

REVITALIZATION PLAN

Greenfield, Indiana

July 2013

DRAFT



Prepared by:



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Greg Carwein
Kerry Grass
Jason Horning
Gary A. McDaniel
John Patton
Mitch Pendlum
Judy Swift

Steering Committee

Donna Butler
Mike Dale
David Dellacca
Jennifer Farmer
Dr. Dean Felker
Cheryl Jacques
Sarah Kesterson
Ellen Kuker
Skip Kuker
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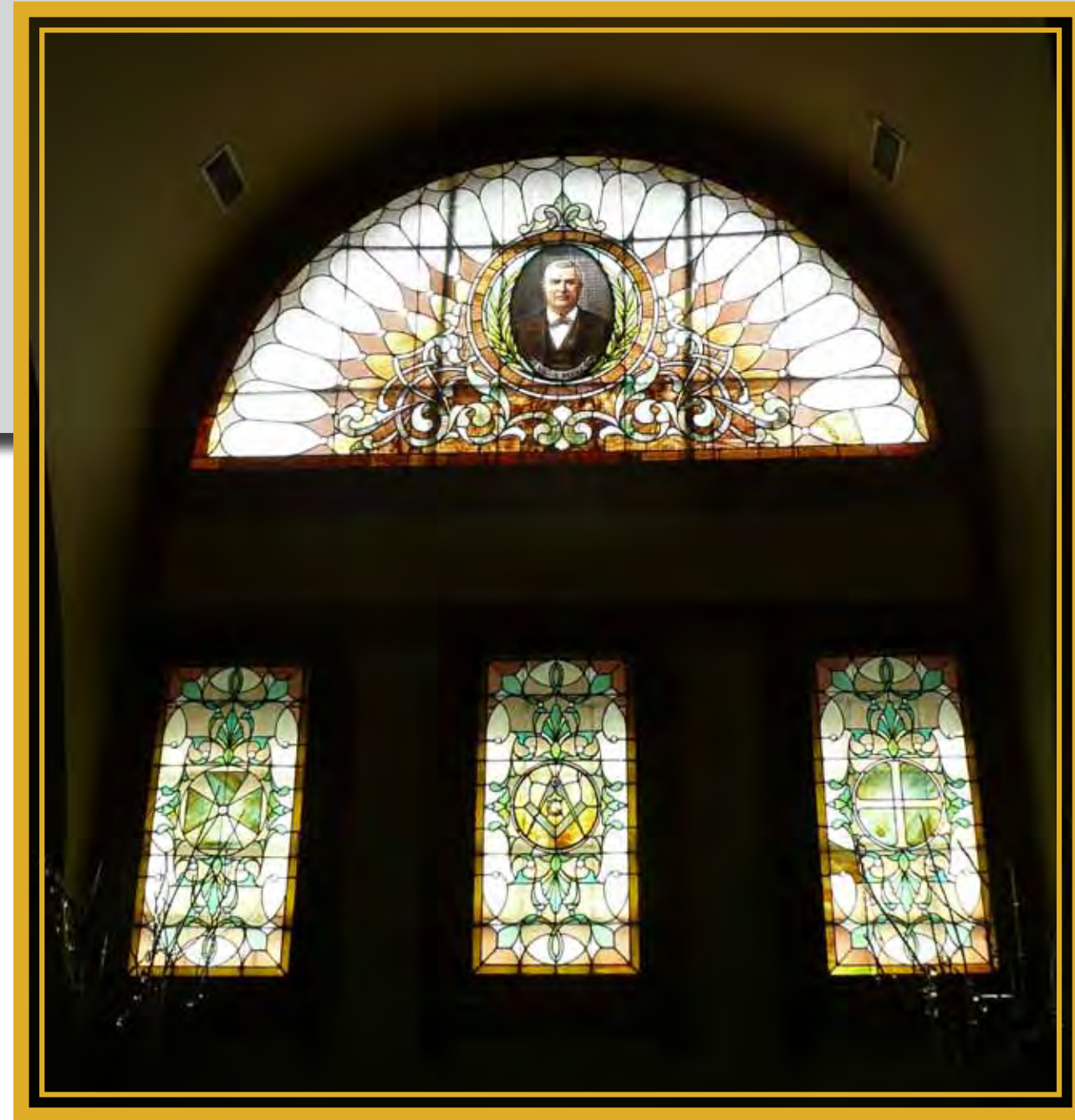
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2. EXECUTIVE SUMMARY



Executive Summary

Creating a vibrant downtown and, by extension, an exciting city is at the heart of Greenfield's new revitalization plan.

Commissioned through a grant by the Indiana Office of Community and Rural Affairs (OCRA), the plan is intended to guide the rebirth of civic pride and prosperity in Greenfield.

The issues that led to this undertaking include the disrepair, loss and vacancy of several historic buildings and vacant lots downtown. Also missing are well defined and inviting connective paths to the surrounding neighborhoods, enticing residents to a vital center of activity for family and friends to gather, recreate or shop. Finally, there is a need for a marketing plan with actionable steps to fill those vacancies and create an improved and improving downtown retail, office and living experience.

Many people within the community gave tirelessly of time, talent and energy to make visible the aspirations of Greenfield. There is no shortage of vision. The plan evolved through a continuing dialogue between city leaders, Greenfield merchants, property owners, church leaders, non-profit organizations, the general public, and professional consultants. The consulting team facilitated the shaping of ideas and energy into a document that is representative of the collective vision formed over these last several months.

The overarching question is how to turn this effort into action. The big work is to create opportunities for growth and redevelopment while maintaining a

responsible fiscal posture. Greenfield's sense of stewardship is strong and the community is clear on its commitment to its citizenry and the greater good, respecting its heritage, acknowledging the present and planning for the future.

The project area encompasses the main portion of downtown with a southern boundary just past the Pennsy Trail, west to Riley Avenue and Pennsylvania Street, with Meek and Spring Streets on the east, and Walnut and Grant Streets on the north. Within the boundaries of the project area, the project team has carefully studied existing conditions emphasizing an understanding of Greenfield's history, infrastructure, projects in process and planned, existing building stock, economics, and local culture. This data collection is augmented through the immense sharing of ideas expressed through many local meetings.

From our perspective as consultants, several immediate actions are essential to Greenfield's revitalization. Two ideas must be held first and foremost to make progress.

First, more people need to make downtown home. **People of all ages living in the heart of downtown will energize local business, culture, and quality of life.** The death of many cities of all sizes is attributable to the loss of residential populations in city centers. Reversing this trend is essential.

Second, starting and powering an economic engine is essential for Greenfield. In 1887, the city grew through the economic impetus of the natural gas boom. How is economic development powered in the twenty first

century? **Local government must take a leadership role to leverage appropriate projects and set standards so that a level playing field is present in terms of zoning, economics, and continuity over time.** This work, although political, is non-partisan. The prize is always the success of the community as a whole.

As a final message, this plan encourages Greenfield to "Go Big." The city has the ingredients needed for downtown revitalization including a growing population, well-educated residents and historic, charming buildings.

These assets, combined with the leadership and energy kindled during the planning process, should launch Greenfield towards a more prosperous future.

THE PLAN

The plan consists of nine general sections (the heart of the document) plus appendices.

Each section has a specific focus and consists of the following parts:

- **History Chapter (Ch. 4) and Existing Conditions (Ch. 5):** These sections illustrate what has gone before in general terms and describe the current state of affairs in Greenfield.
- **Retail Analysis (Ch. 6) and Strategy (Ch. 7):** These sections look at current conditions and opportunities in downtown Greenfield with an emphasis on how potential projects may affect the economic climate in the community.
- **Design Vision and Concept (Ch. 8):** This vision guides the plan implementation for infrastructure, land planning, and architecture, setting the tone for the work as it unfolds over time.
- **Architecture Overview and Recommendations (Ch. 9):** This section focuses on streetscape conditions and several specific structures that will benefit from rehabilitation.
- **Action Items (Ch. 10) and Funding Sources (Ch. 11):** These sections discuss implementation – the who, what and when of the plan, as well as potential funding sources and support agencies to “make it happen.”
- **Bibliography (Ch. 12) and Appendices (Ch. 13):** Information on credits, project participation, newspaper articles, raw data, meeting notes, architectural glossary, local work plan, and Sanborn maps.

PROJECT OUTCOMES

Following is a general sketch of benefits likely to be realized by full implementation of the revitalization plan.

For Residents:

- Increased property values
- Added job opportunities
- More varied jobs at varied income levels
- Healthier, walkable downtown
- Increased and increasing communal pride
- Pedestrian-friendly environment
- Safer downtown

For Business Owners:

- Synergism with other local businesses
- Opportunity for greater income and profit
- Chances to partner with and support related local businesses
- New business start-ups

For Local Government:

- Improved tax base
- Better community image
- Greater citizen involvement
- Broadening partnerships between local businesses and government
- Partnership opportunities with new businesses relocating to Greenfield
- Opportunity to make community improvements identified by the plan and citizen input.

GETTING STARTED

A few quick observations about getting traction for change:

- This plan takes a long view: 10-20 years of sustained effort is needed.
- Phasing of projects will be essential. Some work will overlap; some efforts and projects will be one-time only.
- Creation of a Revitalization Coalition under the umbrella of Greenfield's Indiana Main Street organization will be needed to ensure continuity of the plan's implementation.
- Commitment to the plan by city and business leaders is essential to making these ideas a reality.
- Collecting feedback over time, checking on progress, celebrating success, and understanding/learning from failure are critical.
- Collaboration is a fundamental ingredient in the success of the plan. Participants should be ready to work together.
- Continued promotion and support must be unfailing. Greenfield as a whole must take its vision and projects to the market locally and nationally. Local citizens must support the downtown actively and passionately.
- Make complete use of available media to communicate ongoing accomplishments to markets within and beyond Greenfield. Also, use media at a local level to identify ongoing needs, solicit partners and create local support. A solid network with all parties working together as an informed community can ensure success over time.

3. INTRODUCTION



Watercolor courtesy of Greenfield artist Cathleen Huffman

Introduction

Purpose

Greenfield's Revitalization Plan outlines a long term vision for the downtown developed in concert with the local community, data collected by the consulting team, recommendations for immediate improvements in infrastructure and architecture, and action steps to guide the realization of the project over time.

The plan was created in an ongoing dialogue with city leaders, local business owners, the general public, and consultant team. As a result, the consultants had the benefit of enthusiastic local input. From the onset big ideas began to emerge. It was clear that Greenfield is a sound community that maintains a long history of success for its residents and businesses. However, concerns about the strength and survival of the downtown core became evident through both visual observation of the project team as well as feedback from the community expressed during focus groups.

As with many communities throughout Indiana and beyond, Greenfield's downtown has been eroded by the changing fortunes of economics and general trends in development. A number of significant local buildings have been demolished, victims of fire, neglect or changing economics. The intrusion of the automobile has allowed seas of surface parking to consume property that could be more productively employed with a better use and greater economic impact.

The opportunity before Greenfield is the choice to actively be involved in shaping the future of the downtown. The economic drivers of the past are long gone: there will be no more natural gas boom to energize economic vitality. With this in mind, the question is how to fuel revitalization in a financially responsible manner, provide viable economic support, and guide projects in a way that rejuvenates the downtown.

Vision and Goals

Food, Fitness, and Art

These three themes emerged from our work with the local community. Below are quick sketches of these ideas and how they interconnect to create new synergisms for the Greenfield community.

Food

Greenfield and Hancock County have a long agrarian history, producing staples such as corn, soybeans, and wheat for the state and nation. The emergence of the healthy food movement is finding expression in the community as the idea of a local "Food Hub" takes shape. In addition, connections between local food production, restaurants, the farmer's market, and tourism present a promising opportunity.

Fitness

With the existing 5.3 mile Pennsy Trail, Greenfield residents can promote a community encouraging active living for all generations and abilities. To create additional momentum in Greenfield's revitalization, the idea of a new "Riley Literary Trail" around Greenfield's downtown that connects to the Pennsy Trail offers an exciting opportunity to

enhance local and regional use of the trail system as a draw for visitors and residents alike. Although the planned 150 mile National Road Heritage Trail from Richmond to Terre Haute, Indiana, is not yet complete, Greenfield, through local efforts, may help create momentum to fund the completion of the trail in time. The completed trail would be a significant amenity, drawing visitors touring by bike, a popular activity in Europe, now beginning to get traction in the United States.

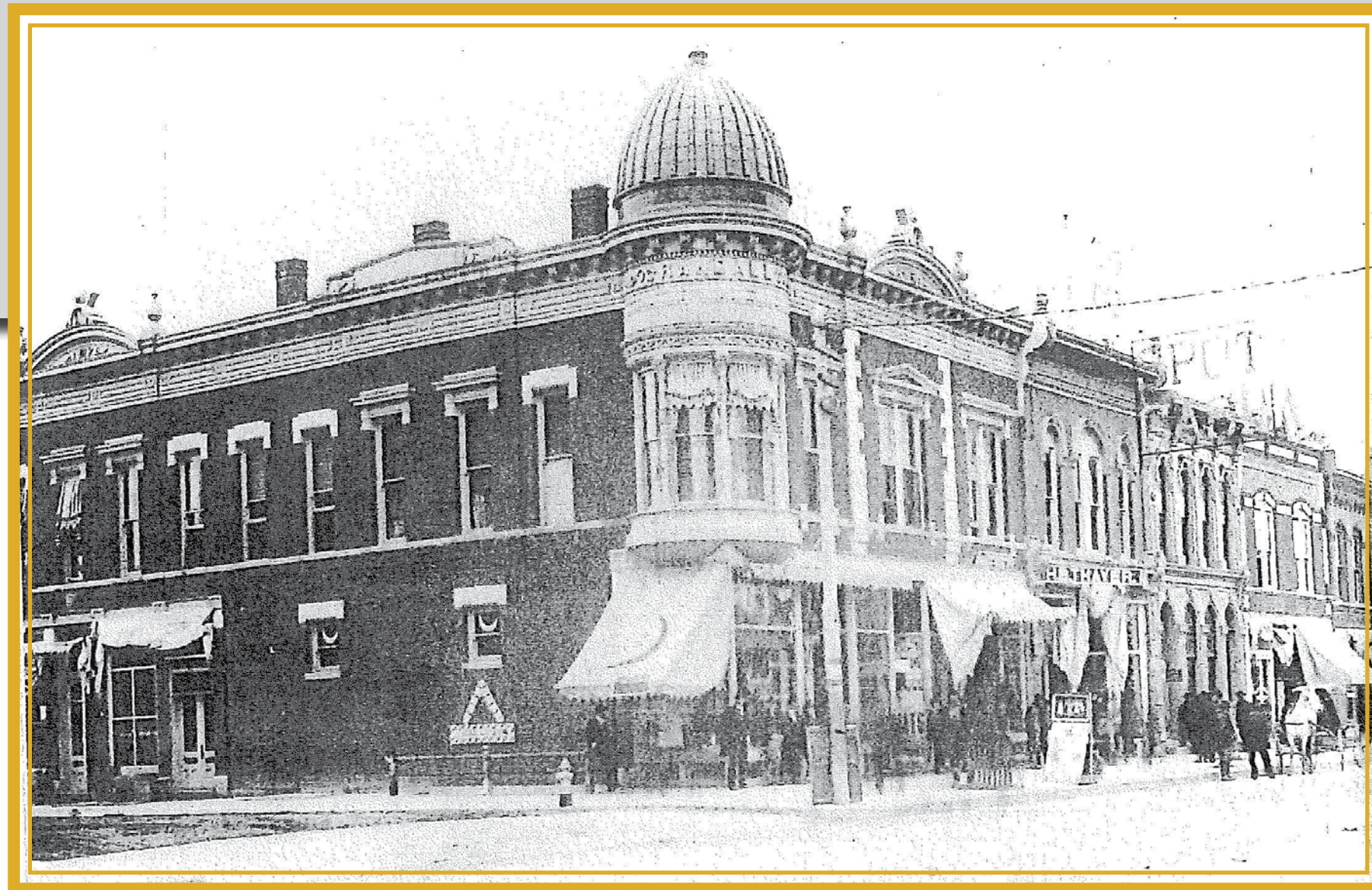
Art

Author James Whitcomb Riley was born in this community in 1849 and remains a highly visible part of Greenfield's history. Mr. Riley's legacy echoes the irrepressible optimism of the young, presenting an opportunity to build upon a successful annual festival with renewed emphasis on the power of the written word and creative endeavor generally. In addition, a burgeoning art community is growing in the downtown area. The Creative Arts and Event Center at Main Street and State Road 9 offers a venue for local artists to display their work in the first floor café' and in the upstairs studios. Emphasizing creativity in the written and visual arts can become an integral part of the community's day to day fabric that can accent the virtues of Greenfield and add delight to the communal experience.

Closing

The success of similar size communities in central Indiana and the broader new urbanism movement point the way to an exciting future for Greenfield. The fusion of food, active lifestyles emphasizing fitness, and art as a community identity creates a stable foundation to begin the work of making downtown Greenfield, Indiana, vibrant once again.

4. HISTORY



History

In April of 1828, the town of Greenfield was chosen as Hancock County's "seat of Justice." The population of the entire county at that time numbered just 400. One remaining mystery is the origin of the town's name. Gazing across the broad farm fields as one drives into the community today, the name Greenfield makes perfect sense. Agriculture is an essential part of the local economy. However, in 1828 the area was still dense, old growth forest. In the extant histories of the community, no individual is named "Greenfield" nor is there any known reference that might have inspired the name, so the mystery remains.

The National Road made its way directly through the heart of downtown Greenfield in 1835, bringing travelers and commerce on a daily basis until the completion of Interstate 70 in the 1960s, which roughly follows the route of the old National Road through Indiana. Fortunately, the interstate is just a few miles north and access to downtown is still easy.

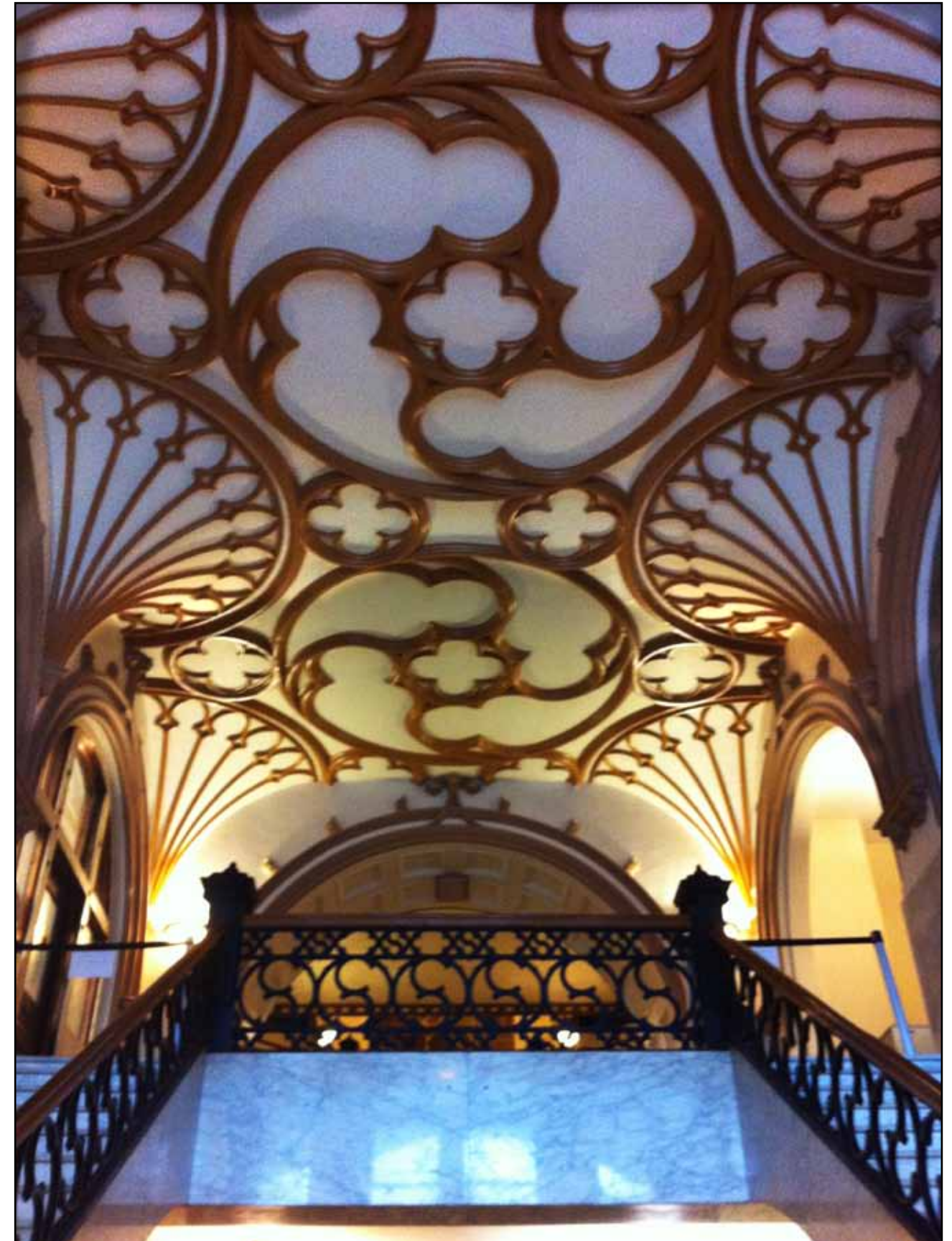
James Whitcomb Riley remains Greenfield's most famous citizen. Born in Greenfield October 7, 1849, Riley's poetry still speaks with gentle cleverness out of the past and enduring institutions like Riley Children's Hospital ensure his memory remains alive outside of Greenfield. The James Whitcomb Riley Home and Museum in downtown Greenfield takes visitors back to experience life in the 1850's and 60's. Greenfield celebrates the Hoosier poet each autumn round the time of his birthday at its annual Riley Festival. The festival celebrates the spirit of youth, crafts, food, and, of course, offers a festive parade.

As the nineteenth century unfolded, Greenfield grew modestly, but steadily. In 1887, the discovery of natural gas caused dramatic growth and prosperity for a period of about 20 years. After the gas boom ebbed, things settled back into the steady rhythm of agricultural life and county governance with the passing years.

The old courthouse punctuates the square with its massive presence and heavy stone arches. On three sides, the courthouse is flanked by two- and three-story masonry structures largely dating from the gas boom of 1887.

The bones of the city are good. Industry and jobs still find their way to Greenfield. The open question for community leaders now is how to chart a way forward. How might revitalization take root in earnest?

The promise of Greenfield is strong: good schools, affordable housing, steadfast communal traditions, and a rich history. There is uncertainty now, though, and proactive, forward looking leadership is necessary to ensure Greenfield enjoys a vibrant future.



Above: Hancock County Courthouse interior view.

5. EXISTING CONDITIONS



Existing Conditions

The City of Greenfield owes its current physical configuration to the grid development that occurred during the 1800s which was typical throughout much of Indiana and the United States. This grid structure has guided the construction of the city's buildings and supporting infrastructure (roads, sidewalks, utilities) since the city's inception and is readily apparent in the city today. Located within close proximity to Indianapolis, Greenfield's population has increased steadily over the last 20 years, largely as a result of growth in Indianapolis and individuals choosing to live in Greenfield and commute to Indianapolis for work.

Today, the city is competing with other communities surrounding Indianapolis such as Noblesville, Pendleton, Fishers, Carmel, and Greenwood among others. In order for Greenfield to be competitive in attracting new residents and businesses, it is important to understand the existing conditions of the city today and where improvements may be necessary to compete with and/or exceed what is being offered in other nearby communities.

The graphic on page 23 depicts the structures (black) within the target area and surrounding neighborhoods. This clearly indicates the historic density of development with the larger, commercial buildings located in the downtown study area, and the smaller, residential buildings surrounding the perimeter. Also apparent within this graphic is where buildings have been raised/removed and where new infill could help to restore the historic density.



Above: Downtown Greenfield's north side of Main Street

Below: Downtown Greenfield's south side of Main Street



Historic Grid Development (Figure/Ground Relationship)



Streets & Traffic Patterns

Most influential to the city's development over the course of its history has been its proximity to major thoroughfares. The National Road, or U.S. 40 (locally known as Main Street), has funneled individuals, families, and commerce traveling from the east coast to the west through Greenfield since the early 1800s.

Its presence, in conjunction with the railroad and gas boom, was an important catalyst for development in Greenfield. Most historically significant buildings lie immediately adjacent to the corridor as a result. While not as prominent as it once was, U.S. 40 remains an undeniable asset to the Greenfield community with the movement of approximately 11,000 vehicles daily through downtown.

Today, within the historical downtown commercial area, the street is primarily comprised of two travel lanes, with on-street parking in each direction. Because of the street's exposure to traffic, its comfortable scale and walkability, and the appeal of the historic commercial buildings, most of the downtown structures are occupied.

However, because of the extensive amount of large truck traffic on US 40 (Main Street) and SR 9 (State Street), truck related noise and structural compromise of historic buildings are a concern.

This noise prohibits outdoor use of sidewalk space by businesses such as restaurants who would like to have outdoor dining opportunities. INDOT also recognizes the importance of this corridor and has recently invested more than \$1.1 million in streetscape enhancements.

Although a large right-of-way, this Main Street Corridor, the area between Riley Avenue and American Legion Place, remains largely pedestrian-friendly with large sidewalks, ample lighting, and some street plantings parallel to the roadway. New site furnishings including benches, waste receptacles, planter railings, and wayfinding signage are provided at regular intervals.

Crossing U.S. 40 can be intimidating due to the volume of traffic and the expanse of roadway a person must cross. Pedestrian crossings may benefit from additional traffic calming such as sidewalk bumpouts, to narrow the crossing distance.

The graphic on page 25 depicts the grid development by which the streets within Greenfield were originally organized. Undoubtedly, the most influential thoroughfare guiding and spurring development within the city throughout its history has been U.S. 40 (Main Street) which bisects the city and downtown. Additionally, S.R. 9 has been an integral part of the city's more recent development providing a connection from the city to I 70 and I 69 on the north and I 74 on the south.



Above: Main Street (U.S. 40)

Street & Traffic Patterns Map



Streets & Traffic Patterns

Traveling north/south and intersecting with U.S. 40 (Main Street) immediately west of the Hancock County Courthouse, is SR 9 (State Street). SR 9 travels across the state connecting Columbus, Indiana on the south to LaGrange, Indiana near Michigan on the north.

As it travels through Greenfield, SR 9 serves as a primary connector between I-69 in Pendleton, I-70 on the north side of Greenfield, and I-74 in Shelbyville and services more than 14,000 vehicles daily. New development within Greenfield since the creation of the interstate highway system has been primarily located along SR 9 (State Street) north of the historic downtown because of easy automobile access, exposure to traffic, and the availability of undeveloped land.

Within the downtown area, SR 9 is narrowed to two travel lanes and on-street parking on the west side of the road. Pedestrian travel along SR 9 (State Street) within the downtown area is relatively comfortable except for street crossings, which would benefit from traffic calming devices. Additionally, site furnishings are minimal with few opportunities for seating. Pedestrian travel along SR 9 north of downtown is nearly impossible in the area characterized by strip development since sidewalks and other pedestrian amenities are only partially provided.

Within the target area, two additional east/west streets are primarily fronted by commercial/public use. These include North Street, one block north of U.S. 40 (Main Street) and South Street, one block south of Main Street.

Both of these streets have excessively large right-of-ways with large areas of asphalt that are under-utilized for parking and/or traffic. Opportunities exist within these areas to shift curb lines, in-fill with new structures, and create a pedestrian environment conducive to a retail business and downtown living atmosphere.



Above: North Street



Above: State Street



Above: South Street

Streets & Traffic Patterns

American Legion Place traverses north/south and connects the Memorial Building on the north to the residential neighborhood and Pennsy Trail south of downtown. This street is currently one-way south. It is comprised of an excessive amount of paved roadway dedicated to vehicular traffic and parking.

Additionally, the one-way nature of this street coupled with the closure of South Street south of the courthouse creates an awkward vehicular circulation pattern for navigating the courthouse square. Little attention is given to the pedestrian experience, and narrow sidewalks create an uncomfortable pedestrian environment. With the appropriate renovations to this corridor, it could be a vital connection between the Pennsy Trail, downtown, and Memorial Building on the north, creating retail opportunities along its length.

To facilitate and promote these opportunities, however, providing a safe pedestrian crossing at the intersection of American Legion Place and Main Street is strongly encouraged.

The majority of the remaining streets within the project area are residential in nature. Specifically, those streets north of Main Street and the portions of the north/south streets north of Main Street intersect with the recently dedicated residential historic district, made official in 2012.

Street corridors within these areas provide comfortable pedestrian environments with historic homes, mature trees, and ample sidewalks in relatively good

conditions. Potential improvements may include upgraded pedestrian lighting, limited concrete walk repair, and some new curb ramps at intersections.

Residential streets south of Main Street and the portions of the north/south streets south of Main Street intersect with neighborhoods as well. Although these neighborhoods are not considered historic in nature, it is a relatively stable area. Street corridor enhancements in these areas may include updated lighting, curb ramps, and concrete repair as needed.



Above: American Legion Place

Parking

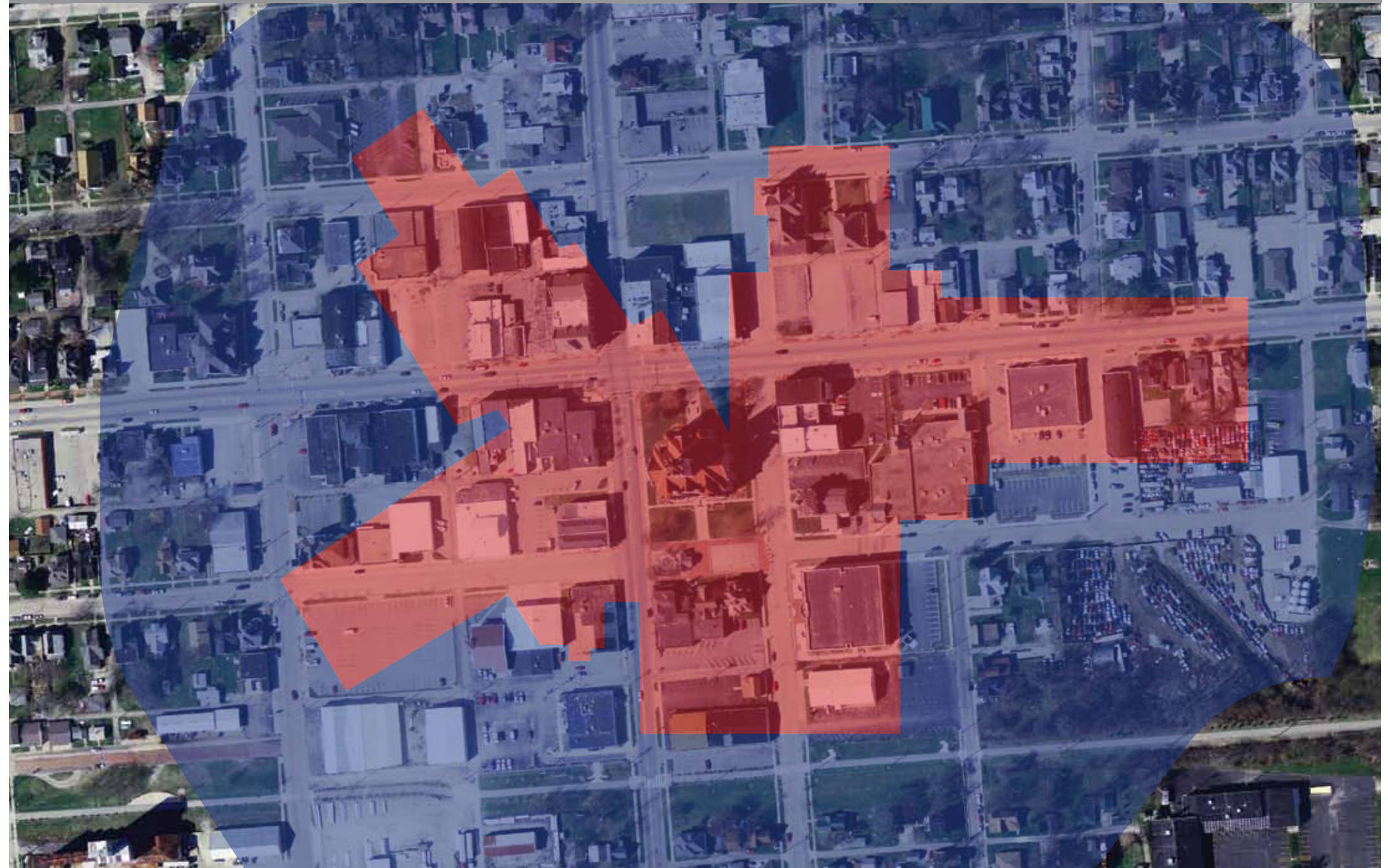
As is common with most communities, there is a perception within downtown Greenfield that a lack of parking or convenient parking exists. Upon inventory of available public parking within downtown, there are more than 1000 spaces available in 10 public parking lots and on the streets within the study area. Additionally, more than 45 privately owned parking lots service local businesses within the study area allowing for convenient access to their establishments- adding about 650 more spaces..

Parking anywhere within the study area and travelling as a pedestrian to the downtown core is no less convenient than visiting a shopping mall. The adjacent graphic depicts the footprint of the Washington Square Mall (red) and its associated parking lot (blue) over Greenfield's downtown study area.

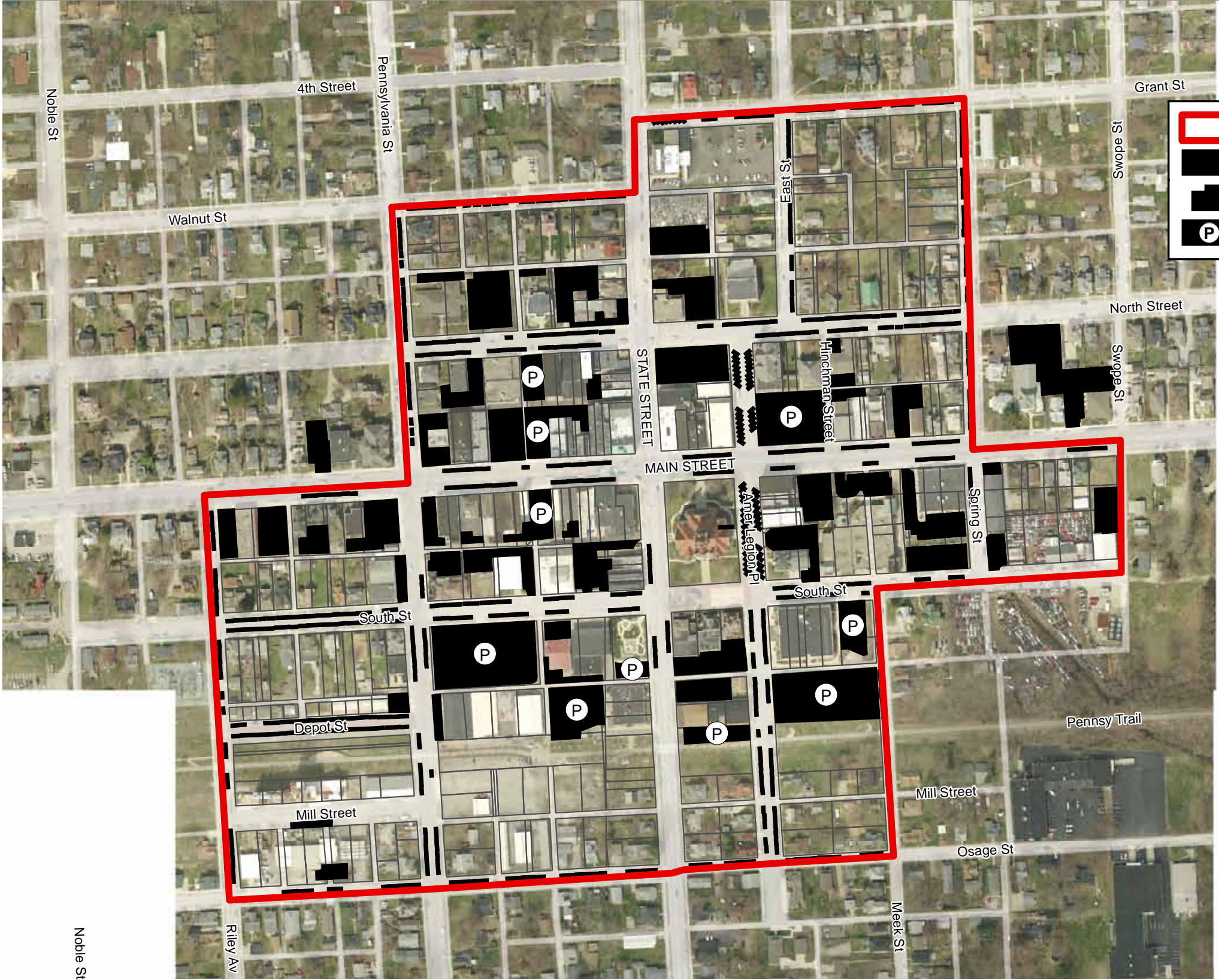
Additional parking studies should be undertaken to calculate the existing and potential building square footage in order to anticipate future parking needs for the various downtown land uses.





As is apparent in the graphic, if a person walks from their vehicle to the mall and from one end of the mall to the other, they have walked a greater distance than they would from one end of Greenfield's downtown to the other. At the same time, a downtown such as Greenfield's is capable of supporting the businesses typically found in a shopping mall. The map on the following page, depicts the current downtown parking inventory based on the latest information from the city.

Downtown Parking Spread



Downtown Parking Inventory Map



-  Downtown Revitalization Area
-  On-Street Parking
-  Private Parking
-  Public Parking Lot

Category	Count
Private	650
Public	384
On-Street	700



Downtown Uses

A bustling urban center during its peak, downtown experienced an exodus of commercial businesses from the mid to late 20th century as new development shifted and occurred along State Street (SR 9) north of downtown to I-70. The downtown lost many of its staple businesses during this time including hardware, clothing, and grocery stores, as well as leisure and hospitality providers such as the hotels and bars.

At the same time, the number of individuals living downtown decreased drastically as people relocated to surrounding neighborhoods and other locations. During this time, many historic buildings fell into a state of disrepair and were lost to parking lots and less appealing structures. Fortunately, however, the majority of significant structures along Main Street (US 40) were saved and remain in stable condition today.

In the past several years, downtown Greenfield has experienced a resurgence in the downtown area. Nearly all of the historic downtown buildings along Main Street between Pennsylvania Street and American Legion Place are now occupied on the first floor with specialty stores that includes a pet store, chocolate shop, comic book store, restaurants, antique shops, clothing stores, banks, and more.

Additionally many buildings along American Legion Place, State Street, North Street, and South Street are also occupied by local retailers. Still lacking within the downtown, however, is an availability of housing and staple

businesses such as grocery and hardware stores. A need for more retail space and housing opportunities exist today.



Above: Occupied Main Street store fronts

Below: Occupied American Legion Place store fronts



Downtown Uses

Local and county government occupy a large portion of the downtown with City Hall, the Hancock County Courthouse, the Hancock County Annex, prosecuting attorney's office, sheriff's department, police department and fire department all within close proximity to one another.

While these offices do bring people downtown, some of the structures occupy prime real estate which may be better suited to retail and housing opportunities.

Additionally, some governmental parking lots create voids in the urban streetscape that detract from the density and scale of the downtown.

Having received recent renovations to the streetscape corridor, Main Street remains a highly walkable area with a comfortable scale, limited plantings, lighting, seating, and signage amenities. The primary concern with Main Street, as with State Street, is the amount of heavy truck traffic.

Downtown is also home to at least three religious institutions which regularly bring people downtown on Sundays and several times throughout the week. These important structures contribute to the stability of Greenfield's downtown.

Also located within downtown are two open spaces. One, the courthouse plaza, is located immediately south of the Hancock County Courthouse in a portion of the former South Street right-of-way. Used multiple times throughout the year, this space is popular for the summer concert series sponsored by

Greenfield Bank. The other open space is the Hancock County Veteran's Park, which contains multiple memorials to the veterans of various wars and quiet places for reflection.



Above: City Hall

Below: Fire Department



Adjacent Neighborhoods

Wrapping the northwest, north, and northeast side of the downtown core is the recently designated historic residential district. Comprised of exceptional 19th and early 20th century homes, this neighborhood has an attractive architectural character complemented by pedestrian friendly streetscapes offering on-street parking, mature street trees in large lawn strips, and generous sidewalks.

Generally lacking within this neighborhood, however, are street lighting and other pedestrian amenities including benches, litter receptacles, and wayfinding signage. Additionally, accessible curb ramps generally need updating, and marked crosswalks are lacking.

Located to the southwest, south, and southeast sides of the downtown core are additional residential neighborhoods. These are stable residential properties, though the condition of the building stock is less desirable than the historic homes noted above. Similar to the neighborhoods to the north, these neighborhoods incorporate comfortable street corridors comprised of sidewalks, street trees with lawn strips, and on-street parking.

Also similar to the historic district, these neighborhoods are in need of improvements to pedestrian lighting, accessible curb ramps, crosswalks, and site furnishings such as benches, litter receptacles, and wayfinding signage.

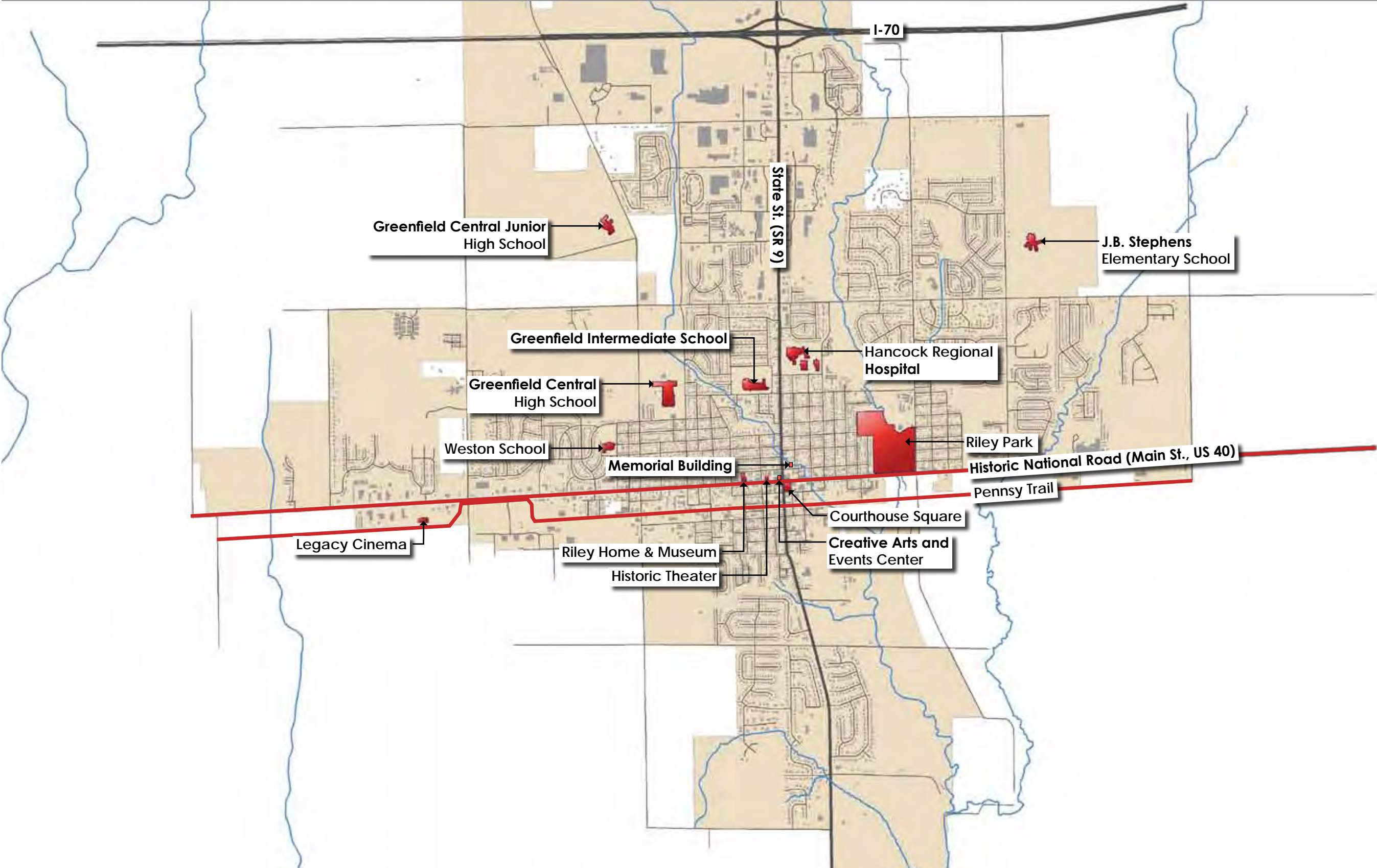


Above: Historic Neighborhoods north of Main Street

Below: Neighborhoods south of Main Street



Cultural Features Location Map



Cultural and Natural Features

Greenfield has a rich history and many of its cultural amenities are within, or in close proximity to, the downtown core. Perhaps the most identifiable cultural amenity is the Hancock County Courthouse. Visible from a significant distance due to its large scale and prominent site at the southeast corner of the busiest intersection in town, U.S .40 (Main Street) and S.R. 9 (State Street), this structure has served as the central hub of government for Hancock County since its construction in 1897. Listed on the National Register of Historic Places, this structure draws visitors not only for its governmental operations but also for those admiring its grand stature and Romanesque Revival style. Additionally, the courthouse square has been traditionally used for various gatherings; and the courthouse plaza, located on the south side of the courthouse, is programmed with musical entertainment and other performances during the summer.

Possibly the most well-known individual from Greenfield is the poet James Whitcomb Riley. His childhood home and a museum dedicated in his honor are located on Main Street (U.S. 40), approximately one block west of Pennsylvania Street. Standing as a testament to Riley, these structures draw visitors from all over who travel to tour the property, see his sample works, and experience the typical lifestyle of an individual living during the late 19th century.

The City of Greenfield also holds the Riley Festival every fall. Drawing tens of thousands

of people, this event offers food, commercial and flea market booths, fine arts, and many other activities. Although the Riley Festival is Greenfield's premier festival, several smaller festival events are held throughout the year.

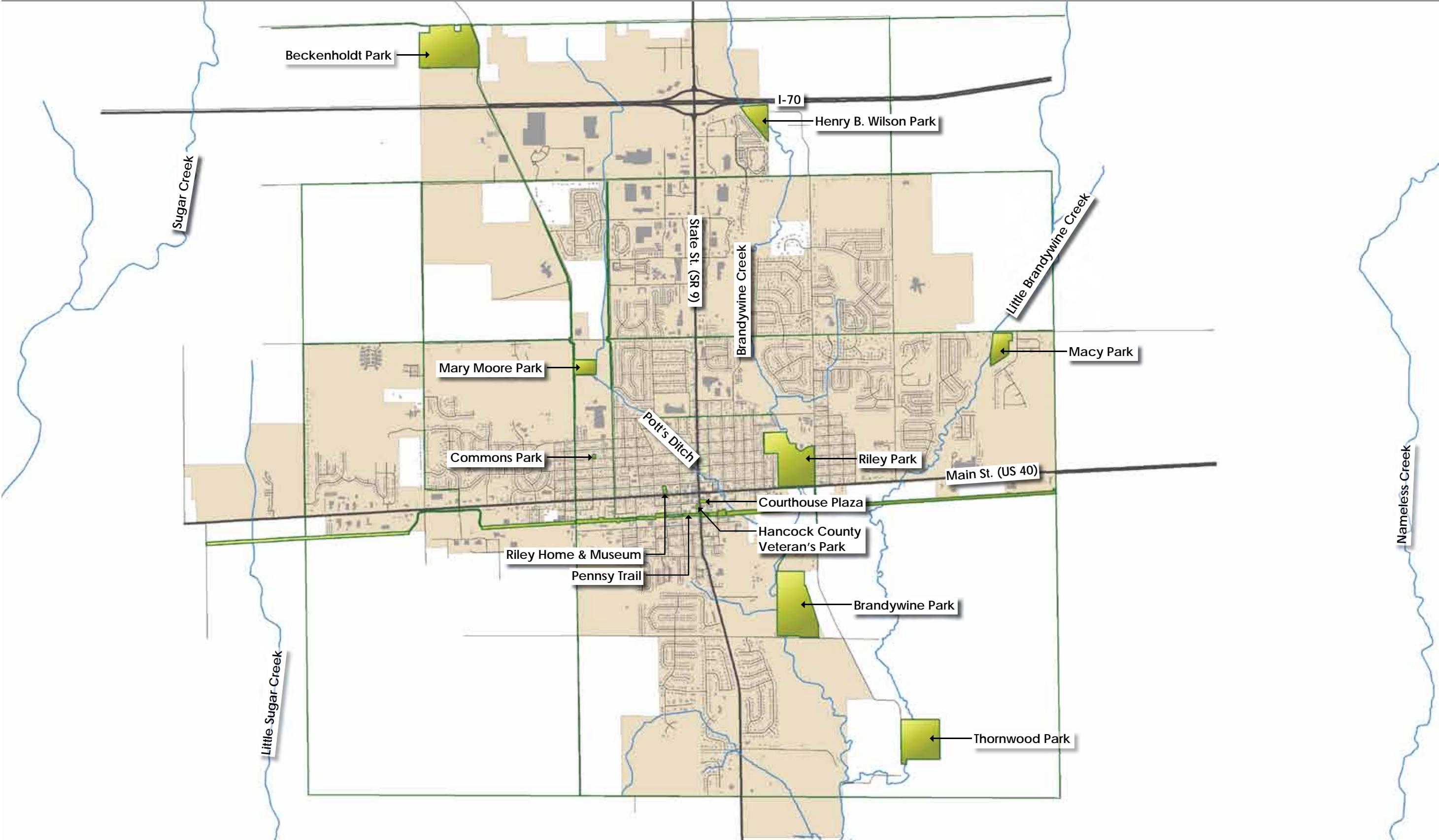
East of the Riley Museum and immediately east of Pennsylvania Street is the H.J. Ricks Centre for the Arts. In 2003, the theater underwent a million-dollar renovation and this 1946 Art Deco style movie theater building now serves as the performing arts center for Greenfield. Patrons visit the building to attend concerts, musical performances, plays, and recitals.

In addition to those items listed above, several other cultural amenities, landmarks, and gathering places are located throughout Greenfield. Although not a comprehensive list, these include multiple schools, the Creative Arts and Event Center, Hancock Regional Hospital, and Riley Park. As additional cultural amenities and events are added to Greenfield, it is important that consideration be given to their placement as they add to the overall health and vibrancy of the downtown.



*Right and Above:
Hancock County Courthouse
James Whitcomb Riley Home
H.J. Ricks Center for the Arts*

Natural Features Location Map



Cultural and Natural Features

Greenfield is fortunate to have multiple parks and open spaces close to the downtown core. One of the most important of these is the Pennsy Trail.

Having developed more than five miles of paved trail, it follows the old Pennsylvania Railroad linking the east and west ends of Greenfield.

Ultimately, this trail will become one part of the larger National Road Heritage Trail system that will connect to Indianapolis and Terre Haute on the west side of the state, and Richmond on the east side of the state.

While the trail has already introduced some increased pedestrian traffic to downtown, it offers the potential for introducing a large amount of active-lifestyle, regional patrons who will be looking for places to stay, visit, and recreate in Greenfield and specifically, downtown.

With a proactive approach and willingness to extend a pedestrian trail circuit through and around the downtown, opportunities exist for pulling this activity into the downtown which will only help to further activate it. In addition, downtown residents can use the Pennsy Trail for recreation and as an exercise amenity.



Above: Pennsy Trail Between State Street (S.R. 9) & Pennsylvania Street

Below: Pennsy Trail West of Pennsylvania Street



Cultural and Natural Features

Located immediately south of the courthouse is the plaza. This space receives regular use throughout the summer for an outdoor concert series and live performance events. A limitation of this space is its small scale, which precludes it from accommodating large groups.

An additional, larger scale civic space capable of supporting similar events and others such as the farmer's market would be an additional asset to the downtown that would encourage economic development.

Located immediately southwest of the courthouse plaza at the northeast corner of South Street and State Street (SR 9) is the Hancock County Veteran's Park. This park is a regular destination for Greenfield visitors and residents who enjoy this contemplative space for quiet reflection, or simply to have lunch. The space is well cared for and is constructed with high quality materials offering multiple seating opportunities, a variety of memorial sites, and well-executed landscaping, which helps to soften the space.

In addition to the three spaces listed above, Greenfield has seven additional parks located throughout the city. One of these is Riley Park, approximately six blocks east of the downtown target area. This is Greenfield's premier park; however, there is no defined pedestrian connection or wayfinding signage providing a link to downtown.

This is similar to other parks located throughout Greenfield. Although each

of these additional parks offers a variety of amenities, a pedestrian connection/greenway/trail connecting these green spaces is absent.



Above: Hancock County Courthouse Plaza



Above: Hancock County Veteran's Park Gateway

Below: Hancock County Veteran's Park



Lighting

Lighting within the downtown commercial area is relatively new, having been installed with the recent renovations to Main Street (U.S. 40) in late 2012. As seen in the adjacent photographs, the fixture is a historic style mounted approximately 20 feet above the surface. These fixtures only occur within the downtown commercial core. Lighting in the surrounding and adjacent neighborhoods is virtually non-existent. Additional lighting in these surrounding neighborhoods utilizing the same fixture found in the commercial core would benefit pedestrian access and security.

Site Furnishings

Similar to the lighting, several new benches, litter receptacles, planter railings, and wayfinding signage were installed in the downtown commercial core with the renovations to Main Street (U.S. 40) in late 2012. None of these amenities are present in the surrounding neighborhoods or on North or South streets. These amenities should be extended into these surrounding neighborhoods to create more pleasant streetscapes and pedestrian corridors.

Signage

Signage in Greenfield varies in size, style, and placement and includes appliqués on windows, lettering affixed to the buildings, and signs suspended from the face of the buildings. While much of the signage is very successful, other signs obstruct views and detract from the overall appearance of downtown. Standards for sign design and placement should be used to create a cleaner, more cohesive environment.

Plantings

Small plant beds are located regularly throughout the commercial core and most have a single tree planted within them. Within the surrounding neighborhoods, lawn strips adjacent to the roadway have many mature trees and recently planted street trees. The plantings in all of these areas add visual interest to the streetscapes and should be maintained. Additional visual interest may be provided through the installation of perennial and shrub plantings to add multi-seasonal interest. Plant species and planting locations must be carefully selected to encourage optimal performance and survival of the plants.



Above: Recently installed benches
Left: Historic style lighting & wayfinding signage



Above: Recently installed planter railing
Left: Recently installed interpretive signage

Utilities

Typical of most urban centers, the City of Greenfield's utility infrastructure is located above and below ground and within the alley and street right-of-ways throughout the city. Utilities within the target area include, but are not limited to: storm sewers, sanitary sewers, water, gas, electric, telecommunications, and electric.

Storm sewers are generally located within the streets and sanitary sewers within both the alleys and streets. Fortunately for the city, no combined sewers are present. Overhead electric lines are prominent throughout the downtown study area in both alleys and streets. In locations such as the North and South Street corridors, the existing overhead lines create a visual clutter that detracts from the overall aesthetic of the streetscape environment. Future considerations might include burying above ground utilities as improvements are made.

The adjacent map shows critical utility paths through the downtown.



Existing Environmental Conditions

According to the IndianaMap website, <http://www.indianamap.org>, multiple underground storage tanks are located inside or within close proximity of the downtown project boundary. Of these, several are noted as leaking.

Additionally, two cleanup sites and two restricted waste sites are within or near the primary target area.

As redevelopment of the downtown occurs and select buildings and/or sites are raised/renovated/reused, it may be necessary to conduct additional environmental assessments to identify specific hazards and remediation procedures.



- Legend**
- Composting Facilities
 - Underground Storage Tanks
 - Leaking UG Storage Tanks
 - NPDES Pipe Locations
 - NPDES Facilities
 - Waste Treatment Storage Disposal
 - Waste Transfer Stations
 - Tire Waste Sites
 - Solid Waste Landfills
 - Septage Waste Sites
 - Restricted Waste Sites
 - Open Dump Waste Sites
 - Industrial Waste Sites
 - Construction Demolition Waste
 - Voluntary Remediation Program
 - ◆ Superfund Sites
 - Manufactured Gas Plants
 - Institutional Control Sites
 - Corrective Action Sites
 - Cleanup Sites
 - Brownfields

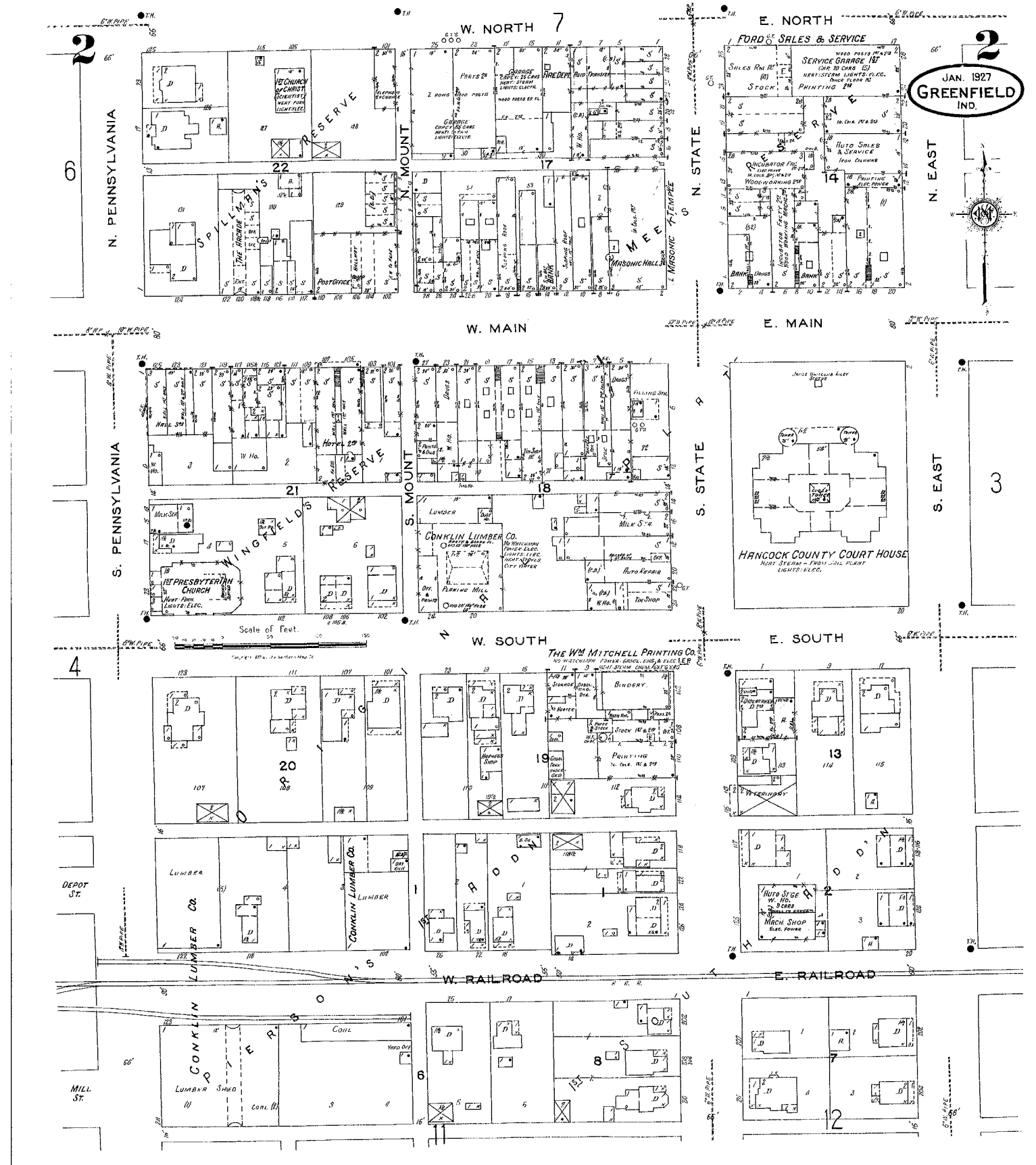
Architecture

Greenfield's existing buildings are an essential part of a revitalization plan that respects existing strengths and shores up areas of weakness in the downtown fabric. This portion of the section on Existing Conditions focuses on architectural character and conditions along several blocks in the downtown area.

The historic integrity of buildings generally in Greenfield is intact with buildings largely in good shape. The variety of modifications that detract from the quality of the late 19th and early 20th century architecture are due to inappropriate remodeling carried out typically in the mid-to late-20th century.

By far the most challenging areas of the streetscapes are where former buildings have been razed as a result of fire or neglect. The result in the vast majority of cases is a super-abundance of parking.

As the downtown matures and evolves over time, the nature of parking and its requirements must be managed so that parking is available when required while infill projects add interest back to the street environment with exciting new buildings and new businesses.



Above: Sanborn Map of downtown Greenfield circa 1927

West Main Street: North Side



Historic Context

Sanborn Atlas Maps from 1886 indicate this block on the Old National Road was in the height of its development. By 1900 the Sanborn Maps show the buildings remain basically unchanged, but with additional buildings having been constructed along the alley mid block and the Masonic Lodge on the corner along State Street. Over the last century, a variety of uses were indicated on the maps including grocers, a bank, a post office, and several taverns and bars.

The empty parking lot next to the Lincoln Square Pancake house has changed uses over the past several years. According to the Sanborn Maps, the area was developed from a residential house to commercial lots around 1914. The three buildings included a jeweler, a piano store, and a cigar shop. These three buildings were combined into a post office in the late 1920's. Sometime after, the post office was demolished, and the empty lot was combined with the adjacent alley and turned into a parking lot.

Recommendations

Historic integrity on this street is very much intact, and represents the character of downtown Greenfield at the turn-of-the-century. Most of the buildings remain in very good condition and the prominent decorative features are much as they were originally constructed. Even though many of the second floor windows are un-restored or missing, the rhythm of the fenestrations remains.

There is a distinct void in the center of the block, however, where the existing parking lot becomes a barren "no-man zone," and creates a visual break in the architectural vocabulary. Historically this site was occupied by commercial buildings and small shops and a Post Office. Appropriate sensitive infill or creation of a visual edge through landscaping should be considered.

A pedestrian through-way connecting North Street to South Street should be further defined with a clear path at the former alley location, visible identification, and directional signs and lighting to create a safe and pleasing pedestrian corridor.

The introduction of awnings at the building facades would enhance the pedestrian experience by providing sun and weather protection. The use of signs that address the shopper and visitor with a clear, simple business identifier, a street number and a well designed storefront contribute in creating an exciting downtown experience.

Notable Buildings



Above: 20 West Main Street



Above: 8 West Main Street

West Main Street: South Side



Historic Context

Sanborn Atlas Maps from 1886 show West Main street as a hot spot for all kinds of businesses. By this date the entire block was filled to maximum density with 2-story commercial buildings. The block's establishments included a barber, baker, an undertaker, a drug store and even a wall paper and fancy goods shop. Past the alley, stood the Hotel Walsh and its billiards halls and taverns. By 1927, little had changed with the block with the exception of adding a uniform storefront to the hotel, billiards hall, and taverns. City Hall replaced the mill and bakery in the 1980's and commercial buildings on either side of the alley at mid block were removed and a parking lot was added.

Recommendations

This part of the block contains the critical corner of Main Street and State Street. Unfortunately, at this primary intersection the streetscape is interrupted with a void at City Hall. It is recommended to reintroduce an infill structure on that corner. Appropriately scaled new construction which represents the historical context of the south side of Main Street regarding storefronts, window patterns and articulated cornice would provide continuity to the streetscape and the architectural vocabulary within the block. The corner building should be modified to be more sympathetic with the adjacent buildings. The remainder of block to the west maintains the historic integrity which should be preserved, and restoring historic character where it has been compromised or lost.

Second floor windows and cornices should be highlighted and architectural detail articulated through the use of contrasting, historically appropriate paint colors. Existing pedestrian level signs are an asset and storefront lighting should be encouraged.

Notable Building



Above: 21 West Main Street



Above: Example of restored metal cornice



Above: Example of historically sensitive store front.

West Main Street: South Side



Recommendations

The architecture of this segment of the south side of Main Street is intermixed with two-story historic structures linked together by smaller, one-story buildings that are of a later period of significance altered to have little or no defining character or ornamentation.

Two particular elements would significantly improve the character of the street and should be encouraged when rehabilitation occurs: reintroduction of the transom windows where possible, and introduction of traditional fabric awnings to add color and interest. As with other blocks downtown, restoration of second floor windows and introduction of appropriate paint colors to highlight what historic detail remains will give life to the streetscape.

Vacant lot at the southeast corner of Pennsylvania and Main Streets was once occupied by a large 3-story building housing a Masonic Lodge, Opera House and first floor commercial. An anchor at this location at the western entry to the commercial district of similar scale would announce arrival to the downtown. As development continues, new appropriate infill structures should be encouraged with new retail on the first floor and residential on upper floors. In the transition, parking lots should be defined with striping, signs and landscaping.

Notable Buildings



Above: 113 West Main Street



Above: Main Street in the early 20th century

East Main Street: North Side



Historic Context

According to the Sanborn Map of 1886, the block of East Main Street across from the courthouse was a fully developed strip of land along the Old National Road. A butcher and grocer along with a bank and other smaller stores lined Main Street. The businesses began consolidating and evolving around the late 1890's. A department store took up a large portion of the block and, according to the Sanborn Maps, by 1900 was street to street 2-story commercial buildings

Located immediately across from the Courthouse, East Main Street retains its architectural continuity for the entire block. While many of the facades have been altered to some degree, the scale, massing, window patterns and use of materials are consistent with the early 20th century architecture of Greenfield.

Recommendations

Reintroducing the corner turret of Randal Thayer Building would visually reinforce the importance of this intersection. The use of vibrant red awnings at 22 East Main Street calls attention to the primary entrances leading the shopper to the retail establishment. Appropriately scaled projecting signs and exterior lighting gave the block life both night and day. Recently installed second floor windows with planned office space on the second floor of the L.C. Thayer Building, support the concept of introducing new and varied types of uses in the downtown. At the street level, an array of establishments; retail, services, and professional offices bring a mix of visitors and local residents to the center of town.

With an active and involved Greenfield Indiana Main Street organization using the Four Point Approach of Design, Organization, Promotion, and Economic Development, effects towards downtown revitalization and restoration will continue to gain momentum.

Notable Buildings



Above: 21 West Main Street



Above: The Randal Building in the early 20th century

American Legion Place



Historic Context

The 1886 Sanborn Map indicates the area off of American Legion Place, then known as East Street, was almost entirely residential. The county jail, Christian Church, and a residential dwelling were the only buildings fronting the courthouse square.

By 1895, developers had built a grocer, drug store, and laundry and steamers. The second floor above the grocery belonged to the Independent Order of Odd Fellows. The block continued to be developed until the D. H. Goble Printing Company moved onto the Christian Church building site and remained at this location until it was removed in 1914 in order to create a commercial building for the publisher. In 1927 the building at 9 American Legion Place was converted into a theater.

The D. H. Goble Printing Company sold its building in the late 1980s and the building was removed from the site.

Recommendations

This block comprising the eastern edge of the Courthouse Square is varied in architectural style and condition. While much historic material remains, later alterations obscure and detract from the beautiful original details. The stately building at 3 American Legion Place, prominently located at the intersection of the National Road and American Legion Place (formerly East Street) has fine masonry detailing at the cornice and at the corner and center columns. Over time, removal of infill material and reintroduction of historically appropriate storefront windows, transoms, second floor windows, and doors will begin to visually revitalize this are of the Square.

To the south end of the block the streetscape is interrupted by two parking lots flanking the old jail, designed in the Second Empire style and now utilized as the Hancock County Prosecutor's office. Historic Sanborn maps could be utilized to establish a scale, setback, and even materials for new infill design. A new building on the north side of the historic jailhouse would help to reinforce the architectural continuity of the street.

Notable Buildings



Above: 3 American Legion Place



Above: 9 American Legion Place



Above: Hancock County Annex in the late 19th century

North Street: South Side



Historic Context

Sanborn Atlas Maps dating from 1886 and 1892 show this block with a variety of uses including the Hook and Ladder House, wood shop, stables and a residence. By 1900, the 1-story Hook and Ladder House was replaced with a new 2-story masonry building, the building that remains today.

By the beginning of the 20th century, the block had become denser with commercial including a large livery and a carriage repository and harness building with the opera house above. The western half of the block remained primarily residential and open space.

Recommendations

This block provides a nice transition opportunity between the higher density commercial buildings of the core downtown and the beautiful historic residential neighborhood to the west. Because of this relationship, the scale of the buildings, and the opportunity for infill architecture and renovation, this block holds development potential for entertainment, restaurants and services which support the nearby residents.

Many of the existing buildings lack character and/or are underutilized. New uses and renovation to the old Fire House have ignited a spark for more improvements. Building renovation, new construction and appropriate rehabilitation of existing buildings is recommended to provide new life to this area.

South Street

North



Historic Context

The Presbyterian Church on the North side of South Street was historically surrounded by private homes. At the corner also stood the J. D. Concklin & Son Wood Mill. The mill became a Co-Op farm equipment store in 1949. After the 1950's the homes were removed and other single, story commercial buildings were added.

The South Side of South Street was also filled with single family homes. The site that currently is occupied by Fire Station 21 originally contained a printing company started in 1914. The Greenfield

Fire Department removed this building in 1976 and built Station 21 to replace the original fire house on North Street. The building has been updated and expanded since 1976.

General Recommendations

South Street west of the courthouse square is an "opportunity waiting to happen." With expansive open land currently used for parking and underutilized newer commercial buildings, this area is an opportune location for higher use development. This area's connection to the Greenfield Bank Plaza to the east and the Pensy Trail to the south is perfect for new housing, new commercial and public space.

North Side Recommendations

The First Presbyterian Church of Greenfield located on the northeast corner of South and Pennsylvania streets was historically surrounded by one and two-story dwellings and light commercial. Mid-block was located the Planing Mill operated by various owners including Williams Bros. and Hamilton (1886 & 1892 Sanborns), and J.D. Concklin and Son Planing Mill (1900 Sanborn). The mill became the Co Op farm equipment store in 1949. After the 1950's many of the homes were demolished and other single-story commercial buildings were added.

South



South Street

North



South Side Recommendations

Today, the beautiful Gothic inspired Presbyterian Church remains next to the more recent uninspired, simple commercial buildings, a large parking lot and plain mid-twentieth century, brick commercial storefront buildings to the east. With the hope of a future public park to the south, new mixed occupancy construction including first floor commercial office/retail and upper story residential is recommended. Mid block at the north/south alley, a pedestrian through-passage with landscaping and clearly identifiable walk area is recommended to connect Main Street and North Street to the north.

The South Side of South Street was also once filled with one and two-story single family homes. The site that currently is occupied by Veteran's Park was historically the 1st M.E. Church (Sanborn 1892 and 1900) and also a printing company started in 1914. The Greenfield Fire Department removed this building in 1976 and built Station 21 to replace the original fire house on North Street. The building has been updated and expanded since 1976. The remainder of the quarter-block at the southeast corner of Pennsylvania and south Streets was cleared and opened the area for

an expansive city-owned parking lot. Currently the lot is minimally improved with only a narrow grassy strip and small trees at the perimeter. Unless being utilized by a local event, this parking area is generally underutilized and is often empty exclusive of a few random vehicles.

The existing fire station requires sufficient ingress and egress and large turning radii, and limit streetscape improvements to a large degree. However, its presence and that of Veteran's Park are stabilizing factors for South Street. Further down the Street to the west offers other opportunities. The existing parking lot is ripe for a phased transition to a public park with future offerings of a public park for entertainment and festival venues, a city farmer's market, and possibly even a water park.

South



South Street: Courthouse Square



Historic Context

The 1886 Sanborn Atlas Maps show one two-story dwelling and two 1-story dwellings along South Street behind the courthouse. The street, now known as Courthouse Plaza (formerly South Street), was fully open. The D.H. Goble House was constructed in 1900 as well as another 2-story residence, replacing the smaller homes. An 1980's renovation of the buildings connected the D.H. Goble House and the adjacent center house, repurposing the dwellings into a law office and law library respectively.

Recommendations

This block includes three extant Italianate and Queen Anne residential structures. These surviving residential buildings on the Courthouse Square were converted to commercial uses as commerce in Indiana communities began to grow. These buildings remain much as they were built. Later additions were made to accommodate conversion to commercial law offices and also a home for the Greenfield Area Chamber of Commerce, the Hancock County Economic Development Corporation and the Hancock County Arts Council.

The area retains a nice pedestrian edge with a short concrete wall at a perfect height for a brief rest and magnificent view of the Romanesque Revival courthouse.

The plaza replaces the original through street for vehicular traffic. It has the potential to be a more intimate, inviting, public space but at present presents a cold, barren expanse that is foreboding except when actually used for events. This plaza provides an opportunity for connection to development off South Street. The addition of seating and landscaping in this area would provide a place for rest in a bit of shade.



6. Retail Analysis





Retail Analysis

INTRODUCTION

This report divides the study of Greenfield's economy into two sections, Retail Analysis and Retail Strategy.

Retail Analysis is separated into these categories:

- Summary of the Demographic Profile
- Downtown Revitalization Principles
- Visitor's Impression of Greenfield
- Greenfield Retail Analysis
- Maps: Retail Analysis

The following section, Retail Strategy, provides recommendations for achieving the goals of downtown revitalization.

SUMMARY: DEMOGRAPHIC PROFILE

Population

- Between 1990 and 2010, Greenfield grew by 76 percent, this is significantly faster than the state growth rate.
- In 2010 Greenfield was ranked 45th in population out of 682 cities, towns, and villages. This figure is up from 2000 when Greenfield's population was ranked 53rd out of 601 places.

Age

- Local age distributions are similar to Indiana, and indicate there is a strong cohort of individuals who are of working age.

Educational Attainment

- The percent of individuals who are enrolled in college or graduate school in Greenfield has improved drastically since 2000, increasing by 11 percentage points.
- The percentage of adults who do not have a high school diploma or equivalent dropped 4 percentage points in Greenfield.

Poverty

- Compared to Indiana and Hancock County, the poverty rate for Greenfield increased the most. Between 2000 and 2011 the poverty rate grew about 9 percentage points higher.

Income

- The median household income fell almost \$10,000 dollars from 2000 to 2011 in Greenfield and Indiana.

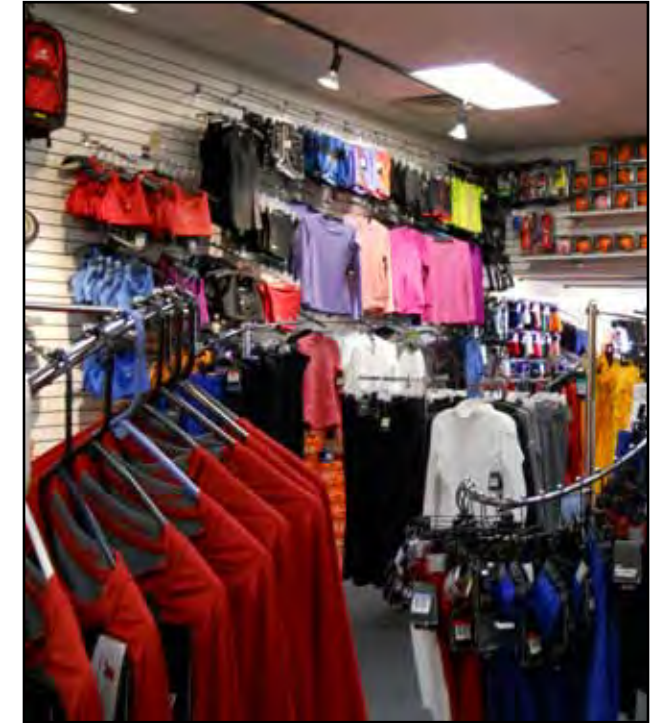
- According to the American Community Survey's most recent estimates, Greenfield's median income in 2011 was \$14,010 below Hancock County's median income.

Employment

- The median earnings for the total civilian employed population were \$42,335 in Greenfield and \$40,282 for the state. Greenfield had higher average earnings in most industries compared to Indiana.

Housing

- In Greenfield, the median house value fell \$21,523 from 2000 to 2011. While the average house value for the state of Indiana fell at the same time, it was not as substantial as in Greenfield or Hancock County.



Above: Shoppers are drawn to well designed floor space.



Above: Compact, attractive storefronts promote window shopping.

DOWNTOWN REVITALIZATION PRINCIPALS

These principles are the blend of history and current trends underlying much of the work being done to restore downtowns. The following section outlines these basic principles and then matches them against Greenfield's current market.

Local Investment

Business owners can't be expected to pour their livelihoods into a struggling downtown unless they see that the city is backing them up. Are the streets clean and policed? Is the city going to do anything about empty, crumbling buildings on the main road? Is the city's own property well maintained?

As a general rule, public investment must come before private investment.

In Greenfield: The city scores well in this category, and can point to recent city-driven improvements such as downtown signage and other infrastructure work. Just by leading this revitalization project, local leaders have demonstrated their commitment to downtown.

Local Money or Out-of-Town Money

When trying to recruit new businesses, a key decision is picking who the new business will serve: local residents or out-of-town visitors? Will the new enterprise make life easier for residents by providing the goods and services they now must leave town for? Or will it lure tourists with specialty stores or regional attractions?

If a business serves mostly residents, it means that dollars are just circulating from local business owner to business

owner; there is little outside money enriching the community. On the other hand, a new shop can revive even a jaded resident's interest in revisiting downtown, and eventually attract out-of-towners.

In Greenfield: Greenfield has many charms and attractions – and a great historical feel – but has not yet reached the density needed to attract a steady stream of tourists year-round. Fortunately, it does have a solid foundation to grow on. Locally-grown events such as the Riley Festival, historical attractions and strong local businesses can go a long way in bringing in outside customers and fostering the growth of other smaller businesses.

Baiting the Hook

Many businesses have been launched after an entrepreneur glanced out the windshield at a beautiful streetscape and thought, "What a nice looking little town. You know, this is just the kind of place I've always dreamed about starting a business in."

Baiting the hook can include landscaping (that hasn't become withered), banners and storefront lighting even for buildings that are empty.

In Greenfield: Greenfield's downtown is intact, with a solid core of buildings in good shape. Greenfield Main Street's Downtown Improvement Grant is an excellent tool continuing to restore its attractiveness. See the Retail Strategy chapter for more about Greenfield Main Street plans.

Risk and Experimentation

The decline of America's small downtowns happened over many years and was not an unforeseeable accident. Changes in consumer shopping and commuting patterns – and the business community's adaptation to them – will not be reversed in the immediate future. In other words, waiting for the good old days to return is not a productive strategy.

Instead, some boldness is required, and boldness requires risk. What's at risk is not only money and time, but morale. It can be discouraging to see the community launch a new business only to see it fail. Too many of these unsuccessful launches can lead to paralysis; where business owners grow increasingly reluctant to take a chance and residents don't give them much encouragement.

A community can break this cycle in one of two ways. They can get lucky; someone with all the right skills and resources starts a business at just the right time in just the right place and is smashingly successful.

If that seems like a long-shot, a community must create an atmosphere of experimentation in the recruiting and support of new businesses.

In Greenfield: Greenfield has many examples of successful entrepreneurs. In fact, local businesses have been filling niches by providing the goods and services people can't find on SR 9, such as Hometown Comics and 2nd Seasons. While there have also been some bumps, such as B.C. Brew Coffee's recent decision to retrench, downtown seems to have a real potential for further

entrepreneurial efforts.

Locally Grown

National chains will show interest in a community when – and only when – all the correct variables are in place. These factors include population density and spending patterns. National chains don't all have the same requirements, but few vary from their patterns. For example, have you ever seen a Cracker Barrel any place except off a busy interstate or a Dollar Store at a thriving urban mall?

Because their requirements are so exact, these chains use their own researchers to determine when and where to put their next store. This means it is very difficult to recruit them.

That leaves smaller regional chains, independent business owners and entrepreneurs as the prime candidates for recruitment. Generally speaking, regional chains are the hardest to attract because they have the biggest investments to protect. Independent business owners, in order to move, would have to increase the size of their business or relocate the whole operation to the new location.

Entrepreneurs can be the most flexible and ready to go but often carry the risk of having unproven business skills.

In Greenfield: Until it builds its capacity to support more regional-drawing businesses, Greenfield should concentrate on independent business owners and entrepreneurs. Committing to this decision can help focus marketing efforts.

The Lone Pioneer Syndrome

After a long dry spell, a community may rejoice when a new business, such as a restaurant or coffee shop, finally opens. In their excitement, the new owner may decide to be the only business downtown that's open evenings or on Saturday.

Sometimes the owner can make it work, but more often they find themselves stranded. There is not enough supporting business to buffer them. If other businesses don't follow along, the pioneer may have to cut back on hours or days. Some businesses survive the scale-back and some don't. Any new business in a fragile economy needs a support system.

Leaving individual businesses entirely to the mercy of market forces is one reason that many downtowns struggle like they do.

In Greenfield: Greenfield should focus on recruiting a suite of small, complementary businesses. For example, a tea room might complement small clothing and specialty shops so that out-of-town customers have the option of sitting and relaxing between shopping experiences. Downtown boosters can use the information later in this report for recruiting. Another gap is a nice place to have alcoholic drinks.

Expectation Management

It took decades for most downtowns to sink into underutilization and it will take years to even partially restore them. In some cases it may not be possible at

all. An additional miserable thought is the current economy, where frozen credit and the aftermath of a national recession make it even harder for new businesses to launch.

It is important, though, to coldly study these conditions in order to not be discouraged. Simply realizing that it's a long, steep hill – with guaranteed setbacks - can help the community settle in for the long haul.



Above: Retail shops do better when surrounded by complimentary businesses.

Visitor's Impression of Greenfield

One way to objectively develop retail revitalization strategies is to view downtown Greenfield as it looks to an outsider, particularly a visiting shopper or potential small business owner.

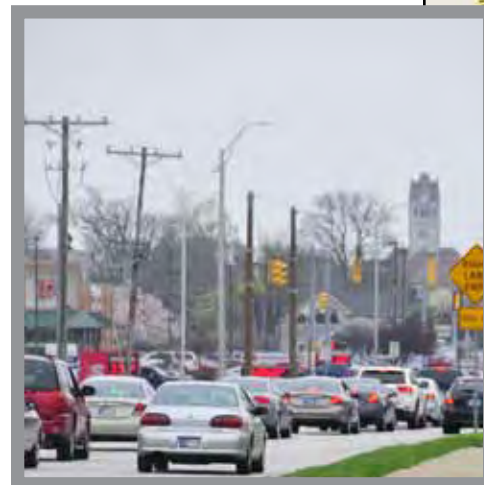
It is through that lens that we present the following information to offer a candid look at downtown's attractions and potential areas for improvement.

Imagine a visitor leaving I-70 and heading south down U.S. 9 toward the center of town. What will their first impressions and experiences in town be? How do they find somewhere local to eat? Does Greenfield have any unique shops to see?

The recently completed downtown upgrades gives Greenfield a head start in creating a friendly environment for visitors, residents and businesses.



1 S.R. 9: Retail strips siphon off visitors before they reach downtown.



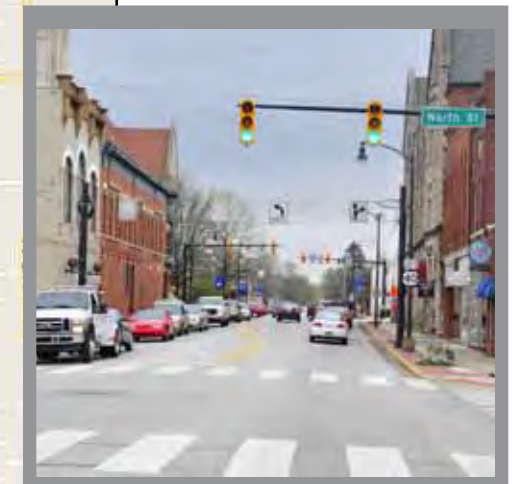
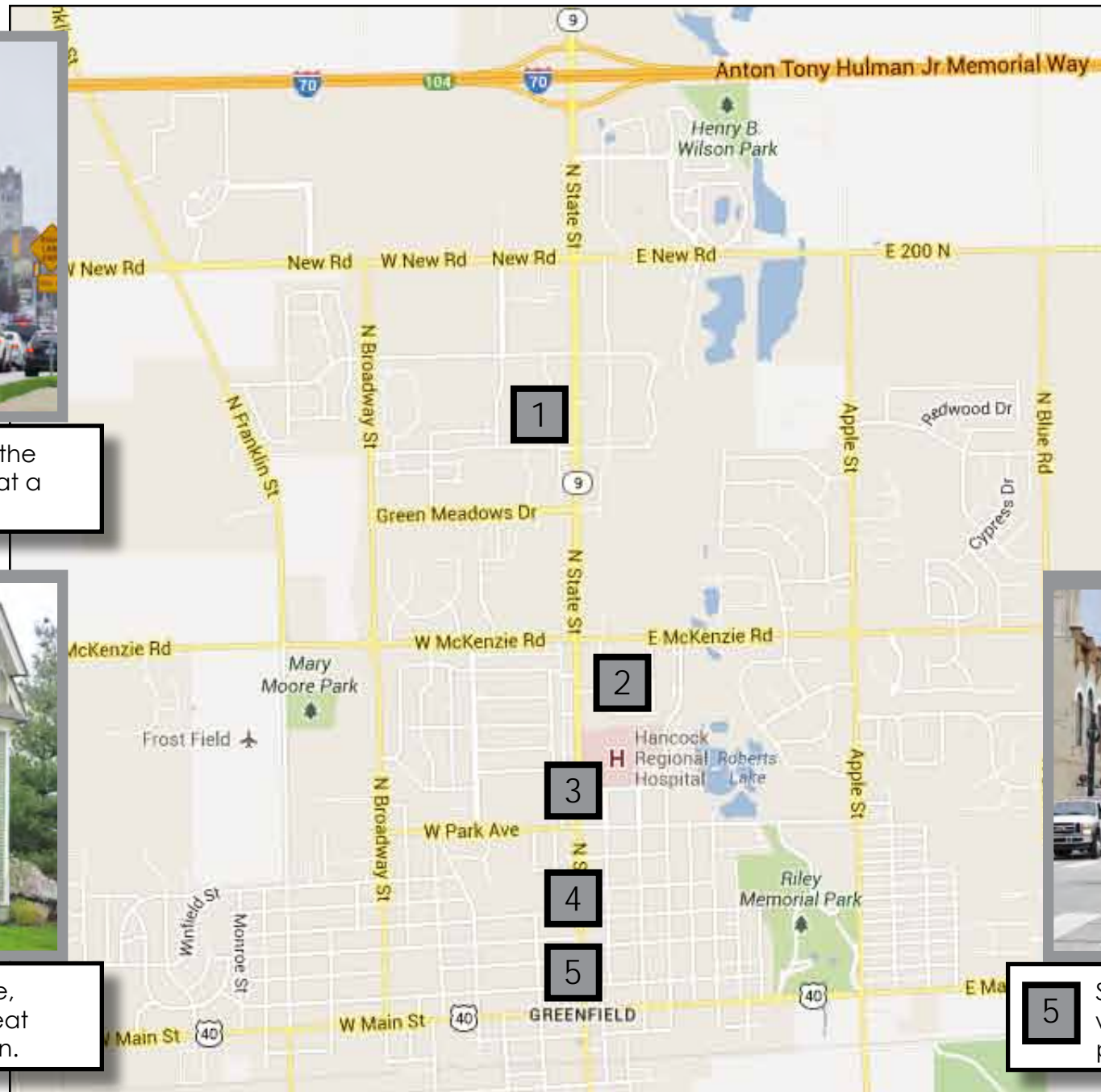
2 S.R. 9: Heavy traffic but the courthouse tower hints at a historic downtown.



3 State Street: These types of businesses are traditionally found downtown.



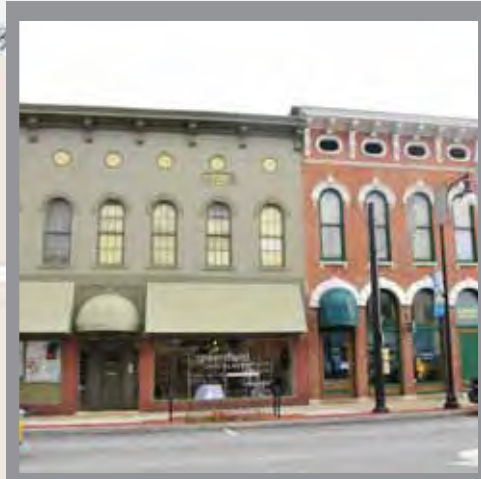
4 State & 5th St: Attractive, historic homes are a great gateway into downtown.



5 State & North St: It's unclear what to do next, or where to park.



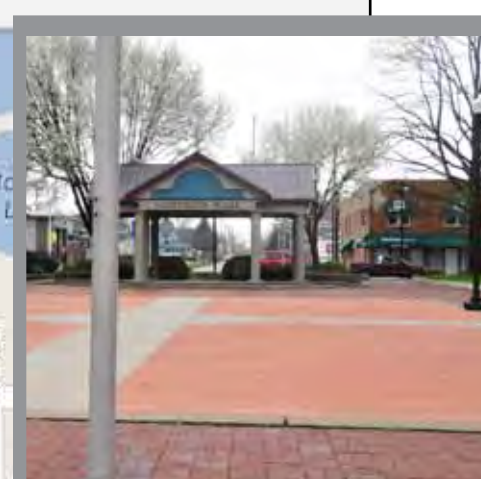
6 The square: Lots of attractive shops but the 2-hour parking could be a problem.



7 Main St: Local Shops and restored storefronts with awnings attract shoppers.



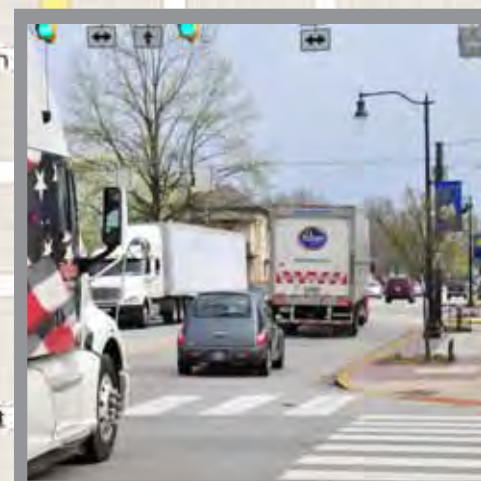
8 Main St: Visitor's Center- Adjacent theater looks great, but the stairs might be a problem for some. Also, nothing posted about operating hours or public rest rooms.



9 The square: Many visitors start by driving around by the square but it is blocked. They will be looking for public rest rooms.



10 Off the square: After passing the plaza, this is not an inviting route back into the shopping district.



11 State & Main St: Heavy truck traffic and noise discourage window shopping.



GREENFIELD RETAIL ANALYSIS

This retail analysis is just the first step toward revitalizing downtown's economy. Other steps include determining the preferences of local residents, matching existing buildings to new retail uses and, of course, creating a recruitment campaign to attract new stores. Another key ingredient is assessing what investments the community itself (as opposed to the private sector) is willing to direct toward revitalization. These investments can include everything from buying property to creating ordinances.

Trade Area and Market Analysis

A study of downtown's economy starts with two questions:

1. How much do local people spend on food, clothes, etc.?
2. How much do local businesses earn on food, clothes, etc.?

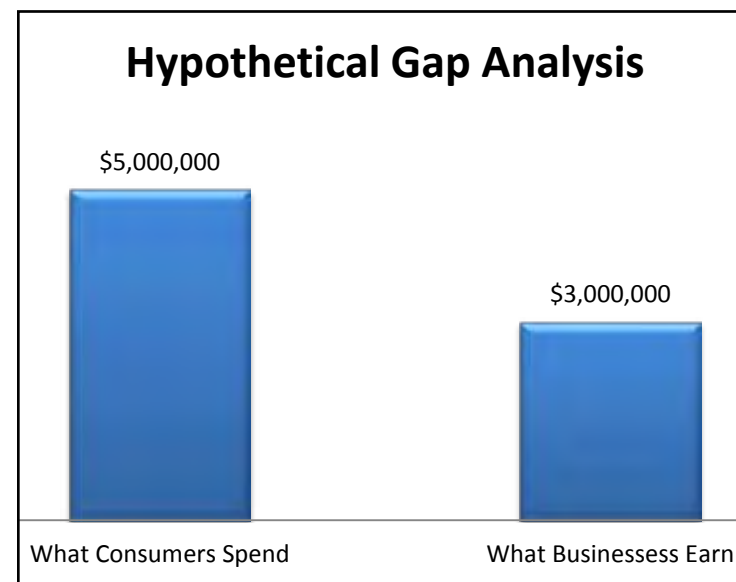
Ideally, local businesses would receive almost all of the money that local people spend on everyday items. In the real world, though, consumers are willing to travel longer distances for the right sale or hard-to-get item, or because the store is convenient to their commuting pattern.

Money is said to "leak" from downtown if residents spend more for goods and services than local businesses earn. The chart to the right has a hypothetical example showing that local shoppers in an area spent \$5 million on electronic equipment in a year, but local businesses earned only \$3 million. In other words, local consumers spend

\$2 million on the equipment outside the trade area (in another city, online, etc.). A retail strategy looks at ways to recapture some of that money locally, not just for electronic equipment but for food, clothes, dairy products, etc.

The following steps are needed to create a recruiting plan:

1. Define a retail trade area
2. Analyze demographic and traffic patterns inside the trade area
3. Research consumer spending patterns and business earning patterns
4. Run a gap analysis
5. Define local market segments



Defining the Trade Area

The trade area, shown in the map on the next page, is an imaginary line around Greenfield. People outside the boundary are more likely to do their shopping elsewhere. People inside are likely to head to Greenfield for products and services.

The Greenfield trade area is broken up into three areas; 5 miles, 10 miles, and 15 miles. Within 5 miles are people likely to regularly head to Greenfield for products and services. In other words, these are the city's core customers. People located in the 5-10 mile radius are also potential customers. At this distance people will be willing to travel to Greenfield for products and services that they cannot find near them or that they see as a better deal.

Beyond the 10-mile radius individuals are less likely to routinely travel to Greenfield unless there is a regional draw. People in this region have necessary services and products closer to them, however, they might drive the distance for a restaurant, entertainment event or specialty store.

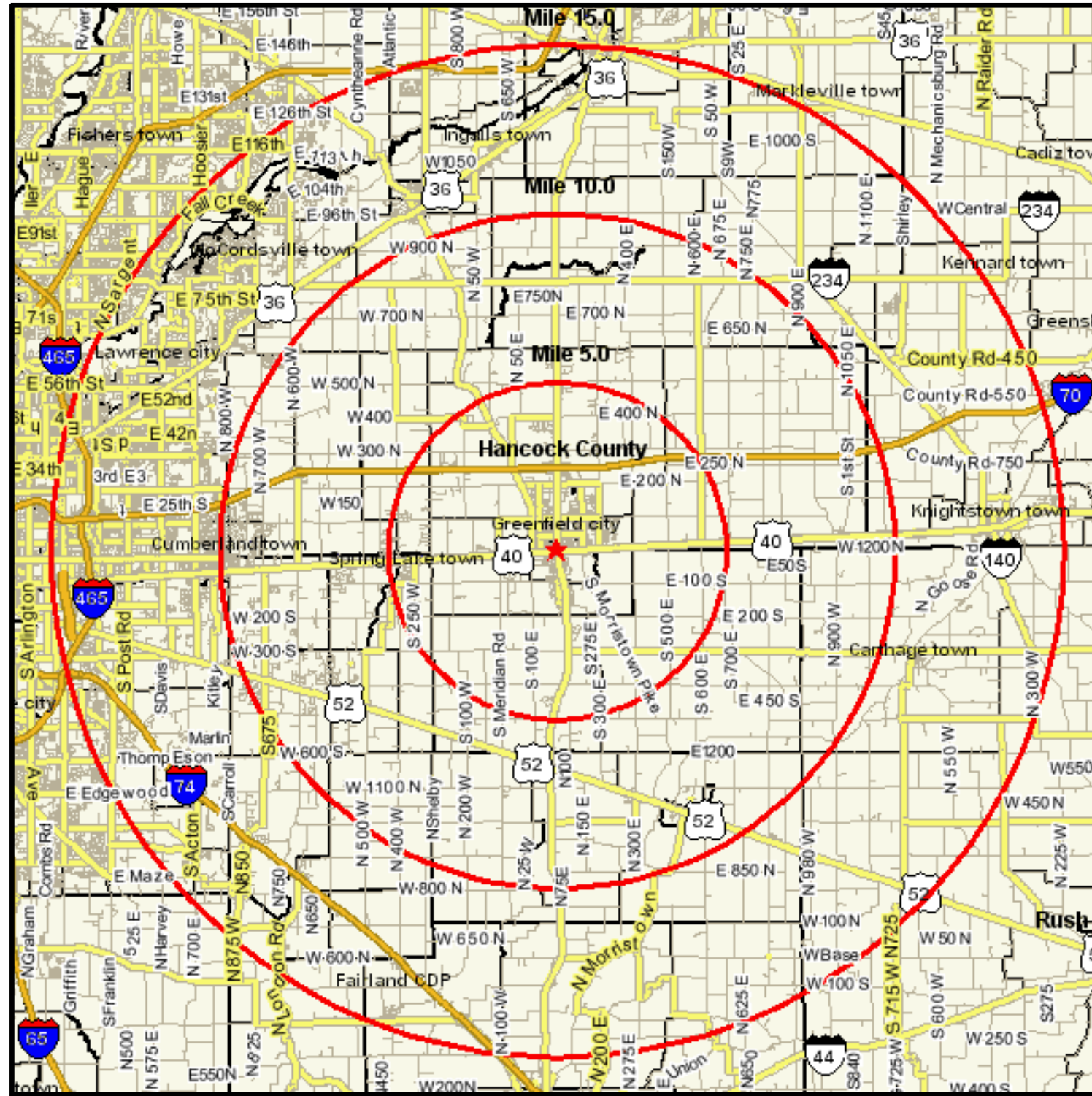
The boundaries of the trade area will change based on the type of customer, such as local resident, day-time employee or tourist. Boundaries also depend upon the product – a Greenfield resident likely wouldn't drive 15 miles to buy a gallon of milk if they could get it closer, but they might for a favorite restaurant. For these reasons the boundaries are never exact; they are simply a starting point to roughly estimate the city's pool of regular customers.

The trade area boundaries are for Greenfield as a whole, and not just for downtown.



Above: Customers will drive longer distances for specialty items.

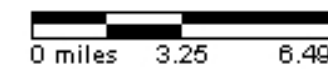
Trade Area Map



W MAIN ST AT S STATE ST
GREENFIELD, IN 46140
Coord: 39.785199, -85.769273
Radius - See Appendix for Details

Legend

- ★ Point
- Interstate Highways
- US Highways
- State Highways
- Major Highways
- Major Roads
- Roads
- Block Groups
- Places
- County
- Core Based Statistical Areas
- State
- Ocean



Demographics

Demographic data from 2013 for the Greenfield trade area reveals useful information for the retail analysis. Because people are willing to drive various distances to shop, the study includes information on people in two concentric rings – 5 miles and 10 miles - moving out from downtown.

Population projections indicate that the core area surrounding Greenfield will gain about 664 residents between 2013 and 2018, a population increase of 2.26 percent. When the radius is stretched out to 10 miles, population growth is still slight. This means that local businesses and prospective developers can expect only a slight increase in the local consumer base. More importantly, the region's population has a high concentration of residents over age 45. In 2013, people 45 and older make up 43.5 percent of the 10-mile radius' population.

In the current population, it is worth mentioning that the areas around Greenfield are not ethnically diverse. About 94 percent of residents residing within 10 miles of the downtown area are white.

Within the 5-mile trade area the median household income is estimated to be \$48,458. It is important to note that these estimates were taken during a severe national recession, and are likely to be adjusted upward as the economy improves.

Greenfield Demographic Profile and Projection 10-mile radius			
Characteristic	2013	2018 Projection	% Change Projected
Population	62,595	63,876	2.05%
Households	23,712	24,250	2.27%
Families	17,739	18,146	2.29%
Housing Units	25,462	26,051	2.31%
Average Household Size	2.61	2.61	0%
Median Age	39.9	40.6	1.75%
Median Household Income	\$51,973	\$47,916	-7.81%
Median All Owner-Occupied Housing Value	\$160,123	\$182,845	14.19%

Source: Claritas

Another way to look at household incomes in Greenfield is by Effective Buying Income (EBI) or disposable income. EBI estimates reflect income earned after taxes. EBI is a derivative of household income, with the correspondence between before-tax and after-tax income based on three-year combinations of Current Population Survey (CPS) data.

Figures 1 and 2 on the following page show the percent of individuals in different disposable income ranges for 2013 and the estimates for 2018. About 44 percent of individuals living within 5 miles of downtown Greenfield have less than \$35,000 in disposable income.



Above: Unique signage, awnings and window displays enhance visual interest from street traffic.

Effective Buying Income 2013 and 2018

Figure 1

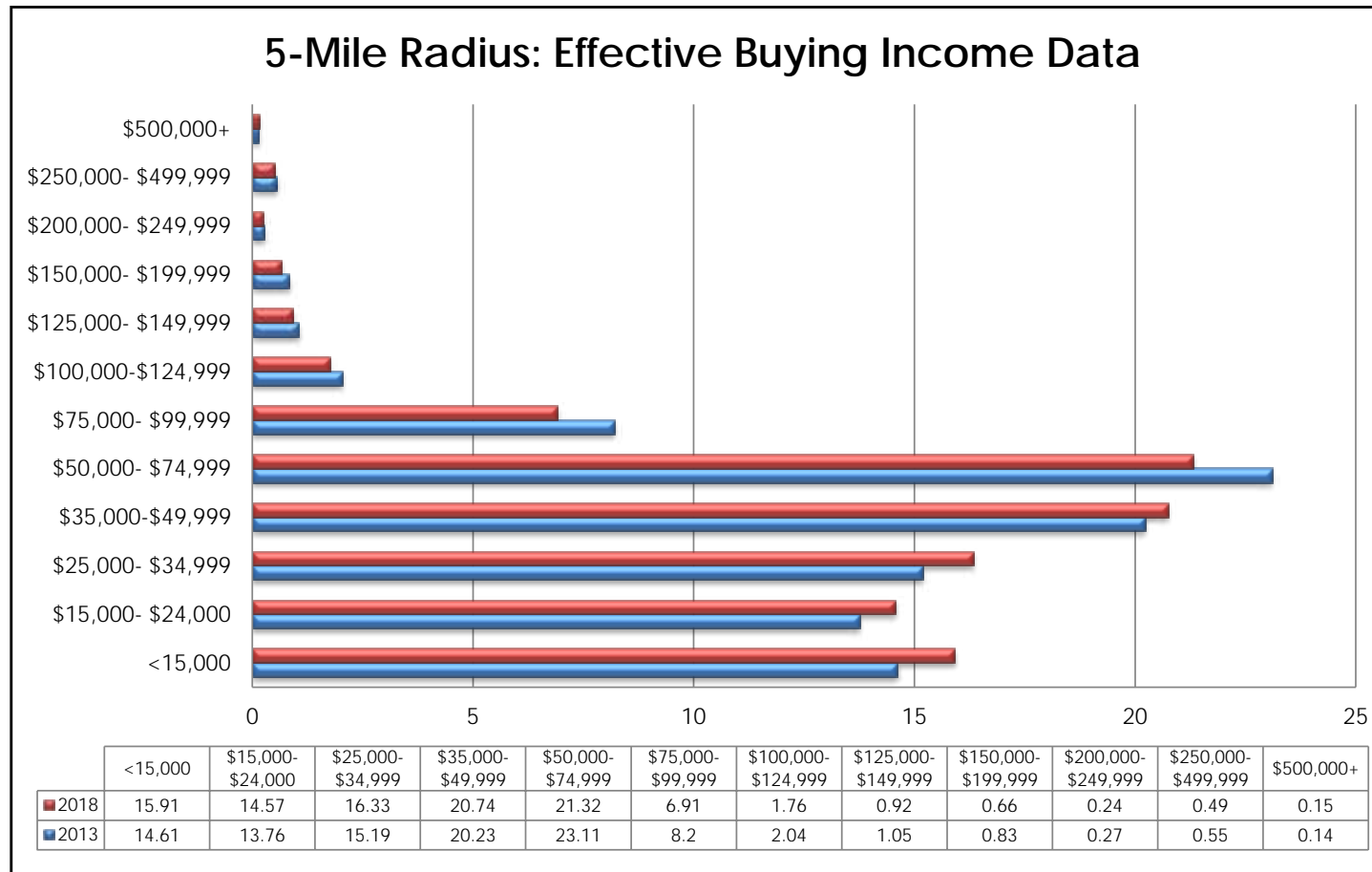
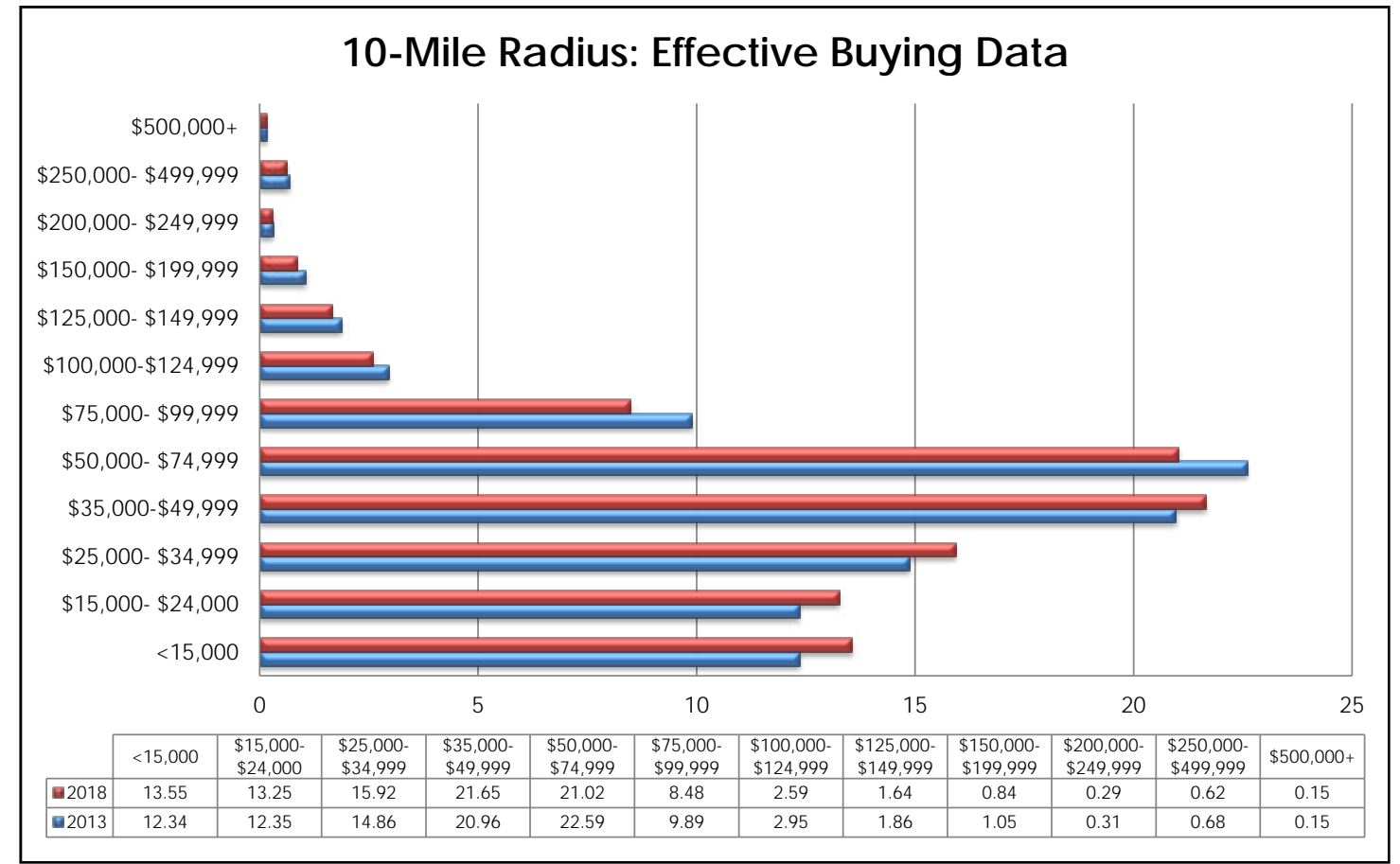


Figure 2



Traffic Patterns

Traffic counts from the Indiana Department of Transportation (INDOT) indicate that on average about 24,000 vehicles pass nearby downtown Greenfield where U.S. 40 and SR 9 intersect (data from 2011). SR 9 heading towards interstate 70 sees the most traffic, and gets close to 21,000 vehicles a day as you head away from the Hancock Regional Hospital.

Consumer Spending Patterns

The Consumer Spending Pattern tables illustrate the buying habits of people living inside the trade area. The tables show the total amount residents spend annually. The example to the right titled “2010 Consumer Spending Patterns” is taken from Greenfield’s 5-mile trade area. The second column from the right shows that the average household spent \$3,437 on apparel in 2012.

The column on the far right, “Index to USA,” refers to how much money the average U.S. citizen spends compared to people within the Greenfield trade area. A rating of 87 means that people in a 5-mile radius from downtown Greenfield spent 87 cents on apparel for every \$1 spent by the average American.

There are many other categories where people within the trade area spent less than the U.S. average and in some cases the difference is notable. Items where residents spent at least 20 percent less than the national average are in the table to the right, “Lower Consumer Spending than U.S. Average.”

There are also areas where people within the trade area spent at least 5 percent more than the national average, including:

5- Mile Trade Area:

- Prepared foods
- Sugars and other sweets
- Diesel fuel
- Boats and recreational vehicle
- Room and board
- Personal care services
- Smoking products/supplies

10-Mile Trade Area

- Diesel fuel
- Motor oil
- Boats and recreational vehicle purchase
- Prepared food
- Sugars and other sweets
- Prescription drugs
- Smoking products/supplies

This information can help business-owners evaluate the demand for new products and services.

National chains study this type of information when deciding where to locate new stores. For example, a drug store chain may note that the area’s index for prescription drugs was higher than the U.S. average. The high sales of boats and recreational vehicles is also noteworthy.

The complete list can be found in Table A at the end of this report.

2010 Consumer Spending Patterns- Table A Sample			
Annual Expenditures	Aggregate Expenditures	Average Household	Index to USA
Total Apparel	\$38,834	\$3,437	87
Source: Claritas			

Lower Consumer Spending than US Average- Table A Sample	
5-Mile Trade Area	10-Mile Trade Area
Small Appliance/Housewares	New Autos/Trucks/Vans
Education	Education
Contributions (All)	Rented Vehicles
Eggs	Eggs
Source: Claritas	

CAUTIONARY NOTE

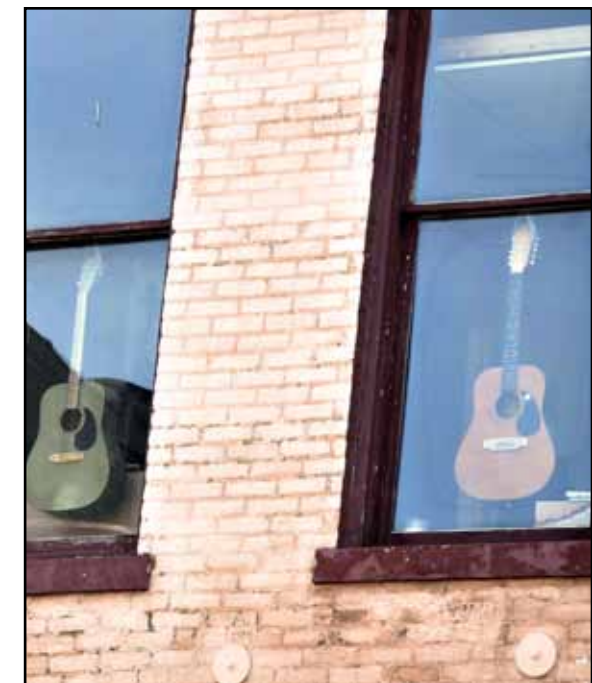
It is important to note that none of the supply and demand numbers for the trade area are exact.

Several national firms gather and process retail data. SDG uses a firm called Claritas Inc. All of their final numbers are estimates based on a formula which includes information from sources such as the U.S. Department of Labor’s Consumer Expenditure Survey.

Because they are estimates, it is likely that any one figure, such as retail clothing sales, food bought away from home, etc. – is not entirely accurate.

Then why use the data?

The numbers are not meant to be viewed as precise accounts of individual stores, but, taken as a whole, they provide reasonable estimates of expenditures and sales. Equally important, this type of data is reviewed by national chains when deciding whether to move into a new area. It is important for Greenfield’s retail market to see itself as others do.



Above: According to gap analysis, many Greenfield residents travel out of town to shop at sporting goods, hobby, book and music stores.

Gap Analysis: Spending vs. Earning

Having determined what local residents spend, the next step is comparing those numbers to what local companies earn. The difference reveals how much money “leaks” out of the trade area.

In an example from the Greenfield trade areas, consumers spent \$19 million on clothing and clothing accessories in 2012, but area stores only earned \$7 million from selling these materials. Thus, local people spent the majority of their clothing dollars, nearly \$12 million, outside the trade area.

This market analysis is the first step toward helping local businesses or new entrepreneurs re-capture some of those lost sales. However, the clothing and accessories data provide only broad strokes about buying habits.

For instance, the clothing and accessories information does not account for sales at large big box retailers, such as Wal-Mart. The reporting system requires businesses to classify themselves by one dominant North American Industry Classification System (NAICS) code rather than provide their mix of merchandise lines, and Wal-Mart’s sales figures are captured under “general merchandise stores.”

Although they sell a range of clothing items, it is not entirely accurate to say that national chains keep money from “leaking” out of the Greenfield trade area.

While local employment figures may benefit from large chain stores, the chain stores capture a lot of the money that might otherwise be spent at locally-

owned stores, and send much of that money back to their headquarters.

In small communities, the presence of big-box or discount chains can greatly affect product supply. When identifying potential retail categories to explore, communities should determine the product supply, hypothetical sales and price points of competing discount chains and adjust research and recruitment strategies accordingly.

While this data can reveal opportunities for new businesses, such as clothing shops, it should serve only as a starting point and does not guarantee a “sure thing.”

On the other hand, retail history is filled with entrepreneurs who bucked gloomy statistics by “building a better mousetrap.”

In summary, this economic activity information should serve as a starting point for strengthening the downtown mix of goods and services.

There are two ways to look at a gap analysis. One is by type of merchandise. For example, a shopper might buy a hat or pair of overalls at a hardware store. The second is by type of store, such as

hardware store, clothing store, etc.

Tables B.1-B.3, which can be found in the appendix, shows opportunity gaps by type of merchandise. In the example from the table below, people living in the 5-mile trade area spend 71 percent of their money on sporting goods stores outside the trade area.

A local entrepreneur could decide to open a store or expand the type of merchandise they offer to capture a larger percentage of the \$7.9 million that people are already spending.

Tables B.1-B.3 shows that the city is not capturing much of the market in most of the broad categories listed. Types of merchandise with the biggest leaks (where the most money is lost outside of the trade area) are:

5-Mile Trade Area:

- General merchandise (\$38 million)
- Clothing and clothing accessories (\$12 million)
- Miscellaneous store retailers (\$11 million)

10-Mile Trade Area:

- Grocery stores (\$111 million)
- General merchandise stores (\$107 million)

- Food and beverage stores (\$68 million)
- Clothing and clothing accessories stores (\$36 million)

Table B.1-B.3 also displays the opportunity gaps where no retail store exists in the trade area to meet the local demand. For example, there are no grocery stores in the downtown area capturing the \$52 million that people spent on such items. If an entrepreneur could capture even a relatively small percentage of these large dollar amounts, they might have a successful business. The following list highlights the other types of stores where local residents spend over \$1,000,000 (outside the trade area):

5-Mile Trade Area:

- Supermarkets, grocery stores (\$52 million)
- Office supplies, stationery, gift stores (\$4 million)
- Computer and software stores (\$2 million)

10-Mile Trade Area:

- Grocery stores (\$ 110,863,598)
- Office supplies, stationery, gift stores (\$ 8,287,104)
- Computer and software stores (\$4,699,451)

Department stores and home centers represent two of the largest gaps in the trading area, with millions of dollars in total consumer expenditures. Since these types of stores are not typical of an entrepreneurial start-up, they are not referenced in the previous list.

Opportunity Gap by Retail Store- 2011 Table B Sample			
Retail Store	Total Spending	% Spent in Trade Area	% Lost to Other Areas
Sporting Goods, Hobby, Book, Music Stores	\$7,988,874	28.9%	71.1%
Source: Claritas			

Market Segments

When looking to locate a new retail store or restaurant, national chains want to know more than how many people live within the trade area and how much they earn. They also want to know lifestyle characteristics and habits. This is known as a psychographic profile.

SDG uses a national firm, Claritas, which collects information on the lifestyles of Americans. Claritas breaks down local populations into individual market segments, giving names to each segment. It also determines what percent of the local population is in each group.

Consumer expenditure data is drawn from Consumer Buying Power, Claritas' database of estimated expenditures based on the Bureau of Labor Statistics' Consumer Expenditure Survey. Business data comes from Business-Facts, Claritas' database of over 12 million business and professional records. Claritas' partner, InfoUSA, collects Business-Facts data.

Claritas takes all of the consumer information and bundles them into categories of imaginary consumers. These categories are given names like "New Homesteaders." Claritas then describes what percentage of each category comprises the trade area. In Greenfield, the top categories can be found in the following table.

Details about each consumer category are in the tables on the next page. In Greenfield, there are many diverse market populations but "New Homesteaders" account for the largest percent of the trade areas populations.


5-Mile Trade Area: Top Market Segments	
Segment	Percent of Total Population
New Homesteaders	9.48%
Sunset City Blues	8.90%
Mobility Blues	6.60%
Fast-Track Families	5.79%
Greenbelt Sports	5.66%
Source: Claritas	


10-Mile Trade Area: Top Market Segments	
Segment	Percent of Total Population
New Homesteaders	9.65%
Mayberry-Ville	8.04%
Greenbelt Sports	7.49%
Traditional Times	7.23%
Fast-Track Families	6.15%
Source: Claritas	



Above: National companies collect information on local shopping habits.

Market Segments

New Homesteaders: Upper-Mid with Kids- (~ 9.5% of Greenfield market)	
<p>Young, upper-middle-class families seeking to escape suburban sprawl find refuge in New Homesteaders, a collection of small rustic townships filled with new ranches and Cape Cods. With decent-paying jobs in white and blue-collar industries, these dual-income couples have fashioned comfortable, child-centered lifestyles; their driveways are filled with campers and powerboats, their family rooms with PlayStations and Game Boy.</p>	
Lifestyle Traits	
Shop at Best Buy	
Buy Toys	
Read American Baby	
Watch Cartoon Network	
Chevrolet Uplander Flex Fuel	
Demographic Traits	
Urbanicity: Town	
Income: Upper-Mid	
Age Ranges: 25-44	
Presence of Kids: With Kids	
Homeownership: Mostly Owners	
Employment Levels: White Collar, Mix	
Education Levels: College Graduate	
Ethnic Diversity: White, Black, Mix	
2013 U.S. Households: 2,099,538 (1.76%)	
Median HH Income: \$55,553	

Mayberry-ville: Upper-Mid Older without Kids (~ 8% of Greenfield market)	
<p>Like the old Andy Griffith Show set in a quaint picturesque berg, Mayberry-ville harks back to an old-fashioned way of life. In these small towns, upper-middle-class couples like to fish and hunt during the day, and stay home and watch TV at night. With lucrative blue-collar jobs and moderately priced housing, residents use their discretionary cash to purchase boats, campers, motorcycles, and pickup trucks.</p>	
Lifestyle Traits	
Shop at Sherwin-Williams	
Go hunting with a gun	
Read Bassmaster	
Watch Daytona 500	
GMC Sierra Diesel	
Demographic Traits	
Urbanicity: Town/Rural	
Income: Upper-Mid	
Age Ranges: 45-64	
Presence of Kids: Household without Kids	
Homeownership: Mostly Owners	
Employment Levels: BC, Service, Mix	
Education Levels: High School Grad	
Ethnic Diversity: White	
2013 U.S. Households: 2,7836,312 (2.38%)	
Median HH Income: \$69,063	

Market Segments

Greenbelt Sports: Upper-Mid Older Without Kids (~7.5% of Greenfield market)

A segment of upscale exurban couples, Greenbelt Sports is known for its active lifestyle. Most of these older residents are married, college-educated, and own new homes. And few segments have higher rates for pursuing outdoor activities such as skiing, canoeing, backpacking, boating, and mountain biking.



Lifestyle Traits

- Order from Lands' End
- Go Horseback Riding
- Read Modern Bride
- Watch Fox Sports Net
- Subaru Legacy

Demographic Traits

- Urbanicity: Town/Rural
- Income: Upper-Mid
- Age Ranges: 45-64
- Presence of Kids: Household without Kids
- Homeownership: Mostly Owners
- Employment Levels: WC, Mix
- Education Levels: College Graduate
- Ethnic Diversity: White, Asian Mix
- 2010 U.S. Households: 1,648,666 (1.38%)
- Median HH Income: \$50,071

Sunset City Blues: Lower-Mid Older Mostly without Kids (~9% of Greenfield market)

Scattered throughout the older neighborhoods of small cities, Sunset City Blues is a segment of lower-middle-class singles and couples who have retired or are getting close to it. These empty-nesters tend to own their homes but have modest educations and incomes. They maintain a low-key lifestyle filled with newspapers and television by day, and family-style restaurants at night.



Lifestyle Traits

- Shop at True Value
- Belong to a fraternal order
- Read fraternal order magazines
- Watch Wheel of Fortune
- Ford Taurus

Demographic Traits

- Urbanicity: Second City
- Income: Lower-Mid
- Age Ranges: 55+
- Presence of Kids: Household without Kids
- Homeownership: Homeowners
- Employment Levels: Mostly Retired
- Education Levels: High School Grad
- Ethnic Diversity: White, Black Mix
- 2010 U.S. Households: 2,281,209 (1.91%)
- Median HH Income: \$69,063

Retail Mapping

This inventory of downtown businesses and services is like a snapshot; it records the activities that were taking place at one moment in time. In this case, the information was collected during site visits in the winter of 2013. Businesses will continue to change, but the retail maps can guide the leaders of revitalization efforts in making key decisions such as:

- How do we foster growth in existing businesses?
- What new activities or businesses might the area support?
- What type of customers should we pursue?

The maps on the next three pages, show the plat lines for properties in the downtown revitalization study area. Actual buildings are not represented on the maps. For orientation, the large plat at the southeast corner of Main and State streets is the Hancock County Courthouse.



Map 1 – Downtown Uses

This overview map shows what mix of uses exist downtown - food, retail, etc.

The Ideal: In the ideal, downtown has something for everyone. It is the center of local commerce and home to the community's most unique shops. People live downtown, and walk to the grocery store and their favorite restaurants.

The Reality: Greenfield has representatives from all the categories – retail, food, professional services, etc. – but similar uses are not grouped together. For example, except for the knot of retail stores on the south side of Main Street, shops are scattered around. Government uses dominate the courthouse square. There are some options for dining out, but there are few people living downtown despite the availability of second-story space. as some other shops.

These smaller, niche businesses have created a viable, alternative shopping experience to the retail monoculture on SR 9. However, there is not yet the density of these unique types of shops to guarantee a large daily stream of locals and tourists downtown.

Also, while local entrepreneurs have been vital to downtown's recent rise in activities, they are vulnerable to the disruptions that haunt small businesses everywhere – illness, divorce, burn-out, etc. In other words, new shops and services must be constantly groomed and prepared to complement (or replace) ones that close.

Downtown Uses



Map 2 – Local vs. Regional Draw

This overview map shows what businesses pull a large representation of their customers from the local trade area (yellow) and what business draw people from a larger region (green).

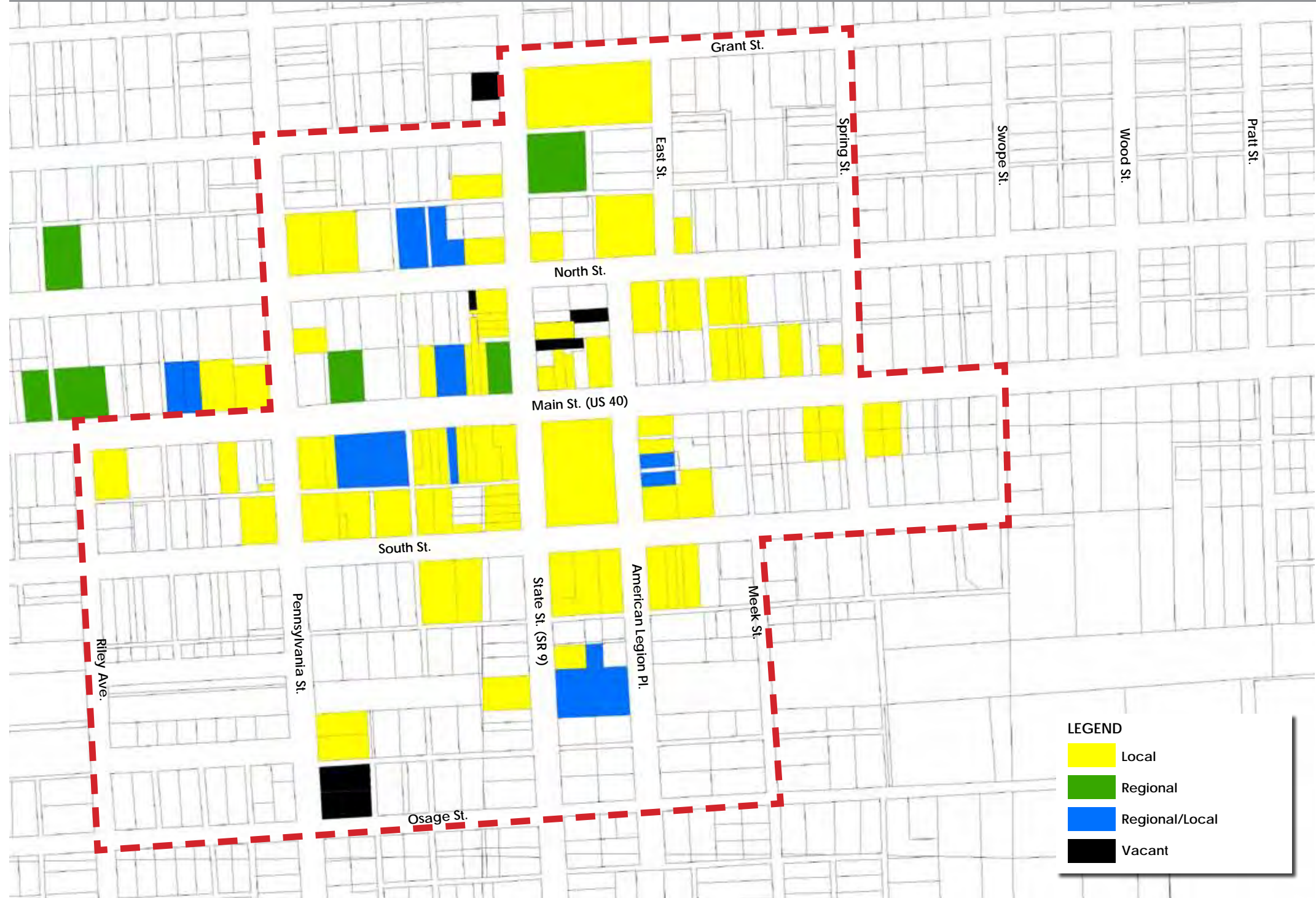
The Ideal: In the ideal, there are anchor businesses that generate tourism traffic downtown. These often include a restaurant with a “world famous” menu, a specialty store or a theater. These regional anchors support smaller, complementary stores whose customers include both locals and visitors.

The Reality: Greenfield has a solid base of small and medium regional draws. The Lincoln Square Pancake House pulls in many out-of-towners from all age and interest groups. SoupHerb has a dedicated following from outside the city limits, as does Hometown Comics, the Nutty Mutt and 2nd Seasons, as well as some other shops.

These smaller, niche businesses have created a viable, alternative shopping experience to the retail monoculture on SR 9. However, there is not yet the density of these unique types of shops to guarantee a large daily stream of locals and tourists downtown.

Also, while local entrepreneurs have been vital to downtown’s recent rise in activities, they are vulnerable to the disruptions that haunt small businesses everywhere – illness, divorce, burn-out, etc. In other words, new shops and services must be constantly groomed and prepared to complement shops, or replace ones that close.

Local vs. Regional Draw



Map 3 – Store Hours

This map shows which businesses stay open after 6 p.m., on weekends, or both.

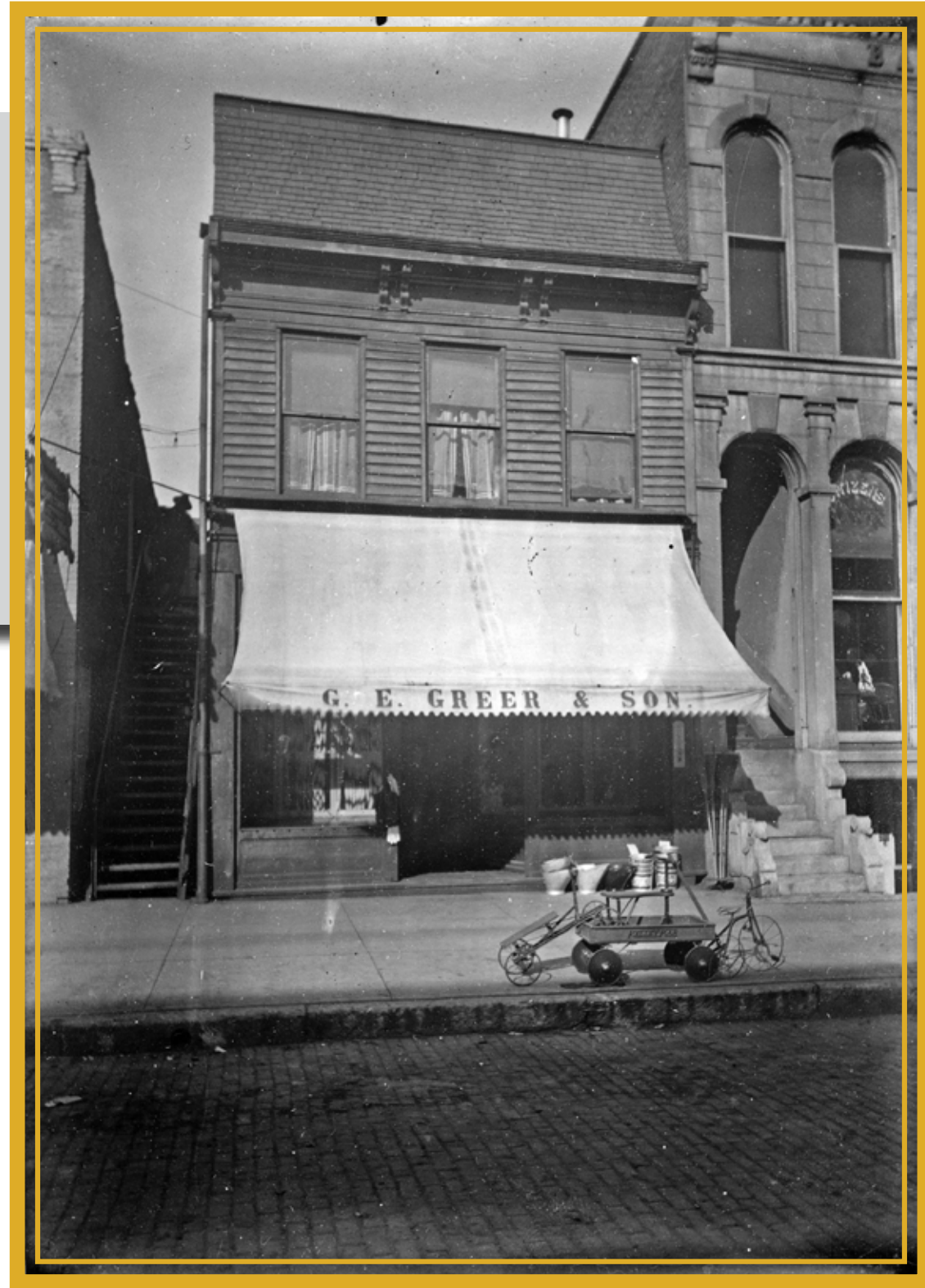
The Ideal: Downtown serves different sectors of people depending upon the time of day. During working hours general sales and service businesses do the majority of their trade. However, some stores stay open into the early evening to accommodate people who do their errands on the way home from work. Entertainment venues open at night.

The Reality: There are few opportunities to shop, eat or do much else downtown on the typical weeknight, and even fewer during the weekend.

A lot of synergy– and opportunity – is lost when stores are closed. For instance, restaurants bring families downtown looking for a place to eat dinner, but there are few retail establishments open to capture other money that would be spent on errands



7. Retail Strategy



Introduction

Retail Strategy is divided into these sections:

- Primary Challenges
- Going Big
- Recommendations

Primary Challenges

Challenge 1 – The Competition

SR 9 near the interstate is a textbook example of strip development - a line of retail businesses strung along a major roadway characterized by massive parking lots, big signs, boxlike buildings and a total dependence on automobiles.

The North State Street strip, while indistinguishable from others across the country, offers a very complete reflection of the 1960-2000 era of retail development.

There's a Cracker Barrel and Holiday Inn Express right next to the interstate to siphon off travelers. The Home Depot and Wal-Mart Supercenter draw customers from around the region, but there are plenty of niche businesses as well, such as Starbucks. In their battle for market share, CVS Pharmacy and Walgreens have set up across the street from each other.

The North State Street strip also hosts most of the community's medical sector, including Hancock Regional Hospital, the Central Indiana Cancer Center and many supporting medical offices.

It's staggering to think of the multi-million dollar investments made in North State Street: public money for roads, sewer and other infrastructure and of course private investment for the hundreds of thousands of square feet of retail space. One wonders what downtown would look like today if that money had been invested in the central business district instead.

In the near term, downtown cannot compete against the monolith of strip development for many types of businesses. In fact, the strip even has beauty salons, financial advisors and other small businesses normally associated with the central business district.

This poses a problem when trying to recruit regional draws downtown, because the business owner might be interested in Greenfield, but decide to look for space along the strip, "where the people are."

Looking out into the not-too-distant future, however, there is hope. "The era of strip development is slowly coming to an end," according to the Urban Land Institute. "Evolving consumer behavior, changing demographics, high-priced gasoline, internet shopping and the urbanization of the suburbs are all pointing to a new paradigm for commercial development."

The future belongs to town centers, main streets and mixed-use development, according to the institute.

In the meantime, the city's downtown revitalization efforts should focus on producing a steady stream of specialty shops, while building the capacity for

bigger possibilities. Other sections of this plan detail how downtown Greenfield can meet the challenge of preparing for investments in housing and mixed-use developments.

Challenge 2 – Building Inventory

Greenfield has a particularly attractive downtown square. "Cute!," was how one first-time visitor described it during a research visit.

But, as depicted in the "How Greenfield Looks to a Visitor" section of this report, the downtown business district is neither deep nor long. Visitors wandering one block south of West Main Street are greeted by empty lots and institutional uses. Shopping opportunities drop off steeply in the other directions as well.

In short, there may not be "enough downtown" for the big future that this plan envisions. If the community doesn't expand downtown by constructing new structures on vacant and underutilized spaces, future businesses will simply be competing for limited vacancies.

Challenge 3 – Shop Hours & Perception

This last category is a catch-all of common downtown problems. While local leaders should be steadily addressing them, they are the types of things usually solved either very slowly over time or much quicker, after being spurred by some game-changing event.

While this report recommends incremental steps, it also urges local leaders to start planning for big developments downtown that would quickly solve smaller issues.

For instance, shop owners are closing their doors to a lot of potential customers. National surveys show that many people tackle shopping and errands in the evening. If you are doubtful, check out the busy parking lots of stores along the SR 9 strip in the early evening.

Local downtown businesses, however, would be rightfully concerned about extending hours now, especially if other stores didn't go along. Commuter traffic drops off in the evening downtown, and there aren't enough people living in the central business district to fill the shops.

The incremental approach would be to group similar businesses together in a nightlife district that includes a few nice restaurants, an entertainment venue and a drinking establishment, and hope their synergy spurs more growth.

The long-term, "Go Big" approach is to set the stage for new housing and mixed-use developments downtown, creating a natural magnet for nighttime businesses.

The same strategy is true for the perceptions of many local people who don't see downtown as a primary shopping destination. The incremental approach would be to recruit enough small specialty shops and a few regional draws until there's a sufficient density to draw bigger, steadier crowds.

The "Go Big" approach uses incentives and public-private partnerships to create downtown residences, forming an atmosphere that pulls in people from other areas.

Going Big

The consulting team for Greenfield's downtown revitalization plan has worked with many communities before, and usually offers an incremental approach to growth; experimenting and slowly rebuilding shopping opportunities.

In Greenfield, however, we quickly realized the potential exists for much more rapid development. Here are some of the intriguing statistics that caught our attention:

- Between 1990 and 2010 Greenfield grew by 76 percent, significantly faster than the state average.
- The percent of individuals enrolled in college or graduate school has improved drastically since 2000, increasing by 11 percentage points.
- The median earnings for the total civilian employed population were \$42,335 in Greenfield and \$40,282 for the state as a whole. Greenfield had higher average earnings in most industries.
- Downtown has a large number of potential customers to draw from - almost 63,000 in a 10-mile radius.
- About 24,000 vehicles pass downtown Greenfield daily where U.S. 40 and SR 9 intersect, according to the Indiana Department of Transportation.

In summary, the city has a rapidly growing population of well-educated residents with good-paying jobs. Further research showed that Greenfield has a huge asset in its traditional downtown,

something that other nearby, faster-growing communities like Noblesville and Westfield have worked hard to create.

While Greenfield residents would surely have a hearty debate about if they even want to emulate those other communities, it does raise questions about why those towns have had more commercial and residential activity.

What would it take to attract someone who builds the sort of exciting, mixed-use developments that can ignite a downtown to Greenfield? The consulting team brought a developer to town who is working on multiple projects, including a \$31-million development in Indianapolis that is converting a five-story historic building into a combination of apartments and commercial space.

After touring downtown, his assessment of Greenfield's potential for downtown growth included the statements summarized in the table to the right.

Developer's Perspective on Greenfield	
Regional Competition	The city is competing for residents and new businesses. Many people who work in Greater Indianapolis are free to pick whatever town they want to relocate.
Lifestyle	Greenfield has many of the attributes that people are looking for, including a walkable downtown, the Pennsy Trail and historic buildings. There is also the potential for more greenspace and public space, something that competing communities lack.
Core Business Center	The core business center is missing some ingredients that would encourage more residential and commercial uses, including: <ul style="list-style-type: none"> • A richer density of shops • A nice bar • Things to do at night • A grocery store
Public Investment	If the free market has not delivered the type of downtown that local leaders want, then the economics must be changed to attract investment.
	It will take public investment to compete for new residents and businesses. In fact, public investment precedes private investment.
	Other communities are already making those outlays. For example, the City of Westfield has spent about \$4 million so far on Grand Junction, which aims to reinvent the area near Union Street and State Road 32 into a two-square-block public plaza that will become a hub of activity.
Downtown Infill Potential	Greenfield should infill existing empty or under utilized properties to create new areas for shopping and downtown housing. This new area would in turn support businesses along the main intersection.

Recommendations

To go big, Greenfield will need every available economic tool. The basics are:

1. Design standards
2. A low-interest loan program
3. A tax increment financing district
4. A downtown investment group
5. Land Swaps
6. Entrepreneur Support
7. Strong Main Street Organization

1. Design Standards

These standards, which are explained in more detail under the Architectural Overview and Recommendations Chapter, are an economic development tool because they assure some level of quality in downtown growth.

2. Low-Interest Loan Program

These programs are incentives for entrepreneurs to invest in restoring a downtown building. They can be used for façade work or other improvements. Ideally, the program is self-sustaining; as a business repays the loan, that money becomes available for other businesses. Greenfield Main Street's Downtown Improvement Grant is an example of such a program.

If downtown becomes a TIF district, money from that program can be used to fund façade work or other programs.

3. Tax Increment Financing District

The idea of creating a TIF district caught on during this planning process, and local leaders started working on it before this project was completed.

For background, TIF districts are a public financing method which has been used as a subsidy for redevelopment and community improvement projects for more than 50 years.

A summary of how it works: The city draws a boundary around an area it wishes to invest in (the TIF district). Improvements are made to a building within a TIF district that results in increased value for that property (example: an abandoned building is restored and occupied). Those improvements result in increased property tax revenues (because the building is worth more). That additional tax money (but not whatever the original tax bill was) can be reinvested in the district to improve roads, buildings, etc. TIF districts are managed by a redevelopment commission.

4. Downtown Investment Group

Many communities have made great strides after groups of like-minded citizens teamed up to invest in downtown. These groups, which can be for-profit or not-for-profit, can be very effective in tackling projects that the city is not in a position to undertake. This can include raising the money to buy downtown buildings and then helping recruit new businesses to fill them.

A community does not have to be large to form an investment group. In Dunkirk, Ind., population 2,365, several local businessmen teamed up to buy and restore several downtown buildings. Although they certainly hoped to recoup their investments, the group's main goal was stopping the deterioration of downtown.

A not-for-profit group in Akron, Ind., population 1,170, bought local buildings and then recruited the types of businesses the town needed, like a dentist.

On a larger scale, a city or county redevelopment commission can play the same role, and have the benefit of resources from a TIF district to draw from.



Above: Local investors can help drive downtown's economy.

5. Land Swaps

Strategic land disposition – land swaps – can be a useful economic tool for municipalities and provide incentives for companies to expand or locate into a city.

In short, the local government uses property it owns to negotiate with private developers in return for new construction.

Various development strategies can be utilized for land that is controlled by local government. Strategic land disposition requires cities to carefully plan to whom and when government land is disposed.

One way to bring developers to a parcel of land is to sell the land at or below market price. Public land disposition can support a company that needs land for expansion, or guarantee that a prospective project contributes to the community's economic development.

Before making a decision to work with a contractor to develop land, all cities should consult with their legal departments. Certain parcels of land may have laws governing how land can be given away. Some city statutes require land to be auctioned off or sold at no less than market value unless it is considered to be in a redevelopment area or is used for specific development.

City officials should carefully consider what the best uses for the land are, and what conditions they would like to include with the property.

There are three main questions that should be considered before land is given to a private contractor:

1. What reuse should the property be put to?
2. What entity can most appropriately carry out the reuse?
3. What disposition method is the best way to get property into the hands of the most appropriate user?

Reuse & Entity

Before any land is given to a private contractor, a city needs to decide what the best use for that property is and how to achieve maximum benefits. Reuse goals can include additional jobs, housing with a certain amount blocked off for affordable housing, more culture or green spaces, or additional retail space. This list is by no means exhaustive and offers a picture of the type of strategic regulations a town can place on a parcel of land.

The entity that is to be given the land should share the mission and vision of the city. It is also important that they have the resources and the willingness to carry out the project.

Method

When a municipality decides to give away land, they have a variety of tools, but not all tools get the property to the best entity. A land auction might bring in a number of prospective buyers and raise the price of the land but there is no way of knowing if the land will be used in a way that is best for the community.

A transparent disposition method, where potential landholders present their intentions and goals for the land, will help ensure that land gets in the

right hands. This can be accomplished through a competitive Request for Proposal (RFP) process. This method allows cities to give away land for free or at a discounted price in exchange for specific development. An effective RFP will include:

- Introduction
- Description of the site
- Development objectives
- A list of what each proposal should include
- The process of how selections will be made
- Submittal instructions and deadlines

How a city selects the right RFP is very important, criteria may include:

- The economic development impact, the design and the consistency with neighborhood plans and zoning of the proposed development.
- Development team capacity: The ability of the project team to complete the project including past experience and financial capability.
- Financial return: The financial return offered to the city.
- Local and minority business involvement.
- Community support.

Concerns

Even after a careful selection process many factors can contribute to the project going astray. Even if projected job growth and development are predicted to be high, giving property away at or

below market price can result in a major revenue loss for a city. This is especially true if numerous parcels are disposed of this way. Thorough consideration of alternatives and a simple cost-benefit analysis should be conducted to ensure that the benefits outweigh the costs of land disposition.

Community buy-in does not happen overnight and oftentimes public meetings and advertising or campaigning to grow enough support for a project. This should be conducted before the RFP process. Continual monitoring of the program is also necessary to ensure that the chosen entity is performing to city standards.

Land Swap Recommendations

1. Form a task group to investigate the possibility of government land disposition.
2. Always consult with your legal department before committing to any type of land trade or contract.
3. Have an in-depth discussion on the best uses of city owned property with city officials, experts, and community members to build support and guarantee property is used toward economic development.
4. Conduct a cost-benefit analysis to ensure the loss of revenue will be neutralized with the growth of jobs, housing, or economic development.
5. Instill a diligent selection process that will help ensure that the correct contractor is chosen for your city.
6. Monitor the project thoroughly to guarantee that the private contractor is fulfilling their obligations to the city.

6. Entrepreneur Support

Small businesses are an important feature of any city, especially downtown. These businesses bring diversity and local money to a city's economy that big-box stores cannot. For this reason, it is important that small businesses and aspiring entrepreneurs feel supported and have access to information that will help them successfully start-up a business or continue to expand.

Even though they are a major contributor to the local economy, new businesses often face problems with inventory control, book keeping, staff management and marketing. These companies might not have the familiarity or time to find resources to help them with these issues. Business incubators or entrepreneur clubs are ways to assist individuals in developing the knowledge they need to succeed.

The community is fortunate to have the Greenfield Chamber of Commerce and Greenfield Main Street already offering services to the impressive collection of entrepreneurs who are leading the way in downtown revitalization. The Creative Arts and Event Center is a beautiful example of their efforts.

Entrepreneur Clubs

Entrepreneur clubs connect established business and civic leaders, new entrepreneurs, chamber of commerce members, and those who want to learn about business to each other and to the most up-to-date information.

An entrepreneur club provides fewer resources than most incubators,

and often is part of the chamber of commerce or Main Street organization. For cities and business willing to take risks and be proactive, an entrepreneur club can offer the support system necessary to encourage these ventures.

Activities

Entrepreneur clubs can have many different purposes, from offering educational classes to being a meeting place for discussion about local economic and business events. Listed below are activities many entrepreneur clubs participate in:

- **Small Business Seminars:** Guest lectures can bring new knowledge to aspiring entrepreneurs and established businesses' most pressing questions.
- **Monthly Meetings:** Meetings can be a good place for local business owners to voice opinions, decide what existing businesses can do to foster new growth, and make collective decisions.
- **Blog Maintenance:** Blogs are a new way to share ideas, information and to gain local support. Articles can cover an array of topics and often offer educational pieces for businesses.
- **Brainstorming:** Brainstorming on issues and challenges that face entrepreneurs can help Greenfield business develop and succeed.
- **Advertising:** A collaborative advertising campaign can bring new customers to the downtown area.

- **Education for Children:** Involving local school children can encourage future entrepreneurs.

Entrepreneur Support Recommendations

Creating a sense of community for entrepreneurs and businesses will provide a foundation for long-term economic growth. To accomplish this SDG recommends that Greenfield:

- Form an entrepreneurs club to gauge interest in new business development
- Work with the Hancock County Economic Development Council (HCEDC) to create a leadership team to investigate the possibilities of creating an incubator or entrepreneurial club for small retail and service businesses.
- Assist HCEDC in accessing grants to support a small business incubator.
- Work with teams to create a regional business incubator program, which will then work with entrepreneurs who want to develop new businesses.

Resources for Greenfield Entrepreneurs

1. Hancock Economic Development Council: The mission of the HEDC is to enhance the quality of life in Hancock County through the attraction and retention of quality jobs and promoting a diversified tax base. The organization serves as a liaison between local government and business community.

2. Johnson Center for Entrepreneurship & Innovation Kelley School of Business, Indiana University: Has a number of great resources, from legal considerations to funding, to help entrepreneurs to start-up and maintain a strong business (kelley.iu.edu/JCEI/Entrepreneur%20Resources/page16055.html)

3. Central Indiana Small Business Development Center: A national program that provides entrepreneurs with expert guidance and a comprehensive network of resources.

4. SCORE: A national nonprofit that provides volunteers and workshops to help small business entrepreneurs. Here is a list of all Indiana Chapters (www.score.org/chapters-map).



Above: New businesses often need entrepreneurial resources to survive the first two years.

Recruiting New Businesses: A Sports Bar

As mentioned earlier, Greenfield might have trouble recruiting larger, regional-drawing businesses downtown because the business owner is likely to be attracted to the SR 9 retail strip.

For that reason, the short-term recruitment plan – as outlined above – would be to focus on smaller, niche businesses. One possible exception might be an upscale bar for downtown. There isn't such a bar downtown currently, and even the SR 9 strip does not have many offerings in this category.

Although they have their detractors, "sports bars" have been popular in central business districts for years. More recently, micro-breweries have proven to be popular draws.

The following case study outlines how the community can recruit for a downtown sports bar.

Steps for Recruiting A Sports Bar

Step 1
Inventory available spaces. The ideal site for a sports bar would be downtown within walking distance of the courthouse square. Because they do not require large areas, many bars have retrofitted existing commercial space downtown. Make sure the space is not adjacent to downtown churches.
Step 2
Think like a sports bar owner. Being familiar with their concerns will help with recruitment. Those concerns usually include:
Liquor License Availability and Cost: Liquor licenses are limited and can be difficult to obtain. The state legislature determines the quotas based on population.
Smoking Issues: Indiana's new statewide smoking ban is in effect. Smoking is prohibited in most public places and places of employment and within 8 feet of entrances with some exceptions for free-standing bars.
Entertainment: Sports bars draw customers by using television subscriptions for multiple sports leagues and also offer interactive sports options such as pool tables, darts, air hockey, fantasy football, sports trivia nights, host in-house sports leagues and live music.
Food: An interesting menu is important to increase average guest checks. Menus can have traditional bar food and finger foods, but are usually limited to keep food costs low.
Customers: Sports bars have a ready-made customer base, and major sports leagues' seasons overlap, giving year-round appeal. Sports bars have begun expanding their traditional customer base beyond male customers to include women and family-friendly offerings.
Safety: A visible security presence is beneficial in highly charged fan environments where alcohol is involved. Create awareness of safe driving options for customers.
Step 3
Visit other communities. Create marketing materials for specific locations in Greenfield and then meet with sports bar owners currently running a business in nearby communities. Sell them on the idea of expansion.



Above: Indianapolis sports bar, High Velocity

7. Strong Main Street Organization

Across the state and country, Main Street organizations help support downtowns in the face of strip mall development trends that pull shoppers to the fringes of town. Greenfield Main Street has been working since 2008 to foster enthusiasm and prosperity in downtown Greenfield. They are part of the national Main Street initiative and use the “Four-Point Approach” of organization, promotion, design and economic restructuring as a foundation for rebuilding downtown vibrancy.

Greenfield Main Street has identified key items of focus through community meetings with downtown stakeholders.

Key items of focus for Greenfield Main Street:

- Add historic markers.
- Create a more inviting and accessible visitor center.
- Develop a downtown parking management plan.
- Fully utilize the Courthouse Plaza.
- Build upon momentum of new downtown local farmers market and bolster connections to broader local market scene.
- Enhance efforts to connect with hospital.
- Consistently communicate with both local and regional communities to showcase Greenfield as a destination.

To work on these goals, Greenfield Main Street has created a committee structure to address each area of concentration. These committees are list here with their specific, ongoing projects.

- Organization Committee
- Economic Restructuring Committee
- Promotion Committee
- Design Committee
- Local Market Committee

More information available from:

Greenfield Main Street
 1 Courthouse Plaza
 Greenfield, Indiana 46140
 (317) 586-8166
info@greenfieldmainstreet.org
greenfieldmainstreet.org

Greenfield Main Street Work Plans



Organization Committee

- Project 1 (Ongoing): Telling Greenfield Main Street's story
- Project 2: Create Board, Committee, and Volunteer Recruitment packet
- Project 3: 501 c 3 follow up
- Project 4: Build partnerships with other entities within Greenfield and Hancock County
- Project 5: Membership Drive
- Project 6: Review bylaws
- Project 7: Creation of Employee handbook and duties and responsibilities list
- Project 8: Fundraising for organization
- Project 9: Set up Committee and determine Chair(s) and Secretary

Economic Restructuring Committee

- Project 1: Set up Committee, determine Chair(s), Secretary, and recruit members
- Project 2: Continue Shop Local Campaign
- Project 3: Work with Realtors on establishing a building inventory
- Project 4: Determine incentives to bring in new business
- Project 5: Set up Merchant meetings to determine needs of merchants and to develop a partnership with merchants
- Project 6: Work with Small Business Development Center, Economic Development, Chamber, City to host workshops for small businesses: writing a business plan, etc.
- Project 7: Work with others to develop a downtown living “plan”
- Project 8: Work with Design Committee, City, and others to determine if there are any zoning issues, etc. that keep folks from opening a business downtown

Promotion Committee

- Project 1: Determine Chair(s), Secretary, and recruit members
- Project 2: Work with CVB to determine top visited list in Greenfield/downtown
- Project 3: Plan a Children's event on the courthouse plaza – perhaps a story time once a month in the summer?
- Project 4: Quarterly Downtown Sale Days type of event
- Project 5: Work on the promotion of a downtown living plan – maybe do a tour of ones that already have this?
- Project 6: Work with ER Committee on merchant meetings
- Project 7: National Road Garage Sale
- Project 8: Work with Organization Committee on telling our story better
- Project 9: Promote shopping downtown and the businesses
- Project 10: Updated shopping map of downtown Greenfield and visitor destinations

Design Committee

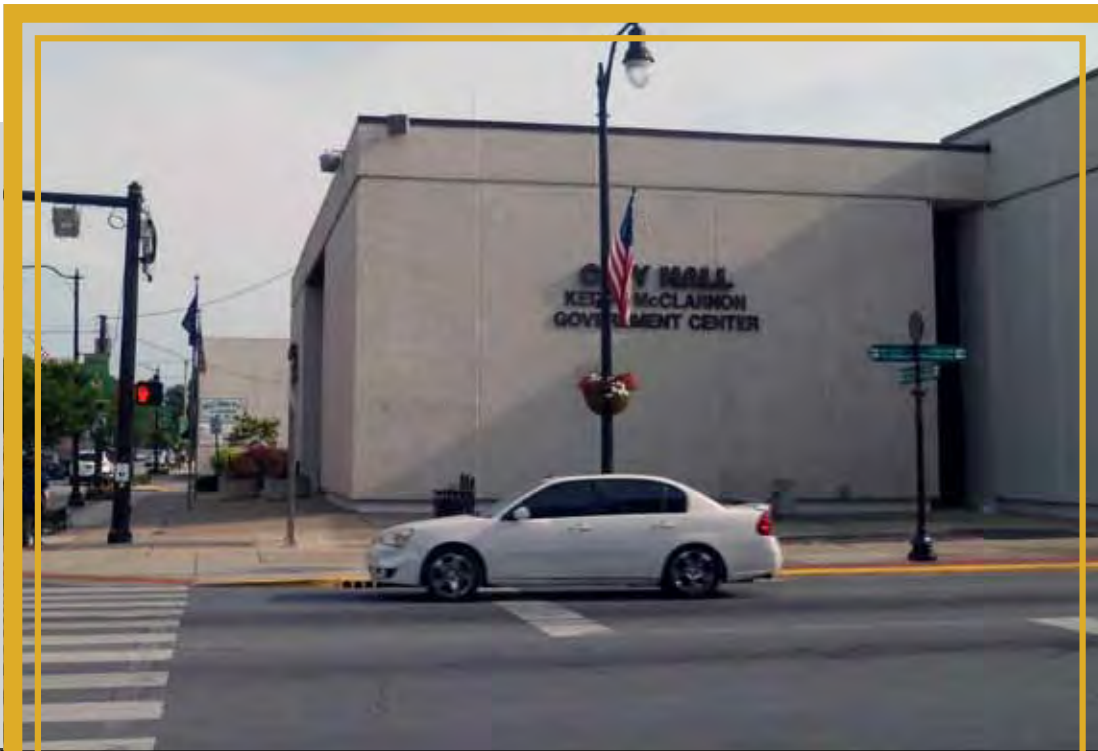
- Project 1: Continuation of façade program
- Project 2: Work with City on projects that come from the Downtown
- Project 3: Art plan for the downtown
- Project 4: Historic markers
- Project 5: Parking plan and project
- Project 6: Work with City and others on zoning, etc.
- Project 7: Signage Plan – gateways, pedestrian kiosks, parking lots, etc.

Local Market Committee

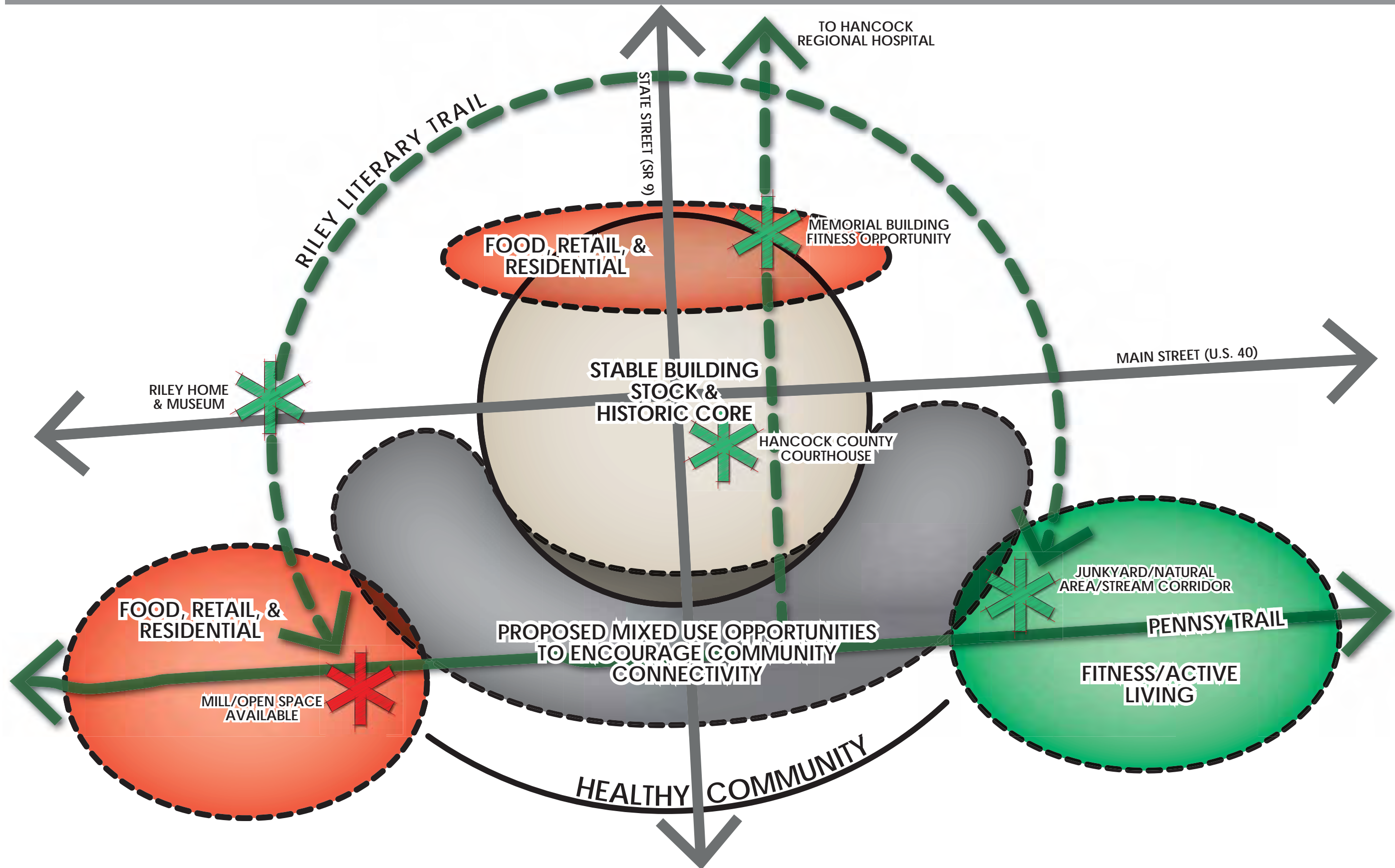
- Project 1: Work with those responsible for Farmer's Market to enhance what they are doing
- Project 2: Promote Farmer's Market
- Project 3: Connecting healthy food with healthy living and creating a brand for Greenfield



8. Design Vision & Concept



Conceptual/Spatial Diagram



Overview- Design Concept

Momentum towards a rebirth of Greenfield's historic downtown core is building. With input from local leaders, downtown building owners, civic groups, and the community, plus the professional oversight of the Downtown Greenfield Revitalization Plan's Design Team, we believe the impediment to this rebirth is the lack of a singular vision - one the community can support pushing Greenfield's downtown from the status quo towards thriving renewal. The intent of this chapter is to illustrate a vision that is achievable with steady effort.

The diagram on the previous page begins to illustrate the concept for revitalizing the downtown. The process begins with understanding, embracing, and utilizing the existing assets within the community. These currently include stable businesses and surviving historic building stock within the primary downtown core; the Hancock County Courthouse; the Riley Home and Museum; the city's rich cultural and agrarian history; close proximity of historic, architecturally significant, residential neighborhoods; the historic National Road (Main Street/US 40), State Street (SR 9), and the Pennsy Trail. These assets within the downtown are the building blocks for Greenfield's future.

Opportunities

Next, there must be an understanding of the opportunities within the target area. These opportunities manifest themselves within currently underutilized or unattractive existing structures, properties, open spaces, and/or streets that could become a part of a larger vision with new uses complementing existing assets.

An example lies within the underdeveloped and underutilized parcels bounded by Main Street and the Pennsy Trail, and from State Street to Riley Avenue, and more specifically, along South Street. Currently, an expanse of parking lots and inappropriate buildings exists where historically there was significantly higher density and a variety of mixed uses. This area affords opportunities for new mixed-use development which might include service, retail, dining, and entertainment businesses, as well as civic and active open spaces, and parking that would complement the current activities on Main Street.

Of greatest need and the one missing component which allowed Greenfield to thrive in the early twentieth century was housing, and a variety of housing types. A mix of housing options is a critical component to the overall revitalization of this area and downtown Greenfield in its entirety. The energy generated from varying age groups living and working downtown round the clock, contributing to the local economy, can support a variety of businesses.

Additionally, this specific district should be developed in cooperation with local educational institutions, corporations, and community organizations that could benefit from conference space and overnight accommodations within close proximity to urban parks and retail.

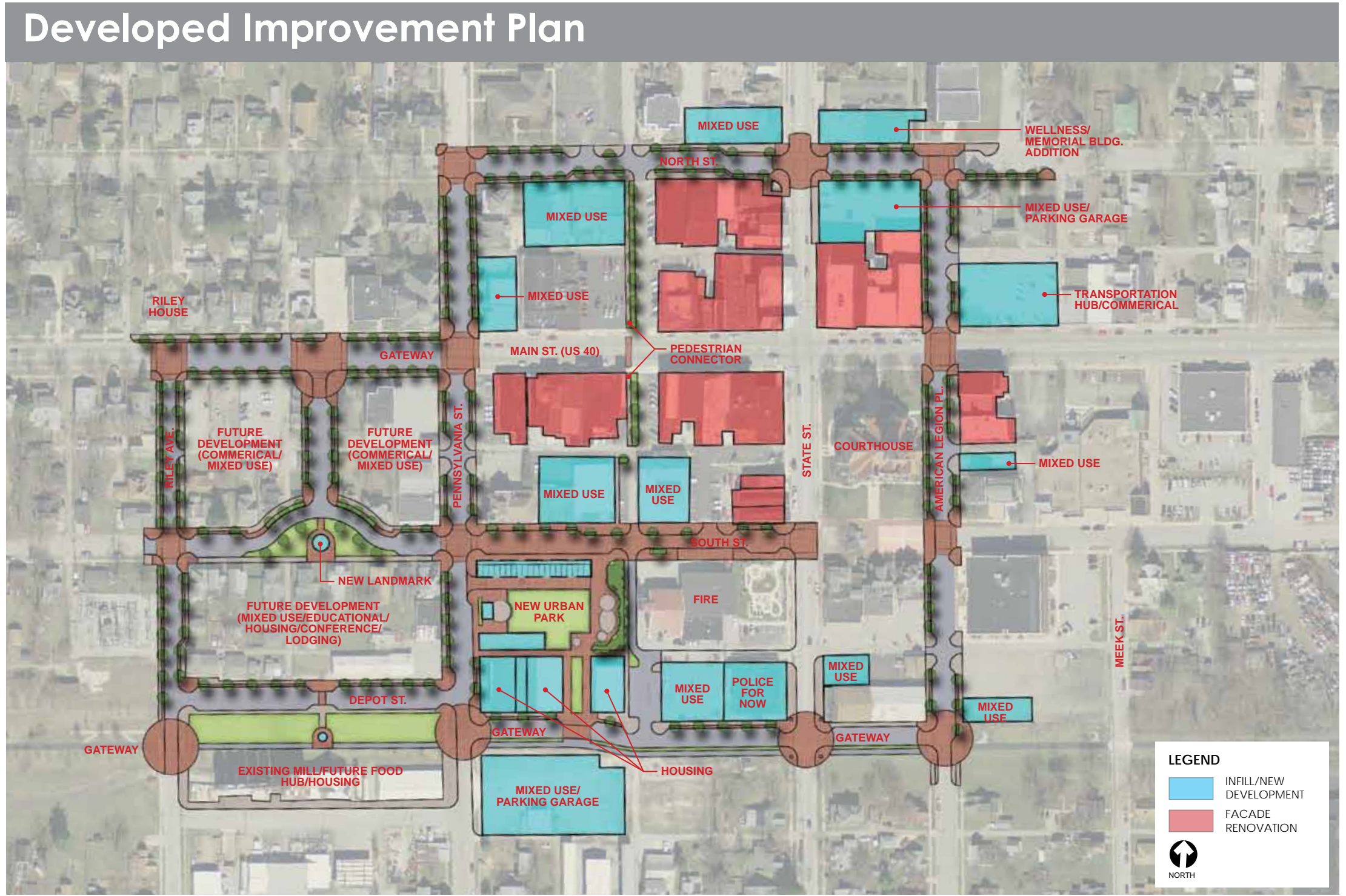
The final opportunity identified in this report exists as the potential to create a physical link through the use of a pedestrian circuit that connects all of the assets and opportunities discussed above. This would take the physical shape of a literary/cultural/multi-use pedestrian trail that is visually unique and inviting, providing easy access to all the amenities within the downtown core.

With multiple ideas beginning to be explored within the parameters noted above, it can be overwhelming to know where to begin in continuing the process to revitalize Greenfield's downtown. In the following sections, you will find more detail about each of the ideas mentioned above and recommendations for implementing the improvements.

Design Vision

The adjacent graphic begins to further develop the conceptual/spatial diagram previously explained, giving form to the suggested improvements discussed within this section. As the reader reviews the suggestions discussed herein, it is intended the adjacent graphic will be continually referenced and serve as the guide for physical redevelopment of Greenfield's downtown. Upon review of these suggested improvements, the reader will see how the implementation of these improvements will enhance the overall character and density of the downtown to create a more vibrant and successful mixed use district.

The first action to take will be the development of the amenity infrastructure. This is, plainly put, the system of pedestrian spaces, open spaces, and special places about which the existing historic urban core and new development will gather. Public investment in this component must precede private investment. Greenfield's downtown amenity infrastructure will include renovations to the South and North Street corridors, the development of a new urban park in the existing parking lot at the intersection of South and Pennsylvania Streets, and the construction of the Riley Art & Literary Trail along Pennsylvania Street, North Street, and American Legion Place, connecting with the existing Penny Trail.



South Street Corridor

In its present state, with the exception of Veteran's Park, South Street is uninviting to pedestrians. South Street will be reconstructed as a pedestrian esplanade, an extension of the courthouse square and Bank Plaza, terminating in the new urban park and future academic campus.

Constructed of high-quality materials with new specialty pavements, lighting, plantings, site furnishings, and wayfinding signs, the roadway will be narrowed while maintaining two way traffic, access for emergency vehicles and on-street parking. Additional pedestrian space will be allocated outside of new businesses that may want to encourage on-street dining or other outdoor activities.

New buildings on the north side of the street will address the pedestrian with access to commercial/retail/office spaces with awnings to protect the pedestrian as well as shop owners from extreme southern exposure and weather. Existing buildings void of character or physical connection to South Street should be considered for repurposing to mixed use and residential with contemporary infill designed to respect the scale, context and visual interest of the historic downtown core.



Above: Boulder, Colorado shopping plazas are an example of how the South Street Corridor could become more pedestrian friendly.

Greenfield Central Park

Located in an existing parking lot at the southeast corner of South Street and Pennsylvania Street, a new urban park is central in making the downtown attractive to developers of mixed-use development; particularly, housing. This space will include a covered parking structure that can serve dual purpose for the farmer's market. The structure will be visually appealing and artistic in nature, and versatile enough to accommodate vendors or everyday parking needs.

Additionally, the park will contain a large, recessed gathering lawn, capable of supporting several thousand patrons, who may be on-site to view a performance occurring on the proposed performance stage on the western edge of the park. During the winter, the lawn will be repurposed as an ice sculpture competition area to maintain seasonal interest. Additionally, the park will include a spray pad choreographed to music during performances and enjoyed by families during normal operating hours.

Other features of the park will include public artworks, a café, shady seating areas, playgrounds, permanent vendor spaces, spaces for reflection, and bicycle parking. A strong physical connection will be constructed to the Pennsy Trail on the south, South Street, and to the North Street District via a refurbished north/south alley, creating a strong synergy between the various outdoor amenities.



Above: Main Street Square in Rapid City, South Dakota is a potential model for Greenfield Central Park.

North Street District

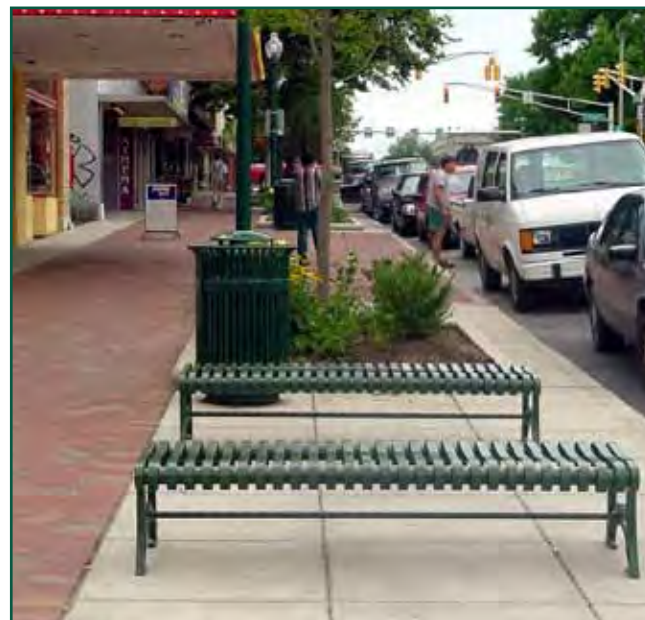
The North Street corridor is presently uninviting to pedestrians and businesses, much the same as South Street. Redesigning North Street and narrowing it to two lanes of traffic with well defined on-street parking will free up additional real estate for larger sidewalks and the possibility of some on-street dining opportunities. This reconfiguration of the existing space, in combination with the use of high-quality materials in pavements, lighting, wayfinding signs, street plantings, site furnishings, etc., will create an environment attractive to new businesses and patrons. Additionally, the alley located between Pennsylvania Street and State Street will be redesigned to accommodate a pedestrian trail/path connecting south to Main Street and the South Street corridor mentioned above.

Additional development energy is available at the eastern end of North Street via The Memorial Building, an underutilized, historically significant structure in very good condition. Repurposing the Memorial Building into a complete fitness center with the cooperation of the Hancock County Regional Hospital could help create an anchor on the northeast side of the downtown and would complement the improvements suggested on North Street west of State Road 9.



Above: Existing Alley from North Street to South Street

Below: Kirkwood Avenue, Bloomington, Indiana.



Riley Art & Literary Trail

The community has a treasure in its Riley Heritage. The Riley Art & Literary Trail will become a national destination for school groups, artists, and literature enthusiasts when the route is lined with businesses that celebrate literature and great American authors, poets, and artists on a grand scale unlike any urban setting in the country. Comprised of specialty pavements, plantings, artworks, lighting, wayfinding and interpretive signage, and more, this circuit will serve as a pedestrian and cyclist trail travelling north along Riley Avenue from the granary, connecting to the Main Street commercial core and the Riley Home and Museum. It will then continue east along North Street, connecting the historic residential neighborhood to the North Street commercial area and the Memorial Building. The circuit will turn south and travel along American Legion Place, connecting to the Main Street commercial core, the historic courthouse, and the Pennsy Trail within close proximity to the existing salvage yard property. In completing the idea of the literary trail circuit, these treatments will be extended along the existing portion of the Pennsy Trail between Riley Avenue and American Legion Place.

Gateway opportunities at the intersections of the Riley Art and Literary Trail with major streets including State (SR 9) and North Streets, State Street (SR 9) and the Pennsy Trail, Main Street (US 40) and American Legion Place, and Main Street (US 40) and Riley Avenue should be treated as the arrival points to

downtown Greenfield. Improvements at these intersections include visually significant pieces of artwork and/or signage, and specialty pavements within the intersections themselves as well as carefully considered traffic control devices to allow safe pedestrian passage.



Above: Indianapolis Cultural Trail, Indianapolis

Below: Washington Street Marker, Indianapolis



City Hall Renovation

Although not necessarily a component of the amenity infrastructure, an additional investment by the city into the renovation and addition to City Hall will serve as a catalyst to the downtown's building revitalization efforts and will create a significant visual improvement to this key prime real estate corner.

City Hall is sited at the southwest corner of the most prominent intersection in downtown Greenfield—the intersection of Main Street (U.S. 40) and State Street (S.R. 9)—and acts as a gateway to downtown for those traveling through.

The structure is nondescript with a featureless, window starved facade and no ornamentation. Atypical of its historic surroundings, this building barricades itself to the public it serves and detracts from the continuity of the historic streetscape.

Redesign of the facade promoting a pedestrian-friendly scale, quality design character and materials, and reintroduction of the street “edge” where there is currently an expansive void will be reestablished.

Filling in this corner with a building of public prominence will alone serve as an attractive gateway to the city's core. The additional space created should be dedicated to retail or other establishment that generates a sense of activity.



Above: City Hall at U.S. 40 and S.R. 9; June 2013

Below: Source inspirational image for proposal drawing at right



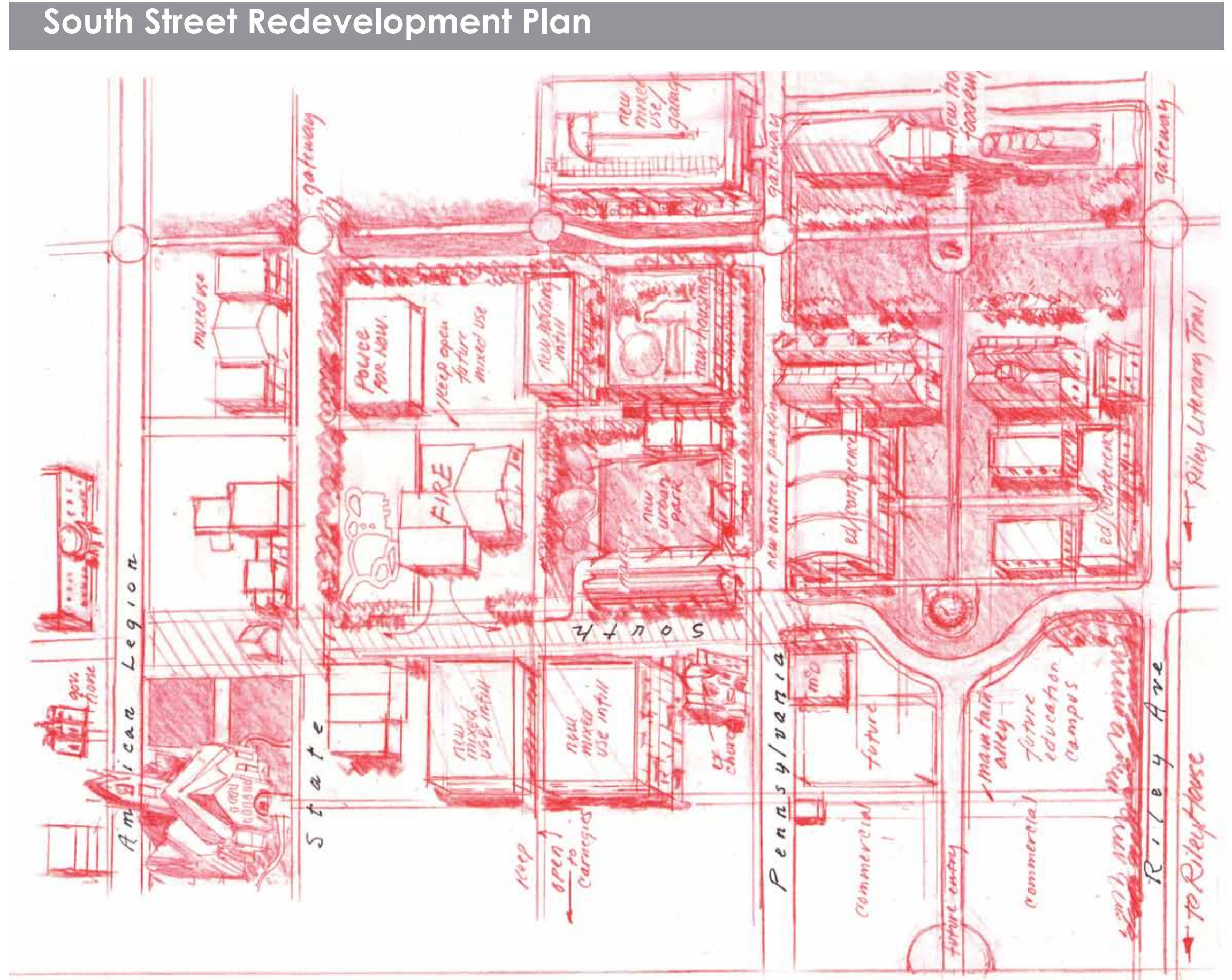
Proposed City Hall Improvements



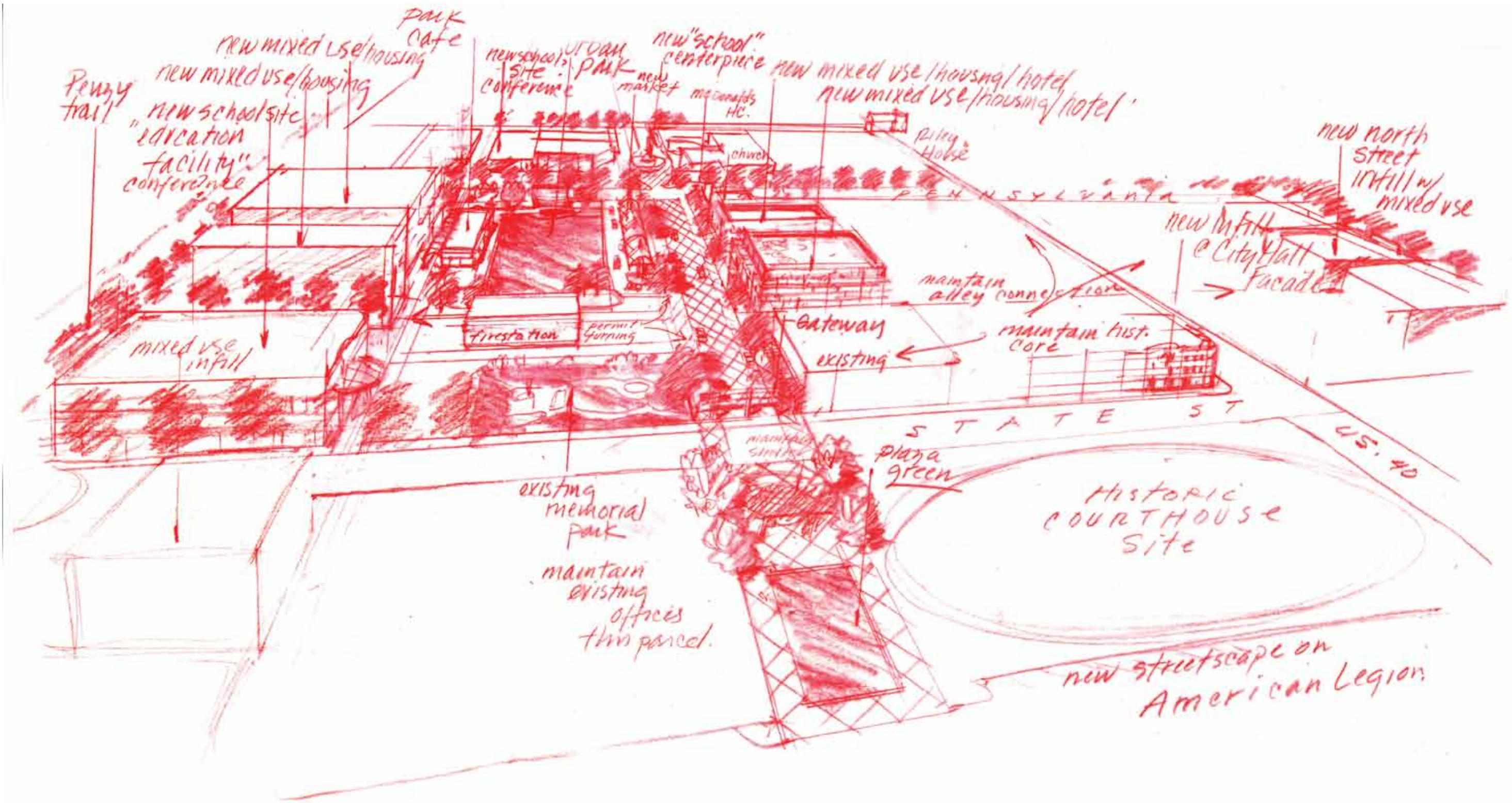
Infill Development – South Street, North Street, Main Street, & Junkyard Property

Upon establishment of the amenity infrastructure, downtown Greenfield will become much more attractive to potential investors and developers. With the aid of further economic incentives, targeted infill/redevelopment can begin to be accomplished with guidance and support from the city. This infill will be targeted in the South Street, North Street, and Main Street corridor districts, and on the existing salvage yard property southeast of downtown.

The two following graphics are of the South Street improvement suggestions.



South Street Redevelopment Plan (Looking West)



South Street

The redevelopment of South Street should encompass the renovation and reuse of the granary site. An iconic structure with agrarian, railroad, and cultural history, this unique timber framed structure has the potential to be repurposed with multiple uses including a food hub for locally grown food distribution, housing, artist studios, and/or additional retail on the first floor. Its visual prominence, architectural interest, and prime location on the Pennsy Trail, will make this a destination/attraction for visitors and residents of Greenfield alike.

Immediately adjacent to the proposed Greenfield Central Park are several opportunities for new infill development. South of the park and immediately adjacent to the Pennsy Trail, vacant and underutilized properties could be redeveloped resulting in the creation of mixed-uses with emphasis on housing and first floor retail. Similar redevelopment can also continue south of the Pennsy Trail and north of South Street as demand for housing and retail increases. All of these new developments will benefit from exposure and proximity to the Pennsy Trail and its connection to the proposed new Riley Literary Trail.



Above: Existing Granary Site

Below: Globe Mills Grain Elevator, Adaptive Reuse, Sacramento, California



As new development and infill opportunities continue, partnerships with corporations and universities should be given consideration for the properties between Pennsylvania Street, Riley Avenue, the granary on the south, and Main Street (US 40) on the north. Development in this area can include new academic structures encouraging work cooperatives, conference and hotel facilities, and new and renovated housing of varying densities. This campus would incorporate a new visual landmark centered in South Street that will anchor the west side of the downtown with the pedestrian esplanade and Courthouse Plaza to the east.

As demand for parking increases and underutilized parking is eliminated to accommodate new infill and urban amenities, the construction of a new parking garage will become possible. Only after a demand for additional parking is created, and land values increase, will it become financially viable to construct a new parking garage.



Above: Downtown Burlington, Vermont

Below: Mixed Use Parking Garage, Norristown, Pennsylvania



North Street

Concurrently with the completion of the amenity infrastructure in the North Street corridor, attention must be given to infill opportunities where underutilized parking and non-contributing structures exist. Higher density, mixed-use buildings should be planned for the properties immediately west of the alley between Pennsylvania Street and State Street. These structures would accommodate first floor retail and upper level housing.

At some future date new infill may also find its place at the northwest corner of North and State Streets offering the same first floor retail and upper level housing. Any new infill development should respect the scale, detail and setbacks of its adjacent historic context. As demand for parking increases, consideration may be given to the development of a parking garage at the southeast corner of North and State Streets with lower level retail.



Above: Bloomington, Indiana

The Memorial Building located on the north side of North Street east of State Street on the newly developed Riley Literary Trail and on axis with the north south connection to the Pennsy Trail is in a prime location to serve as a new fitness/community center similar to a YMCA.

The construction of a new infill addition on the west side of the Memorial Building will provide the additional square footage for fitness programming as well as the opportunity to incorporate accessibility into the historic building. Additionally, this ideal location on a prominent corner of the Riley Art & Literary Trail promotes the Art/Fitness/Food identity of the city of Greenfield.

The graphic on the next page represents the North Street improvement suggestions.



Above: Existing Memorial Building

North Street Redevelopment Plan



Main Street

While much focus is being given to opportunities north and south of Main Street (US 40), all recommendations seek to strengthen and complement the existing businesses on Main Street and encourage continued growth and improvement. A new infill building for retail and office/residential at the corner of Pennsylvania Street and Main Street will anchor the west end of the historic commercial core. At the east end of the commercial core, specifically the northeast corner of Main Street and American Legion Place, exists a large parking lot. This site will be ideal for a new hotel and/or transit hub/station that can connect downtown Greenfield to Indianapolis and other regional communities.

While most of the first floor spaces in downtown Greenfield are occupied, many of the upper levels are vacant. These second and third story levels should all be used for housing whenever possible to encourage living downtown. Downtown living will activate businesses in the evenings and on weekends and will likely attract new staple businesses such as grocery stores, hardware stores, clothing stores, and more.



Above: Property at Main & Pennsylvania

The existing historic building stock within the downtown core and in the historic residential neighborhood is one of Greenfield's greatest assets. Renovation and respectful rehabilitation must be promoted and encouraged to protect these valuable resources to the community and State. Adherence to strict design guidelines and support of an active Main Street program will maintain the integrity of the historic architecture as well as support tourism and a strong city and government center.



Above: Parking Lot at Intersection of Main Street & American Legion Place

Below: Recent Infill in Beavercreek, Ohio



Below: Columbus, Ohio Hotel



Salvage Yard Property

With the amenity infrastructure and Riley Art & Literary Trail in place, new developments occurring throughout downtown, and a renovated fitness center in the Memorial Building - a new, outdoor fitness and recreation area in the salvage yard east of downtown could complement development and encourage active living lifestyles.

The salvage yard, having been relocated, frees up the property to be rehabilitated and cleaned up. Following an environmental assessment, a large green space supporting multiple activities including mountain biking, ropes courses, exercise stations and more, can be created while maintaining an environmentally sensitive footprint. A space such as this could be a regional draw, attracting visitors from nearby communities and will encourage related economic development.



Above: Existing Salvage Yard

Below: Mountain Biking Trail



Architectural Vision

The illustrations on these pages are ideas to, hopefully, excite the imagination. They are not fully realized design solutions. With this caveat, we offer that what is shown here can be constructed and represents the world of the possible.

We chose to focus on North and South Streets for additional architectural study. Our reasoning was informed by the opportunity to anchor new retail uses and create housing in new and existing buildings along both streets. In addition, the Literary Trail as proposed would have its northern edge along North Street. From our discussion with local leaders, we learned that the Farmer's Market was sorely missed downtown and over the course of our work in Greenfield, an arrangement was made to reintroduce the market back downtown.

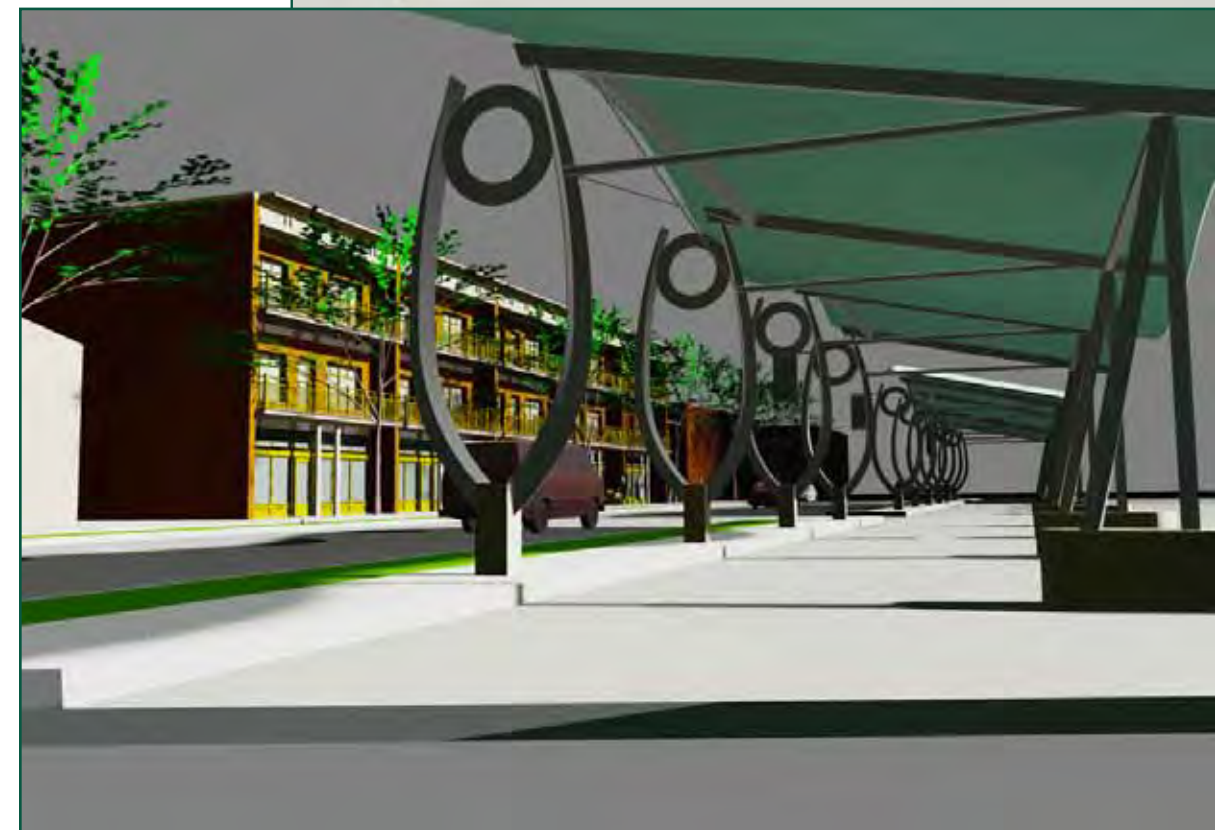
South Street

South Street is particularly interesting since we now believe the block between State Road 9 and Pennsylvania is the place where the seed of the downtown regeneration may be successfully planted.

The broad brush view would be a series of phased projects beginning with a street improvement that includes decorative paving, narrows the street (but keeps on street parking), adds new trees and coincidentally connects the large parking area at the southwest side of the street back to the Courthouse Plaza.

The result is that visitors are treated to a pleasant walk from parking up to the plaza for seasonal events or into downtown for other activities. Another step in the South Street esplanade development is erection of a permanent Farmer's Market structure at the northern edge of the existing parking area. The parking area ultimately is transformed into an urban park, which is described in the Design Vision section of this document.

Once the street improvements and urban park are complete or nearly so, the city may incentivize a new architectural project along the north edge of South Street. The project primarily would provide new downtown housing with the likely inclusion of some retail or professional office space.



Above: These are early schematic design studies of infill development possible along South Street including housing/commercial and a local market structure to anchor the north end of a future downtown park.

South Street Infill



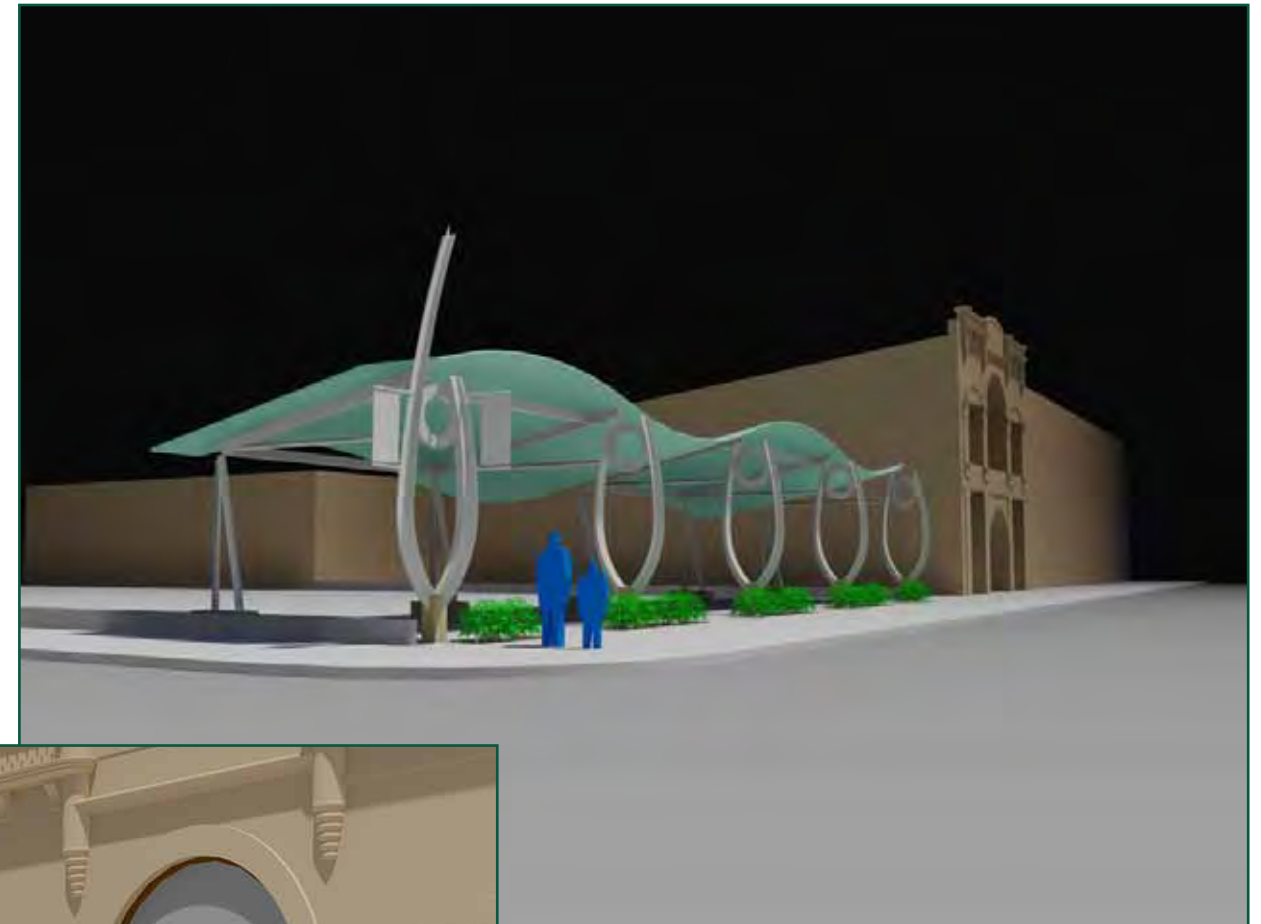
Above: The view above looks west northwest along South Street from the existing Fire Station. The Farmer's Market structure is visible in the foreground while across the street is a concept for an infill project that includes housing above first floor retail. At the extreme right of the image is an arched passage that opens to a pedestrian alley connecting the two blocks to North Street.

North Street

At North Street, we propose filling open portions of the block and rehabilitation of the existing buildings along the street's south side. The approach would be similar to South Street in that the first steps are improvements to the existing street, narrowing the roadway (still keeping the parking, of course), then seeking development partners and business interests to participate in building projects that begin the street's architectural rebirth.

We also learned that local food advocates have arranged to open the Farmer's Market again in the parking lot that fronts North and State Streets (S.R. 9). At the moment, we agree that the Farmer's Market shelter should be demountable to allow its relocation to the future South Street urban park area.

Once this is done, the half city block between North, State, and American Legion Place can be considered for redevelopment. One of the themes that figures prominently in local consciousness is fitness. The Memorial Building on North Street, with its existing gymnasium, has the potential to become a downtown fitness center, particularly if an addition could be made to the west in an alliance with the local hospital, the YMCA or both. As a result, North Street begins to take shape from American Legion Place west to Pennsylvania.



Above and Left: These are views of a design concept for a distinctive Farmer's Market Structure under consideration at the parking area fronting State and North Streets. The current thinking is that this structure would be demountable so that it can be moved to its final home at the future urban park proposed along South Street.

We intended the Market Structure to be playful and evoke plant forms while also providing shade for vendors and customers as a practical feature. Covered parking is a benefit on non-market days.

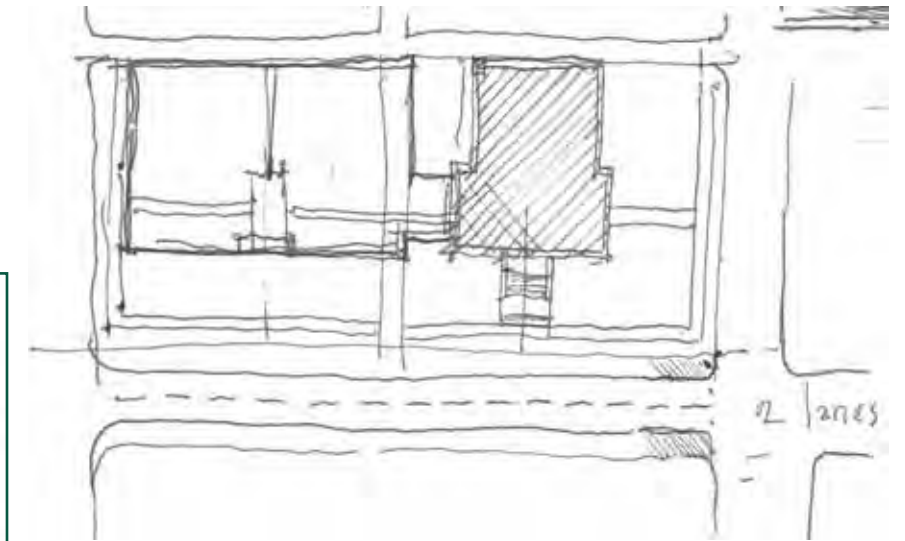
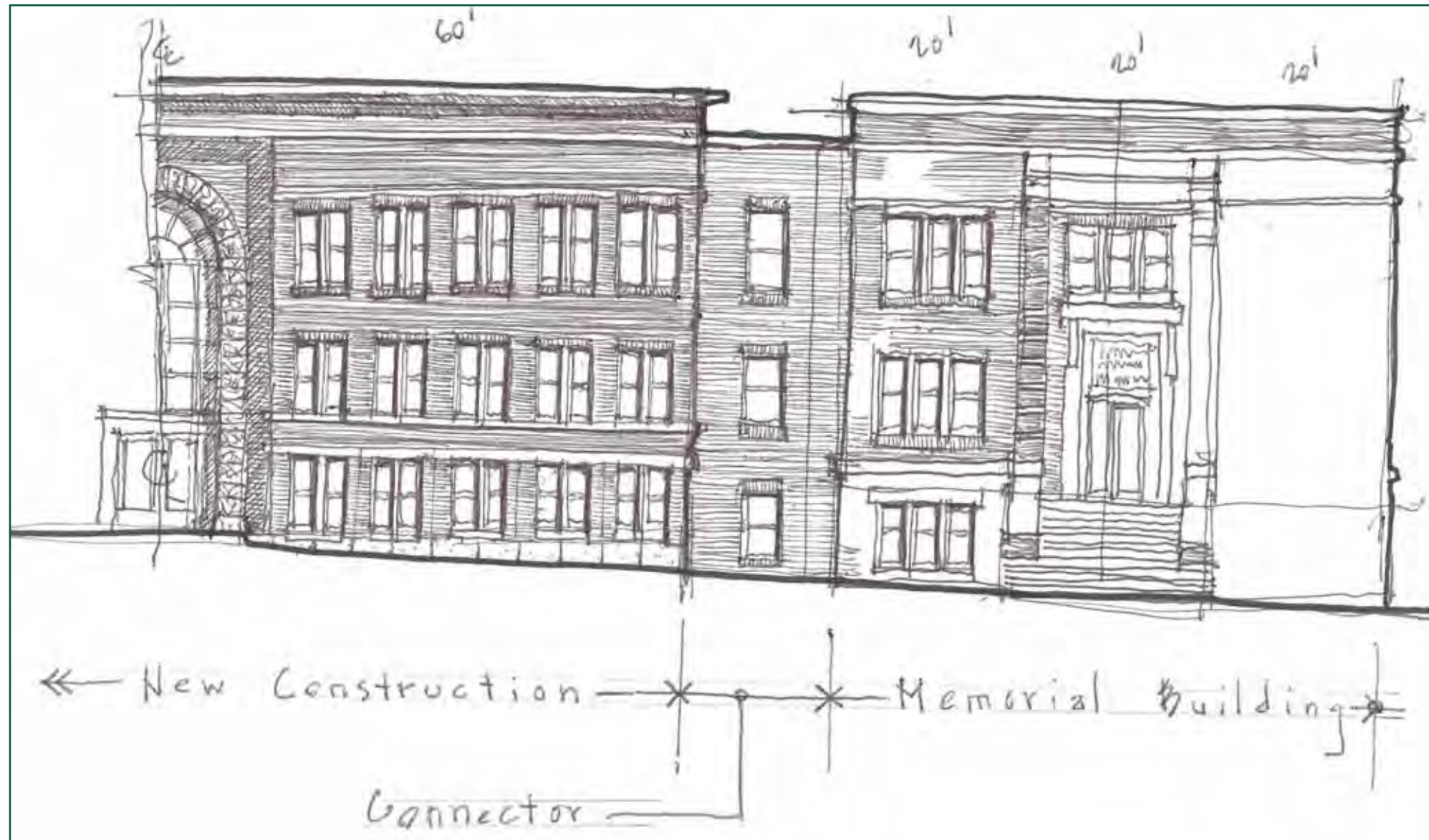
North Street Infill



Above: Infill Design Concept: North Street- the old fire station is roughly in the middle of the image.

North Street: Memorial Building

The Memorial Building is a valuable Greenfield landmark with a straightforward, timeless aesthetic anchoring the northern end of American Legion Place. In keeping with the “Food, Fitness, Art” theme, the Memorial Building represents the opportunity to re-use the building and create a fitness center expansion to the west. The old and new would create a local, downtown destination to celebrate fitness in Greenfield. An additional advantage is the possible synergism with the existing hospital just north of the site.



Perspective



9. Architectural Overview & Recommendations





Architectural Overview and Recommendations

General Building Analysis

The existing building stock of downtown Greenfield is generally in excellent shape with many excellent examples of 19th and 20th century urban architecture.

The buildings grouped around the historic courthouse, reaching down U.S. 40 to the west, and along South Street define the heart of downtown and define the heart of old Greenfield.

Many first floor original storefronts have been lost to later alterations, but often much of the second and third floor character and details remain. Intricately detailed buildings such as 2 East Main Street add beauty and interest to the block. Careful consideration should be given to respecting architectural features, preserving, remaining historic character and to the reversal of obtrusive elements to a more architecturally compatible and visually stimulating design.



Above: Parapet wall example

Recommendations

Historic structures give character to a city and building ownership comes with its own unique issues. The recommendations on the following pages relate to the common problems that arise with historic buildings and suggest ways to help preserve the longevity of the structures. These recommendations provide basic information to restore and maintain a stable and weather tight structure.

The following pages feature several local buildings and illustrate suggested restoration work that will improve the overall character of the downtown.

Facades

Brick is a predominate material in downtown Greenfield. Through time mortar joints deteriorate which can lead to water infiltration causing exterior and potential interior damage. Stresses on the structure as a result of water infiltration and deterioration of structural members, unusual loading, or expansion and contraction of building components such as rusting steel lintels, often can cause step-cracking in the masonry joints, bulging of the wall surface, and potential failure. Abrasive cleaning methods such as sandblasting remove the protective surface from the brick giving rise to deterioration of the units themselves.

Inspection and repair of the mortar joints should be undertaken annually. When repointing masonry joints, care should be taken to use mortar of a similar composition, color, texture and rake to existing. When cleaning is required, non-abrasive methods will remove soil and

paint and will maintain the integrity of the brick unit. Preservation Brief 2: Repointing Mortar Joints in Historic Brick Buildings provides guidance on these methods.

Roofs

Leaking roofs, improper flashing and missing or undersized gutters create a threat to the structure and integrity of an historic building. Water infiltration should be addressed as soon it occurs. Regular roof inspections are important for all types of roofs: metal, membrane (EPDM) and asphalt shingle. An inspection of the parapet wall and flashing is also critical to assure a watertight condition. Gutter maintenance should include periodic inspection, cleaning and repair. Verify downspouts are securely attached to the gutter system and are draining away from the building.



Above: Deteriorated mortar joint

Below: Gutters and roof detail



Windows

Historic window units often become deteriorated or damaged through exposure to the elements and use over time. The units can become victims of a well-intentioned owner trying to modernize or become energy-conscious by downsizing with replacement windows and infilling the balance of a masonry opening. The aesthetics of the building become compromised when replacement window units are of incompatible materials and style thereby robbing the façade of historic profiles of the original units. Additionally, periodic inspection of steel lintels supporting the structure above the window is required to ensure they remain painted and free of rust.

Wood window sash and frames need to be inspected yearly for deteriorating components and peeling paint. When the paint finish begins to fail, it should be cleaned of loose paint, primed and repainted. Caulk joints between the wood frame and the adjacent masonry need to be inspected and re-caulked as required. When historic units become unsalvageable, replacement units should be of the same size and profile and material. Appropriate wood units with aluminum cladding may be acceptable if existing units are beyond repair or are missing. The installation of appropriately sized and configured storm windows can protect original windows and improve the thermal efficiency of a unit. When the replacement or repair of historic windows is not a financially viable option, temporary boarding helps to minimize further damage to the window unit, protects the interior, and prevents the public hazard of falling glass and

wood components.

Storefronts

Storefronts serve as the face of a business and are often the first pieces updated on a building. The various storefront remodels in Greenfield give the streetscape a unique character that does not detract from the city's historic charm. A remodeled storefront becomes a distraction when the reconstruction is incompatible with the overall context of the building in material, massing and scale.

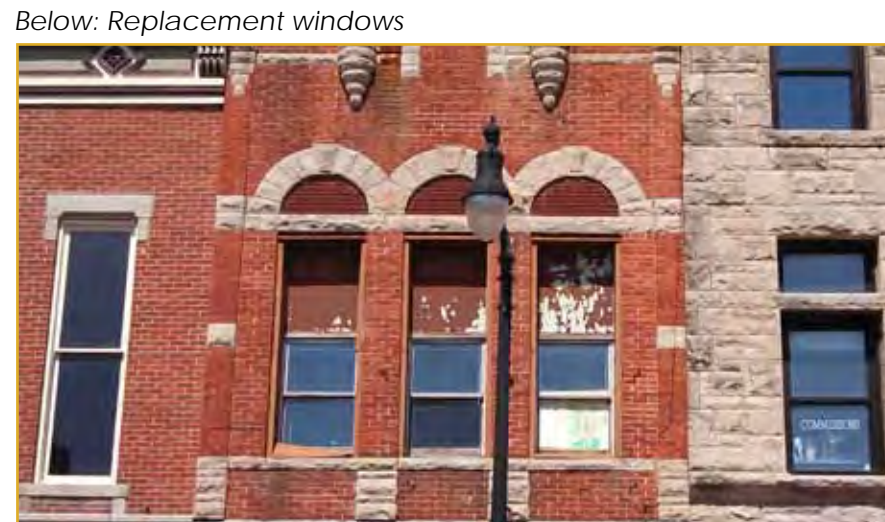
When remodeling a storefront, consideration should be given to the overall context of the building, the historic and architectural significance of prior storefront configurations and the nature and character of the business within. Regular maintenance, replacement of deteriorated components, scraping, sanding and repainting, is needed for all storefronts and will preclude the need for remodeling.

Miscellaneous

Steel support beams between the storefront and upper levels are vulnerable to failure if they are allowed to rust. Routine inspection, removal of rust and loose paint and painting is the best protection for maintaining the viability of steel support beams. Decorative elements on the building's exterior should be inspected to make sure they are firmly attached and should be repainted when necessary. Rusting and loose decorative elements not only detract from the appearance of the building, but also become a safety hazard to pedestrian traffic below.



Above: Window damage



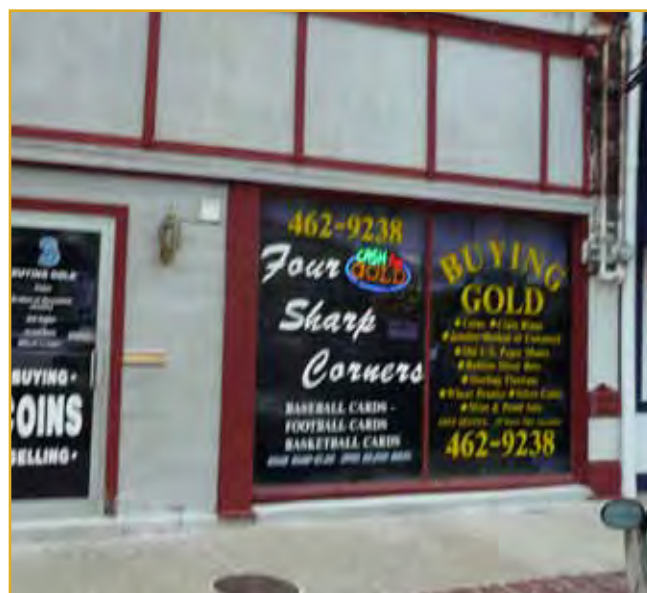
Below: Replacement windows



Above: Metal component damage

Signage

Signs can serve many functions including business or service identification, information or direction. Building signage within the project boundaries is often absent, lacks creativity, provides little visual enticement, and/or contributes to the visual “clutter.” Implementation of sign guidelines within the Historic District and immediate surrounding areas should be encouraged and implemented as soon as possible. A well designed sign along with external lighting provides the invitation to enter into a retail establishment, promote a particular service or provide direction both during the day and night. Signs of differing types should be considered including surface mounted signs at storefront sign panels, projecting signs, painted window signs, blade signs and even painted wall signs when of an appropriate scale and design. Signs with visual clutter, garish colors, suburban character or internal illumination generally should be avoided.



Above: Visual clutter

Conclusion

Recommendations for improvements to the architectural assets of downtown Greenfield within the study area have been formulated by analyzing existing conditions with the long term objective of protecting Greenfield's remaining historic resources while enhancing the character of the downtown. To accomplish this, improvements to the physical appearance, the aesthetic qualities and the economic vitality of the businesses must occur. Through its committed community leaders and residents, the City of Greenfield has the potential to be transformed into a community that invites locals and visitors alike to experience the existing community assets, while preparing for future expansion of dining and entertainment. Success will depend on the collective efforts of business owners, government leaders and the support of the community to assure a vital downtown for present and future generations.

Downtown Greenfield has a good amount of historic building stock constructed in the Gas Boom era in a variety of styles contributing to the historical significance of the area. Countless details from the original buildings remain and add to the charm and sense of Greenfield's past which are irreplaceable and unique only to Greenfield. The history Greenfield and its changes over time are well documented through its architecture.

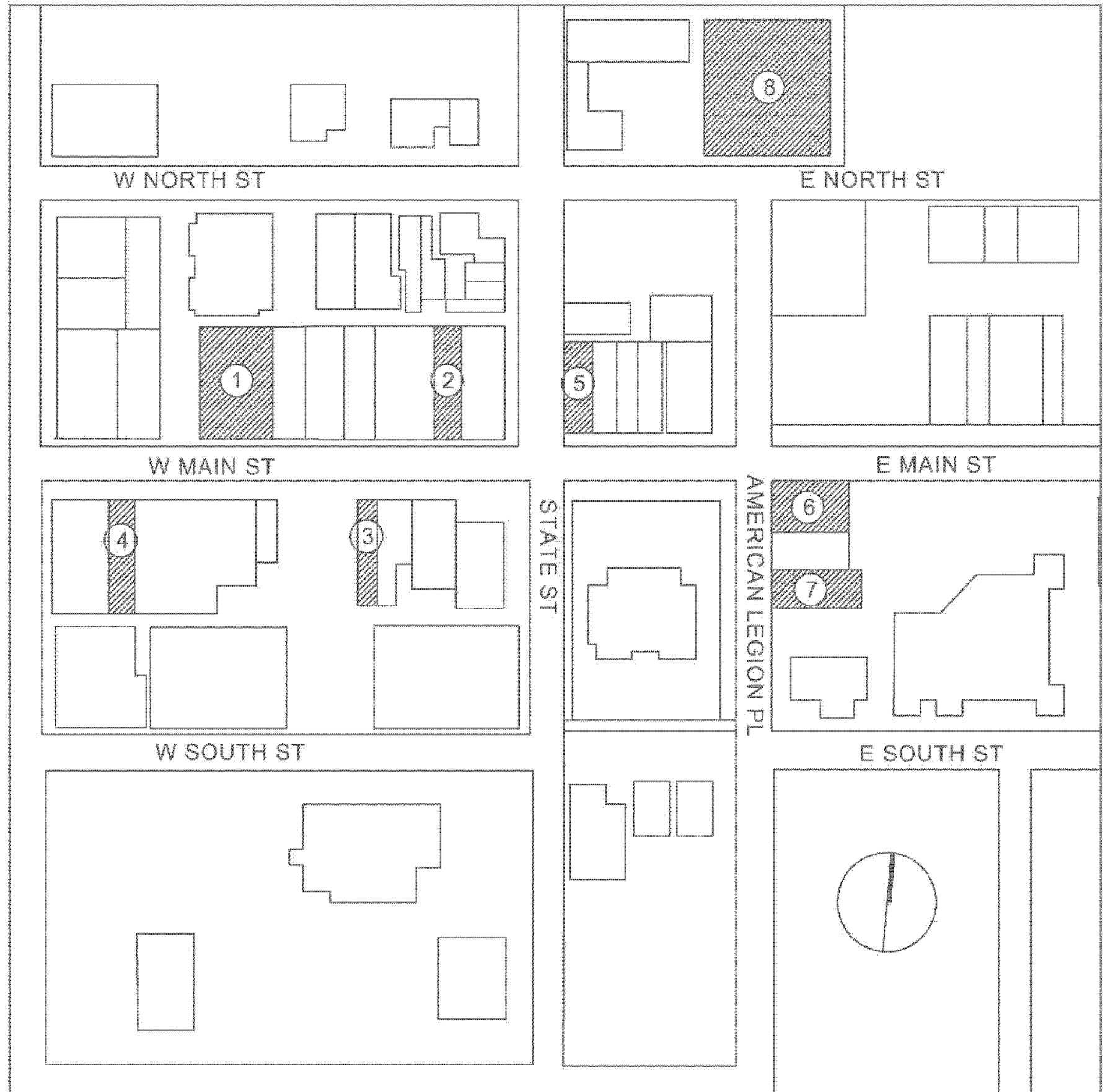


Above and Right: Good local sign, Hancock County Courthouse

Building Facades Location Map

Key:

- 1- 22 West Main Street
- 2- 8 West Main Street
- 3- 21 West Main Street
- 4- 113 West Main Street
- 5- 2 East Main Street
- 6- 3 American Legion Place
- 7- 9-11 American Legion Place
- 8- 98 East North Street



1 22 West Main Street

Building Information

Construction Date: c. 1860
 Style: Italianate
 Interim Report Classification: Contributing

Building Description

The building is a two story, painted-masonry structure. The first floor storefront is split into two bays. The first bay is further split into three smaller bays with a doorway in the central bay and windows in the flanking ones. The second half of the storefront has been altered to accommodate an overhead door. Above the storefront is a metal cornice terminated by large metal brackets. The second floor contains six identically spaced and sized arched windows. Each window is topped by a half moon window and rounded arch lintel. A large, deep metal cornice tops the building. Only one of the decorative brackets remains intact.

Existing Conditions

- Masonry in fair condition.
- The storefront is currently covered by a canvas mural on top of wood sheathing.
- Both metal cornices in deteriorating conditions.
- All metal brackets in varying stages of deterioration.

Recommendations

1. Move mural to side wall.
2. Restore metal coping on storefront cornice.
3. Restore metal brackets along the second floor cornice and on the storefront level.
4. New metal flashing along storefront cornice.
5. Replace second floor windows.
6. Remove metal masonry anchors.
7. Masonry tuckpointing where necessary.
8. Restore storefront with appropriate infill at each bay.
9. Clean loose and peeling paint from façade and repaint with lime passed paint.



Above: Existing facade



Above: Facade rehabilitation concept



Above: Storefront under existing mural



Above Left to Right: Metal cornice, Second floor window and brick details

2 8 West Main Street: L.A. Davis Building

Building Information

Construction Date: 1895
 Style: Romanesque Revival
 Interim Report Classification: Contributing

Building Description

The L. A. Davis Building is a two-story masonry building with a stone parapet wall, complete with decorative checkerboard panels, and a pressed tin central arch. The building also features quarry-faced stone tourettes and finials. The second story windows have rock-faced round arch heads and keystones complete with molded terra cotta insets. Across the top of the windows is a stone string course; a similar band serves as the sills. The piers between the windows are finished in rock-faced stone stops. The original storefront has been replaced with modern materials dating to a possible c.1950s remodel including granite panels and bronze storefront and canopy.

Existing Conditions

- Masonry in fair condition.
- Second floor windows are aluminum replacement windows, shorter than the original window height.
- Metal cornice and metal ornamentation are rusting and are deteriorating.
- Granite tile storefront with corrugated metal awning.

Recommendations

1. Remove metal awning & replace with contemporary bronze awning canopy.
2. Tuckpointing open or deteriorated masonry joints.
3. Remove abandoned masonry anchors.
4. Replace all second floor windows with new wood windows to match historic window size and configuration. Possibly introduce individual awnings above windows.
5. Restore and repaint metal "LA Davis" cornice ornamentation.
6. Restore metal and granite storefront.

7. Install new canopy lighting.
8. Reintroduce transom windows at storefront with obscure ribbed glass backlit.



Above: Existing facade



Above: Facade rehabilitation concept



Above: L.A. Davis cornice ornamentation



Above: Second floor windows



Above: L.A. Davis metal awning

3 21 West Main Street

Building Information

Construction Date: c. 1890
 Style: Italianate
 Interim Report Classification: Contributing

Building Description

The Farmers Insurance building is a two-story brick structure. The altered storefront (c. 1950) has a recessed entryway constructed from random ashlar limestone, aluminum, and glass storefront. The second floor has three windows. The center window is larger than the two flanking windows. Each of the flanking windows has a limestone header. There is a deep wooden cornice capping the building.

Historically, an identical building stood to the west of the Farmers Insurance Building. The building was removed in the 1990s. (See historic photograph c. 1890)

Existing Conditions

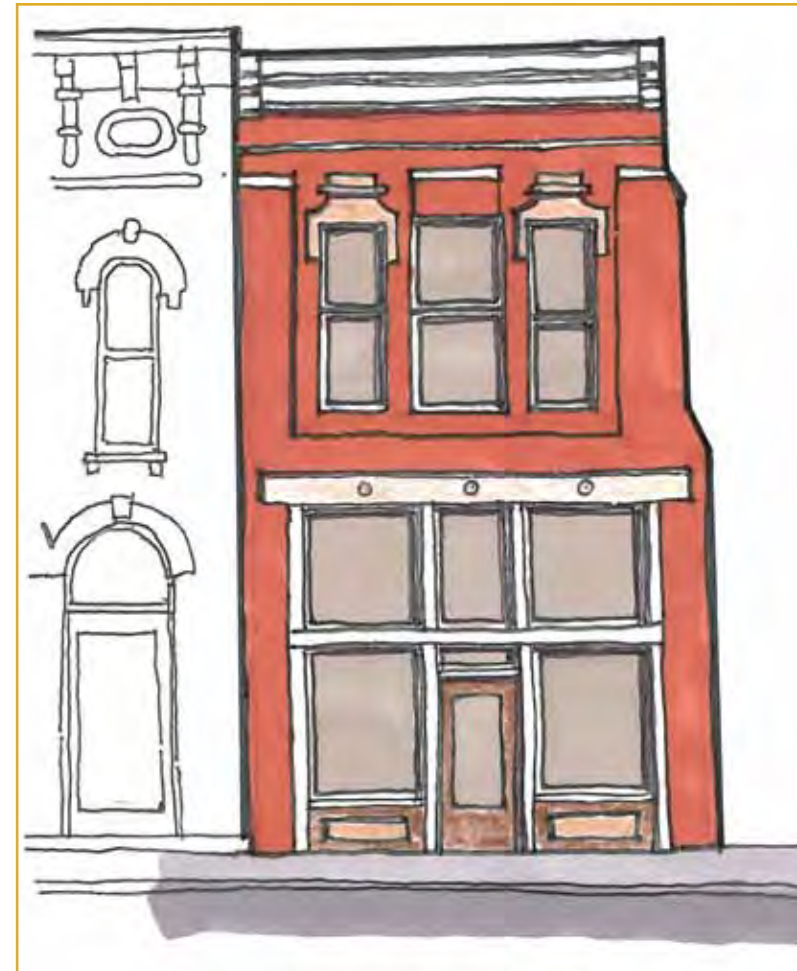
- Masonry in fair condition.
- Plywood panel above awning, unknown conditions beneath panel

Recommendations

1. Remove plywood panel
2. Restore second floor windows
3. Introduce accent paint colors
4. Modify storefront to reflect historic configuration with reintroduced transom, storefront, and centered door.
5. Restore and repair trim and door for the second floor entryway
6. Introduce decorative lighting and projecting sign consistent with Greenfield sign standards.



Above: Existing facade



Above: Facade rehabilitation concept



Above: Historic photo, c. 1890



Above Left to Right: Plywood panel, Vinyl awning



4 113 West Main Street

Building Information

Construction Date: c. 1920
 Style: Twentieth Century Functional
 Interim Report Classification: Contributing

Building Description

The building is broken up into two pieces. The first half is a two-story masonry building. The second floor features four identically sized windows with shallow arched brick headers. The building is terminated with a simple wood cornice with dentils finished at each end with simple brackets. The other half of the building is a single story masonry structure with an identical cornice. The building was added around an older brick residential building. The residence originally was placed between the Hotel Walsh pubs and billiards halls along Pennsylvania. In the 1920's, a storefront was added in front of that dwelling as the whole block became commercial in nature. The original house can still be seen, particularly at the second floor still prominent with hipped roof set on a deep wood cornice.

Existing Conditions

- Painted masonry on first floor, exposed masonry above street level.
- Masonry in fair condition.
- Aluminum replacement windows on second floor.
- Altered storefront transoms

Recommendations

1. Remove masonry anchors at upper level
2. Tuckpoint masonry at foundation
3. Reintroduce transom window at storefront
4. Restore storefront kickplate
5. Restore Luxfer Glass at entryway
6. Reuse existing front door
7. Restore 2nd floor windows
8. Restore cornice and repaint with contrasting paint colors to emphasize detailing.
9. Restore stair door
10. Install new appropriate projecting signs at each storefront.



Above: Existing facade



Above: Facade rehabilitation concept



Above: Historic photo, c. 1900



Above: Rear roof detail including residential building



Above: Luxfer glass

5 2 East Main Street

Building Information

Construction Date: c. 1890
 Style: Queen Anne
 Interim Report Classification: Notable

Building Description

The Randall Block was built c. 1890 and has two stories with a flat roof. The entablature consists of a pressed metal cornice, brackets, and modillion blocks with panels set into the frieze. Spanning the height of the second story at the corner of the building is an oriel window which is decorated with floral swags, dentils, and Corinthian pilasters between the windows. This prominent feature was once historically crowned by a conical dome marking the entry to the courthouse square from the north. The central, second story bay at the south elevation has a pedimented window head, braces underneath and quoins. A smooth stone string course serves as the window sills for the entire upper façade. To either side of this central bay are double-hung sashes with flat entablature heads. Modern storefront windows have replaced the original storefronts. The west elevation is punctuated with narrow second floor windows and first floor bays demarcated with flanking piers headed with limestone caps. The decorative metal cornice wraps to this side façade as well.

Existing Conditions

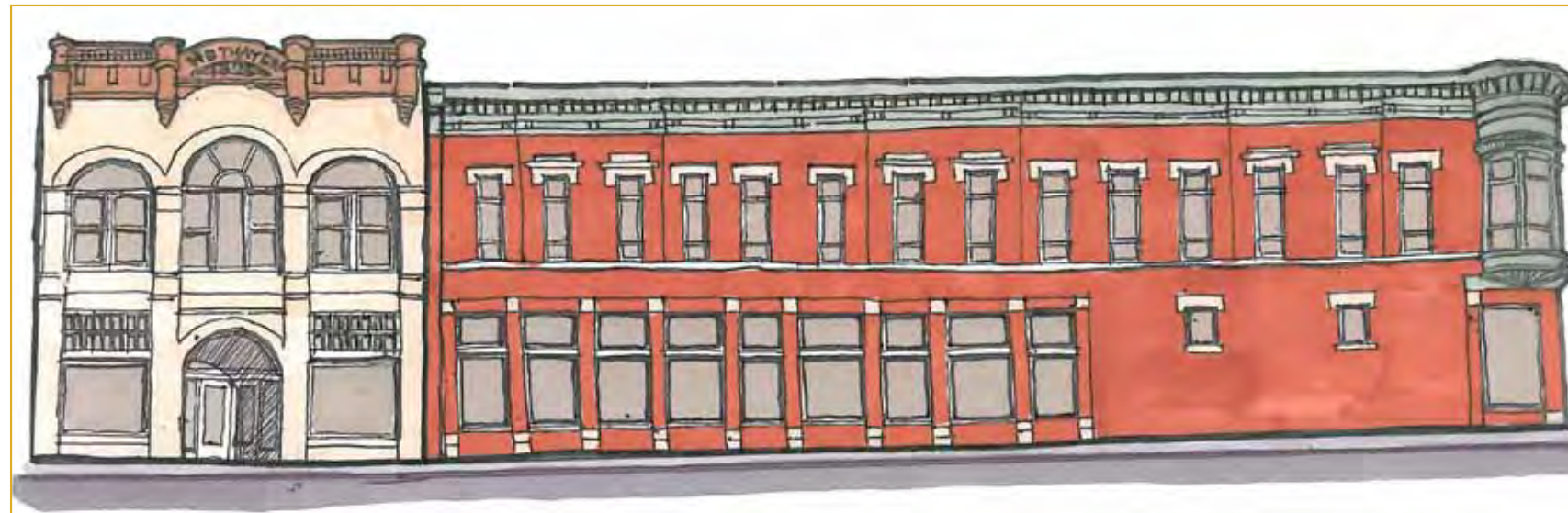
- Masonry in good condition
- Historic Integrity in tact
- Replacement storefront and upper windows.
- Pedestrian friendly signage and identification.
- Brick infilled opening on west elevation.

Recommendations

1. Introduce awning that provides sunlight protection of storefront as well as protection from weather, especially along the south side.
2. Restore second floor windows.
3. Remove masonry infill and install new storefront windows.
4. Repaint cornice in historically appropriate colors to emphasize decorative detailing.



Above: Existing facade



Above: Facade rehabilitation concept



Above Left to Right: Corner detail, Around the corner on State Street, Historical photo

6 3 American Legion Place

Building Information

Construction Date: 1890
 Style: Italianate
 Interim Report Classification: Contributing

Building Description

The building is a two story, painted masonry structure. The storefront along American Legion Place is split into four bays. The storefront features a long transom window band spanning the length of the building now infilled with identically sized square panels. The second floor, originally home to the Independent Order of Odd Fellows, is split into two bays, each containing a set of identical windows and divided by a narrow masonry pier. The window sill is a simple rusticated limestone band running continuous across the front of the building. Each window is adorned with a terra cotta entablature decorated with floral details. The top of the building is outlined by an ornate brick cornice with dentil detailing and a decorative terra cotta ornamental band, now painted.

Existing Conditions

- Masonry in good condition.
- Transom windows have been infilled.
- Second story windows have been infilled with flush plywood.
- Masonry is painted.
- Storefronts have been replaced.
- Signage is randomly placed and not easily legible.

Recommendations

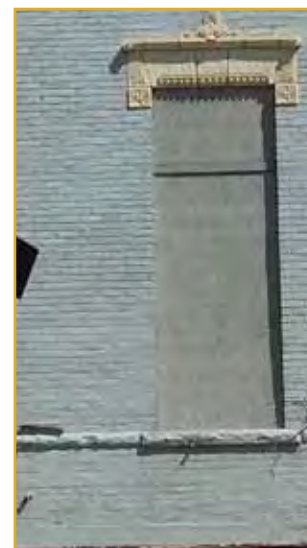
1. Reintroduce second floor windows
2. Remove paint from cornice.
3. Restore transom windows and introduce appropriate awnings.
4. Redo front entries and storefront.
5. Install new appropriate window signage and eliminate existing advertising.
6. Repair metal fire stair.
7. Clean paint from facades, determine condition, tuckpoint and repaint.



Above: Existing facade



Above: Facade rehabilitation concept



Above: Facade details



Above: Historic photo in early twentieth century.

7 9-11 American Legion Place

Building Information

Construction Date: c. 1920
 Style: Twentieth Century Functional
 Interim Report Classification: Contributing

Building Description

This buff, raked faced brick masonry building has seen various alterations over the years. Originally, this building contained a laundry and steam business and a bicycle repair shop. These buildings were combined and made into a movie theater in 1927. With its storefront significantly altered and the third floor void of all openings, the character presented to the street is relatively void of interest. The vinyl barrel vault awning has a more suburban feel. Original limestone detailing remains, but is very simplistic in its design.

Existing Conditions

- Masonry in fair condition.
- Storefront altered
- South facing common wall is an EIFS system.
- Steel beam remains at former theater entrance.

Recommendations

1. Tuckpoint brick
2. Create upper level interest with alterations to masonry surface.
3. Restore second floor windows.
4. Install new shed fabric awnings.
5. Replace entry doors
6. Install new storefront at recessed entry and at windows.



Above: Existing facade



Above: Facade rehabilitation concept



Above: Detail of brick and vinyl awning



Above: Historic photo in early twentieth century.



Above: Two small structures from the early twentieth century on site of 9-11 American Legion Place

8 98 East North Street

Building Information

Construction Date: 1923
 Style: Neo-Classic
 NR Classification: Outstanding

Building Description

The Memorial Building is a three-story stately brick structure with monument-like ornamentation. Brick quoins flank the entrance and are located at the front corners. The primary entrance facing North Street is surrounded by stacked smooth-faced limestone blocks with an inscribed entablature. The blocks are engraved with "This Building Erected In Honor of Those Citizens of Hancock County Who Answered Their Country's Call." Immediately above are three windows capped with a second carved limestone marker reading, "HancockCountyMemorial." Additional limestone detailing is found in banding at the raised foundation, window sills, and a continuous band above the second floor window heads and at the basement level window heads. A grand stair flanked by half walls capped in limestone and illuminated with decorative lamp posts lead to double entry doors with transom.

Existing Conditions

- Masonry is in good condition.
- Accessibility to building is a challenge
- Grand entry stair flushed by a pair of pedestal globe fixtures
- Building is currently underutilized with opportunity to provide recreational and entertainment space.

Recommendations

1. Handicap accessibility must be addressed to allow full use of the building.
2. Alteration or an addition to accommodate a multi-stop elevator should be considered to maximize the building's potential.
3. Masonry tuckpointing
4. Conduct a feasibility study to better understand potential uses, building function, renovation recommendation, possible building expansion and costs.

5. Consider a development partnership to facilitate the building's use and operation (e.g. YMCA, Hancock Regional Hospital, etc.)



Above: Existing facade



Above: Sketch of potential building expansion

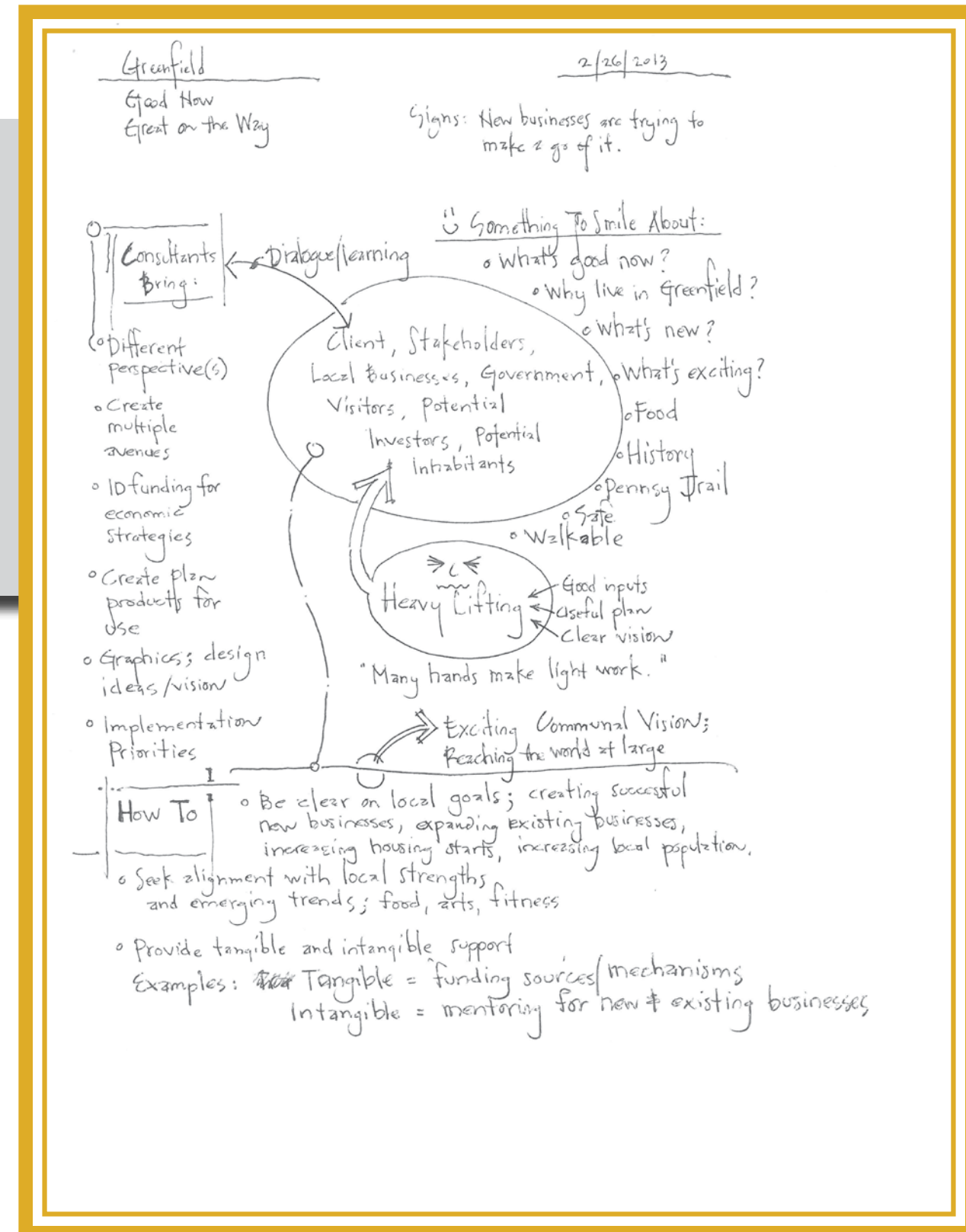


Above and Right: View looking northwest, Inscribed entablature



Above: Ornamentation and details

10. Action Items



Action Items

The heavy lifting locally begins after the plan is done. Although the Greenfield Revitalization Plan document itself is static, the planning for Greenfield's downtown revitalization continues and evolves over time. The Action Item matrix acts as a guide to provide concrete activities to launch the plan over the next few years and create momentum towards future successes.

The activities are shared between groups within the community while some action items are the province of a particular entity. For example, updating the existing zoning ordinance is the responsibility of city government while development of infrastructure improvements will take the efforts of many in the community.

LEGEND



High Priority Year 1-2



Medium Range Priority Year 1-5



Long Range Priority Year 1-10



Ongoing Effort



Implementation Lead



Implementation Support

ACTION ITEMS		IMPLEMENTATION SOURCE												
		City of Greenfield	Greenfield Main Street	Hancock County	Building Owners	Private Developers	Chamber of Commerce	HC Econ Dev Comm	Service Clubs	Festival Committee	Business Owners	Visionary Committee	Consultant Support	Other
PRIORITY	PLAN ELEMENT													
	Adopt Downtown Revitalization Plan	●	○	○	○	○	○	○	○	○	○	○	○	Hancock County
	Create Impementation Task Force	●	○											
	Update Strategic Goals for Downtown	●	●	○	○		○	○				●		
	Update Downtown Zoning Ordinance	●	○		○	○	○				○	○		
	Implement T.I.F. District	●											○	
	Create Food/Art/Literary District	●	●	○	○	○	●	●	○	●	○	●		
	Establish Façade Improvements Loan Fund	●	●		○			●			○	○		
	Develop City Hall Infill Project	●				●		○				○	●	
	Complete Parking Study	●										○	●	
	Apply for Façade Improvements Grant	●	○	○	○		○	○			○	○	●	
	Create New Urban Park at South and Pennsylvania Streets	●	○		●	●						○	●	
	Initiate Downtown Housing Projects	●	○		●	●						●	○	
	Initiate South Street Corridor Improvments	●	○		○	○						●	○	
	Initiate North Street Corridor Improvemets	●	○		○	○						●	○	Hancock County Regional Hospital
	Initiate Additional Main Street Corridor Improvements	●	○		○	○						●	○	
	Implement Riley Art and Literary Trail	●	○	○	○	○	○	○	○	○	○	○	○	Riley Home and Museum
	Create north/south Pedestrian Corridor at Alley between Pennsylvania and State Streets	●			○						○	●	○	
	Develop Memorial Building Health Amenity	○		●	○	●						○	●	Hancock County Regional Hospital
	Initiate Co-Op Granary Redevelopment	○			○	●						○	●	
	Rehabilitation of Salvage Yard for Fitness Park	●									○	●	●	Hancock County Regional Hospital
	Develop Greenfield Education and Conference Center	○					○	○			○	●	●	Alliance with State University
	Organize Downtown Entrepreneur's Club	○				○	●	○			○	○		Hancock County Community Foundation
	Revise Downtown Design Guidelines	●	○		○						○	○	○	
	Engage Downtown Investment Group		○			○		●			○	○		Hancock County Community Foundation
	Develop and Coordinate Downtown Festivals		○						○	●		○		
	Recruit Downtown Bar/Brewery	○	○		○		●	●				○		
		City of Greenfield	Greenfield Main Street	Hancock County	Building Owners	Private Developers	Chamber of Commerce	HC Econ Dev Comm	Service Clubs	Festival Committee	Business Owners	Visionary Committee	Consultant Support	Other



Action Items Outline

1. ADOPT DOWNTOWN REVITALIZATION PLAN

2. CREATE IMPLEMENTATION TASK FORCE

- a) Select representative cross section of motivated leaders.
- b) Involve in all following Action Items.
- c) Approach business and land owners about long-range goals and develop partnerships.
- d) Anticipate application for Stellar Communities Grant.

3. UPDATE STRATEGIC GOALS FOR DOWNTOWN

- a) Establish and promote new whole foods identity for downtown district.
- b) Establish and promote new fitness activities for downtown district.
- c) Establish and promote art and literary identity for downtown district.

4. UPDATE DOWNTOWN ZONING ORDINANCE

- a) Special zoning overlay for Art/Literary/Food District.
- b) Make TIF district have same boundary as Art/Literary/Food District.
- c) Encourage downtown housing – mixed density.
- d) Adopt signage guidelines.

5. IMPLEMENT TIF DISTRICT

- a) Engage redevelopment commission in discussion on a new district.
- b) Decide boundaries of new TIF district.
- c) Apply to state for new district.

6. CREATE FOOD/ART/LITERARY DISTRICT.

- a) Make coincide with TIF and special zoning overlay.
- b) Create programming/promotional committee or position.
- c) Reestablish farmer's market downtown.
- d) Develop/coordinate downtown festivals.

7. ESTABLISH FACADE IMPROVEMENTS LOAN FUND

- a) Explore funding sources from OCRA or from the new TIF district.
- b) Study existing models, such as the City of Warsaw's program.
- c) Establish account for matching funds.
- d) Begin building owner outreach for participation.

8. CITY HALL INFILL

- a) Identify development partner.
- b) Design to be compatible infill yet exciting new design to signify arrival to the City Center.

9. COMPLETE PARKING STUDY

- a) Identify existing counts vs. proposed needs.
- b) Create parking cooperative allowing parking in private lots and county lots on weekends and during events.

10. CREATE NEW URBAN PARK AT SOUTH AND PENNSYLVANIA STREETS

- a) Develop Phase 1 – playground and splash pad on east 1/3 of parking lot.
- b) Develop Phase 2 – farmer's market on northern 1/3 of parking lot.
- c) Develop Phase 3 – great lawn, performance venue, coffee/ice cream parlor, on remaining 1/3 of parking lot.

11. CREATE DOWNTOWN HOUSING

- a) Encourage adaptation of existing downtown buildings and second-story spaces into housing.

- b) Assemble RFQs for developers' proposals for new housing.
- c) Encourage new infill.
- d) Encourage multi-generational housing and promote walkable/accessible housing.
- e) Create 50 new units above existing commercial spaces by 2015.
- f) Create 200 new units by 2015.
- g) Create 500 new units by 2020.

12. MAIN STREET CORRIDOR IMPROVEMENTS

- a) Encourage downtown living.
- b) Develop mixed-use infill at northeast corner of Pennsylvania and Main Streets.
- c) Develop infill at northeast corner of American Legion Place and Main Street.
- d) City Hall Infill (see Item 8 above).

13. SOUTH STREET CORRIDOR IMPROVEMENTS

- a) Develop gateway at intersection of State and South Streets.
- b) Encourage new mixed use development/infill particularly on north side of street.
- c) Implement amenity infrastructure improvements between State and Pennsylvania streets.

14. NORTH STREET CORRIDOR IMPROVEMENTS

- a) Develop gateways on east and west sides of State Street and North Street.
- b) Encourage appropriate building renovation.
- c) Encourage new mixed use development/infill.
- d) Implement amenity infrastructure improvements between Pennsylvania Street and American Legion Place.

15. RILEY ART AND LITERARY TRAIL

- a) Determine routes of trail and cultural amenities to be connected.
- b) Gain building/business owner support.
- c) Fund and implement trail in segments.

16. NORTH/SOUTH PEDESTRIAN CORRIDOR IN ALLEY BETWEEN PENNSYLVANIA AND SOUTH STREETS CONNECTING NORTH AND SOUTH STREETS

- a) Designate pedestrian corridor within alley space.
- b) Maintain vehicular parking where possible.
- c) Introduce wayfinding signs.
- d) Introduce green space.

17. MEMORIAL BUILDING HEALTH AMENITY

- a) Seek development partners.
- b) Utilize Historic Preservation Tax Credits if possible to demonstrate their success and creative use.
- c) Promote accessibility.

18. CO-OP GRANARY REDEVELOPMENT

- a) Conduct feasibility study for building's use and development potential including costs.
- b) Begin relocation/acquisition discussions with property owner.
- c) Conduct structural/environmental assessment.
- d) Utilize Historic Tax Credits in the development if possible.
- e) Seek development partner.

19. SALVAGE YARD REHABILITATION INTO FITNESS PARK

- a) Begin relocation/acquisition discussions with property owner.
- b) Conduct environmental assessment and remediation.
- c) Plan and develop new fitness/adventure play destination.

20. EDUCATION CONFERENCE CAMPUS

- a) Begin relocation/acquisition discussions with property owners.
- b) Develop partnerships with educational institutions for potential satellite campus.
- c) Identify and develop conference and lodging opportunities.

21. ADOPT DOWNTOWN DESIGN GUIDELINES

- a) Encourage building renovation.
- b) Encourage appropriate infill and new design.
- c) Encourage appropriate signs.
- d) Discourage demolition of historic buildings or features.

22. ORGANIZE ENTREPRENEUR CLUB

- a) Test the idea with key stakeholders such as Main Street and the Chamber of Commerce.
- b) Follow the organizational ideas in the Retail Strategy Chapter of this report.

23. ENGAGE A DOWNTOWN INVESTMENT GROUP

- a) Using this document as a recruitment tool, meet with potential downtown investors and developers to share the vision of the city's future.

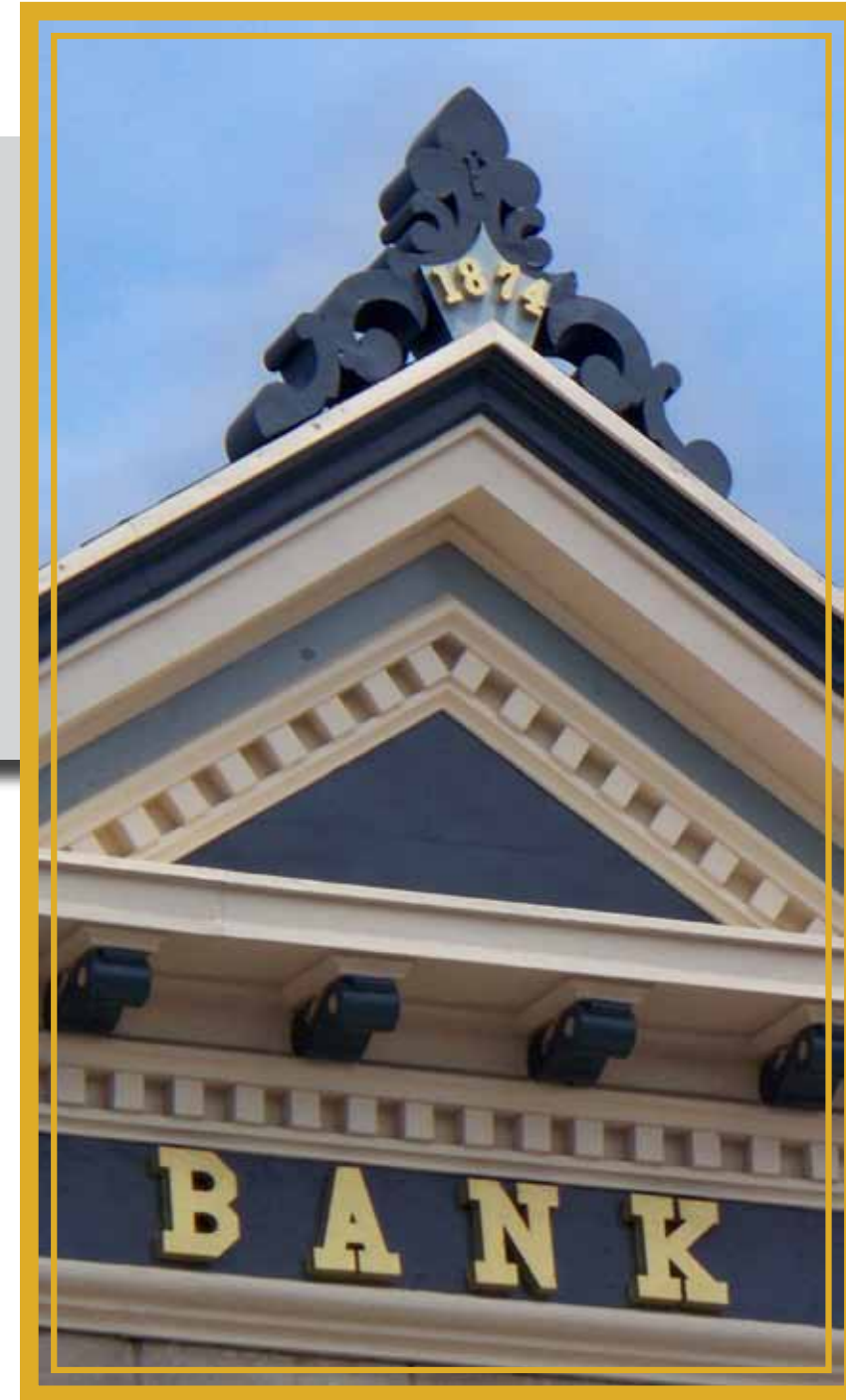
24. DEVELOP NEW AND COORDINATE EXISTING DOWNTOWN FESTIVALS AND EVENTS**25. RECRUIT A DOWNTOWN BAR**

- a) Using the information in the Retail Strategy Chapter of this report, prepare a marketing packet for prospective developers.
- b) Consider visiting sports bars, microbreweries and similar business in other communities, with the idea of attracting them to Greenfield.





11. Funding Sources





FUNDING SOURCES

Note:

These funding sources were researched in mid 2013. Although generally reliable, please be aware of the possibility of staff changes and web page updates over time as a result of administrative revisions and the addition of new information.

Titles and text were taken direct from the web sites of each entity listed.

IHCDA: COMMUNITY INVESTMENT FUND OF INDIANA

<http://www.in.gov/myihcda/2367.htm>

January 2013 Launch

A Community Development Financial Institution (CDFI) provides capital, credit, and financial services to markets and populations that are underserved by traditional financial institutions. Communities can rebuild their physical environments and help businesses create jobs by accessing the capital and services of a CDFI.

CDFIs provide a unique range of financial products and services in economically distressed target markets, including mortgage financing for low-income and first time homebuyers and non-profit developers, flexible underwriting and risk capital for community facilities, and technical assistance, commercial loans and investments to start-up or expanding businesses in low-income areas.

In 2010, IHCDA incorporated the Community Investment Fund of Indiana, Inc. (CIFI) to be certified as a statewide, non-profit CDFI. CIFI offers risk capital, loans, mezzanine financing, and other support for community revitalization

initiatives, including commercial and mixed-use development, entrepreneurship and small business expansion, community facilities, and light industrial projects. For more information about CIFI and projects that might be eligible for CIFI's support, visit our website coming soon.

HOME FUNDS

<http://www.hud.gov/offices/cpd/affordablehousing/programs/home/>

Types of Assistance

HOME funds are awarded annually as formula grants to participating jurisdictions. HUD establishes HOME Investment Trust Funds for each grantee, providing a line of credit that the jurisdiction may draw upon as needed. The program's flexibility allows States and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance or security deposits.

Eligible Grantees

States are automatically eligible for HOME funds and receive either their formula allocation or \$3 million, whichever is greater. Local jurisdictions eligible for at least \$500,000 under the formula (\$335,000 in years when Congress appropriates less than \$1.5 billion for HOME) also can receive an allocation. Communities that do not qualify for an individual allocation under the formula can join with one or more neighboring localities in a legally binding consortium whose members' combined allocation would meet the threshold for direct funding. Other localities may participate in HOME by applying for program funds made available by their State. Congress sets aside a pool of funding, equivalent

to the greater of \$750,000 or 0.2 percent of appropriated funds, which HUD distributes among insular areas.

INDIANA ARTS COMMISSION

<http://www.in.gov/arts/grant&programguidelines.htm>

All IAC grant applications and reports are now online. All direct grant programs will be applied to through IAC's Online Grant System. Even if your grant deadline is months away, you can start to enter your basic information and manage your grant application now. To start an application, select the program you wish to apply for below and read the section on how to apply.

Only one application is allowed per year, per organization or 501(c)(3) for a grant in any of the following IAC grant categories: Reginal Initiative Grants (Arts Project Support and Arts Operating Support) Arts Operating Support II, Arts Operating Support III, Statewide Arts Service Organizations, Arts in Education, and Regional Arts Partnership Regional BlockGrant, and Regional Arts Partnership Operating Support. If special funding opportunities arise, some deviation from this rule may be permitted on a case-by-case basis at the discretion of the IAC and the funding source. Public entities, chapters/affiliates, and fiscal agent relationship will be handled on a case-by-case basis.

Types of Grants Available:

- One-time Grants
- Grants for Individual Artists
- Annual Grants for Organizations
- Biennial Grants for Organizations
- Special Programs

INDIANA DEPARTMENT OF NATURAL RESOURCES

Historic Preservation Fund

<http://www.in.gov/dnr/historic/3671.htm#hpf>

Type of funds: Federal

Program occurrence: Annual

Total funds available: Variable

Maximum grant award: \$35,000 for Architectural and Historical; \$50,000 for Acquisitin & Development and Archaeology.

Matching share ratios: 50% federal / 50% local for most projects

70% federal / 30% local for survey projects

Length of program: 13 months

Eligible applicants:

- Municipal government entities
- Educational institutions
- Not-for-profit organizations with 501(c)(3) status

Project categories: Architectural and Historical, Archaeological, and Acquisition and Development (Rehabilitation)

Each year, the DHPA receives funding under the Historic Preservation Fund (HPF) Program, which is administered by the U.S. Department of the Interior, National Park Service. The HPF Program helps to promote historic preservation and archaeology in Indiana by providing assistance to projects that will aid the State in meeting its goals for cultural resource management. Of Indiana's annual HPF allotment, about 65% is set aside to fund a matching grants program and cooperative agreements to foster important preservation and archaeology activities, such as co-sponsorship of the annual Cornelius O'Brien Conference on Historic Preservation. The remainder

of this funding pays for office interns, Archaeology Month and Preservation Week programs, printing and mailing of the Division's newsletter and other public education materials, and the purchase of necessary office equipment for the Division.

Under the HPF matching grants program, grant awards are made in three project categories. When applying for grant funds, applicants must be certain to request and complete the appropriate application packet for their project category.

Architectural and Historical projects include: National Register nominations for eligible historic districts; public education programs and materials relating to preservation, such as workshops, training events, publications, and brochures; feasibility studies, architectural and engineering plans, and specifications for the rehabilitation and/or adaptive reuse of National Register-listed properties; historic structure reports for National Register-listed properties; and historic context studies with National Register nominations for specific types of historic resources.

- Application - (PDF version)
- Application - (Word version)

Archaeological projects include: survey, testing, and research focused on specific geographic areas or cultural groups; National Register nominations for individual or multiple archaeological sites; and public education programs and materials relating to archaeology.

- Application - (PDF version)
- Application - (Word version)

Acquisition and Development projects

include the preservation, rehabilitation, restoration, and acquisition of National Register-listed properties. This category is often referred to as "bricks and mortar money," and is used to help save buildings and structures that are severely threatened or endangered. Note that properties not listed in the National Register are not eligible to receive federal HPF funds.

- Application - (PDF version)
- Application - (Word version)

Investment Tax Credit Programs

<http://www.in.gov/dnr/historic/3680.htm>

Income tax credits are the principal governmental subsidy available for privately owned and funded historic preservation activities. Both the federal government and the state of Indiana offer a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. A net subsidy equaling 40% of qualified rehabilitation costs may be yielded by participation in both programs. Eligible properties include commercial buildings, factories, or even old houses but they must be income producing, such as rental properties.

A taxpayer should claim the federal tax credit in the tax year during which the building (or phase of project) is placed in service. Because the Indiana state program limits the amount of credits that may be granted in a single year, the taxpayer is notified by the state when he or she may claim the Indiana credit. Both state and federal programs permit carryover of unused credit to subsequent tax years. The Indiana RITC is also limited

to a maximum credit of \$100,000 per project. The taxpayer has up to 30 months following the claim of a federal tax credit to complete the certification that the project meets the Secretary of the Interior's Standards. However, the Part 1 application, Determination of Eligibility, must have been submitted prior to filing the credit claim. Both Indiana state programs require that the completed project be certified as complete before a tax claim may be submitted. Indiana tax credits are assigned to specific Indiana fiscal years for purposes of tax filing.

The Land & Water Conservation Fund (LWCF)

<http://www.in.gov/dnr/outdoor/4071.htm>

The Land and Water Conservation Fund was passed by Congress in 1965 to assist eligible governmental units in the provision of new park areas.

Grant funding amounts.

The Land and Water Conservation Fund applicants may request amounts ranging from a minimum of \$10,000 up to a maximum of \$200,000. If any changes are made to the manual/application they will be posted by March 1. Applications are available online or upon request from the Division of Outdoor Recreation. The application is required to be submitted or post-marked by June 1.

Who is eligible?

Only park and recreation boards established under Indiana law are eligible. The park and recreation board must also have a current 5-year master plan for parks and recreation on file, approved at the Division of Outdoor Recreation.

INDIANA FINANCE AUTHORITY PROGRAMS

The Indiana Finance Authority offers several financial programs and incentives to businesses, manufacturing facilities and communities.

Tax-Exempt Bond Programs

These programs offer opportunities for manufacturing facilities, businesses and not-for-profits to finance projects through tax-exempt bonds. Learn more.

- Indiana Brownfields Program- The Indiana Brownfields Program offers educational, financial, legal and technical assistance to communities who wish to revitalize "brownfields" - abandoned properties with actual or perceived contamination - in their area. Learn more.
- State Revolving Fund Loan Program- The State Revolving Fund (SRF) Loan Programs offer low-interest financing for political subdivisions and other eligible entities to construct or rehabilitate wastewater and drinking water infrastructure. Learn more.

Tax-Exempt Bond Programs

Volume Cap Program (prerequisite for tax-exempt financing through IFA)

- The IFA awards Volume Cap to applicants within Indiana's allotted capacity to issue tax-exempt private activity bonds. Volume Cap is competitively awarded based on jobs created and/or retained, wages, capital investment, project location, dedication to low-income housing and other factors. A borrower who is not a 501(c)(3) must be awarded Volume Cap

before issuing bonds through the IFA.

Large Bond Program (for lower-interest borrowing of amounts more than \$3M)

- Applicants who need to issue more than \$3 million in bonds can utilize the IFA through this program. Also known as Industrial Revenue Bonds (IRBs) or Industrial Development Bonds (IDBs), these private activity bonds are issued by state or local government entities for the benefit of a private company.

Small Bond Program (for lower-interest borrowing of amounts \$3M or less)

- Applicants who need to issue \$3 million or less in bonds can utilize the IFA's Small Bond Program. The bonds can be used for costs related to manufacturing, agriculture and nonprofit organizations such as charter schools.

INDIANA LANDMARKS – ENDANGERED PLACES PROGRAM

<http://www.indianalandmarks.org/Resources/Pages/GrantsLoans.aspx>

Endangered Places Grants

Indiana Landmarks' makes Endangered Places Grants available to nonprofit organizations for professional architectural and engineering feasibility studies and other preservation consulting services, as well as organizational development. The grants may not be used for physical restoration work. We award Endangered Places Grants on a four-to-one matching basis, with four dollars from us matching each local cash dollar. We will fund 80% of the total project

cost up to \$2,500. For more information, contact the Indiana Landmarks regional office nearest you.

Endangered Places Loans

Nonprofit preservation organizations may apply to Indiana Landmarks for Endangered Places loans to buy and/or restore historic properties. The recipient of loan funds must attach Indiana Landmarks' protective covenant to the property deed. Indiana Landmarks' Endangered Places Loans have a \$75,000 limit and low-interest terms for the first three years. In making loan decisions, we give special consideration to projects that will save buildings listed in or eligible for the National Register of Historic Places or located in a National or State Register historic district. For more information, contact the Indiana Landmarks regional office nearest you.

**INDIANA OFFICE OF COMMUNITY AND RURAL AFFAIRS
Community Economic Development Fund**

<http://www.in.gov/ocra/2373.htm>

Introduction and Description

The Community Economic Development Fund (CEDF) is a grant program administered by the Indiana Office of Community and Rural Affairs (OCRA) and is funded with federal Community Development Block Grant (CDBG) dollars. These grants support a variety of projects that create or retain jobs that benefit low to moderate income persons.

Applicant Eligibility

The following entities are eligible for the Community Development Block Grant:

- Small cities which do not receive

CDBG funds directly from U.S. Housing and Urban Development (HUD);

- Incorporated towns;
- Counties (excluding Lake and Hamilton, which receive funds directly from HUD).

Program/Project Eligibility

The Local Unit of Government must have a company identified. The Company must commit to creating net new permanent full-time jobs. Transferred jobs are not eligible for CDBG assistance. Eligible activities typically include acquisition of land, construction or renovation of a building to accommodate the business, purchase of capital equipment or infrastructure improvements.

The project must meet one of the national objectives and be an eligible activity under the CDBG program, and it must comply with applicable state and federal laws and regulations.

The eligible national objectives for this program are:

- Job Creation- Must benefit low and moderate income persons – at least 51% of beneficiaries

Funding and Distribution

There is approximately \$1.5 million available each year through this program. The maximum amount per job created is determined by OCRA on a project by project basis.

Application Process

Applications are accepted on an ongoing basis. Applicants must first contact their local Indiana Economic

Development Corporation (IEDC) representative to discuss the project. After consultation, IEDC may determine the project to fit the requirements of the program at which point OCRA will be brought in for additional meetings to further examine the eligibility of the project.

Technical Assistance

The Office of Community and Rural Affairs can provide assistance with project development and the application process. All communities should contact the IEDC prior to contacting the Office of Community and Rural Affairs regarding Community Economic Development Fund projects.

Geoff Schomacker
Project Manager
Indiana Office of Community and Rural Affairs
One North Capitol, Suite 600
Indianapolis, IN 46204
Tel: (317) 232-8909
Email: gschomacker@ocra.in.gov

Questions regarding these policies should be directed to the Director, Grant Support Division by calling (317) 232-1703 or (800) 824-2476; or you may write: Indiana Office of Community and Rural Affairs, Director, Grant Support, One North Capitol, 6th Floor, Indianapolis, IN 46204

INDIANA OFFICE OF COMMUNITY AND RURAL AFFAIRS

Community Focus Fund Planning Grant
<http://www.in.gov/ocra/2374.htm>

Introduction and Description

The Community Focus Fund Planning Grant program is administered by the Office of Community and Rural Affairs and funded with federal Community Development Block Grant (CDBG) dollars. It is designed to assist in the funding of feasibility plans and research for future projects that either benefit low to moderate income persons or eliminate slum and blight in communities. The goal is to identify needs/issues, explore options in addressing them, and determine the best course of action.

Applicant Eligibility

The following entities are eligible for the Community Focus Fund Planning Grant:

- Small cities which do not receive CDBG funds directly from U.S. Housing and Urban Development (HUD);
- Incorporated towns;
- Counties (excluding Lake and Hamilton, which receive funds directly from HUD).

Program/Project Eligibility

Typical eligible planning activities include feasibility studies, preliminary engineering reports (PERs), specific project plans, and assessment for issues such as, land use, economic development, downtown revitalization, comprehensive plans, utilities, and historic preservation. Most costs associated with data gathering, studies, analysis, and the preparation of plans are eligible for reimbursement.

The project must meet one of the national objectives and be an eligible activity under the CDBG program, and it must comply with applicable state and federal laws and regulations. The national objectives are:

- Benefit to low and moderate income persons; or
- Prevention/Elimination of slum and blight

Funding and Distribution

The total amount available each fiscal year is approximately \$1 million. The Indiana Office of Community and Rural Affairs (OCRA) has established the following maximum grant award amounts: For environmental infrastructure studies, the limits are as follows: \$30,000 for a study on a single utility, \$40,000 for a study on two utilities, and \$50,000 for a master utility study (water, wastewater, and storm water); Dam and Levee System Evaluations will be limited to \$50,000; Comprehensive Plans and Economic Development Plans are limited to \$40,000; Downtown Revitalization Plans are limited to \$30,000 or \$40,000 based on population, all other plans will be limited to \$15,000. The maximum award is not intended to serve as a target figure for requests for grant assistance. A local match of at least 10% of the total project cost is required, 5% must be in the form of cash or debt. Additional in-kind contributions can be counted as a local match up to 5% of the total project cost, with a maximum of \$2,500.

Application Process

Applications are accepted on a monthly basis, with a deadline of the last business day of each month. A letter of intent to submit a Planning Grant application

must be sent to OCRA a minimum of one month prior to submission of the application. This will allow Community Affairs staff to conduct a site visit prior to the procurement process and completion of the application. The procurement process for obtaining professional services for the planning study must be completed prior to submitting an application, which may result in a 60-day period between letter of intent and submittal of the application. At the time of application, a city or town cannot have more than one open Community Focus Fund (CFF), Main Street Revitalization (MSRP), Flexible Fund (FF) or Planning Grant, and a County cannot have more than two open CFF's, FF's, MSRP's and/or Planning Grants. Any open grants must be under construction by the time a Planning Grant application is submitted.

Technical Assistance

Questions regarding these policies should be directed to the Director, Grant Support Division by calling (317) 232-1703 or (800) 824-2476; or you may write: Indiana Office of Community and Rural Affairs, Director, Grant Support, One North Capitol, 6th Floor, Indianapolis, IN 46204

National Endowment for the Arts

<http://www.nea.gov/grants/>

This agency provides grants to organizations for a wide variety of programs including artist communities, arts education, dance, design, folk & traditional arts, literature, local arts agencies and several more. Grants generally range from \$10,000 to \$100,000.

Small Business Administration

<http://www.sba.gov/category/navigation-structure/loans-grants>

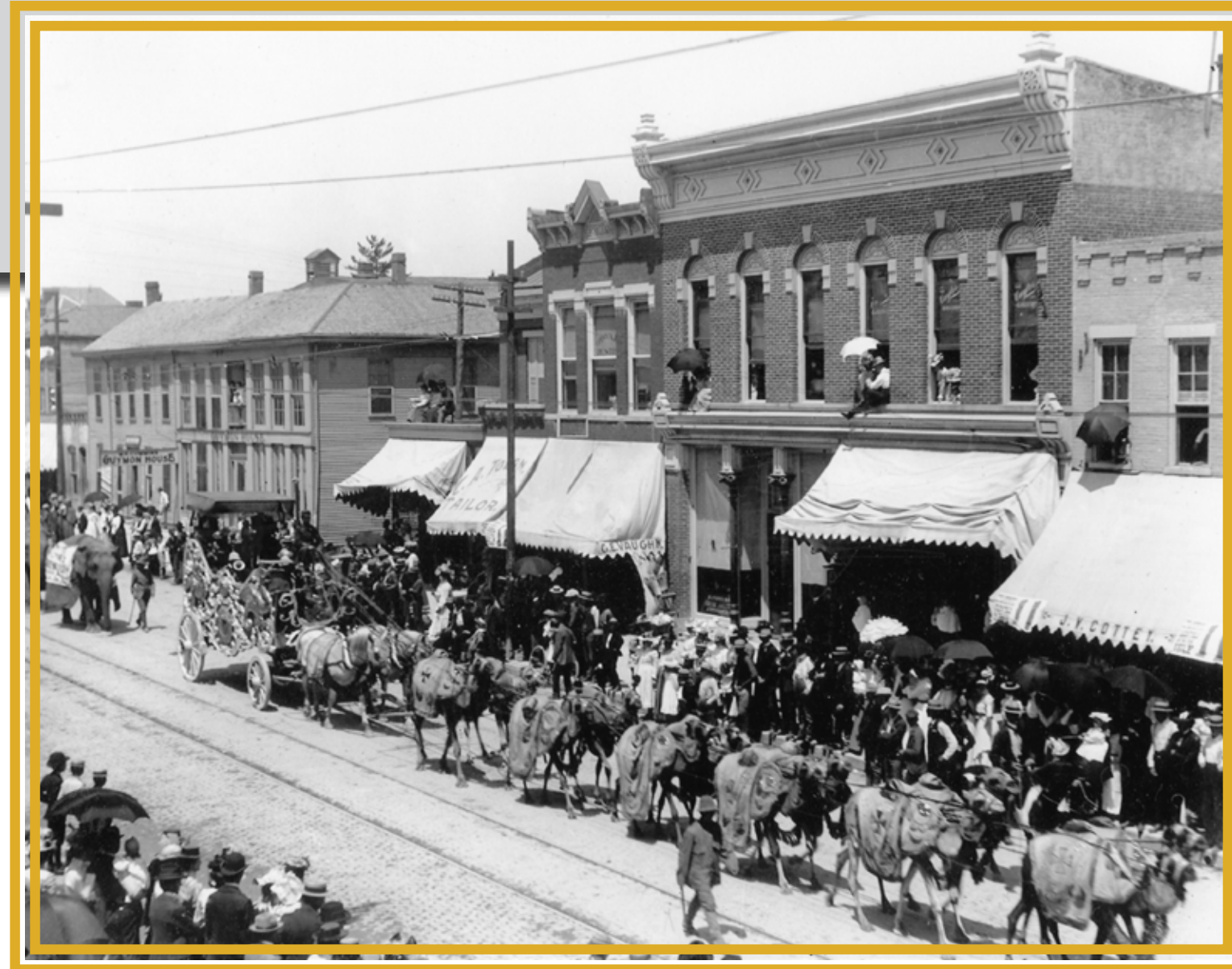
SBA offers a grants for small businesses engaged in research and development under several federal agencies. The web address above provides a portal allowing access to different areas of the federal government that may be of interest to local businesses. In addition, a "Loans and Grants Search Tool" is also available on the site as well.

STATE OF INDIANA FINANCE AUTHORITY

Indiana Brownfield Program
http://www.in.gov/ifa_brownfields/2366.htm

An environmental program of the Indiana Finance Authority, the Indiana Brownfields Program offers educational, financial, legal and technical assistance and works in partnership with the US Environmental Protection Agency and other Indiana agencies to assist communities in making productive use of their brownfield properties.

12. Bibliography



Bibliography

For historical and existing conditions information on the Greenfield Community:

Hancock County Historical Society
<http://www.hancockcohistory.org/cohistory.html>

Wikipedia
http://en.wikipedia.org/wiki/U.S._Route_40

Indiana's Historic National Road
http://www.indiananationalroad.org/Indiana_National_Road/Home.html

Wikipedia
http://en.wikipedia.org/wiki/Greenfield,_Indiana

Greenfield History – City of Greenfield, Indiana
<http://www.greenfieldin.org/government/mayor/87-greenfield-history>

Traffic counts were obtained from:
 INDOT
<http://dotmaps.indot.in.gov/apps/trafficcounts/>

IMAGE/GRAPHIC CREDITS

General Photo Notes

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Opening Page Photo of Randall Building - Source: Greenfield Historic Landmarks

Retail Strategy

Opening Page Photo of Posey Shack – Source: Greenfield Historic Landmarks

Action Items

Opening page image copied from design team's personal notes

Bibliography

Opening page photo of Main Street- Source: Greenfield Historic Landmarks

Funding Sources

Opening Page Image – Source: City of Greenfield

Appendices

Overall Cover Page: Sketch by Architecture Trio

Appendix 1 Cover Page: Source – Greenfield Historic Landmarks

Appendix 2 Cover Page: Photograph by Rundell Ernstberger

Appendix 3 Cover Page: Image detail from meeting sign-in sheet

Appendix 4 Cover Page: Façade detail photograph by Architecture Trio

Appendix 5 Cover Page: Sketches by Architecture Trio

Appendix 6 Cover Page: Courthouse mural photo by Architecture Trio

Appendix 7 Cover Page: Courthouse interior photo by Architecture Trio

Back Cover: Photograph by Rundell Ernstberger

DRAFT REVITALIZATION PLAN

Greenfield, Indiana

July 2013

Professional Consultant Contact Information:



Project lead: Architecture Trio
Pat Jacobs and Sam Miller
317-917-9042
pat@archtrio.com



Land Architecture: REA
Eric Ernstberger and Cecil Penland
765-747-9737
eerstberger@reasite.com



Economic Consulting: SDG
Scott Burgins
800-939-2449/ sburgins@sdg.us

