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Executive Summary

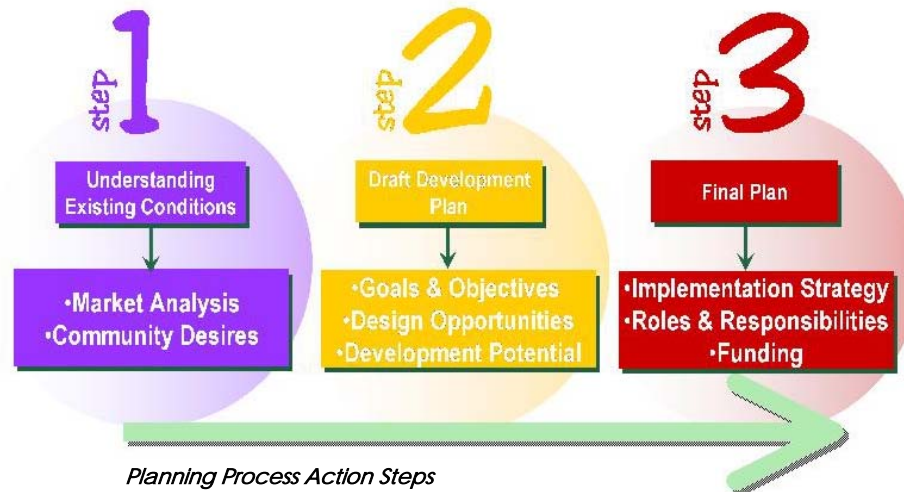
Project Purpose

The Greenfield Downtown Master Plan is a strategic planning process driven by input from local citizens. The result of this planning process is a set of recommendations to create a more active and vibrant Downtown Center with a strong sense of place, and exciting town center, and a focal point for the community. The Greenfield Downtown Master Plan will provide recommendations that will contribute to the collective vision of the community and capitalize on positive development activities to maximize the Downtown's potential. This plan provides a springboard for the revitalization for the downtown by recommending physical improvements, development initiatives, and market directions.

The planning team began the 9-month process by meeting with the steering committee to conduct a "kick-off" meeting in July, 2002. Steering committee members participated in activities that helped to guide the direction of the master plan. Additional information was collected by means of a site inventory and analysis, public and business surveys, and a public open house held in conjunction with the Riley Days Festival.

The intent of The Greenfield Downtown Master Plan is to set direction for future downtown growth and activity for the next 5-15 years. This planning process was undertaken to determine how Greenfield residents and employees currently utilize the downtown, to establish a vision for the future of downtown, and to target key opportunities for current and future development. From this input, a vision for the future of the Downtown was crafted. The final result of this process is a comprehensive master plan which includes goals and objectives, potential development initiatives, a framework design, and implementation strategies. The action steps undertaken as part of the planning process are summarized in the following diagram.

The plan is envisioned as the first step in a downtown development program. Other elements such as reviewing zoning ordinances, developing an urban design plan, and creating an on-going media campaign are needed to completely address the issues and be responsible to the transformations that occur. The success of Downtown does not hinge on perfect parking layouts, optimal development sites and smooth traffic flow, but on the ability to stimulate interest and excitement within the community. The plan establishes a set of goals and action steps that will promote the Downtown as the focal point for the community with a strong sense of place.



Executive Summary

Downtown Vision, Goals, and Initiatives

The vision for Downtown focuses on the big picture, in a sense it is what the community could have if there were no constraints – financial, social, or political. The Downtown center should create an atmosphere that provides for vibrant, interesting, stimulating, and fun activities. The Downtown should aim to preserve its history and heritage while enhancing shopping appeal, its range of uses, its aesthetic quality, and convenience. The vision statement for Downtown Greenfield, as developed through the Greenfield Downtown Master Plan Process is: to create an activity generating downtown, a downtown for people to live, work, and play. This vision was developed as a result of community input in the beginning phases of the master planning process.

In order to prioritize all of the recommendations provided by the City and its residents, the planning team synthesized the key recommendations into a series of strategic goals. The following goals are statements expressing important values and desired outcomes for the Downtown. Each goal represents some part of the vision and begins to provide direction for what the Downtown should be. These goals have been established as a means of creating an activity generating downtown.

Each goal is followed by a series of potential development initiatives. The potential development initiatives outline a program for implementing the City's goals. These potential development initiatives have been established in accordance with the vision and goals that have been established for the Downtown. The goals for Downtown Greenfield are outlined below with their corresponding initiatives and action steps.

GOAL 1: LEADERSHIP

Downtown Greenfield has tremendous leadership from businesses, residents and the City. Leadership is an important element of this master plan and is what drives implementation of recommendations. Past leadership has focused on physical and programmatic improvements within the downtown and has made tremendous changes. For this plan to be successful, leadership within the downtown should be organized more formally and should transcend the ownership of the plan which becomes consistent and on-going year after year. Leadership within the downtown should be able to utilize existing City resources, without burdening the City and provide continual guidance and review of the direction of the downtown. Leaders established in a formal leadership role for the downtown should provide balance and focus to the programmatic, tenant recruitment and coordinated marketing of the downtown with the physical improvements recommended.

INITIATIVE 1: ESTABLISHMENT OF LEADERSHIP ROLES & RESPONSIBILITIES

- Establish Redevelopment Commission authority over Downtown
- Utilize City Staff for technical support
- Coordinate implementation of plan to related existing ordinances
- Establish task force to assist with marketing Downtown (outgrowth of Chamber activities)
- Develop poster plan / brochure for marketing
- Create development budget & incentive fund
- Identify key redevelopment locations
- Solicit private sector partnerships



Executive Summary

GOAL 2: BUSINESS DEVELOPMENT

The Downtown serves many uses in Greenfield including the local and regional population and tourists. The growth and redevelopment in Downtown is linked to the economic viability of individual properties. Efforts should continue to focus on promoting the Downtown to keep existing users while marketing to gain an array of shops, restaurants and office uses that will draw and establish a loyal base of customers. Worthwhile projects on difficult sites should be given special access to incentives that will encourage this development.

INITIATIVE 2: SPECIALTY RETAIL AND RESTAURANT INFILL

- Identify priority sites
- Define support program
- Solicit proposals
- Create development budget & incentive fund
- Identify key redevelopment locations
- Solicit private sector partnerships

GOAL 3: REHABILITATION & REDEVELOPMENT

Greenfield's heritage is one that has been documented in the existing buildings that remain in the downtown area. However, these older buildings have provided barriers for redevelopment and rehabilitation for existing uses and for recruitment of new uses. These buildings are important to the future image of downtown, and architecturally significant buildings should be the subject of residential and retail adaptive reuse projects. Additionally, for those areas where buildings are in disrepair or destroyed, the City should strive to promote redevelopment and infill of those parcels with buildings which strengthen the cultural fabric and presence of the downtown and promote new investment.

INITIATIVE 3: REHABILITATION, REDEVELOPMENT & RESIDENTIAL INFILL

- Set up programs (revolving loan fund, façade fund) for existing residential rehabilitation projects
- Initiate demonstration project
- Identify areas for residential redevelopment
- Remediate any land-use issues, clearing way for potential redevelopment
- Solicit developers for residential redevelopment project adjacent to downtown core



Executive Summary

GOAL 4: CULTURAL AMENITIES & COMMUNITY FACILITIES

Downtown Greenfield is host to many activities, festivals and events. Because these events bring the community together and support a tourism industry, it should be celebrated. An expanded gathering space should be designated in the downtown as the focus and heart for these activities. Programs, events and new facilities shall be located and designed to serve and acquaint visitors to what the downtown has to offer. Downtown should promote a wider range of cultural activities that reflect a distinctive image for Greenfield. These programs and facilities shall provide support to civic and cultural activities and meet the population's health, recreation, social, and cultural needs. Gathering spaces should be designed as safe, attractive, well-maintained spaces that provide accessible activities for all ages.

INITIATIVE 4: CULTURAL/ ENTERTAINMENT USE

- Feasibility study for community cultural arts initiative
- Create incentives for cultural organizations to invest in Downtown
- Public art installation
- Historic theater multi-use capacity

INITIATIVE 5: EXPANSION OF PUBLIC RECREATIONAL FACILITIES & PROGRAMS

- Identify potential sites for expansion
- Develop program for uses: amphitheater, farmers market, trail link, adult recreation
- Draft budget & operational program

GOAL 5: DOWNTOWN APPEARANCE

As the center of Greenfield, the Downtown shall be seen as the hallmark of design and appearance for the community. The City should promote a visually rich environment that incorporates natural features, historically significant buildings and well designed, new development that promotes activity and interaction. The character of the downtown shall be authentic, not contrived, and should reflect the enduring heritage of the community. Design efforts should enhance the beauty of our neighborhoods, natural surroundings and architectural amenities and preserve these qualities within the residential and commercial settings along lighted sidewalks, streets, parks and other gathering places.

INITIATIVE 6: PEDESTRIAN FRIENDLY STREETScape & WAYFINDING SIGNAGE

- Develop improvement priorities for downtown streetscape
- Extend existing identification signage program to areas outside Downtown
- Establish five year budget
- Solicit local & outside funding sources



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GOAL 6: LAND USE

The Downtown has become a core area with a mix of uses and activities that support and compliment each other. The downtown should be the center of focus for the community and provide a range of uses that offer unique services and activities. Specific uses shall include office, governmental services, retail, housing and recreation, cultural and entertainment uses. Existing residential areas should be preserved and non-residential uses should be focused into a center area and along key corridors of US 40 and SR 9. A variety of buffer types shall be used between uses to soften the transition.

INITIATIVE 7: LAND USE MANAGEMENT

- Amend future land use map for Downtown area in comprehensive plan
- Identify zoning district modifications
- Change zoning to implement desired land use

GOAL 7: PARKING & CIRCULATION

Greenfield has two major corridors, US 40 and SR 9, which run through the heart of downtown. With these major corridors, Greenfield provides good access for residents and tourists. The circulation pattern should continue to develop to provide a traffic flow that is efficient. These circulation routes should be designed with pedestrian comfort as a priority, and they should enhance the aesthetic quality of the Downtown. Parking facilities and spaces should be organized and regulated to respond to the needs of downtown users and eliminate hassles.

INITIATIVE 8: PARKING MANAGEMENT PROGRAM

- Initiate parking study
- Identify location for potential mixed-use garage with first floor retail and parking above
- Identify public/private partnerships and support
- Solicit local & outside funding sources

GOAL 8: GOVERNMENT SERVICES

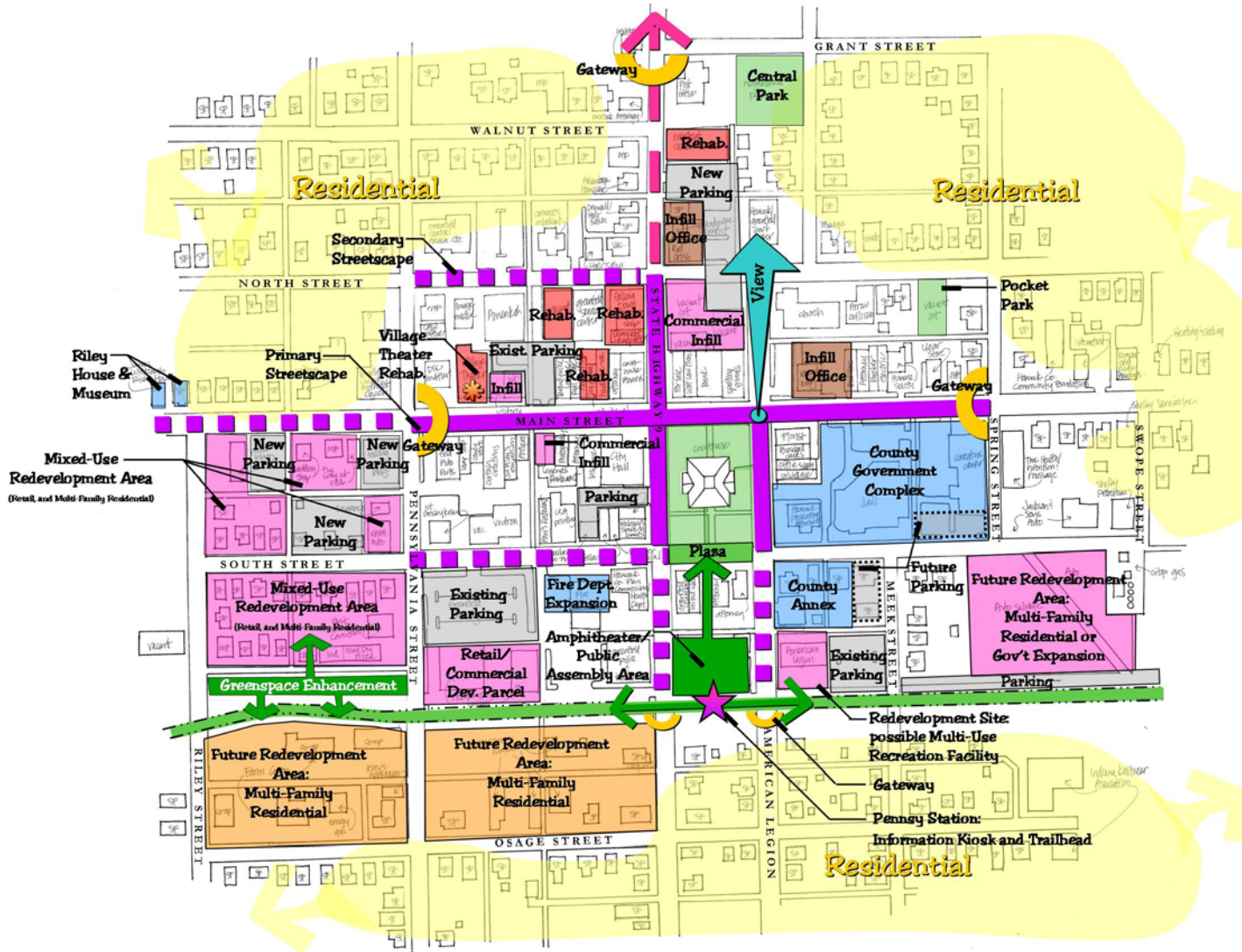
The downtown has been a core location for city and county services. This is one user that brings residents and workers into the downtown area on a daily basis. The downtown should continue to be the focus of these services and to develop activities and uses that coordinate and support the future growth and expansion of both city and county government.

INITIATIVE 9: COUNTY FACILITIES EXPANSION

- Determine district's ability to accommodate (Both Government & Library Facilities)
- Determine parking facility impact
- Identify expansion of future city services



Executive Summary



Potential Development Initiatives Plan

KEY TO NEW DEVELOPMENT INITIATIVES:

- Single Family Residential
- Multi-Family Residential
- Retail/Commercial Infill and Rehabilitation
- Office Infill
- Mixed Use: Retail/Commercial with Office or Residential Above
- Public/Semi-public Uses
- Parking
- Green Space
- Primary Streetscape Improvements
- Secondary Streetscape Improvements



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Implementation

Public funding will be necessary for a variety of projects including infrastructure and land acquisition. While the public sector role and costs may appear challenging and complex, it is important to understand that the public investment will come from a variety of local, state, and federal sources. In the Implementation Chapter of this report, a list is provided of potential funding sources that Greenfield can utilize for financing downtown projects. Note that these are only some of the grant assistance programs available. A more complete catalogue of potential funding sources can be found in the [Economic Development Tool Box](#) available from the Indiana Economic Development Council.

The Master Plan is not the end, but rather serves as a means to the end. It is a representation of the community's hopes and desires. Downtown Greenfield should evolve during the next several years as a place in which Greenfield residents and visitors will want to spend time – a place that offers opportunities for work, residence, shopping, entertainment, and recreation. Planning efforts for creating such a place do not 'just happen.' The marketplace, without a roadmap, will often seek the path of least resistance. Community plans that do not include specific steps and tools for accomplishing goals often result in failed expectations and skepticism. A master plan document must first provide a long-term vision with specific projects about which the community is excited. These projects should serve as the building blocks for realizing the ultimate goal of an attractive downtown with a variety of amenities.

The goals and potential development initiatives are intended to serve as a road map for the community, its leadership, and potential developers and investors. The development initiatives each require a series of action steps to carry out the initiative. These action steps are a series of measures which support the goals and strategies. These measures are starting points and may require refinement over time. Similarly, additional implementation measures may be needed over the life of the plan to respond to changes in market conditions, community needs, or other influences.

It is proposed that the role of the Redevelopment Commission be expanded to include jurisdiction of the downtown area. Prior to the commissioning of this study, the downtown study area was designated as a blighted area. This provides a platform for a more permanent solution: to allow the Redevelopment Commission to oversee development and redevelopment downtown. The proposed duties of the Redevelopment Commission for the downtown are as follows:

- Maintain a formal Action Agenda for downtown improvement projects highlighted as part of the Development Initiatives
- Maintain current plans and special studies for the downtown needed to advance the Action Agenda
- Establish financial plan for implementing the Agenda which matches project costs to funding sources
- Coordinate with other stakeholders to facilitate decision making
- Make recommendations to the City regarding any proposed changes in City regulations affecting downtown
- Make recommendation regarding any improvements to City controlled property downtown

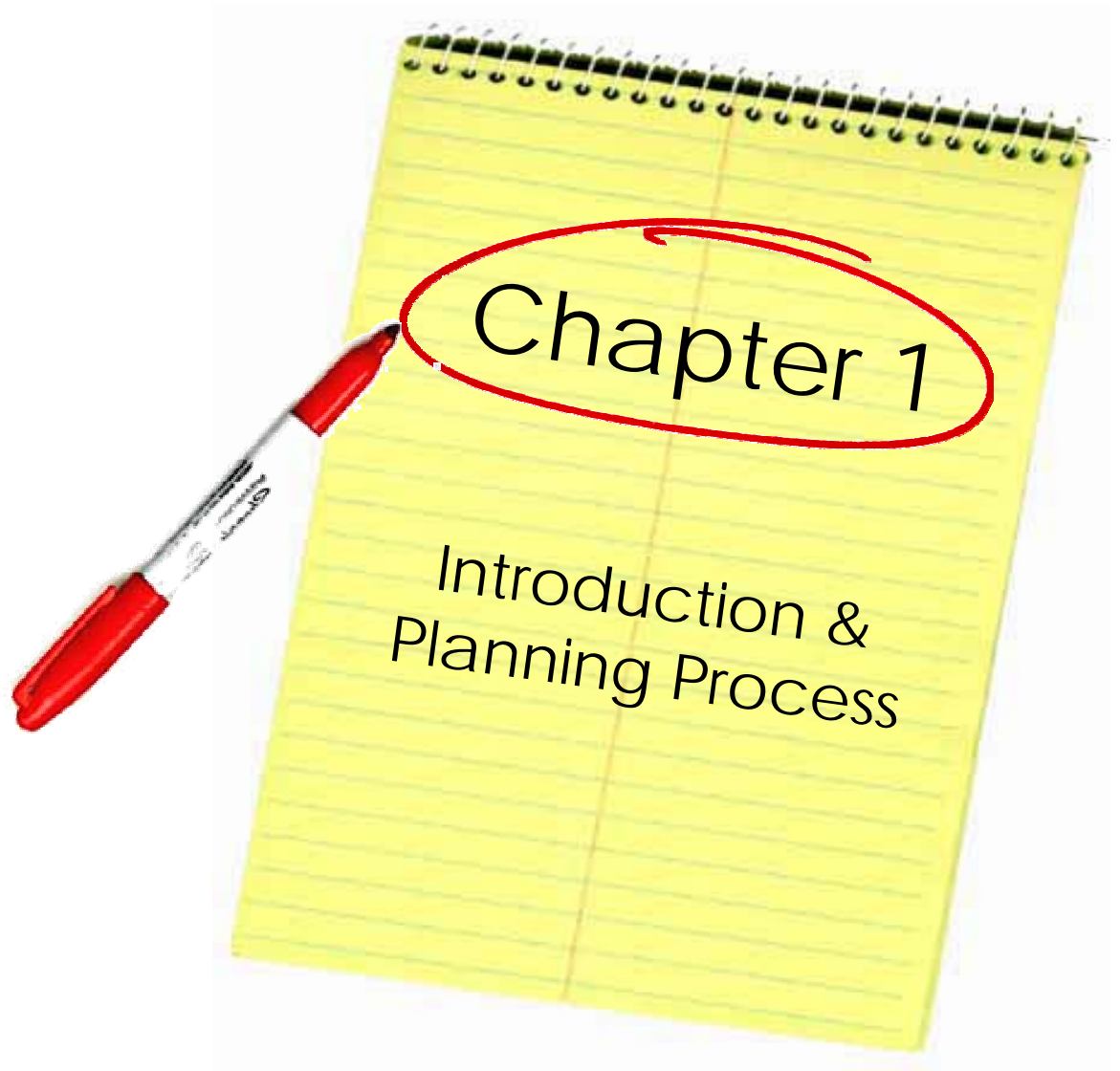


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In implementing these duties, the Redevelopment Commission should promote the use of land in the manner that best serves the City and its Citizens through cooperation with the other departments, staff and boards and commissions of the City. Ultimately, it is up to the Redevelopment Commission to oversee, re-plan, and redevelop those areas that serve the highest and best social and economic interests of the City and its Citizens.

Having a Commission, or group, to continue and oversee the growth and evolution of Downtown is critical. It is a multi-step process that requires this type of commitment. The direction and vision for downtown is clear – now the real work begins. It is an exciting time for Downtown Greenfield, and this “blueprint” for Downtown is only beginning. What will Downtown be like in ten or fifteen years? Using this plan as an overall guide, the course is set and the vision is clear. Be a part of the excitement that is building a stronger, healthier, and vibrant ***Downtown Greenfield!***





Introduction & Planning Process

Planning Process

The Greenfield Downtown Master Plan is a strategic planning process driven by input from local citizens. The result of this planning process is a set of recommendations to create a more active and vibrant Downtown Center with a strong sense of place, an exciting town center, and a focal point for the community. *The Greenfield Downtown Master Plan* will provide recommendations that will contribute to the collective vision of the community and capitalize on positive development activities to maximize the Downtown's potential. This plan provides a springboard for the revitalization for downtown by recommending physical improvements, development initiatives, and market directions.

The intent of *The Greenfield Downtown Master Plan* is to set the direction for future downtown growth and activity for the next 5-15 years. The steering committee recognizes that planning requires a committed leadership structure that can see long-range initiatives through to completion as well as react to changing market conditions and opportunities. Ongoing leadership throughout all phases of the planning process and implementation is vital to the success of the plan. August 2002, an 8-month long process was undertaken, to determine how Greenfield residents and employees currently utilize the downtown, to establish a vision for the future of downtown, and to target key opportunities for current and future development. From this input, a vision for the future of the Downtown was crafted. The final result of this process is a comprehensive master plan which includes goals and objectives, potential development initiatives, a framework design, and implementation strategies. The action steps undertaken as part of the planning process are summarized in the diagram below.

The first action step in the process of the *Greenfield Downtown Master Plan* was to gain a solid understanding of the existing conditions downtown as well as the desires of the community. Prior to recommending physical and policy changes, an inventory of the past and current conditions in the community was conducted. In addition, public input was gathered by means of Steering Committee Meetings, feedback from City staff, a business and public survey, and a Public Open House held in conjunction with the Riley Days Festival October 4-5. The planning team began the public input process by meeting with the steering committee to conduct a "kick-off" meeting on July 1, 2002. Steering committee members participated in activities that helped to guide the direction of the master plan. Additional information was collected through surveys that were distributed to local business' and residents. The results were compiled and summarized in order to gain a thorough understanding of the residents and business owner's concerns. The key results of the completed surveys are summarized in Chapter 4.



Planning Process Action Steps



Introduction & Planning Process

Role of the Master Plan

This plan is envisioned as the first step in a Downtown development program. The plan is designed to provide a direction and vision to help guide community leadership in the development of the downtown. The success of the Downtown does not hinge on perfect parking layouts, optimal development sites and smooth traffic flow, but on the ability to stimulate interest and excitement within the community as well as creating a focal point for the community. Accordingly, this plan provides recommendations to capture this excitement and interest and begin the revitalization process to create an active and vibrant Downtown Center.

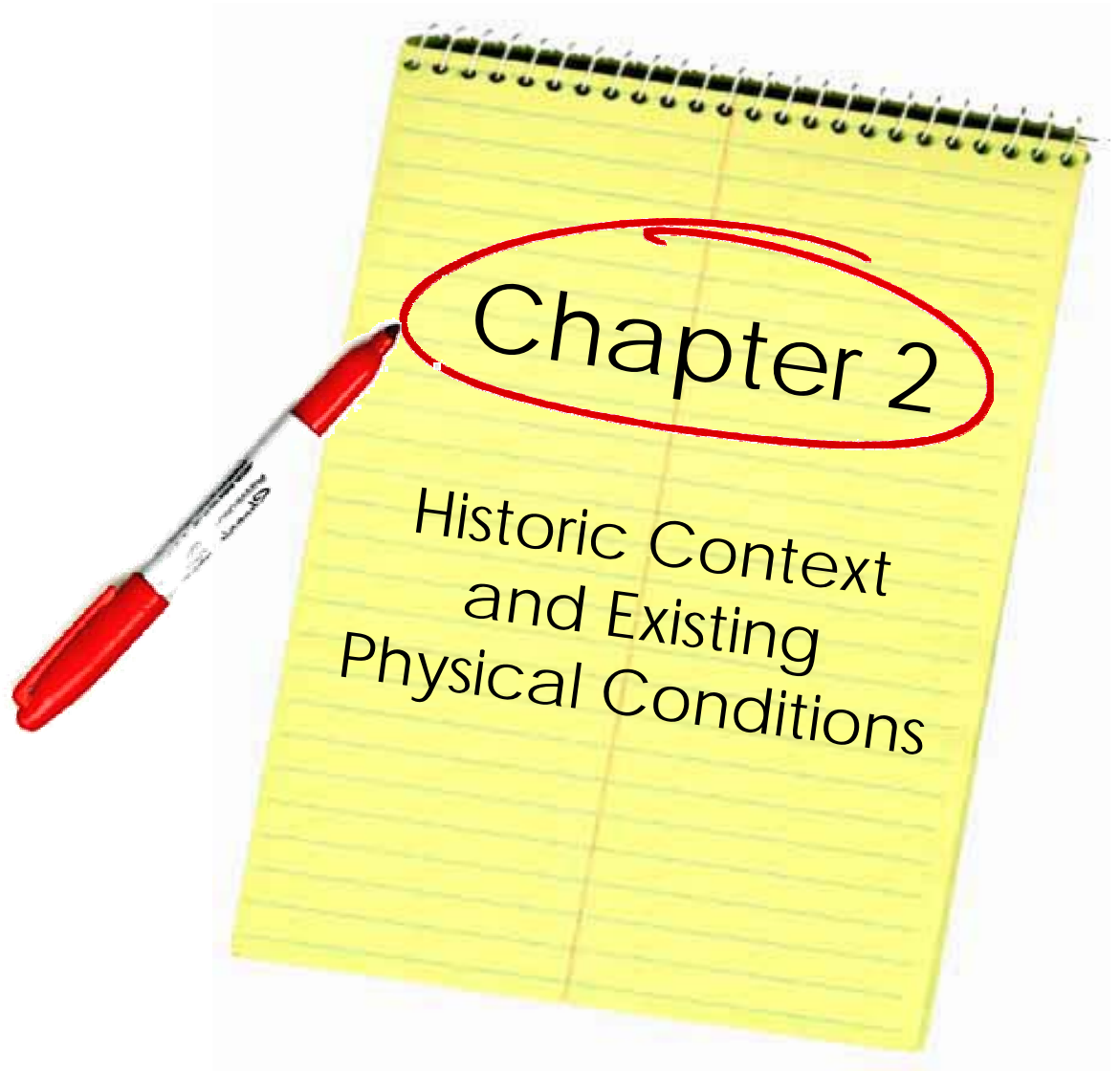
It is important to stress that these recommendations will not be realized without ongoing leadership by the community. The vision and goals outlined in the plan can only be realized by the dedication and commitment of those people who help to make things happen. By undertaking initiatives and seeing them through to completion, the Greenfield's leaders are the "manpower" behind this plan. In the hands of a strong leadership, the Greenfield Downtown Master Plan will help shape a successful future for Greenfield's downtown.

The intent of the *Greenfield Downtown Master Plan* is not to solve every perceived problem in the Downtown and surrounding area. Rather, it will provide recommendations that will contribute to the collective vision of the community and capitalize on the positive development activity to maximize the Downtown's potential. Other elements such as reviewing the zoning ordinance, developing an urban design plan, and creating an on-going media campaign are needed to completely address the issues and be responsive to the transformation that will occur.

This report is organized to reflect the planning process action steps that were initiated to develop the framework for the revitalization plan. The chapters of the report are outlined as follows:

- Chapter 1. Introduction and Planning Process
- Chapter 2. Historic Context and Existing Physical Conditions
- Chapter 3. Market analysis
- Chapter 4. Public Participation
- Chapter 5. Goals and Potential Development Initiatives
- Chapter 6. Implementation
- Chapter 7. Design Guidelines
- Appendix





Historic Context and Existing Physical Conditions

Historic Context

Greenfield's unique historic character will play a key role in the future development of the downtown. Greenfield is located in Hancock County between Cumberland and Knightstown near Interstate 70. Located on U.S. 40, just east of Indianapolis, Greenfield is a small town with a rich history.

Hancock county was established in the spring of 1828. According to Binford History, "At the time of the organization of the county, it contained but few inhabitants and they were scattered."

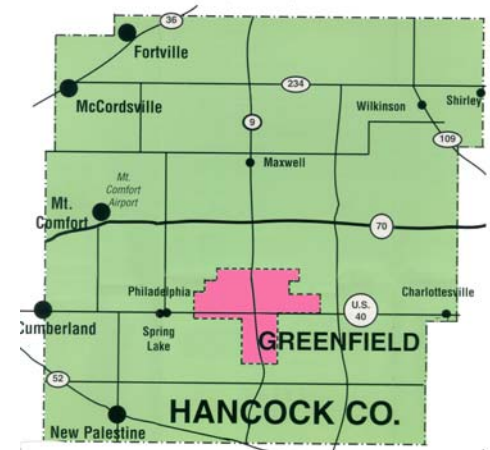
The town of Greenfield was chosen as the county seat on April 11, 1828. The first courts were held in a log house, until a small courthouse was built in 1854, costing \$14,400. The population of the county at that time was 400. In 1833, the Indiana Gazetteer published, "Greenfield is surrounded by a body of rich, fertile land and is in a very prosperous and flourishing state of improvement."

U.S. 40, the National Road, was built through Hancock County around 1835. It was heavily traveled by wagon trains going west and livestock going to Cincinnati. In 1853, the first steam railroad was completed by the Indiana Central Railroad at the south edge of Greenfield. The railroad became part of the Pennsylvania Railroad System and later the Penn-Central. These tracks were removed in the 1980s.

During this time, Greenfield's population continued to grow. Greenfield was incorporated as a city in 1876 with a population of 2,023. The greatest single period of growth began in 1887 when natural gas was discovered in the area. Greenfield was a boom town for 20 years, with the founding of manufacturing plants and other industries.

A focal point of the community is the Hancock County Courthouse, located at the heart of Downtown Greenfield. Completed in 1898, the courthouse is made of native Indiana limestone, combining the elements of Richardsonian Romanesque, Victorian Gothic, and Chateausque architecture.

In some earlier historical publications, "Hancock County has been described as within the genius belt of Indiana." It has also been said that, "here oratory flourishes and the poetry is indigenous to the soil. Among the greats of the city were James Whitcomb Riley, the "Hoosier Poet"; two famous artists, Will Vawter and Dick Black, Earl K. Smith, composer of "Down by the Old Mill Stream", and Rev. Charles O'Donnell, later President of Notre Dame.



Hancock County



Hancock County Courthouse



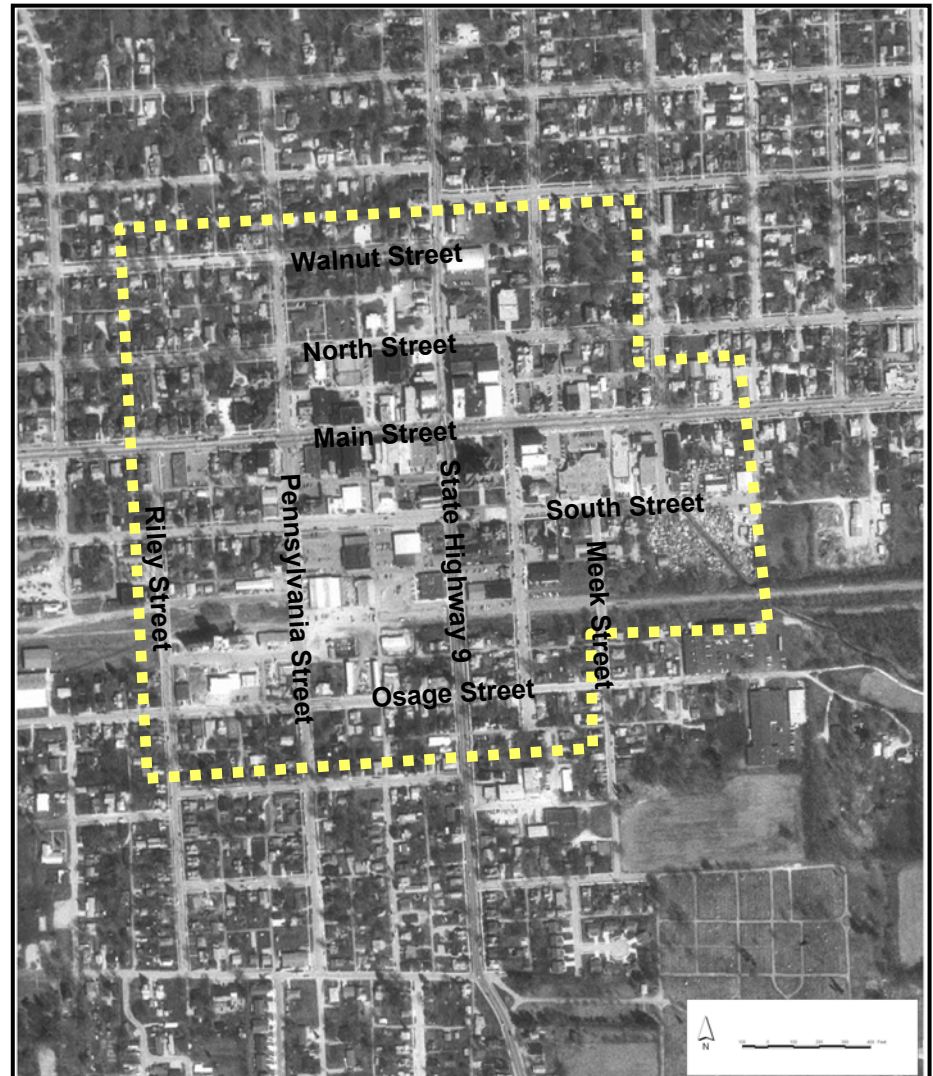
Historic Context and Existing Physical Conditions

The Riley Festival is a celebration of the birthday of native son, James Whitcomb Riley, known as the "Hoosier Poet." Mr. Riley was born in Greenfield, Indiana on October 7, 1849. A statue, which stands in front of the courthouse, was erected in 1918. It was purchased with money donated by school children all over the United States. Each year, during the Riley Festival celebration, the city's school children parade to the statue to place flowers around it.

Greenfield still retains much of its historic character. Home to 14,000 Hoosiers, Greenfield boasts thousands of manufacturing, service, and professional jobs. Greenfield is also home to rich cultural and recreational resources. From its schools and library to its parks and historic downtown, Greenfield offers something for everyone.

Today, Greenfield represents the best of both worlds blending its small-town atmosphere with managed growth as part of the greater Indianapolis metropolitan area. Hancock County is the sixth fastest growing county in the State of Indiana, and Greenfield has capitalized on that with steady growth.

Beyond all these opportunities, Indianapolis is just a 15-minute drive away. Greenfield is close enough to Indy's "big city" amenities without losing it's own small town identity, which is so highly valued by its citizens. Greenfield's has a small town charm that is best described by James Whitcomb Riley when he said that Greenfield is, "My home and your home and your parents' home and the best home outside of heaven."



Aerial Map of Downtown Greenfield Study Area



Historic Context and Existing Physical Conditions

Existing Conditions

The first action step in the process of The Greenfield Downtown Master Plan was to gain a solid understanding of the existing conditions downtown. The study area for the master plan has been defined generally as the area bounded by Riley Street on the West, Walnut Street on the North, Spring Street on the East, and Osage Street on the South. The study area contains a mix of uses and development patterns.

Prior to recommending physical and policy changes, an understanding of the past and current conditions in the community is necessary. To provide a thorough understanding of the existing conditions downtown, data relevant to the revitalization effort in Downtown was collected, mapped, and analyzed. Information that was collected includes land use, zoning, circulation, and greenspace. This information was presented at the Public Open House held in conjunction with the Riley Days Festival October 4-5, 2002.

The composition and layout of land uses plays an inherent role in the character of an area and how development will impact that character. There are really no fixed standards regarding the composition of land uses in a downtown. Understanding and documenting the character of the area allows determination of what the area is now physically and what it should be in the future in accordance with the vision set forth by the community.

In addition, a survey of local businesses was conducted. What is clear from the inventory and the survey, is the existing uses do not generate the desired level of activity and vitality in Downtown Greenfield. This is partly due to the large number of vacancies and underutilized spaces. In addition, several buildings have been lost in the downtown due to recent fires and collapse. These brownfield sites create have left “holes” in the urban framework. Furthermore, these sites do not reflect positively on the community. Future efforts to recover these sites will be important to the revitalization of the downtown.

Resolving future land uses is a complex issue. The zoning of land to the appropriate use will influence the future land use pattern to a limited extent, while the rest of the influence will be primarily market forces. It will be possible, as discussed later in the Goals and Potential Development Initiatives, to influence the market through physical improvements, development incentives, and market trends.



Historic Main Street



Small town amenities



Gateway entering from East on Main



Gateway entering from North on SR 9

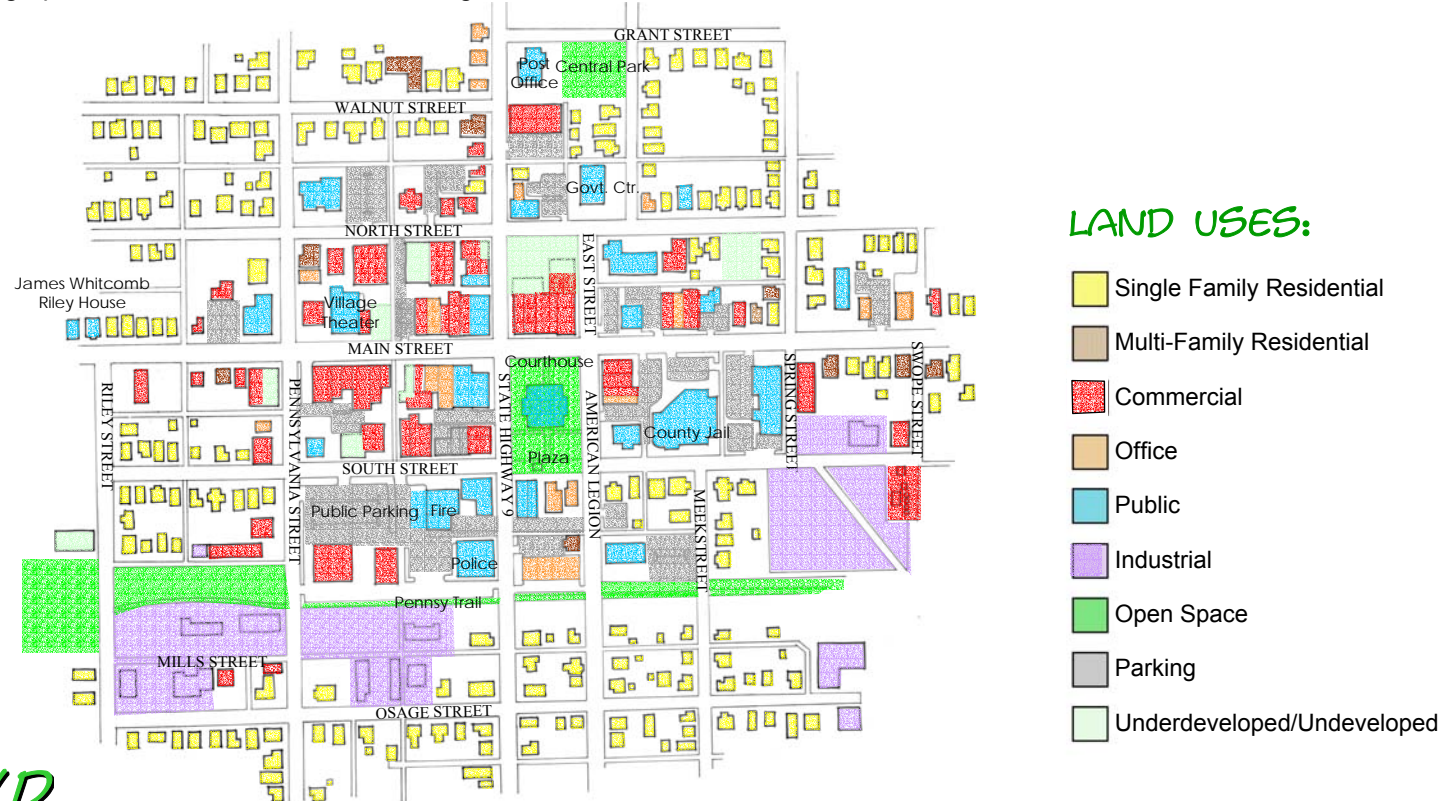


Historic Context and Existing Physical Conditions

Existing Land Use

The three block area that comprises the downtown contains a number of properties that can be generally described as falling into one of the following categories: 1) vacant lots, 2) parking, 3) open spaces, 4) light industry, 5) public facilities, 6) offices, 7) commercial uses, 8) single family residences, and 9) multi-family residences.

Downtown Greenfield consists mainly of institutional and office uses, with a smaller number of commercial amenities and specialty stores. The overall pattern of land uses suggests that the main focal point at the center of the downtown is the Courthouse. As the county seat, the Downtown includes many government administration facilities for both the City and County as well as churches. These institutions account for a large portion of the downtown land-use. Surrounding the courthouse, both sides of Main and South Streets form a retail/service district known as the Central Business District. This area is the primary area for offices and local retail and services that cater to the area residents. Professional services also account for a great deal of the downtown land-uses. Almost half of the downtown businesses are service-related both for Greenfield businesses and businesses within the region. Commercial uses along main street provide retail and entertainment. The majority of the retail downtown consists of specialty stores and leisure shopping such as antique stores and bookstores. Single-family neighborhoods surround the downtown core, with few opportunities for downtown living. The following graphic summarizes the current existing land-use downtown.



Historic Context and Existing Physical Conditions

Circulation

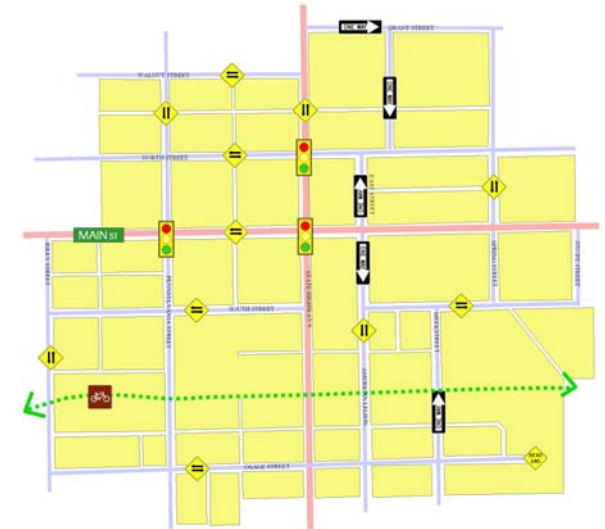
At the heart of Downtown Greenfield is a major crossroads where State Road 9 intersects US 40/Main Street. A large number of vehicles pass through Greenfield at this intersection daily, making it the transportation hub of downtown.

Vehicular circulation downtown is supported by two major arterials that are lined with a concentration of downtown business, Main Street and State Road 9. Currently, there is no north/south truck bypass. Therefore, all major vehicular circulation must pass through the heart of Greenfield's downtown. Three stoplights are located in downtown Greenfield along these crossroads: Main Street and State Highway 9, Main Street and Pennsylvania Street, and North Street and State Highway 9. Most downtown circulation is two-way, with one-way traffic along some streets. East Street functions as a one-way street going north for one block north of Main, and as a one-way street going south for one block south of Main.

Nearby neighborhood streets are smaller in scale. These streets are mainly two-way with some one-way circulation. Pennsy trail is a recreational pedestrian trail on the southern edge of downtown. Currently, the trail is lacking a direct pedestrian link to the core of downtown.

KEY OPPORTUNITIES:

- To capitalize on the potential market of consumers that pass through the City at its crossroads daily (eg. Additional restaurants and specialty shopping at the heart of downtown)



LEGEND:

-  Two-way, Two-lane Street
-  One-Way Street
-  Stoplight without Pedestrian Signals
-  Recreational Trail
-  Major Arterial Street
-  Minor Street



State Road 9 and US 40



Typical neighborhood street

Historic Context and Existing Physical Conditions

Parking

The diagram indicates surface parking in the downtown. In the diagram below, private parking for various businesses, offices, and industrial uses as well as on-street parking is identified.

A large public parking lot is located at the corner of South and Pennsylvania. Within a block or two of most downtown amenities, this parking lot provides all-day parking and overflow parking during larger events and peak business hours when on-street parking is unavailable.

Aside from the public parking lot, parallel parking is provided alongside all downtown streets. In addition, perpendicular parking is provided along both sides of East Street at the Courthouse. This on-street parking allows for convenient shopping and access to offices. Near most commercial amenities, parking is limited to two hours in order to best accommodate shoppers. Many businesses and offices also have small private lots to accommodate their employees and patrons.

The perception that parking is unavailable downtown continues to be a concern and is addressed in the Goals and Potential Development Initiatives, Chapter 5.

KEY OPPORTUNITIES:

- To improve the downtown streetscape by buffering and softening parking areas with vegetation
- To identify underutilized parking areas as opportunities for future infill development/ pocket parks



LEGEND:

-  Private Parking for Business and Office
-  Downtown Greenfield Public Parking
-  On-Street Parking



On-Street parallel parking Downtown



On-Street angled parking on East Street

Historic Context and Existing Physical Conditions

Green Space

The character and viability of the downtown framework is strengthened by the urban landscape. The Courthouse, along with its lawn and plaza, is the focal element of downtown. During the summer months, “Entertainment on the Plaza” features local musicians and other entertainment. The stage for these events, a hardscape plaza containing a shelter, fountain, and seating areas is suffering from some disrepair. Currently, the fountain area has become a makeshift skate park for the local kids.

Street plantings and decorative paving along Main Street and State Road 9 help to unify the core. However, many of the Honeylocust trees that are planted along the downtown streets are suffering from urban stress, others are poorly situated, and many others need to be replaced. Furthermore, there is a lack of trees at the entrances to parking lots and within these lots. Opportunities exist to utilize street trees to “frame” and complement the numerous architecturally significant buildings throughout the downtown.

Penny trail, a rail line converted to a pedestrian and bicycle greenway cuts through town along its southern edge. The trail is a 3 mile linear park, created through the “rails-to-trails” program. It is asphalt paved and intended for walking, jogging, biking, rollerblading, and skateboarding. Various historical markers are located along the trail. Located just two blocks south of Main Street, the trail is situated near the downtown business district. Opportunities exist to further enhance the connection between the trail and the downtown through the use of streetscape improvements.

Central Park, a small residential park, provides playground amenities for local residents in a quiet peaceful setting near the downtown core. Central park is the only downtown park for active recreation, providing play equipment for young children. However, aside from some open space, it does not provide any opportunities for older children.



Playground at Central Park



Courthouse Plaza

KEY OPPORTUNITIES:

- To improve the streetscape by creating a downtown streetscape program along with an annual maintenance program
- To renovate/ reprogram the courthouse plaza in order to better serve the needs of the local residents
- To create a strong pedestrian connection to Penny Trail
- To provide active and passive recreation spaces for downtown users



LEGEND:

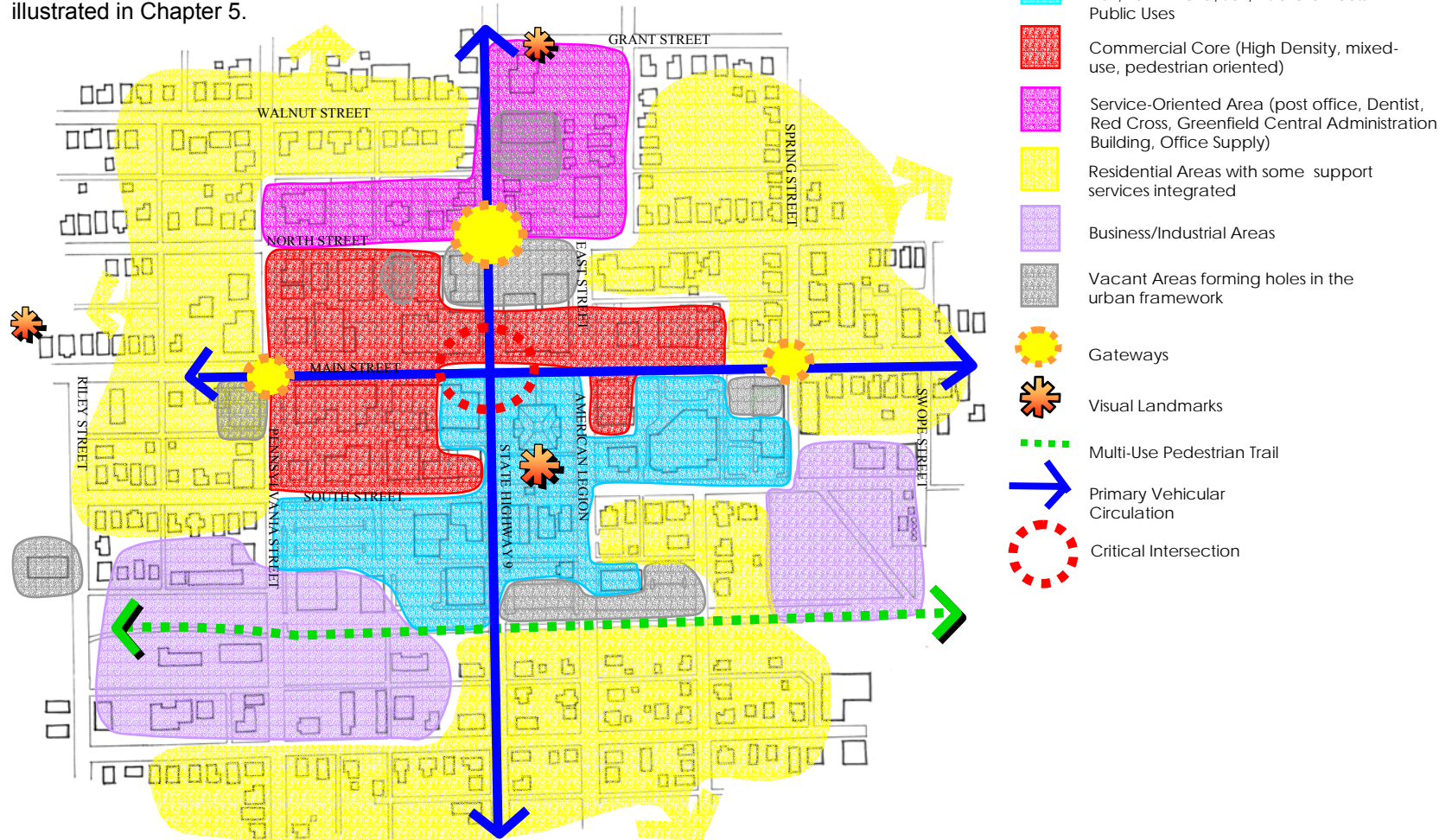
-  Park and Open Space
-  Penny Trail
-  Urban Street Tree Plantings

Historic Context and Existing Physical Conditions

Existing Framework Diagram

To summarize the predominant existing conditions in the downtown, the planning team prepared an Existing Framework Diagram that highlights several key defining features of the study area. The existing framework is a tool that illustrates how the major organizational pieces (gateways, focal points, pedestrian and vehicular thoroughfares, etc.) come together to define opportunities in the downtown. These opportunities are utilized to help develop the Potential Development Initiatives Plan illustrated in Chapter 5.

KEY COMPONENTS OF EXISTING FRAMEWORK:



Historic Context and Existing Physical Conditions

The following list is a summary of the key features highlighted in the existing framework diagram:

- A distinctive linear spine of amenities and specialty shopping along Main Street
- Several important, town center focal points including the James Whitcomb Riley Home, the Post Office, and the Courthouse, the most prominent of these being the Courthouse and Plaza
- A major gateway at North Street and State Highway 9 and U.S. 40
- Major vehicular thoroughfares, State Highway 9
- Critical connections at the intersection of State Highway 9 and Main Street
- A Distinctive core area of commercial and civic services roughly bounded by Pennsylvania on the west, American Legion/East on the east, North Street, and Pennsy Trail on the South.
- A handful of small pockets of vacant areas/buildings



Greenfield Post Office



Historic Homes



Small-town amenities on Main Street



Market Analysis

Overview

Market conditions were studied in order to help identify the market potential for proposed developments and to target key development initiatives. The market study is based on a target area which includes the downtown blocks shown at right. Additional data was collected for the retail trade areas surrounding the downtown. A summary of these findings is published in the market newsletter of which, copies are available at City Hall. Three key potential market directions have been identified as a result of the market analysis and the downtown vision exercises, including institutional and office center, leisure shopping and entertainment, and housing. These are further outlined at the conclusion of this chapter. The following is some general demographic information on the downtown blocks:

Basic Population Characteristics for the Downtown Blocks are:*

- 551 people
- 189 households
- Average household size 2.31
- Average age 31.9
- 56.6% renter occupied housing

Total Businesses 93 (includes institutions) in the Downtown Blocks:*

- 10 Vacancies
- County and City government functions and other institutions
- Professional Services
- Restaurants
- Specialty Stores
- General Retail

*note: information current as of Fall 2002

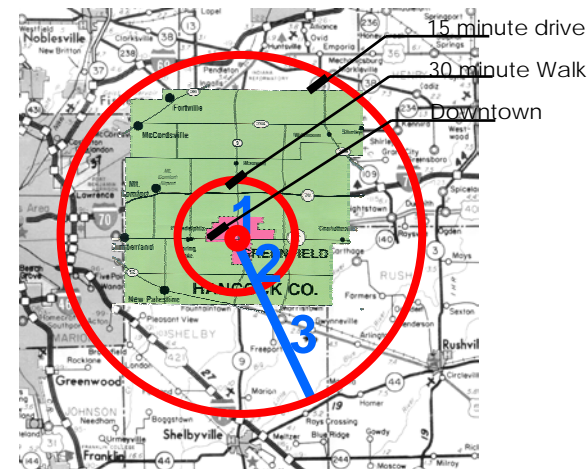
Retail Trade Areas

In order to determine the existing and potential downtown clientele, socioeconomic data was collected for the immediate area around the downtown and two other areas defined by larger radiuses.

These three trade areas are defined by 0.5 mile, 5 mile and 15 mile concentric circles originating at the heart of the study area at the intersection of US 40 and SR 9. The 0.5 mile area includes the downtown study area, the 5 mile area includes the City of Greenfield and some of its surrounding areas, and the 15 mile area spans across all areas of the County, including many smaller towns.



Downtown Blocks



Retail Trade Areas



Market Analysis

The trade areas are based on mileage which is translated into travel times. For the first retail trade area (0.5 miles) it would take approximately 5 minutes to reach the center of the study area. For the second retail trade area (10 miles) it would take approximately 10 minutes (drive time) to reach the center. For the third retail trade area (15 miles) it would take approximately 15 minutes (drive time) to reach the center.

It is assumed that people will only travel about 10 minutes to shop, unless their shopping destination is highly specialized, offering a unique character or entertainment feature. For example, a consumer might be willing to travel up to 5 minutes to get to a convenience store, but would travel 15 minutes or more to get to an antique store. The number of households with disposable income around downtown Greenfield, and its immediate areas will influence the type of retail to be considered for development.

The population for the trade areas is projected to increase. By 2006, the population in trade area 1 will increase to nearly 3,300 compared to 3,100 in 2000. This follows the trend of the 2nd and 3rd retail trade areas, and the County.

While downtown growth for population and median household income is slightly lower than the national average, it is still strong when compared to similar cities in the Midwest. The growth rates for trade areas 2 and 3 are significantly higher and show a growing population with an increased purchasing power. By being competitive and creating destination places, the downtown has the opportunity to capture this clientele which is experiencing a considerable increase in disposable income.

Unemployment in the trade areas 2 and 3 is low, and indicates a strong and healthy economy. The unemployment rate in the downtown trade area is 5.1 compared to 3.9 and 3.5 in trade areas 2 and 3, respectively. The higher unemployment rate downtown indicates a potential labor pool readily available in the downtown area, but given the current national economic situation Greenfield will encounter some tough competition in attracting new businesses. Downtown Greenfield will experience competition from those areas but can also benefit from the purchasing power of their residents.

	Trade Area 1	Trade Area 2	Trade Area 3	County
Median Household Income	\$34,926	\$49,572	\$50,229	\$56,416

Population	Trade Area 1	Trade Area 2	Trade Area 3
2000	3,066	23,095	217,698
2001	3,108	23,665	221,503
2006	3,254	26,121	237,571

Market Analysis

Resident Profile

The study area has 551 people with a median age of 31.9 compared to 35.3 for the City of Greenfield and 37.4 for the County. The percentage of young people in their twenties in the downtown is double the percentages in the City and County. In downtown, the average household size is smaller, and the percent of owner occupied housing is lower, than for the City and County. The median household income is \$34,926 for the first trade area, \$49,572 for 2nd trade area, \$50,229 for the 3rd trade area, and \$56,416 for the County. When considering household incomes it is important to note that in the study area 38 percent of households are non-family households with usually one person, and that 44 percent of family households have only two members. These socioeconomic characteristics are typical of younger people and empty nesters that settle in more urbanized areas. Downtown businesses should cater their services to this younger population.

Residents are most likely to work in the service industry. In the first trade area there are 683 employees of which 18.4 percent work in retail trade and 44.2 percent work in the service industry. In general, the trade and service industries have lower average wages than other industry sectors. In trade areas 2 and 3, a significantly higher percentage of people are employed in the manufacturing and public administration sectors which typically have higher wages. Consequently, these populations have more disposable income.

The downtown is significantly denser in population than the other two trade areas. The population per square mile in the first trade area is 2,261 people compared to 262 and 315 for the 2nd and 3rd retail trade areas.

The downtown area has many young single people and couples. Household sizes are smaller in the downtown averaging 2.31 people compared to 2.53 and 2.62 in the 2nd and 3rd trade areas. More people in the downtown tend to live in multi-family dwellings rather than single family units. In the downtown, 24.6 percent of people live in 2 to 9 unit buildings compared to 13.2 percent and 12.8 percent in the 2nd and 3rd trade areas.

The study area is located within a historic district and the housing stock is older than in the rest of the City. Sixty percent of the buildings in the downtown area were built before 1949. Recent construction accounts for only 1.6 percent of the downtown buildings. Downtown Greenfield's historic heritage presents special opportunities to celebrate this rich history and create a distinct image for the downtown.

Home ownership is lower in the downtown than in the outlying trade areas. Only 65.4 percent of people own their houses compared to 74.6 and 75 percent in the 2nd and third trade areas. Housing vacancies are also more abundant downtown. 8.7 percent of housing units are vacant on the first trade area compared to 6.5 and 6.4 in 2nd and 3rd trade areas respectively.



Historic Greenfield



Market Analysis

Market Sectors

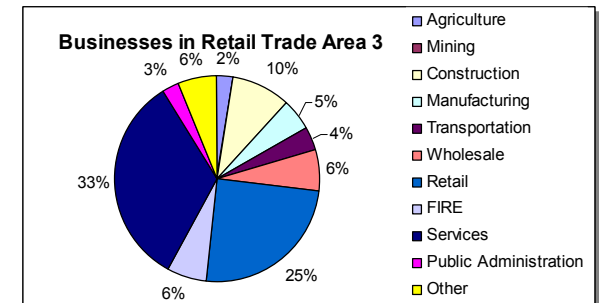
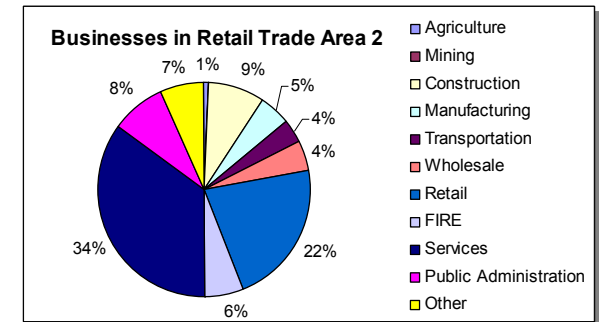
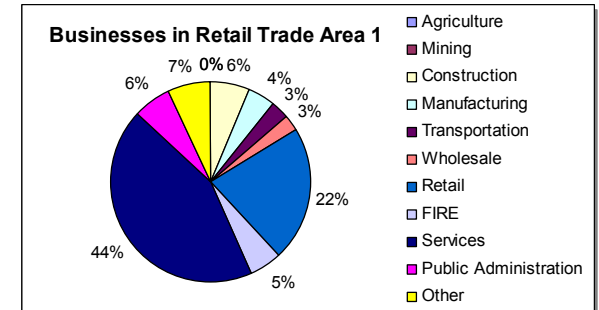
Businesses have helped to fill these residential vacancies by converting historic homes and buildings to business and service uses. Houses converted to commercial buildings have created unique spaces for businesses that seek a prestigious image, such as law offices. Many buildings in the downtown area have a second floor. Some businesses, mostly offices, use the second floor of their building. In other instances the second floor is used for storage or is rented out to tenants.

There are a total of 109 businesses in the downtown blocks. The local economy has shifted from the manufacturing sector to the service sector. In the first trade area 43.6% are service businesses and 21.8% are retail trade businesses. These businesses service trade areas 2, 3, and beyond. All three trade areas have a similar profile for employment, with the exception that trade areas 2 and 3 have manufacturing as its base followed by retail. This is depicted in the pie charts to the right.

Purchasing power increases for all sectors as the distance increases from the downtown center. The 2nd and 3rd trade areas spend approximately \$3000 more on transportation, \$2000 dollars more on food services, \$1500 more on home furnishings, \$700 more on apparel services, and \$1000 more on leisure and entertainment. The lower disposable income of the downtown residents can be attributed to the lower median income level in that area. The downtown can potentially capture a lot of that spending from the 2nd and 3rd trade areas.

The business survey showed that most retail competition is located outside the downtown. Several major chain stores are located along SR 9. This strip of commercial businesses, includes such establishments as Wal-Mart, which was the most named competitor in the business survey. Downtown Greenfield should build on its existing base of more unique businesses such as specialty stores and restaurants.

Nearby shopping centers also compete with downtown business. The Eastgate Consumer Mall with 66 shops, is 14 miles from the center of downtown, and the Washington Square mall with 115 shops, is located at 11 miles from the center. In order for the downtown retail industry to thrive, it must build upon its identity as a unique specialty shopping center by providing unique shopping opportunities not found in the nearby malls.



Market Analysis

Business services make up 43.6 percent of businesses in trade Area 1. With all the government and professional offices downtown, Greenfield can be regarded as the largest office submarket in the County. Law firms dominate the downtown office market. Many business services such as printing shops support these offices. Based on the business survey, professional services have a wide trade area extending beyond the County.

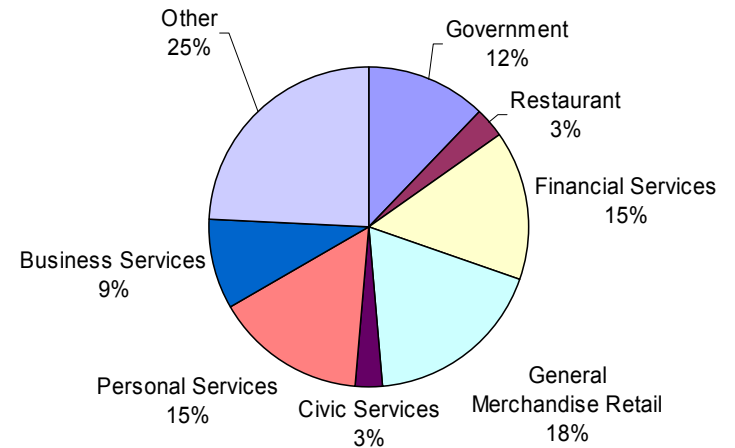
Six percent of business in the first trade area are in the public administration sector. Downtown Greenfield is Hancock County's seat and includes many administration facilities. These institutions include governmental functions and services and convey a strong image of Downtown Greenfield and should be reinforced.

Parking is crucial to the attractiveness of the Downtown as a destination place. There is one large public parking lot centrally located on South street, and off-street parking is permitted in all downtown areas. Downtown Greenfield is currently well serviced by parking and should insure that adequate parking is provided in the future.

Greenfield takes pride in it's unique historic character. Twenty structures in the downtown area were identified as having significant or outstanding structures. At the west-end of Main Street, there is an agglomeration of significant and outstanding structures, including the James Whitcomb Riley Home. Greenfield Historic Landmarks has inventoried buildings in the downtown area and has identified close to sixty structures in the vicinity of the downtown with special character. Greenfield has three places listed on the National Register of Historic Places: The Eli Lilly Laboratories, the James Whitcomb Riley Home, and the Courthouse Square National Historic District.

Local Business Survey

As part of the market study, a survey was prepared and distributed to downtown business establishments in order to provide an accurate depiction of the market conditions in the downtown. Among the items on the survey included type of business; property information; trade area for the business district; profile of primary business customer; and business operations including hours, peak sales volume, and advertising. Each survey included a section relating to how downtown is perceived as a place to do business. Questions were also included on such issues as signage, parking, and general streetscape appearance. Results of the survey were tabulated and presented as part of the steering committee meeting held on August 15th. The pie chart to the right illustrates the breakdown of the types of businesses in the downtown. Respondents indicated that forty-one percent of business competition comes from within the downtown, while fifty-nine percent comes from elsewhere. A detailed breakdown of these survey results can be found in the appendix.



Types of Downtown Business



Market Analysis

Attracting Visitors Downtown

There is little doubt that downtowns throughout the country have been losing residents and businesses to the surrounding suburbs. This trend has resulted in reduced activities and services with fewer and fewer people left to support the local economy. Often the demographics of the immediate marketplace, those downtown residents and businesses within the primary trade area, do not support the most basic business services (restaurant, grocery store, office supplies, etc.). Therefore, providers of basic services must relocate to ensure a consistent customer base.

Many downtowns have begun to search for ways to diversify the local economy by attracting downtown visitors. These visitors could include city residents living near downtown, regional residents, as well as those from greater distances. Visitors spend money when traveling to a destination with hotel rooms, meals, shopping, and special events. These new expenditures in the downtown market could create additional demand for services and businesses to meet the demand.

The issue becomes how to give a diverse group of visitors enough reason to make downtown their destination. Arts and cultural offerings provided through theaters, museums, and galleries; sporting and entertainment venues; religious and educational institutions; and special events can attract visitors downtown.

Many cities around the country have discovered that downtowns provide a special context for the types of activities previously described. The downtown environment, in and of itself, is an attraction, provided that it is safe, secure, visually appealing, and functional. Urban density, architecture, an interesting mix of uses, and history all provide a one-of-a kind setting that cannot be duplicated in all downtowns. Greenfield's downtown core contains the framework for exciting activities and a strong economic base. With their higher income levels, populations in trade areas 2 and 3 offer a potential clientele to the downtown. This clientele is represented by 23,095 residents within a 5 mile radius and 217,698 residents within a 15 mile radius. Concentrating "people attraction" in downtown would allow for a synergy among activities making it more likely that people will visit if there is a variety of activities available. This fact, coupled with a unique environment, provides a sense of place that visitors find appealing.

Potential Market Directions

Downtown Greenfield is at the Heart of Hancock County. Historically, it has served as a stopping point and trading post, thanks to what is now known as Route 40. As the crossroads of US 40 and SR 9, Downtown Greenfield is easily accessible to a wide range of people. US 40 has been recently designated as a Scenic Byway and constitutes a gateway to Downtown Greenfield. As stated by J. Walker in the Daily Reporter in August, 2002, "Downtown Greenfield, once the greatest oasis along Hancock County's stretch of the road, has browned and broken - with most city's commerce moving north, near I-70. But the National Road has not dried up. Recently designated as an All-American Road and Scenic Byway by the Federal Government." This designation is significant in establishing Downtown Greenfield as a destination along this scenic byway. However, this "crossroads" where US 40 crosses SR 9 is currently in an undesirable state, according to the public survey (see page 27). Designated as a "critical intersection" in the existing framework plan, this crossroads is the front door of the community. In order to encourage and grow Greenfield's market, it will become more important for the community to make improvements to its "front door." This should include efforts to improve access, visibility, pedestrian amenities, and the overall welcome statement to visitors at this crossroads.



Market Analysis

Potential Market Directions

1 INSTITUTIONAL AND OFFICE CENTER

Greenfield's Downtown has the potential to attract creative businesses that seek unique spaces and character for their workspace. Greenfield is the institutional center of the County, housing many important government functions and historic landmark buildings. Downtown has been a core location for city and county services, and should continue to be the focus of these services and to develop activities and uses that coordinate and support the future growth and expansion of both the City and County government. Downtown Greenfield should continue to consolidate the government and professional services sector.



2 LEISURE SHOPPING AND ENTERTAINMENT

Specialty shops, recreational uses (i.e. Pennsy Trail) and downtown festivals support the City of Greenfield as a destination place for leisure shopping and entertainment in a small historic downtown. Existing shopping and entertainment venues offer the Downtown a unique opportunity to develop and expand its market as a destination place. Additional amenities such as the expansion of passive/active recreational uses and commercial entertainment outlets (i.e. movie theater, civic theater, arts café, etc.) would help the downtown to develop this unique market niche. In addition, office workers in Downtown Greenfield currently have a limited choice when it comes to eating out for lunch or shopping during their break. They represent a potential clientele already present for new retail, restaurants and entertainment businesses



3 HOUSING

As compared to its outlying areas, the housing stock in the Downtown area is older and has lower property values. Neighborhoods near the downtown create a potential for redevelopment and attracting more people to the downtown. This housing stock represents an opportunity for people and businesses seeking a certain architectural style and image. Downtown living offers the opportunity for a new residential market in Greenfield – townhomes and condos in an urban setting. This setting can be most attractive if more neighborhood services are established. In addition, mixing commercial uses on the ground floor with some residential uses on the upper floors in the downtown business district should be encouraged to increase street level vitality.

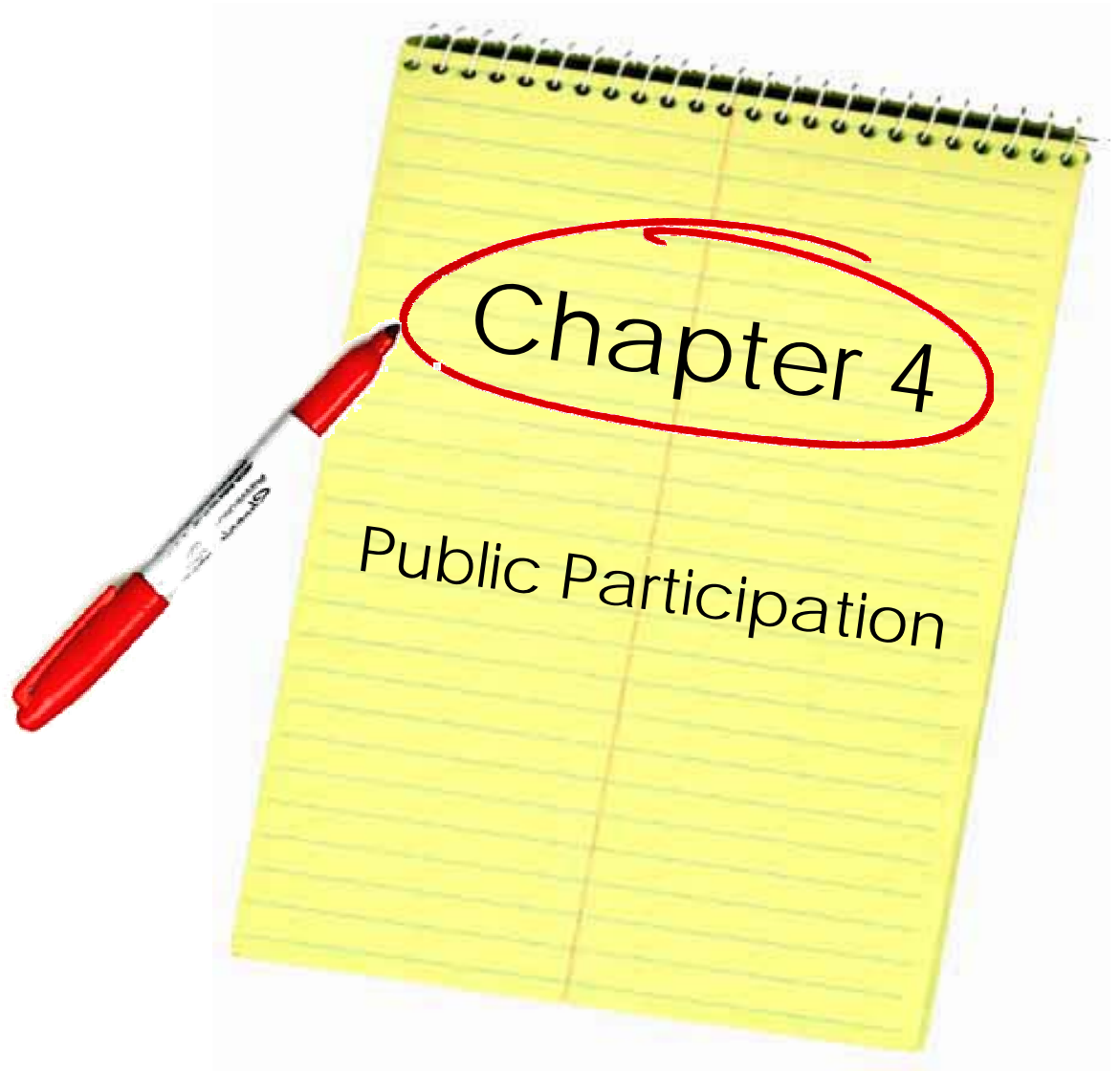


Market Analysis

Summary of Market Opportunities

In summary, the City of Greenfield possesses several market opportunities. As the heart of the county, Greenfield has the potential to serve as a market center for a variety of amenities. Greenfield has the advantage of housing many important government functions and historic landmark buildings. These functions generate a large number of users and establish the City as a focal point for the surrounding region. Not only do these users present opportunities for the expansion of government facilities, but Greenfield has the potential to develop itself as a destination in the specialty shopping market. With its unique historic character, Greenfield has an advantage of attracting new and existing users. Furthermore, proximity to the City of Indianapolis provides Greenfield with a pool of potential users and residents. Greenfield can achieve the goal of establishing itself as an active, activity generating downtown by utilizing the existing potential labor pool in the downtown area as well as building vacancies the present opportunities for redevelopment. Building upon existing entertainment destinations will further help to achieve this goal. Both its location and historic charm provide a solid backbone that Greenfield can utilize to help achieve its goals and leverage its market potential.





Public Participation

The planning team facilitated a public input process that helped to establish a vision and goals for the Downtown. In order to understand the opinions of Downtown stakeholders, a number of tools were utilized including steering committee meetings, feedback from City staff, public surveys and local business surveys, and a Public Open House held in conjunction with the Riley Days Festival October 4-5. The input of local citizens was utilized throughout the entire process to define and reinforce the community's wants and needs. Several key issues have been identified in the public process as critical to the success of the downtown. The public survey and public open house results indicated support for the development of a new retail market, the enhancement of the "Town Center", the expansion of cultural arts and entertainment venues, and the renovation/ preservation of historic buildings and districts. The process and results from these public input activities is described in the following sections.

Public Survey

In order to gain community feedback on important planning issues, the planning team prepared a public survey for the local residents. Among the items on the survey included housing and community issues, community spending patterns, downtown development preferences, community opinions, and demographics. Residents were asked to give their opinion on downtown development by ranking issues such as improvements (eg. Streetscape and preservation), land-use, and desirable activities/facilities. Each survey also asked for written suggestions for improving the downtown. The survey was distributed at the Public Open House during the Riley Days Festival. The survey was also available at the City Hall. Nearly forty surveys were completed, and the results of the survey were tabulated and presented at the November 20th Steering Committee Meeting.

Survey participants ranged in age, with most between 46 and 64. Of these participants, most work in Indianapolis and have occupations in professional, managerial, or administrative positions. Seventy percent of the participants responded that their reason for living in Greenfield is because of native/family ties or quality of life. Over half of those surveyed have lived in Greenfield for over 20 years. When describing their town, Greenfield residents often use the words: comfortable, safe, friendly, growing, convenient, and historic. These words are important because not only do they reinforce how residents perceive their City, but they also indicate what attributes of the City they value most.

Spending Patterns

The survey results indicated that residents rarely go downtown for shopping or entertainment. For everyday needs such as groceries, health, and beauty supplies, residents shop along the S.R. 9 corridor. However for major purchases such as clothes, furniture, and appliances, they travel to Indianapolis. In fact, thirty seven percent of the respondents noted that they make less than 10 percent of their major purchases in Greenfield. The survey also indicated that entertainment spending is done outside of Greenfield. One third of the respondents indicated that less than 20 percent of their entertainment spending is done in Greenfield. When questioned on the most important aspect of downtown living, Greenfield residents answered that downtown shopping is the most important aspect of downtown living. Greenfield residents indicated that there is a strong need for a grocery and drugstore in the downtown area. Downtown shopping received the highest number of votes, with entertainment and cultural events taking second place. These respondents also indicated that pedestrian accessibility is very important to them when they go shopping. Even so, most of them are traveling long distances by car to make their purchases. These same shoppers indicated that they value parking availability, choices of stores, quality, variety, and competitive prices. Downtown Greenfield is not currently providing for these needs, and is therefore losing its potential clientele to its outlying areas.



Public Participation

The survey asked participants to indicate new improvements, activities, and uses that would benefit the community. Respondents indicated that they would like to see uses in the downtown such as fine and family dining, gift/card shops, a bookstore, a drugstore, a hardware store, clothing stores, and additional professional services. Greenfield residents patronize their local professionals, indicating that they would likely patronize local stores if available. In fact, a majority indicated that they do more than half of their professional services spending locally. The top five improvements that respondents are in favor of include new retail and entertainment facilities, fewer shop vacancies, a better mix of shops, preservation and renovation of historic buildings, and an improved streetscape appearance. The activity that received the highest rating is concerts. Specialty retail, restaurants, and a farmer's market also received high ratings. These activities should be programmed into Greenfield's goals and development initiatives.

Community Issues and Attitudes

There are several keys to bringing people to downtown Greenfield. The survey indicated that there is the potential for a new retail market to be developed and captured. Participants strongly agreed that new retail development should be concentrated in the downtown area and should include convenience uses as well as specialty shopping. Because Downtown Greenfield competes with S.R. 9 and Indianapolis, it is important that they offer the basic services residents need. This relates to having a larger selection of stores and quality goods. Not only must the downtown offer basic needs for its residents, but the downtown must also offer something more in order to capture an even larger market. The respondents indicated that developing a market in specialty shopping and promoting tourism is a key to economic development. Furthermore, the survey results reinforce the idea that improving the community's overall appearance and the renovation of historic buildings and districts is critical to the future development of downtown. This goes hand in hand with the establishment of a strong downtown area to serve as the "Town Center" for Greenfield. Residents feel that Greenfield should continue to develop venues for the cultural arts and entertainment such as music, theater, galleries and studios, and outdoor recreation. Furthermore, the survey results reinforce the idea that improving the community's overall appearance and the renovation of historic buildings and districts is critical to the future development of the Downtown. Greenfield's small town charm and historic character is valued by its citizens, and efforts should be made to preserve, enhance, and celebrate Greenfield's unique history.

Additional issues on the survey relate to housing and traffic. Sixty one percent of those surveyed stated that they do not desire additional housing in the downtown area, with thirty nine percent responding yes, they would. Of those who responded yes, the majority would prefer single family and townhouses as opposed to duplexes and apartments. Regarding the issue of traffic in the downtown, a majority perceive S.R. 9 as always congested. They also state that S.R. 9 and U.S. 40 is the least desirable intersection in the downtown with regards to access, visibility, and congestion.



Public Participation

Survey Highlights

A complete breakdown of the survey results can be found in the Appendix section. Highlights of the top issues from selected survey questions follows.

Question 8:

Give three suggestions that you think would improve Downtown Greenfield:

- Encourage Business
- Preserve historic buildings
- New interesting shops
- Restaurants
- Parks/open space with art
- Streetlights and pedestrian crosswalks

Question 14:

How important are the following actions to improving the quality of life in downtown Greenfield?

Most important actions:

- #1 Renovate historic buildings ties with Improve the community's overall appearance
- #2 Attract new employers
- #3 Encourage music concerts
- #4 Bring more restaurants to Greenfield
- #5 Develop new specialty retail shopping

Question 19:

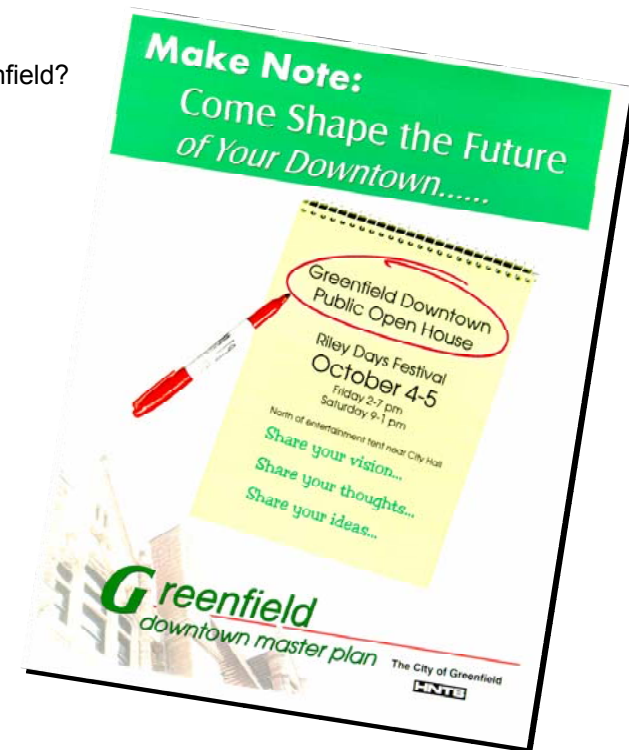
What are the top five improvements that would benefit the downtown area?

- #1 New Facilities (Specialty retail, theater, etc.)
- #2 Fewer shop vacancies
- #3 Better mix of shops
- #4 Improved streetscape appearance
- #5 More parking

Question 20:

What are the five activities/facilities that you would attend downtown?

- #1 Concert
- #2 Specialty retail
- #3 Restaurants
- #4 Farmers market
- #5 Entertainment facilities



Public Participation

Public Open House

The planning team coordinated with various members of the Steering Committee in order to prepare for the Public Open House that was held in conjunction with the Riley Days Festival on October 4th and 5th. At the Riley Days Festival, the planning team set up a display booth containing information that was organized by topics. Planning team members were available to discuss issues, distribute newsletters and surveys, and answer questions. Participants were invited to walk through, interact with the displays, ask questions, and voice their opinion. The purpose of the open house was to provide the community with the opportunity to comment on the current state of the downtown and to provide input on what the downtown should be in the future.

The open house was organized around the following topics:

- **Planning Issues**

Major planning issues were outlined and participants were asked to respond to them as a high/low priority. A series of maps were included that inventoried existing downtown parking, circulation, green space, and land use. An existing downtown framework illustrating areas with similar development characteristics was also created. Top issues include the promotion of tourism and specialty shopping, historic preservation, and strengthening the town center.

- **The Greenfield Experience**

By presenting a variety of themes in a visual manner, this work focused on creating a new vision and identity for Greenfield. Participants were asked to rank such themes as festivals, preservation, recreation, and transportation.

- **Visual Perceptions and Urban Design**

This exercise focused on participants' views on design elements, including architecture, housing, open space, parking, streetscape amenities, and signage. An assessment of the participant's general opinion regarding these issues was gathered through a voting exercise using dot stickers.



Public Participation

TOP THREE PLANNING ISSUES

- #1** Greenfield should promote tourism and other related activities as a “specialty shopping” and destination Center.
- #2** Buildings of architectural/historical significance should be preserved.
- #3** The City needs a strong downtown area to serve as the “Town Center” for Greenfield.

Participants in the public open house were given the opportunity to vote on the top three planning issues that they feel should be given the most priority in the downtown master plan. The issue that received the highest rating is the promotion of tourism and other related activities as a “specialty shopping” and destination center. Second was the preservation of buildings of architectural or historical significance. Finally, the third most important planning issue according to this exercise is the idea that the City needs a strong downtown area to serve as the “Town Center” for Greenfield. Other issues that received overall high ratings include the following: the effectiveness of the existing downtown gateways should be improved, the library expansion should occur in or near the downtown, and city leaders and promoters should support redevelopment activities using resources to encourage private sector development.



Greenfield has a unique opportunity to establish a niche in the 'specialty shopping' market in its historic downtown



Public Participation

TOP THREE THEMES THAT ESTABLISH THE GREENFIELD EXPERIENCE

- #1 Preservation: build upon unique historic fabric
- #2 Shopping/Retail: destination and convenience shopping (antique stores, restaurants, etc.)
- #3 Cultural Arts/Entertainment: music, theater, galleries and studios, and outdoor recreation, including capitalization on Pennsy Trail resource

The above three themes were established from a dot survey that was utilized at the open house. Participants ranked preservation as the number one theme that should establish the Greenfield. Greenfield has a unique historic fabric made up of historic buildings, a small town charm, and important historical figures. This historic fabric is highly important to the future image of downtown and efforts should be made to preserve, enhance, and celebrate Greenfield's unique history.

Shopping and retail was ranked as the number two theme for downtown Greenfield. Greenfield currently possesses a unique specialty shopping niche with antique stores, specialty shops, and cafés. Participants feel that Greenfield should continue to focus on promoting the downtown as a specialty shopping destination and focusing efforts to draw an array of shops with a loyal base of customers.

Finally, cultural arts and entertainment was voted as the third most important theme for the downtown. As a host to many activities, festivals, and events, Greenfield should continue to promote a wide range of cultural and civic activities. Pennsy Trail is an existing resource that should be promoted as a link to cultural destinations throughout the area.



Main street is an opportune 'hot spot' for incorporating all of the desired themes, including preservation, specialty shopping, and the cultural arts



Public Participation Board

Public Participation

TOP FOUR VISUALS FROM THE VISUAL PREFERENCE SURVEY

This exercise focused on participants' views on design elements, including architecture, housing, open space, parking, streetscape amenities, and signage. An assessment of the participant's general opinion regarding these issues was gathered through a voting exercise using dot stickers.

Top rated visuals are pictured on this page and include images along with words depicting historic preservation, historic housing, sidewalk cafés, decorative lighting, and streetscape enhancements. The selection of these images reinforces the public perception that there is a need to focus on the streetscape quality, and in general the overall image and appearance of downtown. In addition, the streetscape could include more pedestrian-oriented amenities where space permits, such as benches and even street side cafés. Furthermore, the high ratings received by historic preservation and historic housing images reinforces the importance of Greenfield's historic buildings to the future image of downtown. These architecturally significant buildings should be the subject of residential and retail adaptive reuse projects.



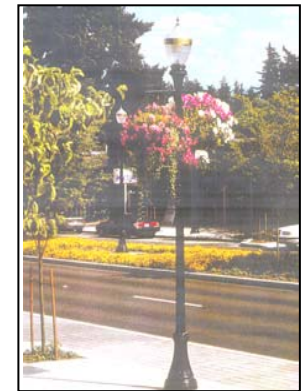
Historic Preservation



Historic Housing



Sidewalk Café's



Decorative Lighting

Public Participation

Business Survey

As discussed in Chapter 3, Market Analysis, a local business survey was utilized to gather input of downtown business owners and managers. The survey provides an overview of the types of business downtown, a customer profile, hours of operation, sales volume, advertising media, and general opinions. Business owners were asked to voice their opinion on downtown improvements that should occur. Items that were given high priority by business/shop owners include an improved streetscape appearance, preservation and renovation of historic buildings, fewer vacancies, new facilities such as specialty retail, landscaping, a better mix of shops, and cleanliness/maintenance. The results of this exercise are illustrated in the table below.

The survey also indicated that the majority of downtown customers travel from outside the downtown area, with only 9 percent of the customers coming directly from the downtown area. This information sheds light on the opportunity to further promote downtown Greenfield as a destination for specialty shopping.

	Low Priority	Medium Priority	High Priority
Improved Streetscape Appearance			
Common Business Signage			
Preservation and Renovation of Historic Buildings			
Fewer Shop Vacancies			
Fewer Office Vacancies			
New Facilities (specialty retail, theater, etc.)			
More Parking			
Enhanced Landscaping			
Better Mix of Shops			
Common Community Theme			
More Convenient Business Promotion/Sales Events			
Common Business Promotion/Sales Events			
Cleanliness/Maintenance			
Crime/Safety Issues			
Cost of Goods and Services			

Downtown Improvement Priorities as a Result of the Downtown Business Survey

Downtown Business Survey

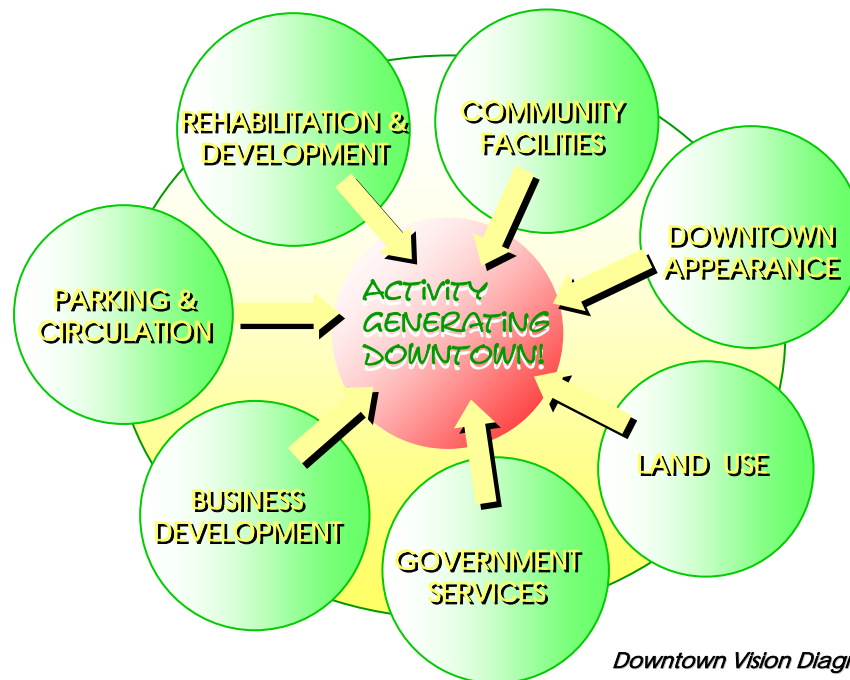


Goals and Potential Development Initiatives

Establishing the Vision

The recommendations that are discussed as part of this plan, result from a strategic planning process that was driven by input from local citizens. From this input, the vision of the Downtown was crafted. The vision for Downtown focuses on the big picture, in a sense it is what the community could have if there were no constraints – financial, social, political. The Downtown center should create an atmosphere that provides for vibrant, interesting, stimulating, and fun activities. The downtown should aim to preserve its history and heritage while enhancing shopping appeal, its range of uses, its aesthetic quality, and convenience. The vision statement for Downtown Greenfield, as developed through the *Greenfield Downtown Master Plan* process is: **to create an activity generating downtown, a downtown for people to live, work, and play.** This vision was developed as a result of community input in the beginning phases of the master planning

The vision defines the image of what the Downtown should be in the future. It expresses both the existing qualities and conditions that make the Downtown unique as well as new qualities and attractions that are now not found in the Downtown. The vision statement presents a clear and concise expression of those qualities. It is a description of the future state of what the downtown *will* be. Once the vision was established, goals were developed with the intent of creating an activity generating downtown. The diagram below describes the relationship between the downtown vision and the goals.



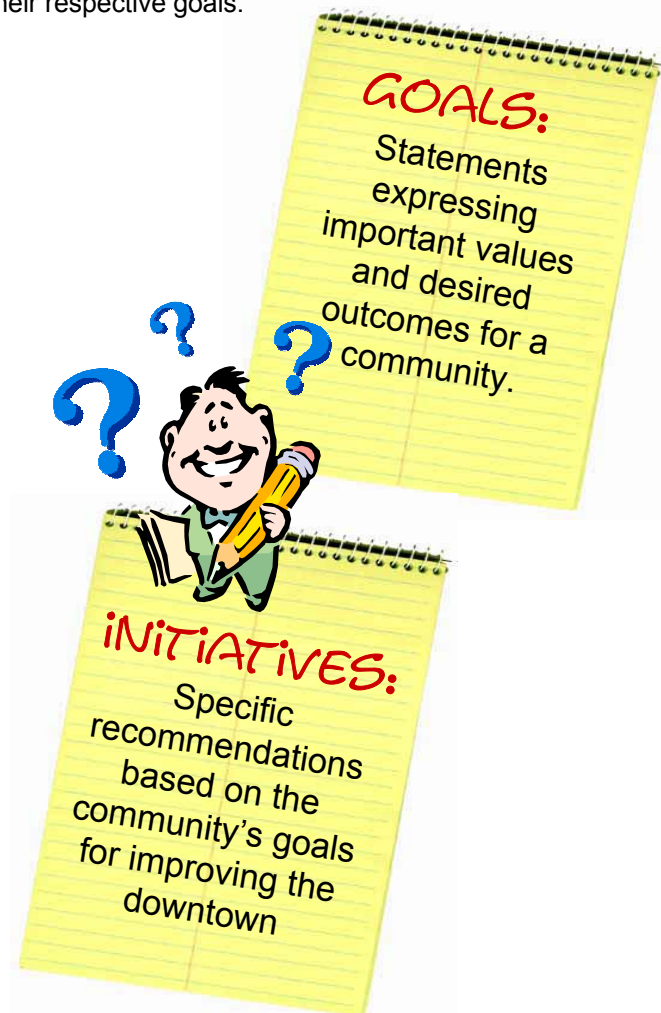
Downtown Vision Diagram

Goals and Potential Development Initiatives

Goals & Potential Development Initiatives

In order to prioritize all of the recommendations provided by the City and its residents, the planning team synthesized the key recommendations into a series of strategic goals. The following goals are statements expressing important values and desired outcomes for the downtown. Each goal represents some part of the vision and begins to provide direction for what the Downtown should be. These goals have been established as a means for creating an **activity generating downtown** and can only be accomplished through the continued recruitment and ongoing support of public/private leadership partners that are committed to driving downtown development. The goals are broad statements, meant to introduce a key idea or concept important for downtown prosperity. Following each goal is a listing of specific development initiatives corresponding to their respective goals.

Several potential development initiatives have been developed in accordance with the goals that have been established for the downtown including supporting an activity-generating downtown. These initiatives set forth a program and action steps for improvements throughout the downtown. The first goal specifically addresses the importance of establishing leadership direction and their role in implementing long-term plan recommendations. The second initiative focus on the goal of business development by establishing a tenant recruitment and retention program and identifying priority sites for infill. The third initiative builds upon the existing strength of the adjacent downtown neighborhoods and promotes the redevelopment and rehabilitation of new residential projects. The fourth and fifth initiatives help to accomplish the goal of providing a greater variety of community facilities by promoting cultural and entertainment uses as well as expanding public recreation facilities and programs. The sixth initiative recommends actions for improving the downtown appearance with the creation of a pedestrian-friendly streetscape and wayfinding signage expansion. The seventh initiative addresses specific issues relating to overall downtown land use management and growth. The eighth initiative calls for the establishment of a parking management program in order to provide parking facilities and spaces that respond to the needs of downtown users. The final initiative will help to support the future expansion of city and county government facilities by beginning to study the district's ability to accommodate future services and facilities. These initiatives are outlined on the following pages with their corresponding action steps. Following the list of these initiatives is a flowchart plan illustrating the potential development initiatives and the primary sector responsible for completing those projects.



Goals and Potential Development Initiatives

1 GOAL 1: LEADERSHIP

Downtown Greenfield has tremendous leadership from businesses, residents and the City. Leadership is an important element of this master plan and is what drives implementation of recommendations. Past leadership has focused on physical and programmatic improvements within the downtown and has made tremendous changes. For this plan to be successful, leadership within the downtown should be organized more formally and should transcend the ownership of the plan which becomes consistent and on-going year after year. Leadership within the downtown should be able to utilize existing City resources, without burdening the City and provide continual guidance and review of the direction of the downtown. Leaders established in a formal leadership role for the downtown should provide balance and focus to the programmatic, tenant recruitment and coordinated marketing of the downtown with the physical improvements recommended.

INITIATIVE 1: ESTABLISHMENT OF LEADERSHIP ROLES & RESPONSIBILITIES

- Establish Redevelopment Commission authority over Downtown
- Utilize City Staff for technical support
- Coordinate implementation of plan to related existing ordinances
- Establish task force to assist with marketing Downtown (outgrowth of Chamber activities)
- Develop poster plan / brochure for marketing
- Create development budget & incentive fund
- Identify key redevelopment locations
- Solicit private sector partnerships

2 GOAL 2: BUSINESS DEVELOPMENT

The Downtown serves many uses in Greenfield including the local and regional population and tourists. The growth and redevelopment in Downtown is linked to the economic viability of individual properties. Efforts should continue to focus on promoting the Downtown to keep existing users while marketing to gain an array of shops, restaurants and office uses that will draw and establish a loyal base of customers. Worthwhile projects on difficult sites should be given special access to incentives that will encourage this development.

INITIATIVE 2: SPECIALTY RETAIL AND RESTAURANT INFILL

- Identify priority sites
- Define support program
- Solicit proposals
- Create development budget & incentive fund
- Identify key redevelopment locations
- Solicit private sector partnerships

Goals and Potential Development Initiatives

3 GOAL 3: REHABILITATION & REDEVELOPMENT

Greenfield's heritage is one that has been documented in the existing buildings that remain in the downtown area. However, these older buildings have provided barriers for redevelopment and rehabilitation for existing uses and for recruitment of new uses. These buildings are important to the future image of downtown, and architecturally significant buildings should be the subject of residential and retail adaptive reuse projects. Additionally, for those areas where buildings are in disrepair or destroyed, the City should strive to promote redevelopment and infill of those parcels with buildings which strengthen the cultural fabric and presence of the downtown and promote new investment.

INITIATIVE 3: REHABILITATION, REDEVELOPMENT & RESIDENTIAL INFILL

- Set up programs (revolving loan fund, façade fund) for existing residential rehabilitation projects
- Initiate demonstration project
- Identify areas for residential redevelopment
- Remediate any land-use issues, clearing way for potential redevelopment
- Solicit developers for residential redevelopment project adjacent to downtown core

4 GOAL 4: CULTURAL AMENITIES & COMMUNITY FACILITIES

Downtown Greenfield is host to many activities, festivals and events. Because these events bring the community together and support a tourism industry, it should be celebrated. An expanded gathering space should be designated in the downtown as the focus and heart for these activities. Programs, events and new facilities shall be located and designed to serve and acquaint visitors to what the downtown has to offer. Downtown should promote a wider range of cultural activities that reflect a distinctive image for Greenfield. These programs and facilities shall provide support to civic and cultural activities and meet the population's health, recreation, social, and cultural needs. Gathering spaces should be designed as safe, attractive, well-maintained spaces that provide accessible activities for all ages.

INITIATIVE 4: CULTURAL/ ENTERTAINMENT USE

- Feasibility study for community cultural arts initiative
- Create incentives for cultural organizations to invest in Downtown
- Public art installation
- Historic theater multi-use capacity

INITIATIVE 5: EXPANSION OF PUBLIC RECREATIONAL FACILITIES & PROGRAMS

- Identify potential sites for expansion
- Develop program for uses: amphitheater, farmers market, trail link, adult recreation
- Draft budget & operational program

Goals and Potential Development Initiatives

5 GOAL 5: DOWNTOWN APPEARANCE

As the center of Greenfield, the Downtown shall be seen as the hallmark of design and appearance for the community. The City should promote a visually rich environment that incorporates natural features, historically significant buildings and well designed, new development that promotes activity and interaction. The character of the downtown shall be authentic, not contrived, and should reflect the enduring heritage of the community. Design efforts should enhance the beauty of our neighborhoods, natural surroundings and architectural amenities and preserve these qualities within the residential and commercial settings along lighted sidewalks, streets, parks and other gathering places.

INITIATIVE 6: PEDESTRIAN FRIENDLY STREETScape & WAYFINDING SIGNAGE

- Develop improvement priorities for downtown streetscape
- Extend existing identification signage program to areas outside Downtown
- Establish five year budget
- Solicit local & outside funding sources

6 GOAL 6: LAND USE

The Downtown has become a core area with a mix of uses and activities that support and compliment each other. The downtown should be the center of focus for the community and provide a range of uses that offer unique services and activities. Specific uses shall include office, governmental services, retail, housing and recreation, cultural and entertainment uses. Existing residential areas should be preserved and non-residential uses should be focused into a center area and along key corridors of US 40 and SR 9. A variety of buffer types shall be used between uses to soften the transition.

INITIATIVE 7: LAND USE MANAGEMENT

- Amend future land use map for Downtown area in comprehensive plan
- Identify zoning district modifications
- Change zoning to implement desired land use

Goals and Potential Development Initiatives

7 GOAL 7: PARKING & CIRCULATION

Greenfield has two major corridors, US 40 and SR 9, which run through the heart of downtown. With these major corridors, Greenfield provides good access for residents and tourists. The circulation pattern should continue to develop to provide a traffic flow that is efficient. These circulation routes should be designed with pedestrian comfort as a priority, and they should enhance the aesthetic quality of the Downtown. Parking facilities and spaces should be organized and regulated to respond to the needs of downtown users and eliminate hassles.

INITIATIVE 8: PARKING MANAGEMENT PROGRAM

- Initiate parking study
- Identify location for potential mixed-use garage with first floor retail and parking above
- Identify public/private partnerships and support
- Solicit local & outside funding sources

8 GOAL 8: GOVERNMENT SERVICES

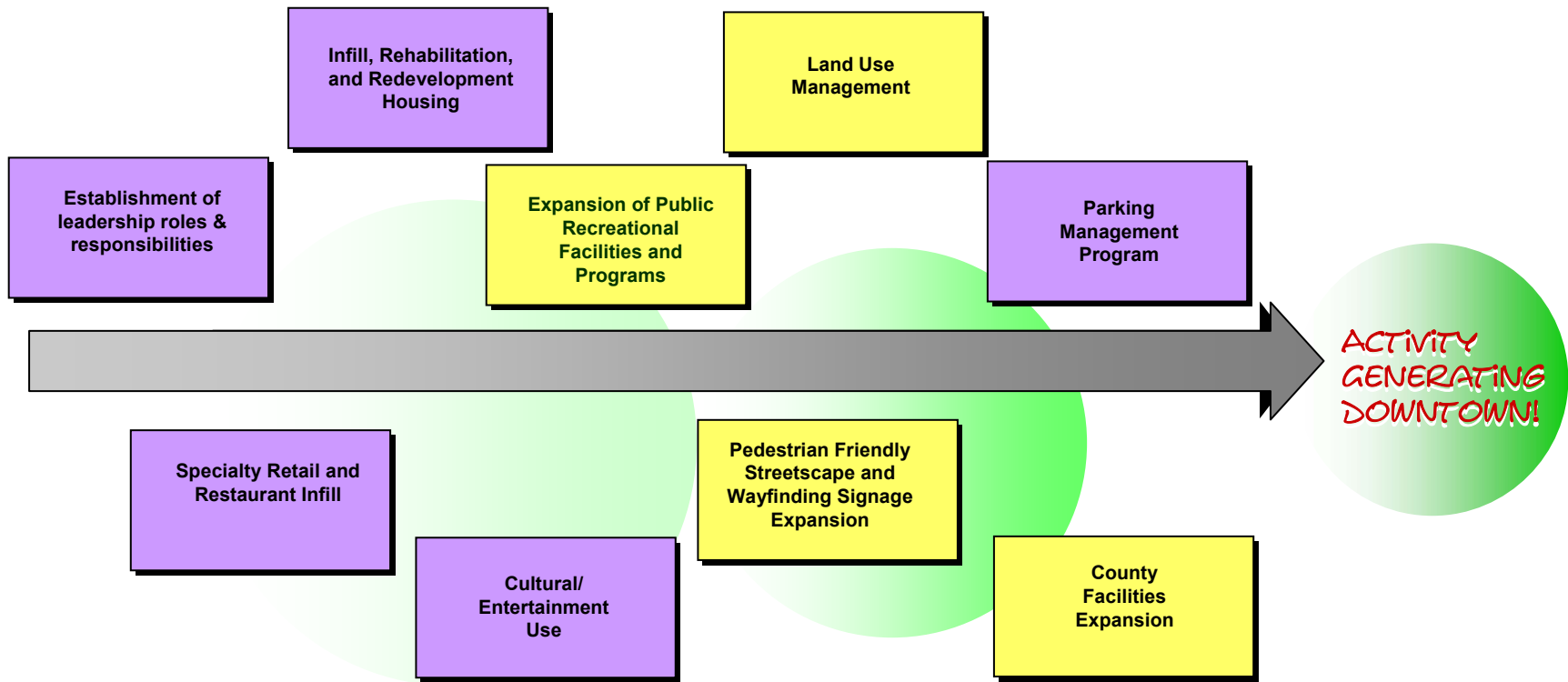
The downtown has been a core location for city and county services. This is one user that brings residents and workers into the downtown area on a daily basis. The downtown should continue to be the focus of these services and to develop activities and uses that coordinate and support the future growth and expansion of both city and county government.

INITIATIVE 9: COUNTY FACILITIES EXPANSION

- Determine district's ability to accommodate (Both Government & Library Facilities)
- Determine parking facility impact
- Identify expansion of future city services

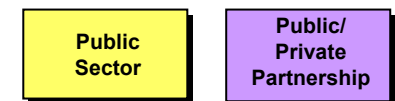
Goals and Potential Development Initiatives

This flowchart illustrates the potential development initiatives as related to private or public responsibilities. In order to gain a thorough understanding of how these initiatives can be arranged in the physical context of Downtown Greenfield, the graphic on the following page illustrates one potential solution for the application of these initiatives. This illustrative diagram is not intended to be viewed as a rigid site plan, but rather a concept of potential developments resulting from the policies and principles outlined as part of the overall plan. This graphic should be used as a guide for improvements showing concepts for new development and/or redevelopment opportunities by both public agencies and the private sector. It is anticipated that over time, projects will respond to changing market conditions. Thus the graphic illustrated on the following page will also change. However, the principles and policies from which they were founded must remain intact in order to preserve the underlying conceptual vision for downtown.



Potential Development Initiatives








ROLES AND RESPONSIBILITIES

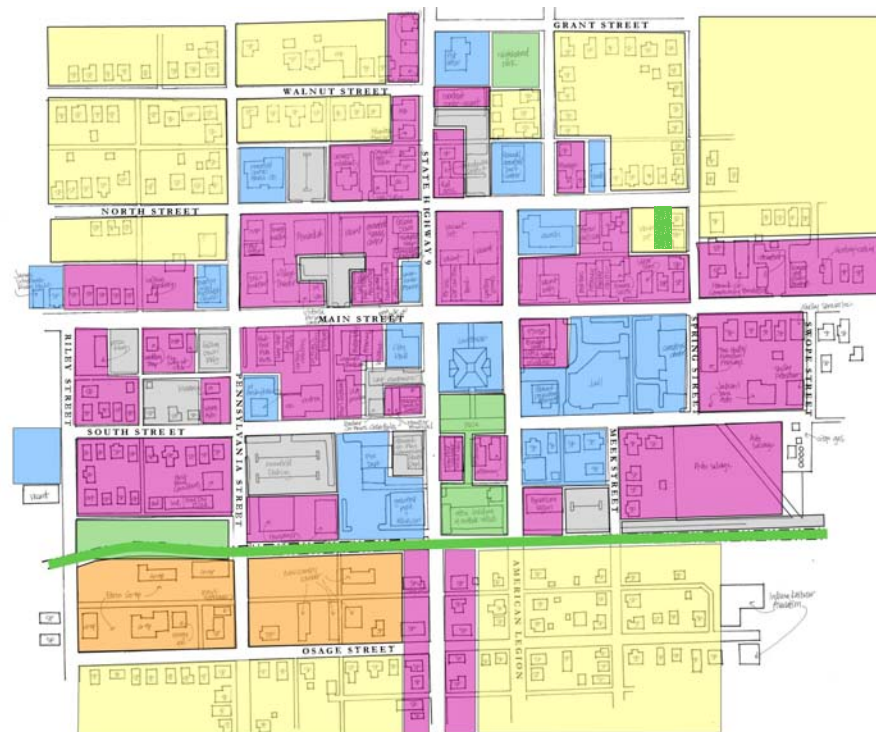


Goals and Potential Development Initiatives

The Proposed Land Use Plan illustrated below reflects comments from the community and information from the market analysis and future physical development initiatives that give direction to the land use pattern. The Proposed Land Use Plan is intended to outline the predominate desired land use for certain areas (i.e. retail, residential, office, etc.) This map is not intended to restrict development through rigid regulations. Several goals and development initiatives as previously described have been identified as criteria to be utilized for evaluating and monitoring development activity in the future. The land use plan below provides one tool that the City can utilize to help implement these goals and initiatives. As illustrated, Pennsy trail should be reinforced as a key component of the downtown recreation experience. This greenway is utilized as the central spine of the green space network which connects several land uses including the commercial core and adjacent neighborhoods within the downtown. Furthermore, the existing commercial/retail areas concentrated within the downtown should utilize infill projects, upper-story residential and office spaces, and newly developed mixed-use buildings in order to create a diverse central core. In addition, multi-family residential development is proposed just south of the Pennsy trail. These new multi-family residential mixed use developments will benefit from both existing green space, new open space, and commercial uses. The existing single family residential neighborhoods surrounding the downtown core shall be reinforced, and additional residential uses shall be introduced where appropriate. As the county seat, Greenfield shall focus its public uses into highly concentrated areas within the downtown core in order to utilize additional land resources for mixed-use development and residential infill projects.

KEY TO PROPOSED LAND USE PLAN:

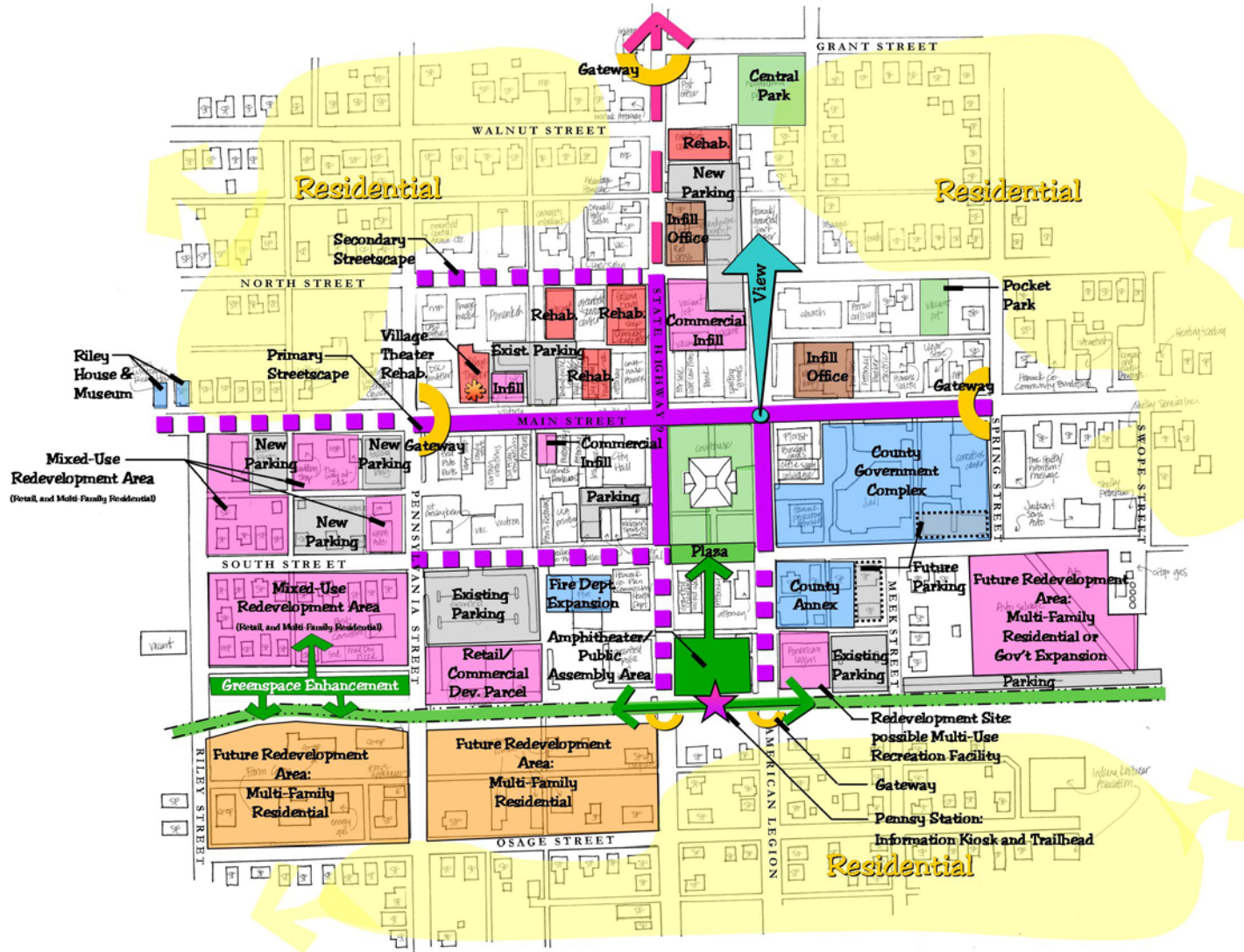
-  Single Family Residential
-  Multi-Family Residential
-  Mixed Use District (Commercial/ Retail with Office/Residential above)
-  Public/Semi-public Uses
-  Green Space
-  Parking
-  Trail



Proposed Land Use Plan



Goals and Potential Development Initiatives

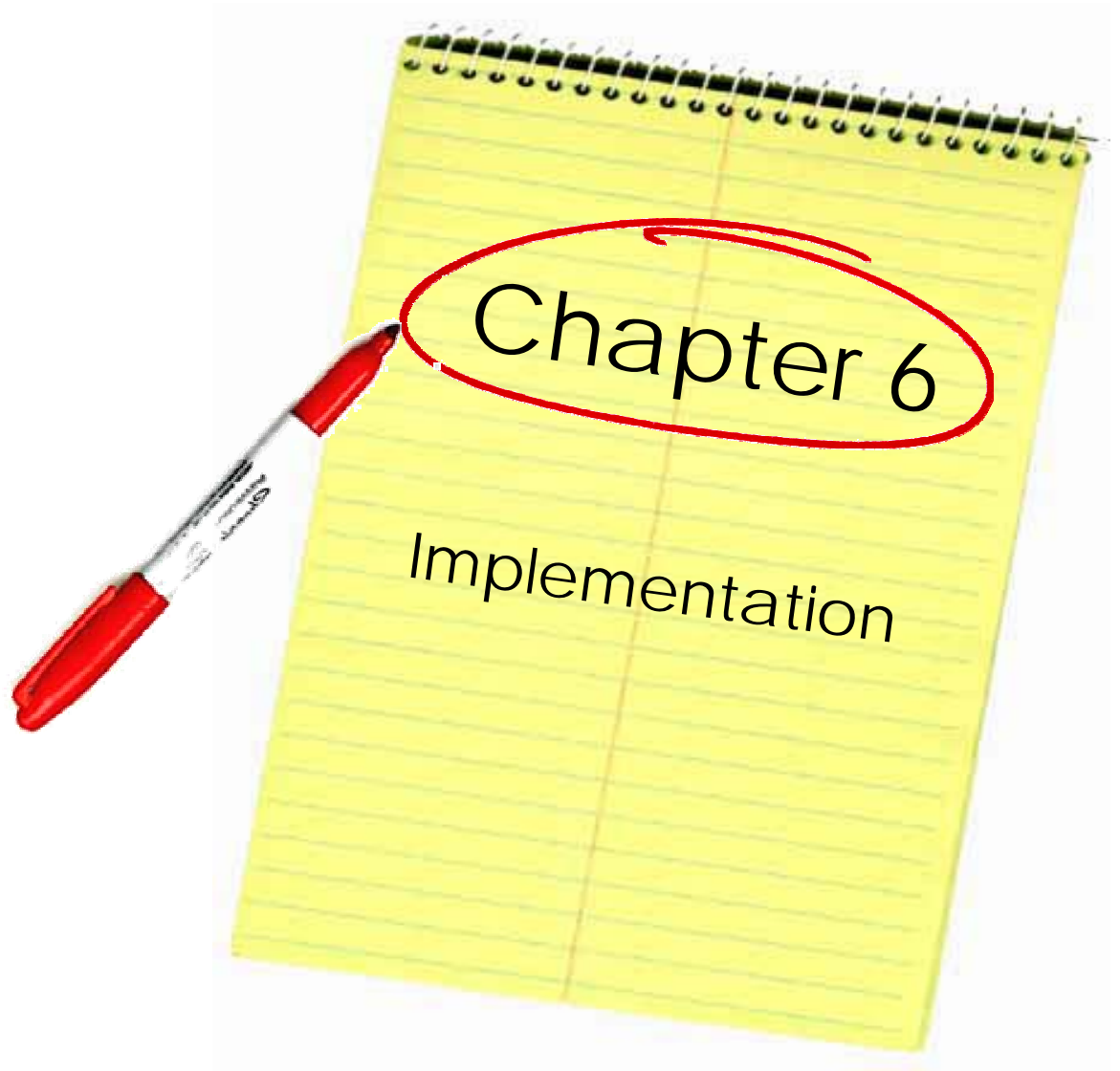


KEY TO NEW DEVELOPMENT INITIATIVES:

- Single Family Residential
- Multi-Family Residential
- Retail/Commercial Infill and Rehabilitation
- Office Infill
- Mixed Use: Retail/Commercial with Office or Residential Above
- Public/Semi-public Uses
- Parking
- Green Space
- Primary Streetscape Improvements
- Secondary Streetscape Improvements

Potential Development Initiatives Plan





Implementation

Getting the Job Done

It has been mentioned throughout this document that the Master Plan is not the end, but rather serves as a means to the end. It is representative of the community's hopes and desires, and Downtown Greenfield should evolve during the next several years as a place in which Greenfield residents and visitors will want to spend time - a place that offers opportunities for work, residence, shopping, entertainment, and recreation.

Planning efforts for creating such a place do not 'just happen.' The marketplace, without a roadmap, will often seek the path of least resistance. Community plans that do not include specific steps and tools for accomplishing goals often result in failed expectations and skepticism. A master plan document must first provide a vision with specific projects about which the community is excited. These projects should serve as the building blocks for realizing the ultimate goal of an attractive downtown with a variety of amenities.

The potential development initiatives outlined in this document are intended to serve as a road map for the community, its leadership, and potential developers and investors. It attempts to identify steps that can be taken that will lead to early success and create the momentum that will support the 'heavy lifting' associated with the plan's more ambitious projects. These development initiatives each require a series of action steps to carry out the initiative. These action steps are a series of measures which support the goals and strategies. These measures are starting points and may require refinement over time. Similarly, additional implementation measures may be needed over the life of the plan to respond to changes in market conditions, community needs, or other influences.

Role of the Redevelopment Commission

The role of the Redevelopment Commission may be expanded as a unit of government to exercise any power granted to the authority under Indiana State Code 36-7-14. It is proposed that the current role of Greenfield's Redevelopment Commission be expanded to include jurisdiction of the downtown area. The jurisdiction would include any area within the master plan boundaries of Greenfield so designated by the Redevelopment Commission. With the expanded role of the Redevelopment Commission to the downtown, they will have the power to ensure that the master plan is implemented to continue revitalization within the downtown.

The proposed duties and responsibilities of the Redevelopment Commission for downtown are as follows:

- Maintain a formal Action Agenda for downtown improvement projects highlighted as part of the development Initiatives
- Maintain current plans and special studies for the downtown needed to advance the Action Agenda
- Establish financial plan for implementing the Agenda which matches project costs to funding sources
- Coordinate with other stakeholders to facilitate decision making
- Make recommendations to the City regarding any proposed changes in City regulations affecting downtown
- Make recommendations regarding any improvements to City controlled property downtown



Implementation

Implementation Steps

While there are specific development initiatives that have been highlighted in this chapter for the Redevelopment Commission to undertake, a more detailed “step by step” approach is provided to help kickoff the implementation process and ensure its transition from a planning document into an action agenda.

The Redevelopment Commission will serve as the overarching body to continue consistent, on-going leadership of the master plan. Below is a listing of the following steps the Redevelopment Commission should undertake.

1

EXPANSION OF REDEVELOPMENT COMMISSION ROLES (TARGETED COMPLETION RY: AUGUST 2003)

1. Once the Plan Commission and City Council adopt the master plan, the first step to begin implementation is to expand the role of the Redevelopment Commission. The City Council should inform the Redevelopment Commission of their desire to expand the role of their duties through a written letter to the Redevelopment Commission. At that time, the Redevelopment Commission should give consideration to the representation on the board. *(See the section titled “Once Expanded, What Can the Redevelopment Commission Do for Downtown?”)*
2. Upon this direction, the Redevelopment Commission would have to amend the original resolution. More than likely, this expansion is going to be more than 20 percent of the original boundaries and therefore, the Redevelopment Commission will have to re-prepare maps and plats should the new boundaries and all the information required in IC 36-7-14-15 (a) as well as a redevelopment plan for the area. It is the intent and purposes of the implementation of this plan, that the Downtown Master Plan serve as the redevelopment plan for the downtown area. The name of the document, however will need to be changed. Therefore, only a resolution will need to be created. *(See the section titled “Creation of a Redevelopment Plan”)*
3. Once the maps and information are prepared, the Redevelopment Commission will adopt an amended resolution containing the original information and the new information for the downtown area. This adoption will occur at a regular board meeting of the Redevelopment Commission. *(See the section titled “Creation of a Redevelopment Plan”)*
4. The next step is to forward the amended resolution to the Plan Commission for their approval. At a regular or special meeting, the Plan Commission would either adopt this amended resolution and redevelopment plan or disapprove the resolution and redevelopment plan. If the Plan Commission desires changes, then the Redevelopment Commission can make changes in accordance with the wishes of the Plan Commission and therefore Step 1.3 would have to be initiated again. The Plan Commission shall issues its decision in writing. *(See the section titled “Creation of a Redevelopment Plan”)*
5. The final step in this process is to forward the Plan Commissions decision on to the City Council for their approval or disapproval of the amended resolution and redevelopment plan. *(See the section titled “Creation of a Redevelopment Plan”)*

2

BUY-IN FROM STAKEHOLDERS (TARGETED COMPLETION RY: JUNE=JULY 2003)

1. It is recommended that once the final master plan has been adopted by the Plan Commission and the City Council, that during the amendment of the original boundaries, the Redevelopment Commission use that opportunity to establish a relationship with residents and businesses in the downtown master plan area. The Redevelopment Commission should invite stakeholders to a meeting, predominately, those businesses and residents located within the master plan area, to present the goals and development initiatives for the area. As part of this process, the Redevelopment Commission members should explain their role in the implementation of the master plan, as a guardian of downtown revitalization and outline the process of the adoption of a redevelopment plan and resolution for the area.

Implementation

3

INITIAL AND FUTURE MEETINGS WITH NEW BOUNDARIES AND RESPONSIBILITIES (TARGETED COMPLETION BY DECEMBER 2003)

1. Once the resolution and redevelopment plan is adopted, the Redevelopment Commission should hold its initial meeting with the amended resolution. It is anticipated that this meeting should be targeted for August or September of 2003.
2. As part of this first meeting, the Redevelopment Commission should establish a formal action agenda for the remainder of the year based on the recommendations contained herein. Given that there will only be at a maximum of five months remaining, the Redevelopment Commission should focus more on programmatic, marketing and recruitment issues, rather than specific physical improvements, which require funding. (See "Chapter 5 Goals and Potential Redevelopment Initiatives" & section entitled "Urban Renewal Plans")
3. In subsequent meetings during that five month period, the Commission should have frank and serious discussions regarding the level of funding they will need for FY2004's action agenda. As part of this discussion, the funding matrix within this chapter should be referenced and used as part of this discussion. Two specific topics of discussion for the Redevelopment Commission would be the potential establishment of a TIF to fund future improvements in this area and the discussion of tax abatement for businesses moving into the area. Part of this funding discussion will begin to lay out the action agenda for 2004 and beyond. Another funding source that will require on-going dialogue with the City Council is the general fund of the City Budget. (See section entitled "The Use of a TIF")
4. If TIF funding is desired, the Redevelopment Commission should initiate that process and aim to complete it by December 2003. (See section entitled "How Can Greenfield Get a TIF")
5. Likewise, if tax abatement is seen as a desired incentive to lure in new businesses to the downtown area, direction should be established by December 2003.
6. A final point of discussion, during its first year, for the Redevelopment Commission, is the support of City staff to help carry out implementation and maintain records. It is recommended that during start up with the new boundaries, seeking the support from the Plan Commission to use their planning staff to help oversee implementation.

4

RELATIONSHIPS (ON-GOING)

1. It is recommended that as projects are proposed within the identified master plan area and sent before the Plan Commission or Board of Zoning Appeals, that the Redevelopment Commission be given the opportunity to comment at one of their regularly scheduled meetings and provide written feedback to the appropriate board. While this can cause a one month delay in the project, it is the responsibility of the Redevelopment to oversee and promote appropriate growth in this area.
2. At the regularly scheduled February meetings of both the Plan Commission and City Council, the Redevelopment Commission or their representative should provide a yearly progress report of the events that occurred during the previous year and the action agenda that the Redevelopment Commission expects to undertake.
3. If City funding through the general fund is desired, then the Redevelopment Commission should forge an open dialogue into the discussions of the City Budget during the appropriate time of the year when the budget is being developed. This funding discussion should first occur among the Redevelopment Commission members at the beginning of each year when setting the action agenda, as one of their "to do" items throughout that fiscal year.

Implementation

Once Expanded, What can the Redevelopment Commission do for Downtown?

The expanded duties of the Redevelopment Commission into the downtown could include the continuation of the investigation, study and survey of blighted areas within the downtown to determine the cause of the blighted areas. The Redevelopment Commission should promote the use of land as designated in this plan through cooperation with the other departments, staff and boards and commissions of the City of Greenfield. If the commission makes findings and reports on their activities, those reports are considered public record.

Other duties the Redevelopment Commission may undertake include the acquisition of any property in the downtown needed for the redevelopment of blighted areas located within the corporate boundaries of the City through either the purchase of property or eminent domain. The commission also has the power established by State Code to hold, use, sell, exchange, lease, rent or otherwise dispose of property acquired for the use of the redevelopment of blighted areas. Additionally, once property is acquired, the Redevelopment Commission can clear a property for redevelopment purposes as well as repair and maintain any structures acquired for redevelopment purposes including remodel, rebuild, enlarge or make major structural improvements. The Redevelopment Commission has the established authority through state code to appear before any board to discuss matters relating to the redevelopment and acquisition of property for the City, and holds the power of eminent domain. If the commission's duties become of such a nature that current staff cannot support the commission, they may appoint staff (i.e. executive director, appraisers, etc. to help the commission fulfill its duties.), setup a department as well as direct all things associated with that setup (i.e. salaries, furniture, retirement funds, etc.).

Creation of the Redevelopment Plan

There are basically two types of areas that the Redevelopment Commission can establish including urban renewal areas (blighted areas) or economic development areas. For renewal area, which is what the downtown was classified as, the purpose of the Redevelopment Commission would be to promote the clearance, re-planning and redevelopment of blighted areas for public uses and purposes for which public money may be spent and private property may be acquired. For future economic development areas, the Redevelopment Commission can also plan, re-plan, develop and re-develop economic development areas that otherwise cannot be accomplished through the ordinary operations of private enterprise. This can be due to the necessity to require the proper use of the land to serve the highest and best interest of the City and its citizens and the costs of these projects relative to normal development.

Because the downtown area was classified as blighted to fund the study of the downtown master plan, the Redevelopment Commission should continue to follow along this path. Usually, with the designation of a renewal or economic development area, the Redevelopment Commission must prepare a redevelopment plan that contains a description of the boundary and maps showing the blighted areas, the locations of various parcels, streets, alleys, and other features affecting the acquisition, clearance, re-platting, re-planning, rezoning or redevelopment of the area. It must also determine the parts of the area to be devoted to public ways, levees, public utilities, parks, playgrounds or other public purposes. The Redevelopment Commission must also include a list of the owners and estimate the cost of acquisition and redevelopment of the area. For the most part, much of this information is contained herein. However there is still some information that was outside the scope of the planning study that still needs to be collected, including property owners, detailed description of the boundary (similar to a legal description), and if any future areas will be devoted to public purposes. After the completion of this final information, the Commission through a resolution shall declare the area as a blighted area and counter to the social and economic interest of the City and state the benefit to acquire and redevelop the area. The Redevelopment Commission must approve the resolution and the redevelopment plan.



Implementation

Once this resolution is passed, the Redevelopment Commission shall submit the resolution and redevelopment plan to the Plan Commission for their review to ensure that the plan is consistent with the plan of development for the City. The Plan Commission shall approve or disapprove the resolution and proposed plan. The Redevelopment Commission has the opportunity to amend or modify the resolution and proposed plan in order to comply with the wishes of the Plan Commission. The final step is approval by the City Council. Once the City Council has given their written approval on the ordinance and plan to the Redevelopment Commission, the Commission must provide for a public hearing from all persons interested in or affected by the ordinance and proposed projects. At a public hearing, the Redevelopment Commission shall take final action on the resolution by confirming it, modifying and confirming it or rescinding the resolution. Once action is taken on the resolution, the Redevelopment Commission may proceed with acquisition of the parcels and redevelopment of the area if funding is available.

Urban Renewal Area Plans

As an established body, the Redevelopment Commission has the authority to plan and undertake urban renewal projects; much like the City of Indianapolis has done with Circle Center Mall. Urban renewal projects are considered to be activities for the elimination and prevention of blighted, deteriorated or deteriorating areas. Urban Renewal areas can apply to any redevelopment project, rehabilitation or conservation work, or any combination thereof that carries out the plans for a program of repair or rehabilitation of building improvements. It can also include acquisition of property, demolition and rehabilitation to eliminate buildings that will eliminate unhealthful, unsanitary or unsafe conditions, lessen density, reduce traffic hazards, eliminate uses that are obsolete or otherwise jeopardize the health, safety and welfare of the City. An urban renewal project can also include the installation, construction and reconstruction of streets, utilities, parks, playgrounds and other public improvements.

Under urban renewal projects, like blighted areas, an urban renewal plan must be created to carry out activities associated with urban renewal projects. The urban renewal plan should conform to the comprehensive plan of Greenfield and must contain specific recommendations that identify land acquisition, demolition and removal of structures, the redevelopment of specific improvements (i.e. streets and sidewalks) and rehabilitation of any structures. Additionally the plan should set forth any type of zoning and planning changes and specifically detail land uses, maximum densities for the area, building requirements and the relationship of the urban renewal plan to the goals and objectives of the comprehensive plan in terms of land use, traffic, utilities, recreation needs and any other public improvements.

With this plan in place, the Redevelopment Commission has the authority to carry out the program for repairs, enforce the laws and regulations relating to the use of land and the use and occupancy of the buildings and improvements within this area, conduct surveys to determine feasibility of projects, relocate persons displaced by projects, make payments associated with that displacement and develop, test and report on methods for the prevention and elimination of blight.

Economic Development Areas and Plans

As an established body, the Redevelopment Commission has the authority to determine an Economic Development Area within the redevelopment district and approve a plan for this area. The designation of this area and its plan is the same as the redevelopment plan for an Urban Renewal Area.



Implementation

If the Redevelopment Commission is facilitating an economic development area, the establishment of this area shall benefit the public health, safety, and welfare of the citizens of Greenfield; increase the economic well-being of the City and serve to protect and increase property values in the City.

In establishing the boundary for an economic development area, several criteria must be met. These criteria include promoting significant opportunities for employment of the citizens of Greenfield, attracting new businesses to the city and retaining or expanding significant businesses in the existing boundaries of the City.

Like the Urban Renewal Area, the designation of an Economic Development Area should be necessary because current regulatory processes or investments have not produced results. If there exists a lack of public improvements, or the existence of improvements or conditions where property values have been lowered, multiple ownership of land, or any other similar condition that is contrary to health, safety and welfare goals, then an Economic Development Area can be established.

Additionally, the economic development plan must benefit the health and welfare of the economic development area. This benefit will be through the attraction and retention of permanent jobs, increase in the property tax base, improved diversity of the economic base or other similar benefits.

The economic development plan must conform to the comprehensive plan which sets the direction for the City. It is possible that because an economic development plan is being sought, some changes are required to ensure that this plan will conform to the economic directives of state law.

With an economic development area, the Redevelopment Commission has the same rights, powers, privileges and immunities as that under the redevelopment area or the urban renewal area. The only difference between an Urban Renewal Area and an Economic Development Area is that these powers are determined by the purpose and nature of the Economic Development Area and the area does not need to be blighted, deteriorated or deteriorating. Special tax levies and bonds can be used in this area. However, the Redevelopment Commission cannot use eminent domain to carry out any of its activities.

The Use of a TIF

A TIF is a Tax Increment Finance District. TIF's are essentially a "self-financing" tool for the capital improvements needed to prompt development or redevelopment in a designated area. When a TIF is adopted, the property tax revenues in that district are essentially frozen at that base year level. Over the life of the TIF, the incremental tax revenue increases that happen as a result of development (changes in assessed value) are captured and put in a general fund to pay for bond debt service. When the costs have all been paid, the tax allocation is discontinued, and increased property values result in higher tax benefits to all governmental units.

There are essentially two different types of TIFs: Economic Development Areas and Urban Renewal (blighted areas). The Redevelopment Commission has the same powers under both types, except that eminent domain can only be used in an urban renewal area. In most cases, for communities who undertake TIF's, they establish the process when the Redevelopment Commission Area is established.



Implementation

How Can Greenfield Get a TIF for Downtown?

The purpose of discussion of a TIF relates to the financing of improvements within the Downtown area. It is recommended that Greenfield modify the current roles of the Redevelopment Commission to monitor the improvements in the Downtown District if they desire to establish a TIF. The Greenfield Redevelopment Commission will then prepare a redevelopment plan and accompanying resolution describing the economic development area, or urban renewal area, and at that time, designating the TIF allocation area. The Redevelopment Commission will pass this resolution, approving the redevelopment plan. The Greenfield Plan Commission and the City Council then adopt confirmatory resolutions.

There are essentially two documents. The first document is the ordinance for the TIF area and the supporting technical, legal and financial documentation. In this documentation, the TIF limits are described indicating what area is in the TIF, a list of property owners and parcels located in the TIF, the assessed valuation of the property in the TIF. Finally, the goals, objectives and priorities of the TIF will be described.

The City of Greenfield will need to hire a financial advisor, preferably an experienced CPA, to prepare the TIF feasibility study of the available tax increment. Bonds are then structured to reflect that study, and those bonds are sold to support development within the TIF allocation area.

Both the State Tax Board and the State Board of Accounts prescribe rules (including reporting requirements) which define and support the statutes.

The second document is a planning report outlining the Economic Development Area or an Urban Renewal Area. This plan should help to properly locate and size new roads, water lines, sewer lines, and other public infrastructure and help to guide land use and thoroughfare in the area.

The plan is more than just an infrastructure guide. The plan should include supporting economic and demographic research profiling the entire community. The study area is included in this context to better understand the impact the area can have on quality of life issues and on encouraging a balanced land use mix in the community.

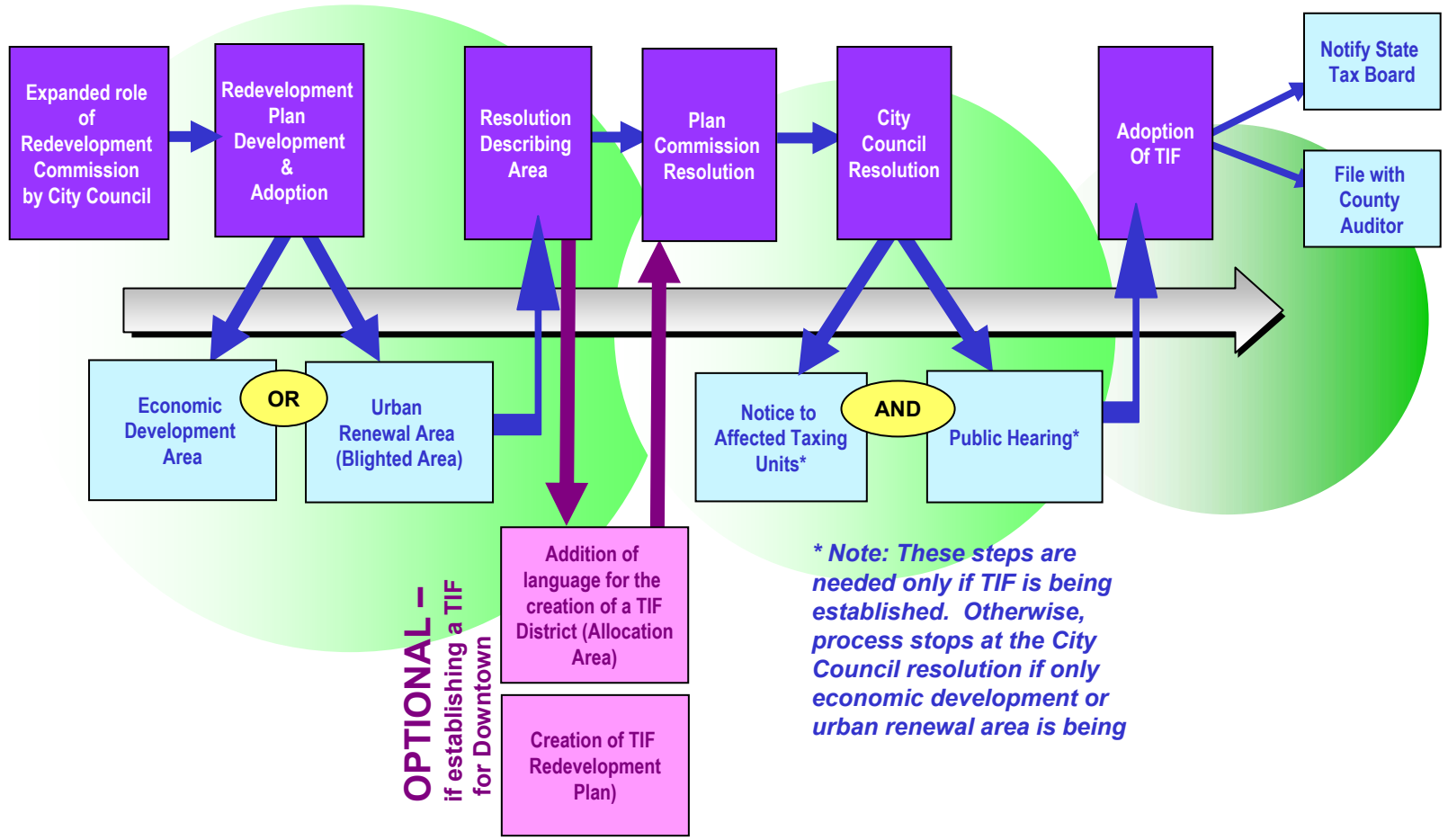
Generally with this plan, there are a series of public meetings and/or focus groups held by the Redevelopment Commission. These meetings should seek to solicit input from the stakeholders located within the area of the TIF and associated plan. These groups could include City Council, Park Board, Plan Commission, School Corporation, developers, regional planners and transportation officials and neighborhood organizations.

The diagram on the following page is a summary of the expanded role of the Redevelopment Commission and TIF District.



Implementation

Expanded Role of the Redevelopment Commission and TIF District



Implementation

Why Does Greenfield Downtown Need a TIF Development Plan?

A TIF is used generally for economic development purposes when the City wants to open up an undeveloped area for growth, but does not have the infrastructure in place that is needed to prompt and support that growth. The area selected should be largely undeveloped or prime for redevelopment with great potential for future growth because of the existing network of highways and arterials.

There are Several Benefits of Developing a Detailed Plan For Development of the TIF Area:

- Facilitate orderly growth and compatible land use.
- Support infrastructure development (roads, utilities) by identifying future land uses (intensity & type).
- Establish potential development guidelines (zoning strategies, development standards, etc.)
- Support future financial planning within the TIF Area.
- Identify potential and desirable areas for annexation and TIF area expansion.
- Support agency funding applications and local economic development initiatives.
- Provide for property owner input and public participation.

What Can the TIF Funds Be Spent On?

TIF or economic development area funds can only be spent on projects within the TIF allocation area or on projects that directly serve or benefit the area. Typically most project money is spent on property acquisition and infrastructure improvements (roads, sewers, etc.)

How Much Money Will the TIF Generate?

The amount of TIF funds generated typically increases over the life of a TIF as the area develops. The revenue generated by the TIF is impacted by a number of variables, including changes in the assessed value both within and outside the TIF boundaries. The assessed value in turn influences the tax rate for the City. The replacement credit, if any, is also a factor in determining the TIF revenue. For a TIF, it is best to know or have planned major development or redevelopment to ensure that the assessed value is going to increase substantially so that significant increment will be garnered to fund improvements within the area. As more construction happens in the TIF area, it is expected that the revenue will, in turn, increase over the life-span of the TIF.

Implementation

Matrix of Potential Funding Sources

The graphic below is a summary of the key potential development that were outlined in chapter five. A series of financing and funding sources for each project type has also been identified and is illustrated on the matrix on the following page. More detailed information regarding funding sources follows this matrix.

HOLD DOWN PAGE FOR FOLD-OUT MATRIX

Implementation

Potential Funding Sources

Public funding will be necessary for a variety of projects including infrastructure and land acquisition. While the public sector role and costs may appear challenging and complex, it is important to realize that the public investment will come from a variety of local, state, and federal sources. The following is a list of the potential funding sources Greenfield can utilize for financing downtown projects. The graphic on page 41 outlines typical projects for which these funds can be used as related to the proposed development initiatives. Note that these are only some of the grant assistance programs available. A more complete catalogue of potential funding sources can be found in the [Economic Development Tool Box](#) available from the Indiana Economic Development Council.

American Communities Fund

(Fannie Mae Venture Capital)
3900 Wisconsin Avenue, NW
Washington, DC 20016-2892
Phone: 1-888-223-2662
Website: www.fanniemae.com

Build Indiana Funding

Indiana Department of Commerce
Community Development Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8908
Fax: 317-232-4146
Website: <http://www.in.gov/doc/>

City Fund(s) Allocation

City of Greenfield

Community Development Action Grant

Indiana Department of Commerce
Community Development Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8908
Fax: 317-232-4146
Website: <http://www.in.gov/doc/>
Contact: Program Specialist

Community Development Block Grants (CDBG)

U.S. Department of Housing and Urban Development
151 North Delaware Street
Indianapolis, IN 46204-2526
Phone: 317-226-5187
Fax: 317-226-6317
Website: <http://www.hud.gov>

Community Focus Fund (CFF)

Indiana Department of Commerce
Community Development Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8908
Fax: 317-232-4146
Website: <http://www.in.gov/doc/>
Contact: Deputy Director, Community Development Services

Community Planning Fund

Indiana Department of Commerce
Community Development Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8908
Fax: 317-232-4146
Website: <http://www.in.gov/doc/>
Contact: Planning Specialist

Implementation

Financial Opportunities- cont'd

County fund(s) allocation (food and beverage tax)

Ice Miller
One American Square
Indianapolis, IN 46282
Phone: 317-236-2100
Fax: 317-236-2219

*Downtown Improvement Tax

City of Greenfield

*Downtown Loan Pool

City of Greenfield

*Environmental Protection Agency (EPA)

77 West Jackson Boulevard
Chicago, IL 60604-3507
Phone: (312) 353-2000
Fax: (312) 353-4135
Website: <http://www.epa.gov/region5/>
Toll free: (800) 621-8431

Greenfield Façade Restoration Program

Federal Economic Development Initiative Funding through HUD

U.S. Department of Housing and Urban Development
4561 7th Street S.W.
Washington, D.C. 20410
Phone: 202-708-1112
Website: www.hud.gov

Hancock County Community Foundation, Inc.

312 East Main Street
Greenfield, IN 46140
Phone: 317-462-8870
Fax: 317-467-3330
Email: jcarreon@hccf.cc
Website: www.hccf.cc
Executive Director: Mr. John Carreon

Historic Tax Credits (SHPO)

DNR-Division of Historic Preservation and Archaeology
402 W. Washington Street, W274
Indianapolis, Indiana 46204-2739
Phone: 317-232-1646
317-232-0693 Fax
Website: <http://www.in.gov/dnr/historic/>

Hometown Indiana Grants (Forestry)

Department of Natural Resources, Division of Forestry
Urban Forestry Program
Division of Forestry
402 W. Washington St. Rm. W296
Indianapolis, IN 46204
Phone: 317-232-4105
Website: <http://www.state.in.us/dnr/forestry>
Contact: Urban Forestry Grants Coordinator

* funds do not currently exist, but the option to create these could be explored

Implementation

Financial Opportunities- cont'd

Hometown Indiana Grants (Outdoor Recreation)

Department of Natural Resources, Division of Outdoor Recreation
402 W. Washington Street, Room 271
Indianapolis, IN 46204
Phone: 317-232-4070
Fax: 317-233-4647
Website: <http://www.state.in.us/dnr/outdoor>
Contact: State and Community Outdoor Recreation Planner

IDEM Cleanup Revolving Loan Fund

Indiana Department of Environmental Management
100 N. Senate Avenue
Indianapolis, IN 46206
Phone: 317-232-8603
Fax: 317-308-3063
Website: <http://www.state.in.us/idem>

Indiana 21st Century Research & Technology Fund

21st Century Research and Technology Board, State Budget Agency
State House, Room 212
Indianapolis, IN 46204
Phone: 317-232-5610
Fax: 317-233-3323
Website: <http://www.state.in.us/sba>
Contact: Budget Analyst

Indiana Department of Transportation (INDOT)

100 North Senate Avenue, Room IGCN 755
Indianapolis, IN 46204
Phone: 317-232-5533

Indiana Heritage Research Grants Program

Indiana Humanities Council
1500 North Delaware Street
Indianapolis, IN 46202
Phone: 317-638-1500
Fax: 317-634-9503
Website: <http://www.ihc4u.org/grants.htm>

Indiana Preservation Grant Funds

Historic Landmarks Foundation of Indiana
340 West Michigan Street
Indianapolis, IN 46202
Phone: 317-639-4534
Fax: 317-639-6734
Website: <http://www.historiclandmarks.org>

Indiana Statewide Certified Development Corporation

Cambridge Capital Management Corporation
8440 Woodfield Crossing, Suite 315
Indianapolis, IN 46240
Phone: 317-469-6166
Fax: 317-469-3926

Industrial Recovery Site (Dinosaur Building)

Indiana Department of Commerce
Community Development Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8908
Fax: 317-232-4146
Website: <http://www.in.gov/doc/>
Contact: Program Manager, Community Development Division

Implementation

Financial Opportunities- cont'd

Indianapolis MPO Grants

Division of Planning
Department of Metropolitan Development
City of Indianapolis
200 East Washington Street, Suite 1841
Indianapolis, IN 46204
Phone: 317-327-5142
Fax: 317-327-5103

Modernization Loan Program

Indiana Business Modernization and Technology (BMT)
Corporate Investment Services
One North Capitol, Suite 925
Indianapolis, IN 46204
Phone: 317-635-3058
Fax: 317-213-7095
Website: <http://www.bmtadvantage.org>
Contact: Director of Corporate Investment

National Endowment for the Arts (NEA)

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

Neighborhood Assistance Program (NAP)

Indiana Department of Commerce
Community Development Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8908
Fax: 317-232-4146
Website: <http://www.in.gov/doc>
Contact: Program Specialist, Community Development Division

Private Sector

Public Bonds

Small Business Incubator Program

Indiana Small Business Development Corporation
One North Capital, Suite 1275
Indianapolis, IN 46204
317-264-2820

Small Business Investment Co./ Small Business Administration

U.S. Small Business Administration
429 North Pennsylvania Street, Suite 100
Indianapolis, IN 46204
Phone: 317-226-7272
Fax: 317-226-7259
Website: <http://www.sba.gov>
Contact: SBA Finance Division Loan Specialist

Tax Abatement

Ice Miller
One American Square
Indianapolis, IN 46282
Phone: 317-236-2100
Fax: 317-236-2219

Tax Increment Financing (TIF)

Ice Miller
One American Square
Indianapolis, IN 46282
Phone: 317-236-2100
Fax: 317-236-2219



Implementation

Financial Opportunities- cont'd

TEA- 21 Grants (Indiana Program)

Indiana Department of Transportation
Attn: Michael R. Helton
100 North Senate Avenue, Room N901
Indianapolis, IN 46204
Phone: 317-232-5224
Fax: 317-232-1499

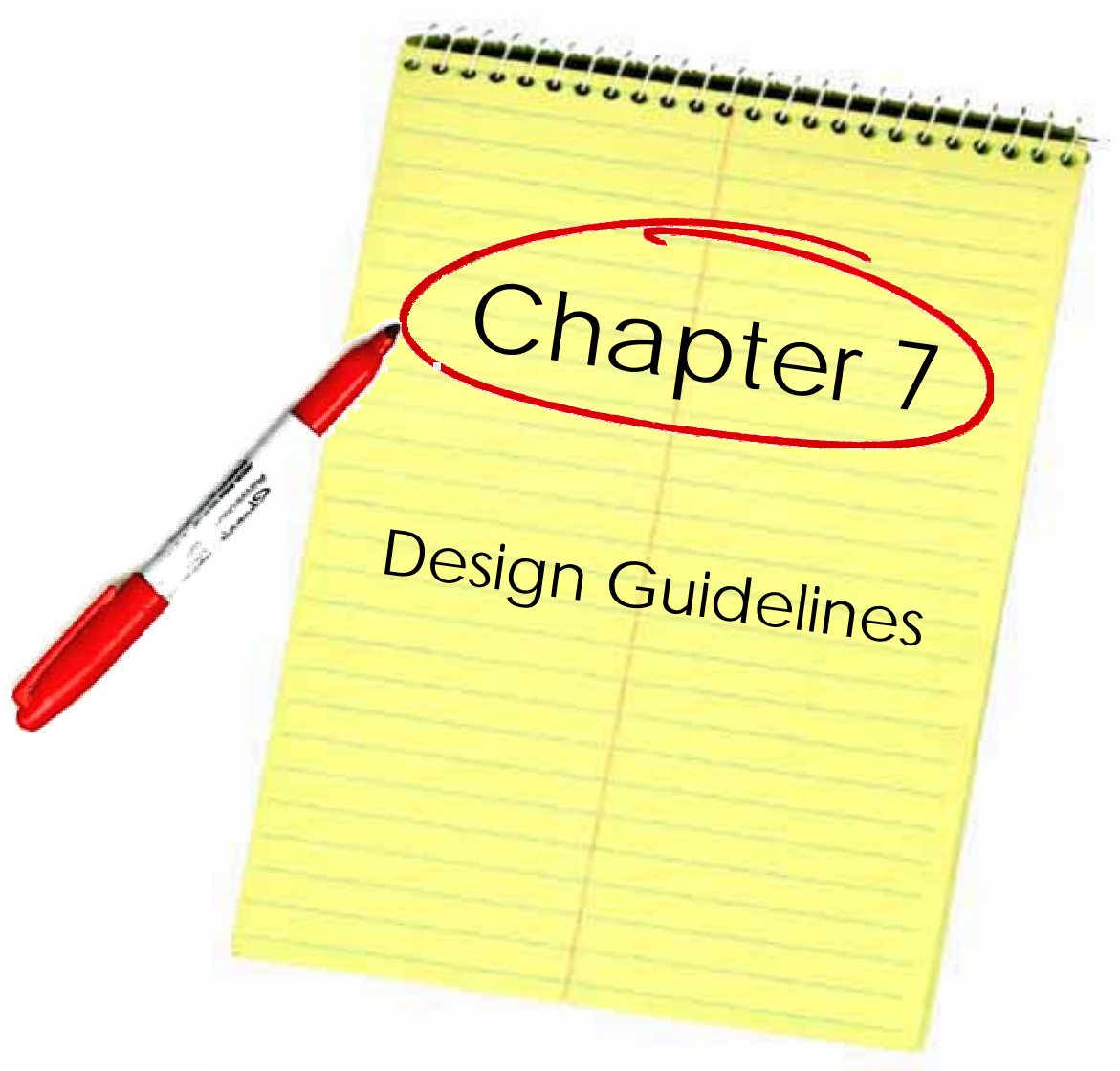
Indianapolis Metropolitan Planning Organization
Mr. Michael Peoni, Administrator
Division of Planning, Department of Metropolitan Development
200 E. Washington St., suite 1841
Indianapolis, IN 46204
Phone: 317-327-5151
Fax: 317-327-5103

Greenfield District Area INDOT office:
Phone: 317-462-7751

Tourism Information and Promotion Fund

Indiana Department of Commerce, Indiana Tourism Division
One North Capitol, Suite 700
Indianapolis, IN 46204
Phone: 317-232-8897
Fax: 317-233-6887
Website: <http://www.indianatourism.com>





Design Guidelines

As part of the *Greenfield Downtown Plan*, the planning team was responsible for the creation of a new set of Design Guidelines to be used to help guide future projects throughout Downtown. The guidelines address several issues including building design and context, architectural standards, and public right-of-way improvements including pedestrian circulation and streetscape design. Parking and signage standards were also addressed. The guidelines have been designed to focus on pedestrian comfort and human-scale, accessibility, visual interest, and architectural and historic compatibility. The intent of the guidelines is to foster attractive and functional design solutions in the Downtown. A tool for designers and developers, these guidelines suggest and encourage design approaches that facilitate the design intent of the Downtown Master Plan. The design guidelines are based on three goals. First, they provide designers and developers a tool for understanding the comprehensive design intent and architectural character desired by the City of Greenfield. Second, they provide standards by which proposed developments will be evaluated for their compliance with the design intent. And furthermore, they suggest and encourage design approaches that facilitate the design intent of the Downtown Master Plan.

These guidelines do not dictate design decisions, but rather, they provide functional standards, parameters for design, and recommendations for place-making. These guidelines work to prevent incompatible new construction by acting as a base for objective decision making. Each guidelines describes and illustrates ways existing places and new developments may be designed, altered and improved to achieve the most desirable solution. Each guidelines also provides criteria to evaluate the appropriateness of specific design decisions involved in a project. Through attention to these criteria, the guidelines will help to contribute to an active, unique, and attractive downtown.

The framework and design of downtown will always need to be adaptable to changes as the city continues to evolve. Continued improvements and an increased vitality in Greenfield's downtown will depend on the city's commitment to these guidelines. These guidelines should be used as a set of basic standards that will contribute to an improved quality of life, economic vitality, and positive visual image for the Downtown.



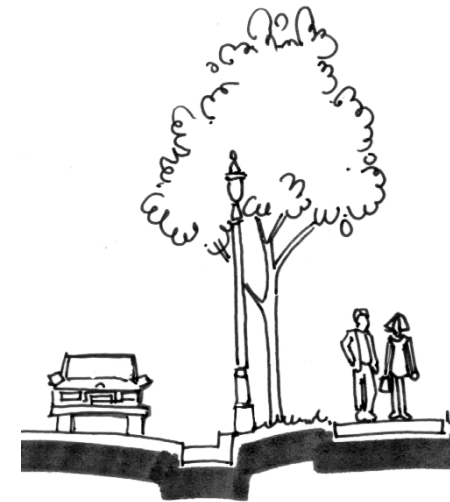
Design Guidelines

Sidewalks

- *It is the intent of these guidelines to encourage the development of a network of sidewalks within the right-of-way that provide an attractive and safe mode for pedestrians. Sidewalks within the downtown will differ in scale and design from those along residential streets. Sidewalks along neighborhood streets have been traditionally detached from the curb. The detached sidewalk is strongly preferred in areas with sufficient right-of-way, because it enhances the beauty, safety, and shared common space in the neighborhood. In the downtown, where sufficient right-of way does not exist, the sidewalk may contain elements such as trees in grates, planters, and benches, in order to create a pedestrian-scale.*

Sidewalk Guidelines

1. Sidewalks for pedestrian travel should be maintained on the public right-of-way. Sidewalks along all downtown streets should provide a continuous pathway for the pedestrian in order to insure safe pedestrian connections.
2. Sidewalk treatment areas (curbs, street furniture zone, walking zone, and window shopping zone) should be recognized by, and incorporated into all design. The walking area should remain free of barriers for those who are physically challenged.
3. The use of special, decorative paving treatments is encouraged to separate the pedestrian zone from the street at intersection crossings.
4. Mid-block pedestrian crosswalks should be added only where factors such as street width, traffic speed, and sight lines allow for safe pedestrian crossings.
5. To aid pedestrian navigation and comfort, the following elements should be provided along sidewalks: landscaping, pedestrian-scaled lighting, wayfinding signs, vertical architectural elements, seating and resting spots, special paving.
6. Avoid steps; provide curb ramps to accommodate wheelchairs, bicyclists, and strollers.



The detached sidewalk is strongly preferred in residential areas, and those in the downtown with sufficient right-of-way.



The use of special, decorative paving is encouraged at crosswalks.



Design Guidelines

Street Trees and Landscaping

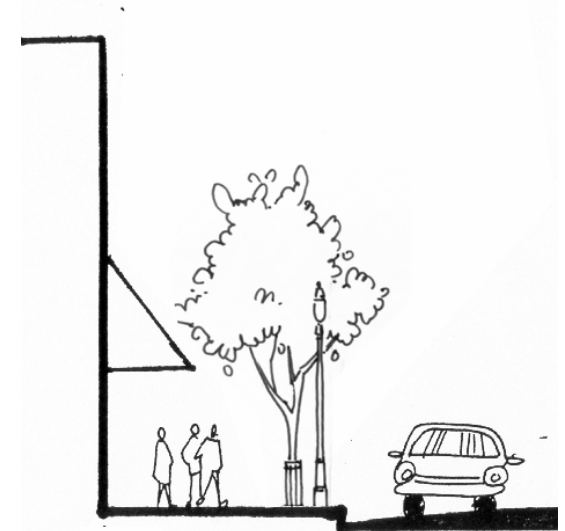
- *Street trees and landscaping add visual interest and spatial definition to the street. Landscaping and street trees are the most important tool for buffering people from cars. They create a pedestrian space, make the street more comfortable, and provide beauty all year round. On commercial streets, trees can help make streets more attractive to shoppers. Therefore, the design of Greenfield's streetscape is critical to its success as a shopping destination. Trees and landscaping are recommended to be utilized where appropriate in order to unify districts and create a continuous pedestrian scale suited to storefronts.*

Street Trees and Landscaping Guidelines

1. Where appropriate, trees should be planted along downtown streets; serving to accent the existing streetscape. Trees should compliment the face of the building and shade the sidewalk, but should not interfere with architectural elements of building such as façade detailing, entryways, signage, etc.
2. Street trees should be selected for their hardiness to the harsh conditions of a dense urban environment.
3. Trees should be planted in a manner that allows tree canopies to grow and develop without conflicting with other building elements or blocking significant building amenities.
4. The design of street trees, landscaping, and decorative paving should maintain a consistent appearance throughout the downtown area. However, size, spacing, and species may vary. The design of the streetscape should be done in a comprehensive manner for the entire downtown.
5. Sidewalk planters are highly encouraged.



Sidewalk planters are highly encouraged.



Trees and landscaping can be utilized to create a pedestrian scale within commercial districts.



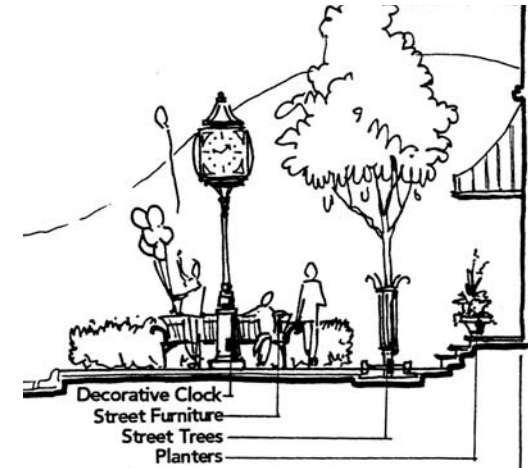
Design Guidelines

Street Furnishings

- *Street furnishings such as seating, newspaper racks, bicycle racks, bollards, and trash receptacles are important functional elements and amenities, especially in the commercial streetscape. They should be designed to be attractive and unified throughout the entire downtown.*

Street Furnishings Guidelines

1. The design of street furnishings should maintain a consistent appearance throughout the downtown area. This should be done in a comprehensive manner for the entire downtown.
2. The use of pedestrian-friendly street furniture in the public right-of-way is encouraged. Street furniture may include benches, trash receptacles, telephones, water fountains, and clocks where appropriate. Street furniture may be fixed to the sidewalk if adequate clear passage for pedestrians and emergency access is provided.
3. Newsstands, mailboxes, express delivery drop-offs and other commercial elements should be given careful placement so that they remain visible, but not obtrusive. These amenities should be consolidated wherever possible.



Street furnishings help to create activity at the street level.



Amenities such as newsstands and mailboxes should be consolidated wherever possible.



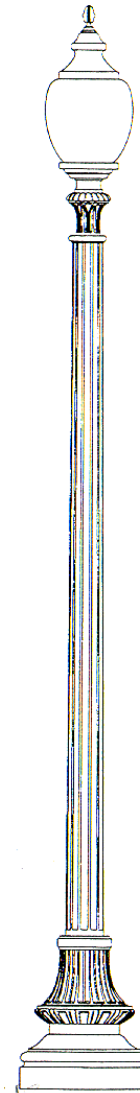
Design Guidelines

Street and Pedestrian Lighting

- *Pedestrian-scaled light posts and luminaires play a vital role in developing a unique character for the downtown. Pedestrian lights illuminate the sidewalk and provide a feeling of security at night. Fixtures should relate to Greenfield's historic character. The use of decorative lighting along with a coordinated streetscape design create a lively pedestrian environment. In addition, light posts may incorporate flags and banners to enliven the streetscape.*

Street and Pedestrian Lighting Guidelines

1. Streets, sidewalks, and paths should be illuminated with a low-intensity, high-quality light, which provides good, uniform visibility while avoiding light pollution.
2. Lighting shall be designed at a pedestrian-friendly scale. Lighting styles should reflect the historic character of the downtown.
3. Flag brackets and banner posts may be incorporated into the design of streetlights to further enhance the streetscape. These additional elements should be utilized in a comprehensive, unified manner throughout the downtown.
4. Decorative bases, posts, and luminaries should be used. All decorative lighting fixtures, street poles, and bases for street poles should maintain a consistent appearance throughout the downtown to accentuate its special character. This should be done in a comprehensive manner for the entire downtown.
5. To consolidate the number of fixtures placed within the right-of-way, the co-location of light fixtures along with other streetscape elements on single poles (e.g. street lighting, pedestrian lighting, and banners) should be considered.
6. A substantial amount of lighting for pedestrians should be provided from the storefronts using either indirect illumination from within the building or direct illumination under canopies or awnings.



Decorative lighting should maintain a consistent appearance throughout the downtown to accentuate its special character.



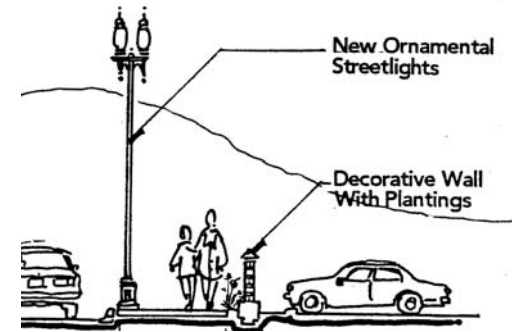
Design Guidelines

Parking and Circulation

- *Parking is essential to the downtown framework. Special consideration should be taken when designing and locating parking in order to cause the least disruption to the pedestrian experience. Parking lots should not dominate the frontage of pedestrian-oriented streets, interrupt pedestrian routes, or negatively impact surrounding developments.*

Parking and Circulation Guidelines

1. Whenever possible, parking should be located to the side or rear of buildings, preferably in the interior of a block. A minimum parking stall size shall be 9'x18'.
2. Parking lots along the street must be screened from the adjacent street and sidewalk by walls, fences, or landscaping. Parking aisles should be separated from one another by planted medians with shade trees. Large surface parking lots should be visually and functionally segmented into several smaller lots.
3. A landscaped edge between parking areas and building walls is strongly encouraged.
4. Shared parking is strongly encouraged between adjacent or vertically mixed uses whose peak demand is off-set from each other.
5. Off-street bicycle rack parking is encouraged to be included in parking lot designs.
6. On street parking should be provided when the roadway width is sufficient, in order to create a buffer between the pedestrian way and moving vehicles, as well as to provide convenient access to local business.
7. Pedestrian movement and activities should be given the highest priority in assessing transportation and street improvements.
8. New curb cuts should be avoided or minimized along public streets. Where possible, vehicular access between adjacent properties should be shared and alleys should be utilized.
9. Whenever possible, internal access drives should be located to join together existing public streets and/or connect to adjacent private drives so internal circulation functions as integral part of the surrounding transportation network.



Parking lots along the street must be screened with walls, fences, or landscaping.



On street parking should be provided wherever possible to allow convenient access to local business and amenities.

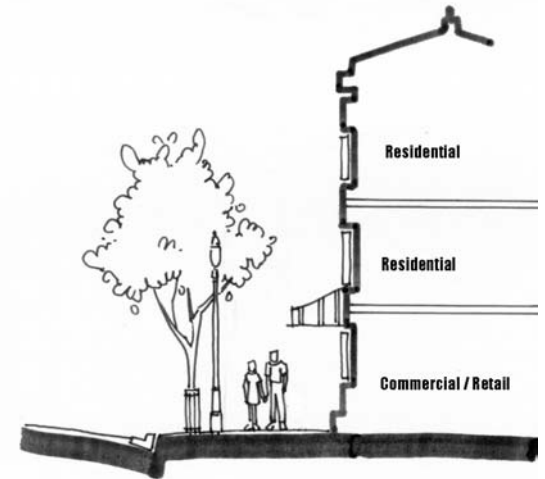
Design Guidelines

Building Facades and Street Level Activity

- *The place where the building and the sidewalk meet is the most important spot in downtown. This is the pedestrian network where the interaction between people on the sidewalk and businesses in the buildings is most intense. Both buildings and streets should be designed to address one another in order to initiate commerce and activity. Street level restaurants, shops, stores, and businesses are all accessed at the line between the street and the sidewalk. The more continuous that line is, the greater possibility for success. A gap in the length of facades will create an area of low activity and low commercial potential, in the same way a vacant lot will, and should be avoided whenever possible.*

Building Façade and Street Level Activity Guidelines

1. Buildings should provide street-level, pedestrian-oriented uses at the street level. Residential and office uses should occupy second floors.
2. Buildings should use structural bays, expressed columns, window mullions, screens, display cases, sculpture, murals, plant materials, decorative architectural finished, etc. to give the ground floor human-scale. Blank walls on the ground floor of street frontages shall not be allowed.
3. To encourage street level activity, such as outdoor dining areas, merchandise displays etc., within walkways, this type of activity should be evaluated on a case-by-case basis, depending on location and public right-of-way constraints.
4. Entries should be clearly identifiable and visible from the sidewalk and the street in order to create a dynamic interaction between public sidewalks and activities within the buildings.
5. Multiple storefronts within the same building should be visually compatible in terms of scale, alignment, color, and materials.
6. Commercial frontages should feature display windows, entries, and other pedestrian amenities.
7. The use of high quality, durable materials that enhance the building and convey a sense of permanence shall be required.
8. Corner buildings should be occupied by pedestrian-oriented uses, and should provide a building entry, distinctive architectural elements, and pedestrian amenities at the corner.
9. Owners are encouraged to utilize and adapt historic structures to contemporary uses, accentuating the building's historic character.



First floor commercial and retail uses are encouraged in order to create street level activity.



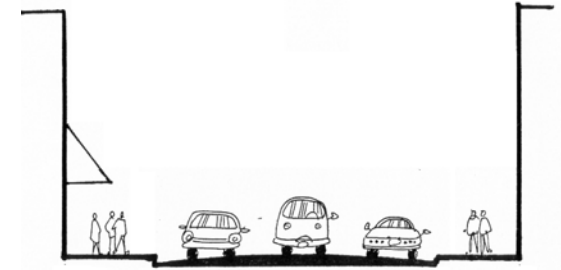
The use of high quality, durable materials that enhance the building and convey a sense of permanence shall be required.



Design Guidelines

Building Design and Context

- *While building design decisions must balance many factors, including economic constraints, programmatic needs, functional requirements, and aesthetics, the relationship of the building to its downtown setting is the primary issue of public concern. The design, location, and scale of a building within its surrounding context is critical to creating a cohesive downtown. Contextual fit requires evaluating the existing buildings on the block and in the surrounding district to determine the major reoccurring design elements that contribute to the character and image of downtown as a place. These design elements include features such as building setbacks, building heights, building form, rhythm of openings, rhythm of horizontal building lines, color, materials, texture, building style, and building details. Historically, over time, a pattern of repeated design elements have contributed to the overall character and image of downtown Greenfield. The more of these elements a new building design addresses, the more likely the design will contribute to the contextual pattern of downtown.*



Buildings downtown should be built to the public right-of-way to the greatest extent possible.

Building Design and Context Guidelines

1. Each building should be designed to form part of the larger composition of the area within which it is located, and strive for a **contextual** approach to design.
2. For human scale and visual interest, break down the mass of the building, horizontally and vertically, into a hierarchy of volumes. Do not create a large monolithic structure. Within each volume or bay there should be an orderly placement of windows and doors.
3. New buildings should be similar in the height to that of their surrounding structures.
4. Use building massing, special architectural features, and changes in roofline to emphasize building entrances.
5. Larger buildings should be broken down in scale into separate volumes.
6. Downtown buildings should be built to the property line to the greatest extent possible when the property line is adjacent to the street. This reinforces the vitality of the public sidewalk.



Design Guidelines

Historic Character

- *Greenfield's historic architecture contributes to its unique character, and should be retained and built upon whenever possible. New developments should be sensitively integrated into the downtown, in order to complement the existing historic character. Renovations should be done with great care in order to preserve significant historic components.*

Historic Character Guidelines

1. Preserve and reflect in future development, the historic storefront rhythms and proportions found throughout the downtown.
2. Multiple storefronts within the same building should be visually compatible in terms of scale, alignment, color, materials, and historic elements. Continue the rhythm of 15-30 foot enframed storefront openings at ground level, in order to reinforce visual continuity and pedestrian scale. New buildings must continue this appearance of individual storefronts. Retain and restore marquees which are architectural assets to the building or of significance to the Downtown, including neon lettering and other interesting details.
3. Do not cover existing entries, doors, or windows, even if they are no longer used.
4. Retain and repair original building elements on significant and landmark buildings. New or replacements elements should visually match the original as closely as possible.
5. Whenever possible, restore or replicate original cornices, brackets, and other cornice ornamentation on historically significant buildings. Replication should be based on historic documentation.
6. Retain original storefront elements such as doors, windows, and bulkheads, frames, and hardware. Repair rather than replace them if possible.
7. Preserve existing rare, unique, or high quality materials. New materials should be selected to convey a sense of quality and durability, and to create a pleasing diversity of textures and colors.
8. Building details and ornamentation should contribute to the architectural character of downtown and should be integral to the design of the façade. Avoid applying ornament for the sake of decoration. Do not remove existing details or ornament, nor obscure them with signs, awnings, or façade changes.



Retain and restore marquees which are significant to downtown.



Multiple storefronts within the same building should be visually compatible in terms of scale, alignment, color, materials, and historic elements.



Design Guidelines

Awnings and Canopies

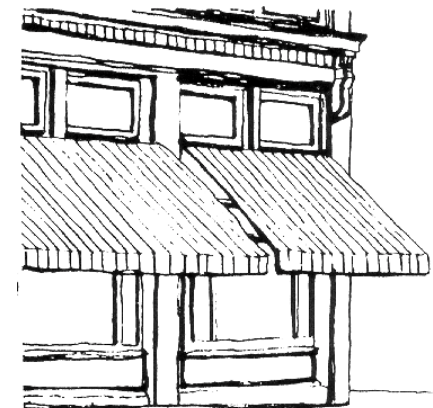
- *Awnings and canopies provide sun and rain protection to pedestrians, provide a sense of enclosure at the sidewalk level, are good locations for pedestrian-related signs, and shield window displays from the sun. When designed appropriate for their context, awnings and canopies help bring pedestrian scale to the street. They must respect the architectural integrity of the façade on which they are placed, the context of their location, and the historic character of downtown.*

Awnings and Canopies Guidelines

1. Awnings and canopies are highly encouraged if they complement the building's architectural style, materials, colors, and details.
2. Awnings shall be designed for pedestrian comfort and scale.
3. Above 7'-0", encroachments for projecting signs or awnings should be permitted into the right-of-way, providing encroachment does not interfere with trees, utilities, transit shelters, or other street furnishings.
4. Awnings shall fit within framed openings and shall be traditionally designed sloped awnings consistent with the architectural style and character of the building. Awnings shall be made of canvas fabrics. The use of vinyl, fiberglass, or wood is prohibited.
5. Awning shape, size, material and color should be consistent with the architectural style and character of the building. Awnings should be attached in a manner that does not harm historic fabric nor obscure architectural elements or details.



Awnings and canopies can help bring pedestrian scale and detail to the street level.



Awnings may be used to complement a building's architectural style.



Design Guidelines

Public Open Space

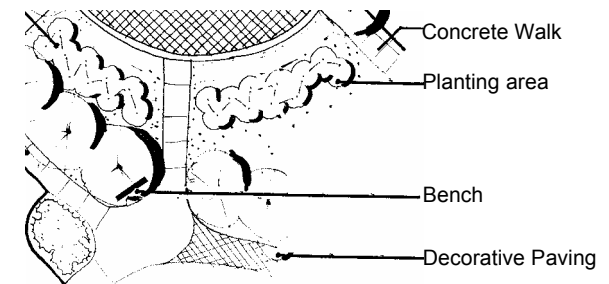
- *The design and location of urban open space is highly important to a successful pedestrian environment. Examples of public open space include: outdoor café or restaurant seating, a plaza with seating, playgrounds, picnic areas, public squares, and greenways. The type and character of public open spaces should be influenced by the surrounding areas as well as by prospective user groups.*

Public Open Space Guidelines

1. Public open spaces should be located in highly visible places that are easily accessible from public areas such as streets, building entrances, and sidewalks. They should be open along the adjacent sidewalks and allow for multiple points of entry. They should also be visible from the sidewalk, allowing passersby to see directly into the space.
2. Open spaces shall be well-buffered from moving cars by utilizing building walls, freestanding walls, landscaping, raised planters, and on-street parking.
3. Walls, fences and dense planting that visually secludes the space should be avoided.
4. Public open space should be designed with public use as a priority. They should address a diversity of users and activities.
5. Open space design should respond to the downtown microclimate. Parks and plazas should be sited to maximize the available sun exposures.
6. Plant material including trees, shrubs, groundcovers, and perennials should be included as an integral component in the design of larger open spaces in order to create a comfortable pedestrian environment.
7. Public open spaces should provide as many seating opportunities as possible.
8. Public art should be considered as an integral component in the design of all new public open space.
9. Special efforts should be undertaken to create pedestrian linkages between open spaces, the downtown core, and residential areas.



Public open spaces should be designed with public use as a priority. They should address a diversity of users and activities.



Design Guidelines

Signage

- *Signs are an extremely visible part of the streetscape, and should reflect the quality of goods and services being offered downtown. They should communicate an image of excellence, distinctive craftsmanship, and creativity, and should reinforce the unique historic character of downtown.*

General Signage Guidelines

1. Signs should be integrated into the building design, without detracting from the architectural quality of individual buildings.
2. Signs are most effective when the architecture and rhythm of the street are preserved or emphasized by the design of the signs. Signs should not obscure architectural details including any projection, relief, cornice, column, window or door opening or trim, or change of building material or pattern.
3. The proper sign location should be the area of any building that is free of architectural detail and not higher than the lowest of the following: 25' above the adjacent sidewalk, the bottom of the window sills on the second story, or the highest part of the building under the roof.
4. No freestanding signs other than directional or street signs should be allowed.
5. Signage should be of traditional materials such as wood, metal, fiberglass, vinyl applied to glass, signage on canvas awnings, cellular solid polyurethane and polyisocyanurate products.
6. Creativity in signage design is encouraged; non-descript box signs are discouraged.
7. The size of signs and sign letters should be in scale and proportion to the space in which they are located, with letters typically between 6 and 16 inches high.
8. Sign letters and materials should be professionally designed and fabricated.
9. Decorative banner signs are encouraged to add color and create a festive atmosphere for special events and holidays.
10. Off-site and general advertising signs and billboards are not in keeping with urban character and therefore shall not be allowed.
11. Internally or externally lit signs are appropriate in the downtown area.
12. Murals shall be allowed as long as they do not include commercial messages.



Symbol or icon signs are preferable to worded projecting signs because they add visual interest to the street. Creativity in sign design is encouraged



Signs should be integrated into the building design.



Design Guidelines

Wall Sign Guidelines

1. Locate wall signs on the upper portion of the storefront, within or just above the enframed storefront opening. The length of the sign should not exceed the width of the enframed storefront.
2. Design signs which are compatible with the storefront in scale, proportions, and color.
3. Cabinet signs are strongly discouraged.
4. Maximum heights should not generally exceed 2 feet with characters between 6 and 16 inches high. Signs should project no more than 9 inches from the building's face.

Projecting Sign Guidelines

1. Design and locate signs which are compatible in scale, proportion, and design with the façade. Rectangular signs should be typically vertically oriented and of minimal size.
2. Symbol or icon signs are preferable to worded projecting signs because they add visual interest to the street.
3. Mount projecting business signs perpendicular to the façade of the building, and at least 8 feet above the sidewalk. The outside edge must be at least 1.5 feet from the curb line, and no more than 5 feet from the face of the building.
4. Mounting hardware should be an attractive and integral part of the sign design.

Window Sign Guidelines

1. Storefront window signs encourage pedestrian interest. Window signs should not exceed 15% of the overall window area so that visibility into and out of the window is not obscured.
2. Use high-quality materials and techniques such as paint, gold leaf, neon, and sandblasted or etched glass.
3. Apply window signs directly to the interior face of the glazing, or hang signs inside the window. Conceal all mounting hardware.
4. Use high-quality graphics for temporary wall signs and advertisements.

Awnings and canopies Guidelines

1. Locate signs only on the vertical surfaces of awnings and canopies. The height of the characters should be less than 65 percent the height of these vertical surfaces. On some canopies, it may be appropriate to locate letters above the top edge.

The following sign types are not allowed in the downtown area:

- Box signs containing copy-change signage
- Internally lit awnings
- Flashing signs
- Moving signs
- Electronic or fixed letter reader boards (theater marquees exempted)



Design Guidelines

Color

- *Color is a very powerful design tool and can have an enormous influence on the way a building or area is perceived. Most buildings in the downtown are faced with masonry, concrete, or stone, resulting in a predominance of earth tones. Downtown should project an image of quality, harmony, and cleanliness through the use of sensitive and compatible color schemes.*

Color Guidelines

1. Use colors which are harmonious with the prevalent earth-tone colors of downtown.
2. Keep color schemes simple, using the minimum number of colors necessary to achieve the desired appearance.
3. Avoid strong or dark colors on large wall surfaces. For these areas, use colors which are muted and harmonious with the major colors found nearby buildings.
4. Reserve bolder colors as accents for building details, ornamentation, or special features.
5. Regularly maintain painted surfaces. Prior to repainting, carefully remove built-up paint or stains which obscure building details and ornamentation.



Design Guidelines

Universal Design

- *The concept of universal design should be followed when planning or renovating a site or facility. The universal design approach to site and facility planning considers all degrees of sensory awareness, all types of locomotion, and all levels of physical and intellectual function. Universal design is based on providing spaces that are usable by the widest possible cross section. The Americans with Disabilities Act (ADA), a civil rights law rather than a code, provides standards for accommodating people from a wide range of abilities.*

Universal Design Guidelines

1. All public outdoor spaces shall be meet ADA requirements.
2. All buildings in which commerce takes places must be accessible to the disabled to the maximum extent feasible. When historic properties are altered, they should be made as accessible as possible, in compliance with ADA.
3. The design of recreation areas should give great care and attention to providing opportunities for all persons, including those with disabilities. Newly designed spaces should strive to well exceed minimal access requirements.
4. To ensure that the appearance of handicap ramps and entries are integral to the design of the property they serve, minimize impact on the public right-of-way, and provide, as per ADA requirements, as direct building access as possible.
5. All sidewalks shall be maintained and adequately lighted for safety and accessibility. Walkways should be designed to accommodate a wide diversity of people.
6. Provide ample seating along walkways with places to stop and rest.
7. Provide visual and textural cues to advertise the location of crosswalks.
8. Follow ADA guidelines for the design of parking lots.



Provide visual and textural cues to advertise the location of crosswalks.



