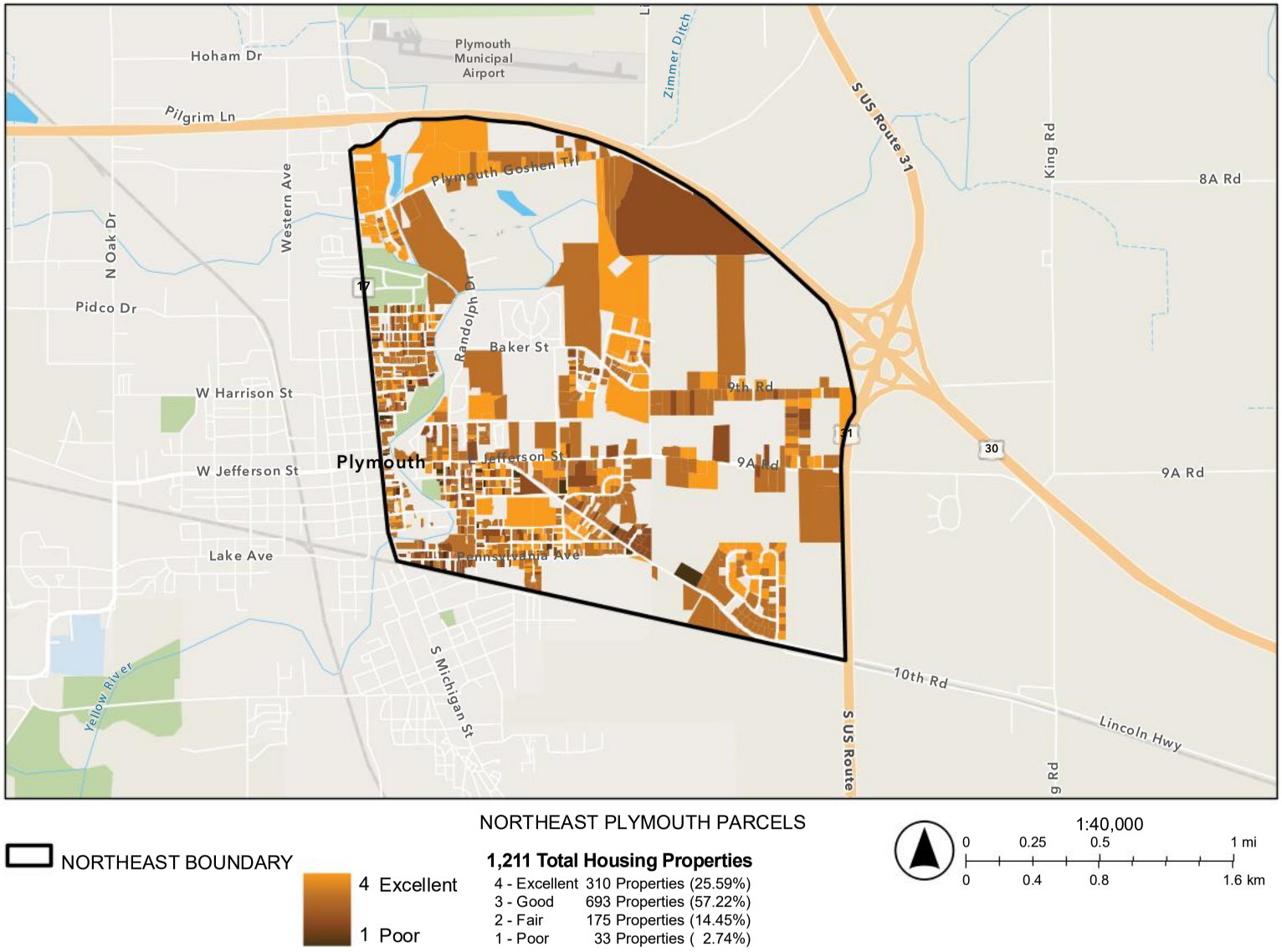


Figure A1.14: Quality of the housing stock

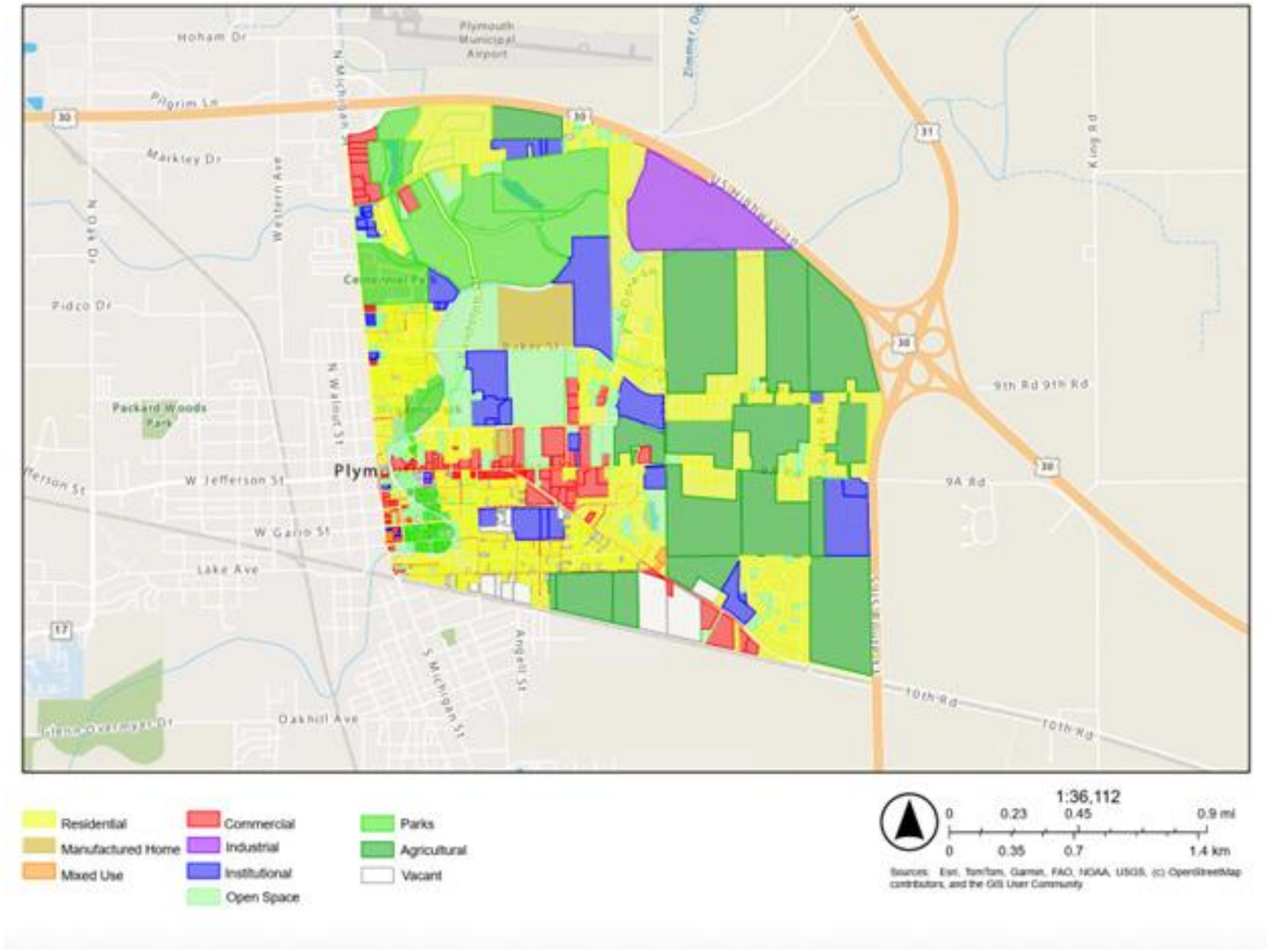


Figure A1.15: Land use in Plymouth

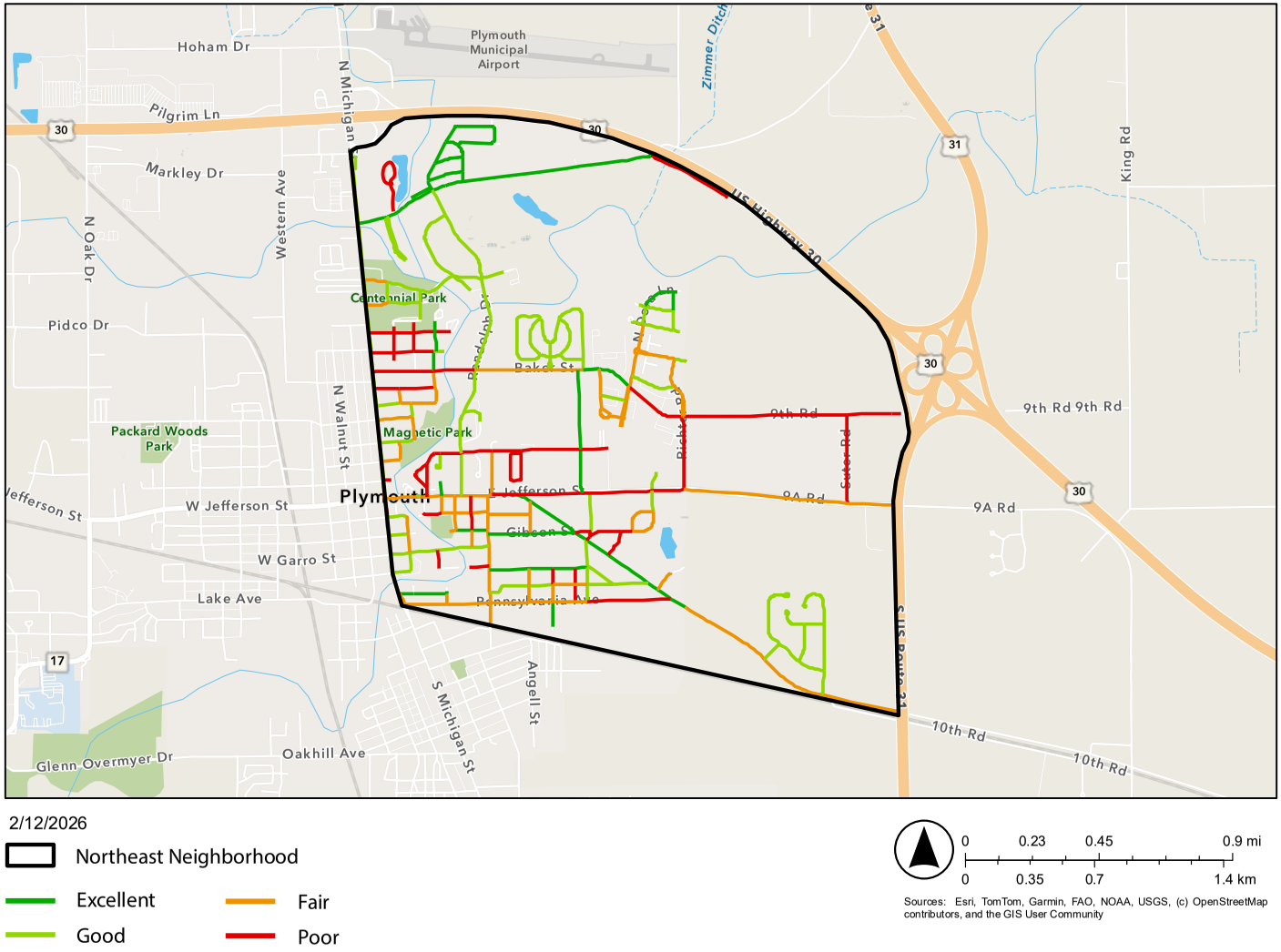


Figure A1.17: Plymouth, Indiana, Sidewalk Assesment

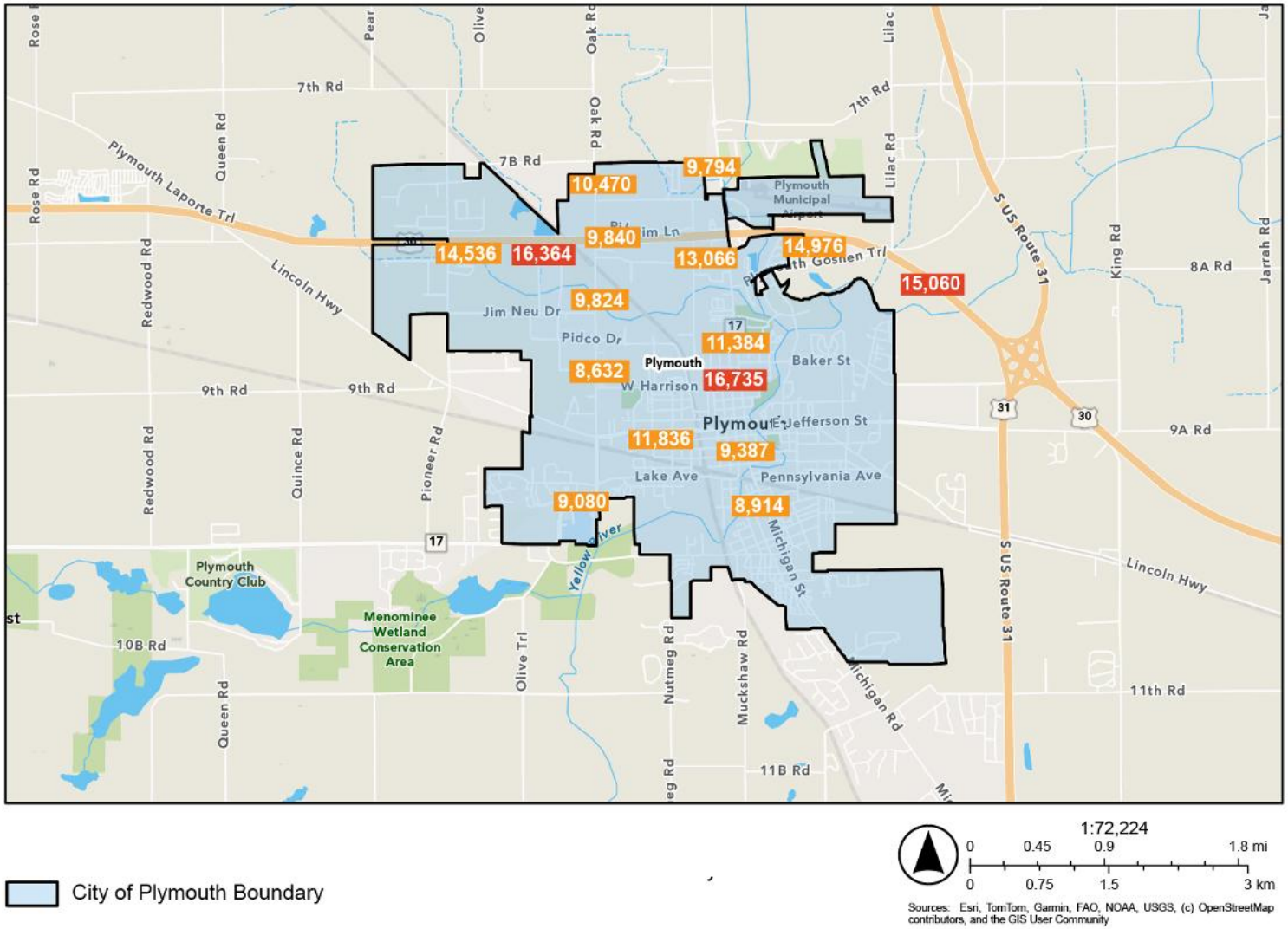
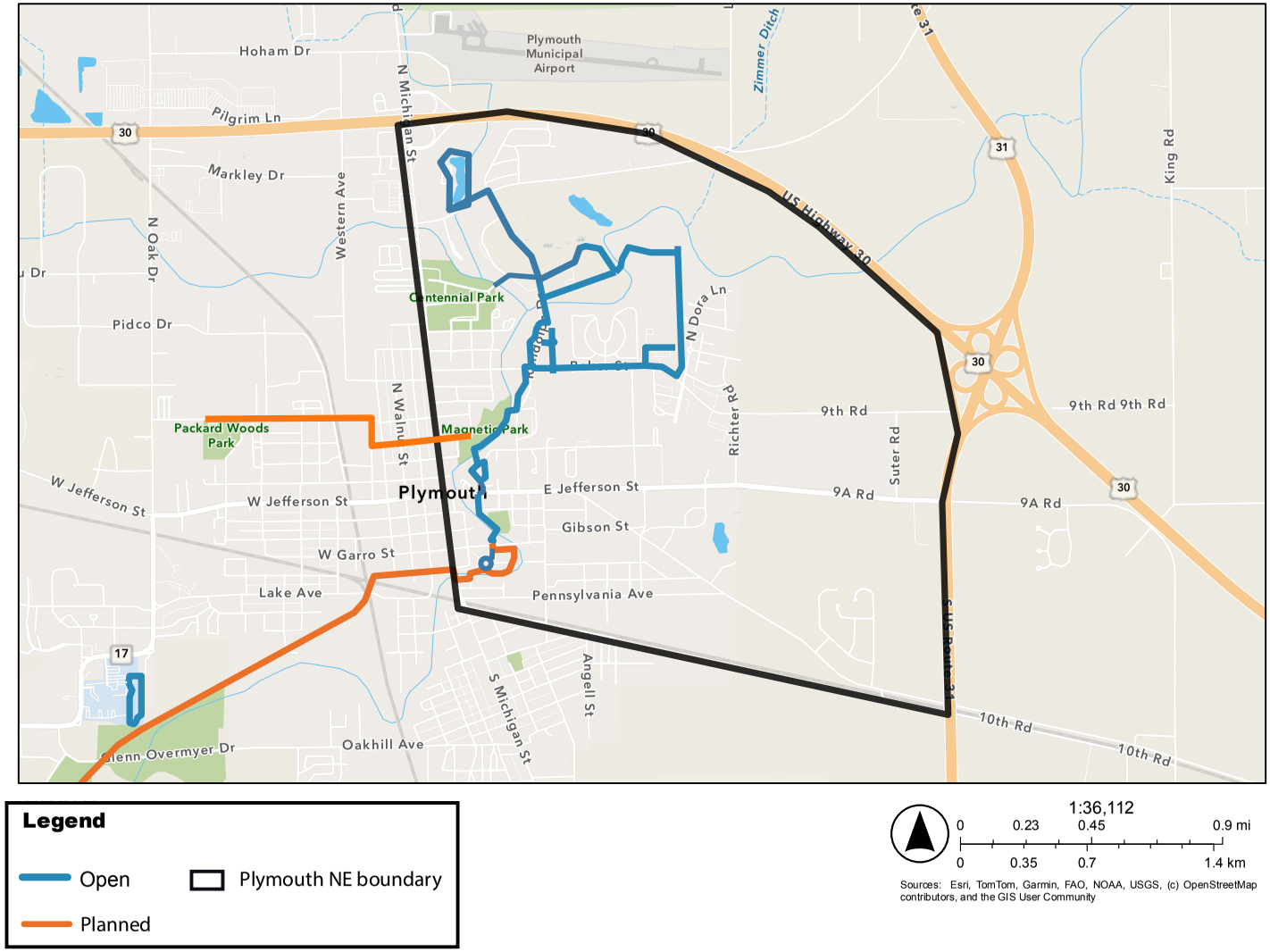


Figure A1.18: Traffic count at major intersections



Legend

Open

Planned

Plymouth NE boundary

1:36,112

0 0.23 0.45 0.9 mi

0 0.35 0.7 1.4 km

Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community

Figure A1.21: Trail network in the City

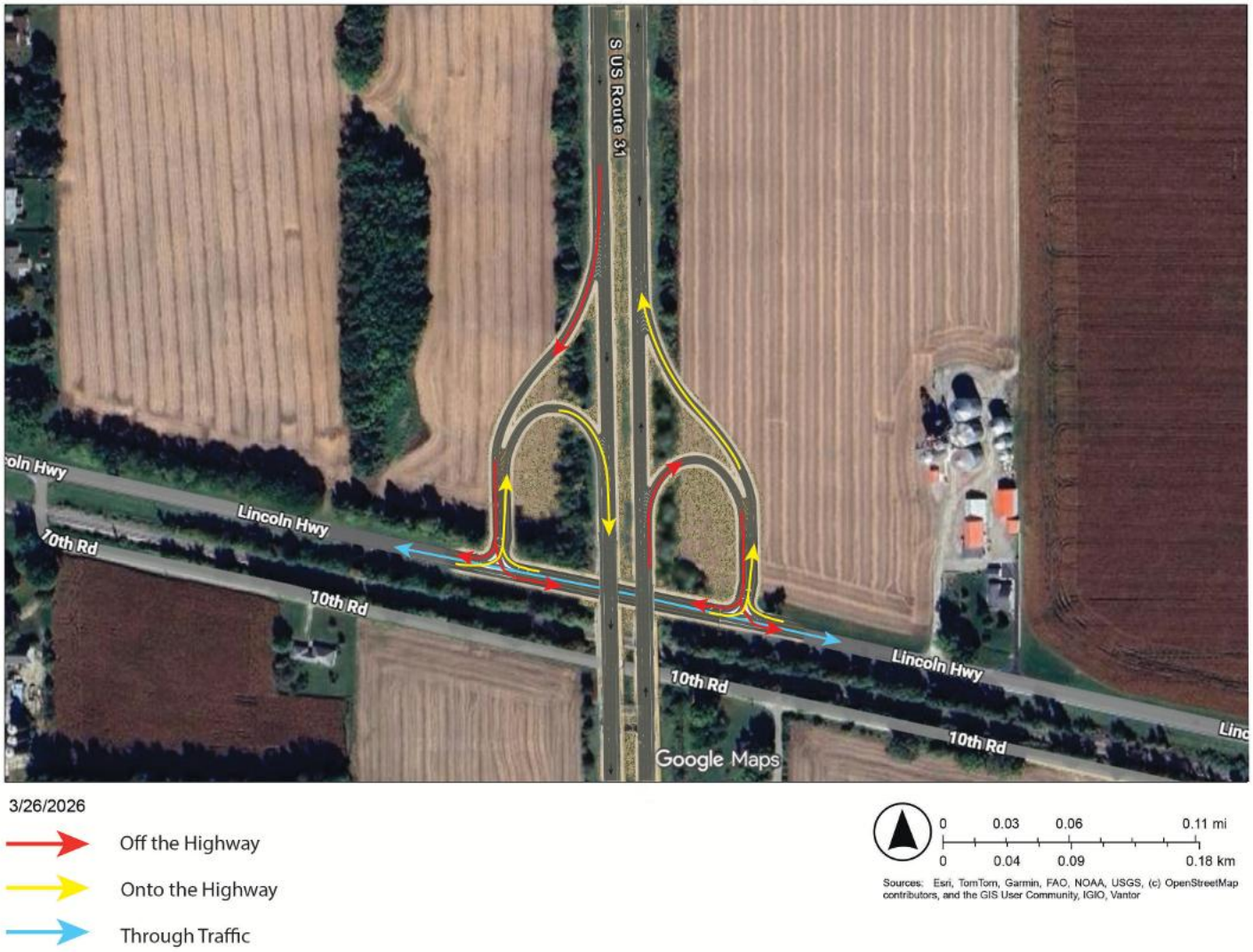


Figure A1.23: The half clover leaf intersection at Lincoln Highway and US 31.

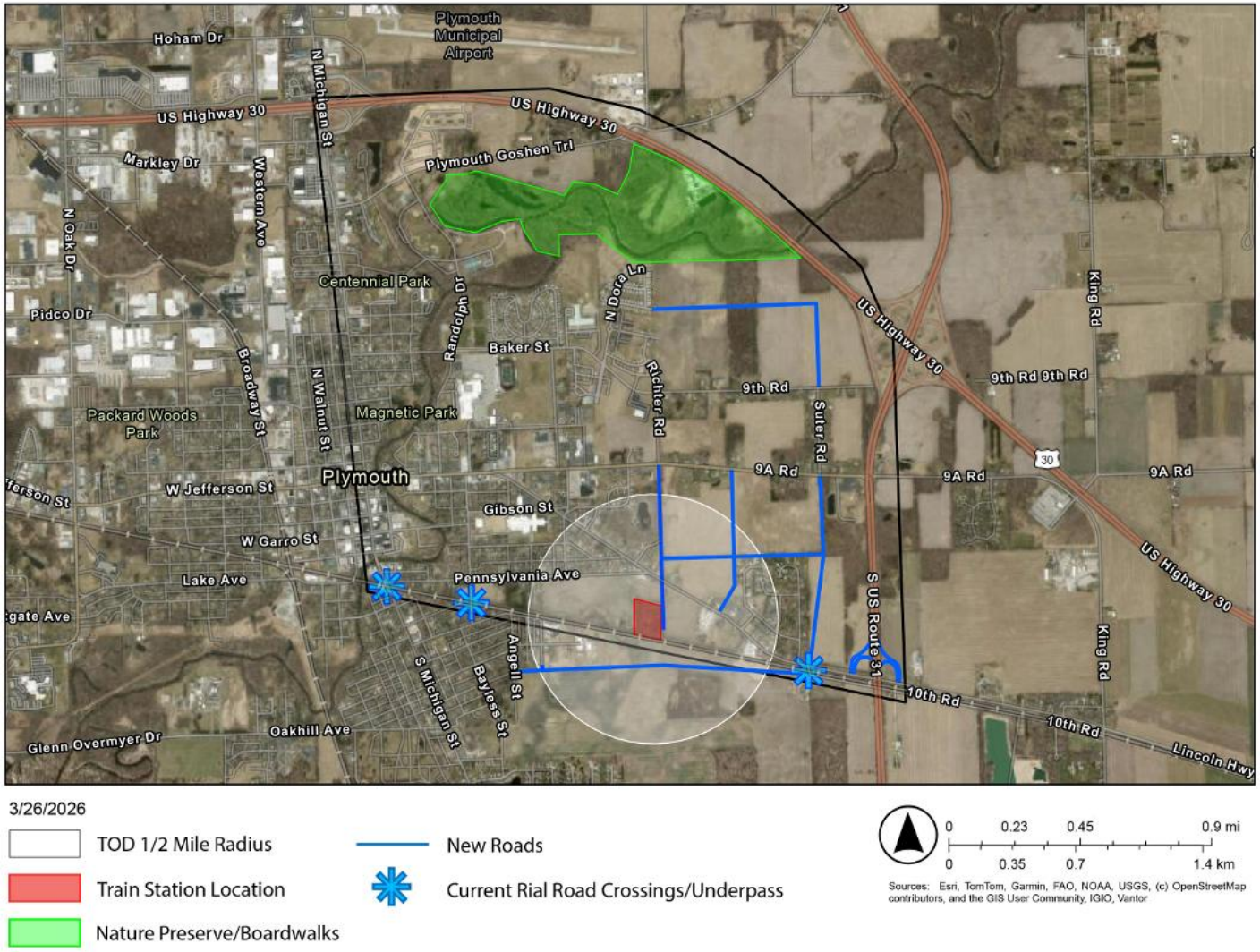


Figure A1.25: Street modifications and access to US 31 from Lincoln Highway.

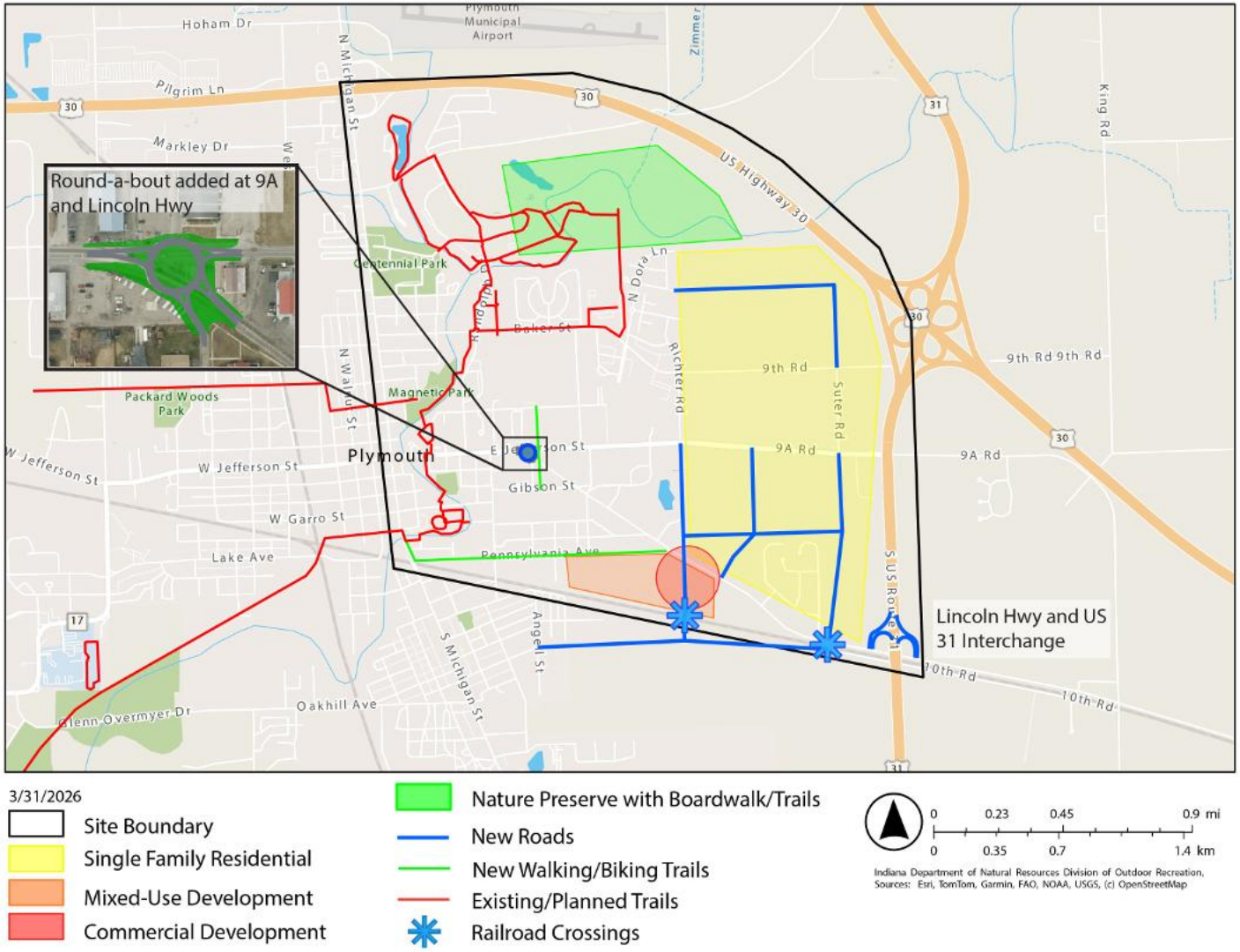


Table A1.34: Map of Proposed Road Extensions, Trails, and Intersections

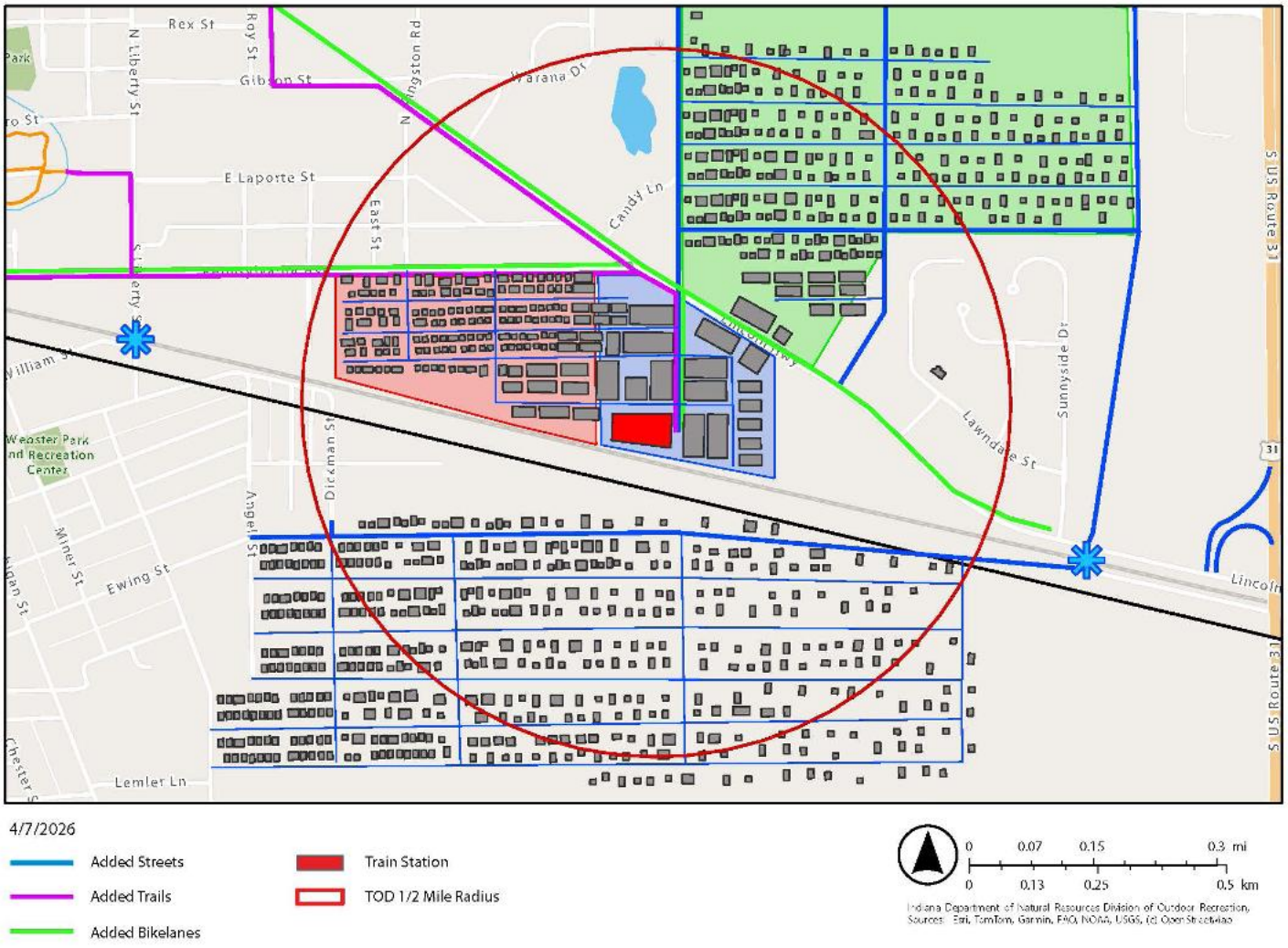


Figure A1.36: The half-mile radius of the train station

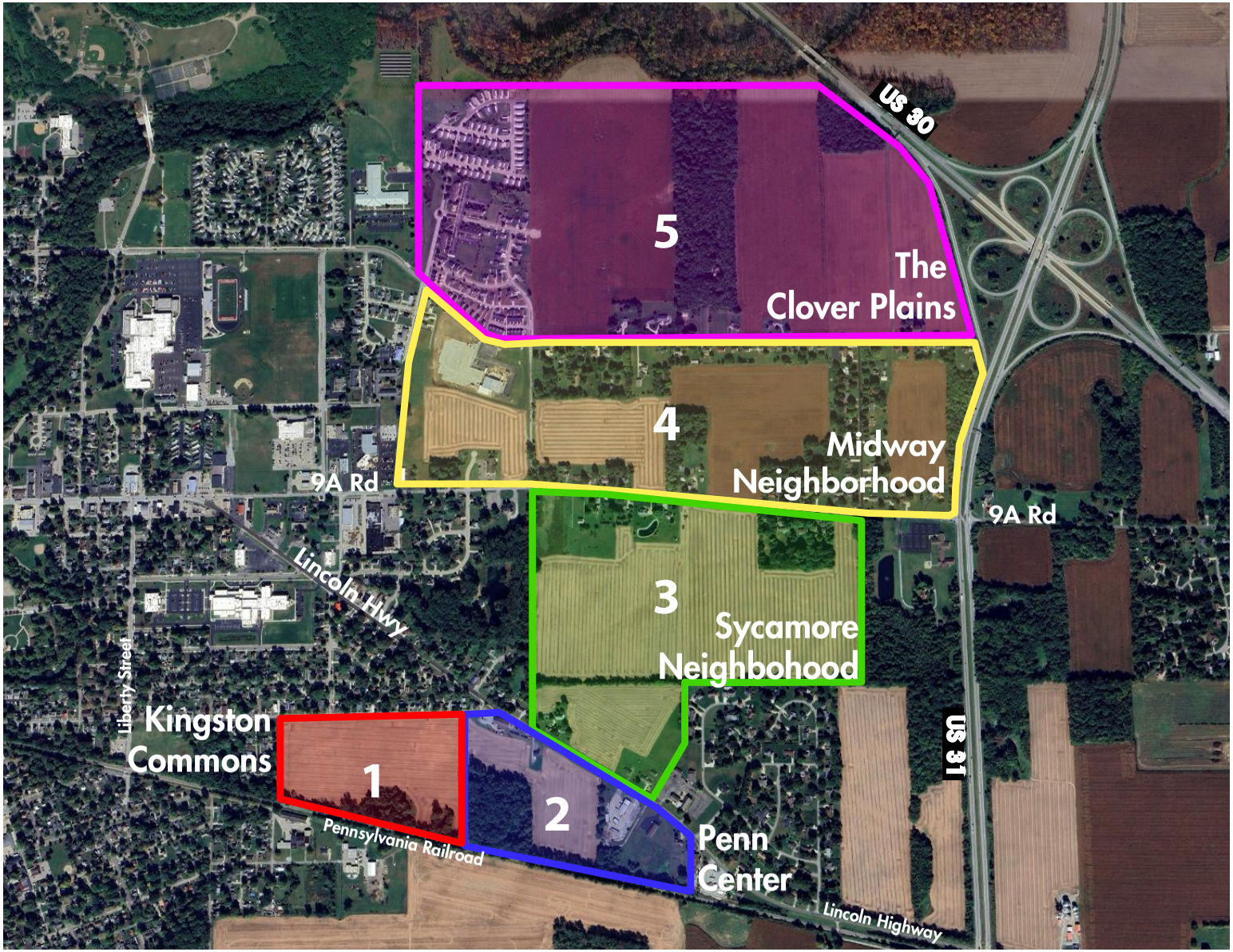


Figure A1.57: Proposed neighborhood character areas.

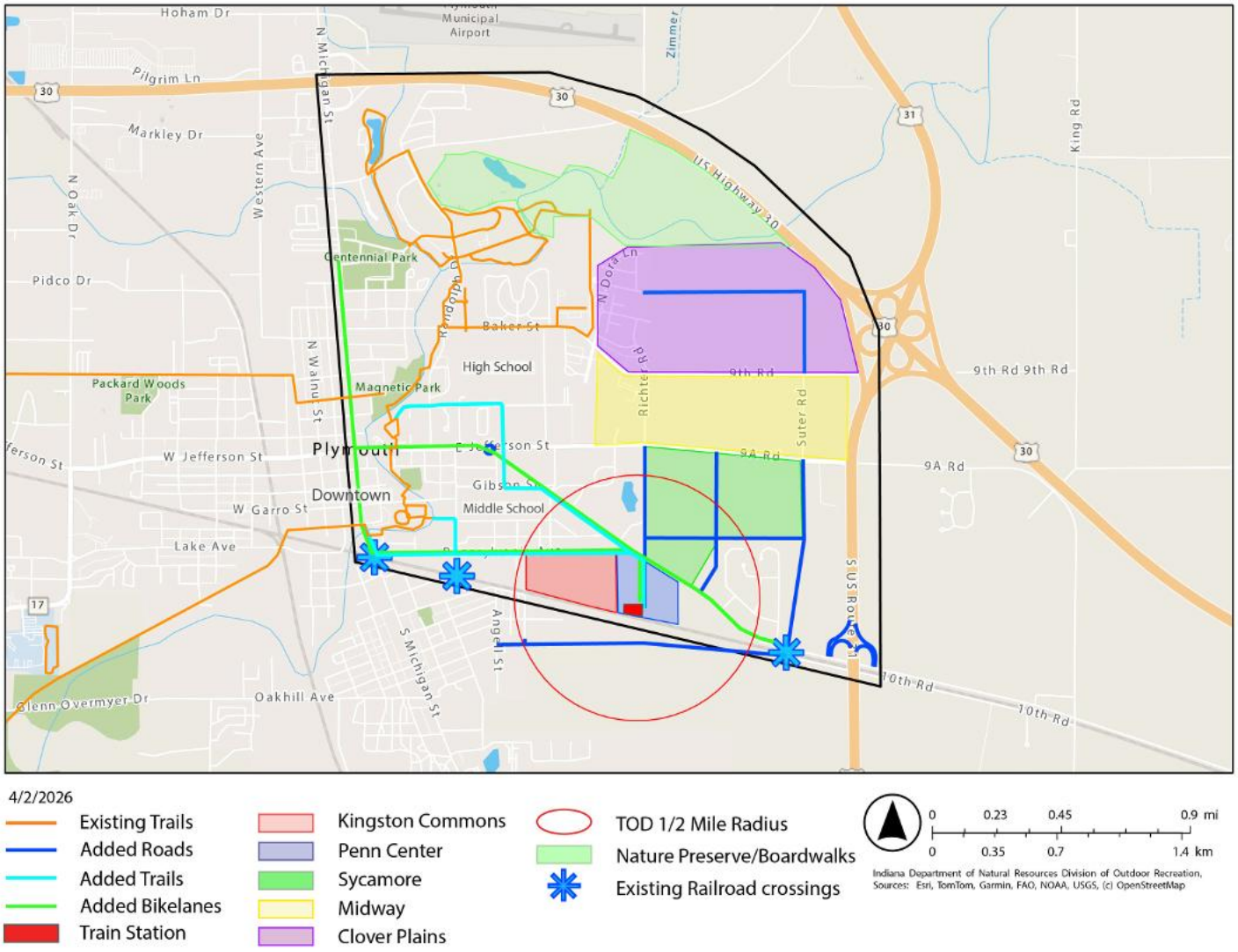


Figure A1.79: Interconnected trail and sidewalk system

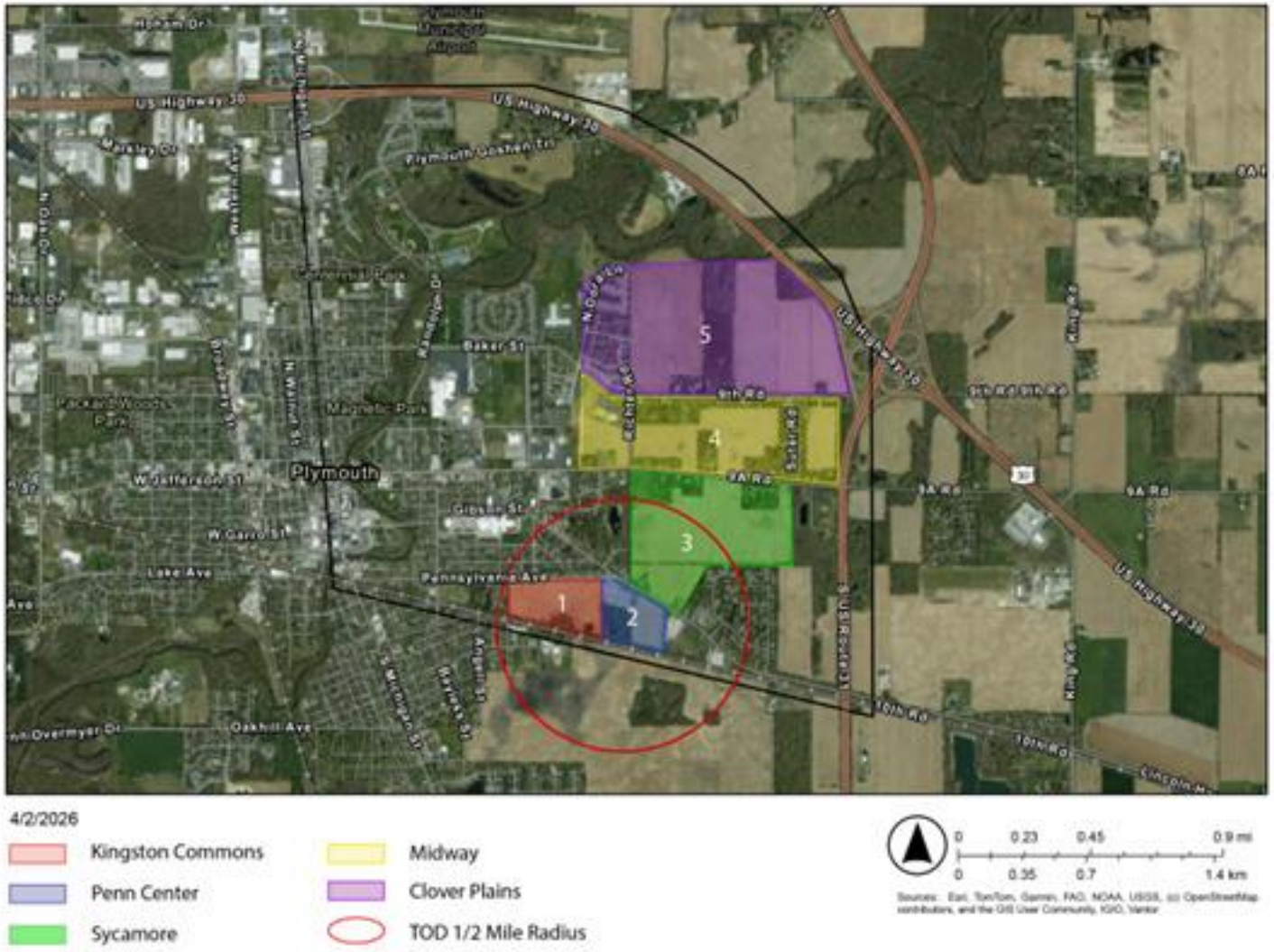


Figure A1.83: The five neighborhoods in the Northeast area.



Figure A1.98: Resident Input on Map From Public Forum



Figure A1.99: Resident Input on Map From Public Forum



Figure A1.100: Resident Input on Map From Public Forum



Figure A1.101: Resident Input on Map From Public Forum



Figure A1.102: Resident Input on Map From Public Forum



Figure A1.103: Resident Input on Map From Public Forum

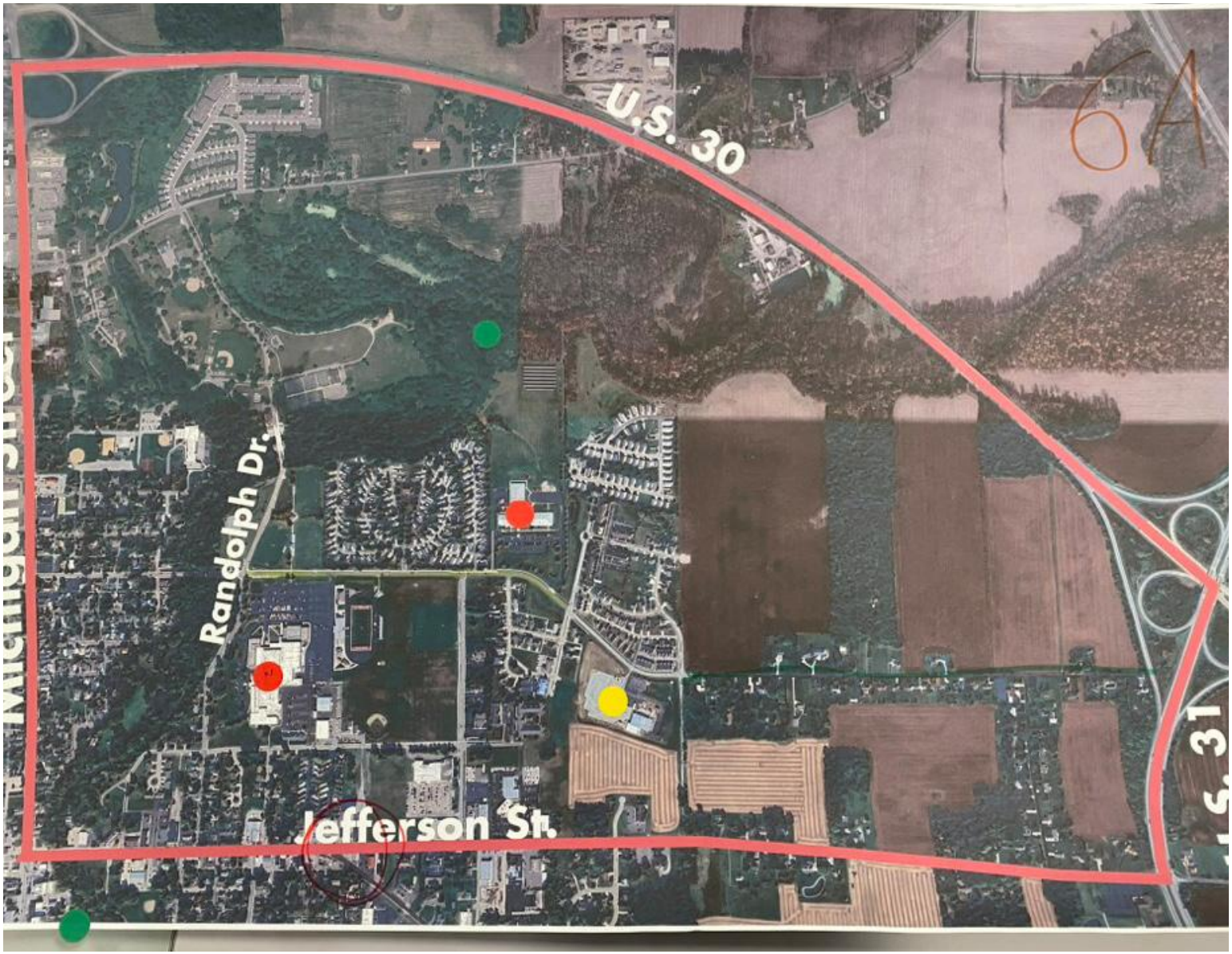


Figure A1.104: Resident Input on Map From Public Forum



Figure A1.105: Resident Input on Map From Public Forum



Figure A1.106: Resident Input on Map From Public Forum



Figure A1.107: Resident Input on Map From Public Forum