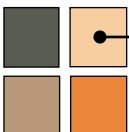


DOWNTOWN LIGONIER REVITALIZATION MASTER PLAN





DOWNTOWN LIGONIER REVITALIZATION MASTER PLAN

LIGONER, INDIANA

PREPARED FOR:

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AND

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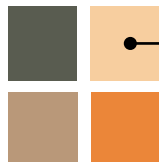
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TABLE OF CONTENTS

| | |
|---|----|
| INTRODUCTION | 7 |
| EVALUATION OF THE EXISTING CONDITIONS | 11 |
| Demographics and Market Conditions | 12 |
| Physical Infrastructure | 13 |
| Summary of Issues and Liabilities | 13 |
| Summary of Opportunities and Strengths | 13 |
| Cultural and Social Analysis | 14 |
| MARKET EVALUATION | 15 |
| Analysis of Existing Commercial Activities | 16 |
| Historical and New Trends for Business Activities | 16 |
| PROPOSED PLAN | 19 |
| Introduction | 20 |
| Goals and Objectives | 21 |
| Downtown District Defined | 22 |
| Specific Recommendations | 23 |
| Gateways | 24 |
| Signage | 28 |
| Parking and Vehicular Access | 32 |
| Open Space and Recreation | 35 |
| Streetscape | 39 |
| Building Improvement | 45 |
| Marketing | 49 |
| Revision or Re-connections to Existing Plans | 53 |
| IMPLEMENTATION | 55 |
| Timetable | 56 |
| Financing Tools | 60 |
| SUMMARY | 67 |
| APPENDICES | 69 |
| Downtown Vacancy Map | 71 |
| Ligonier Traffic Counts | 77 |
| Transportation Enhancement Case Studies | 89 |
| Resources on Organizing a Revitalization Program | 99 |

I. INTRODUCTION & EXECUTIVE SUMMARY



INTRODUCTION & EXECUTIVE SUMMARY

Many towns throughout rural America struggle with changing demographics, life styles, employment base and the closing of industries. A large portion of these communities do not respond to the challenges, thus slowly fade away with time. The challenges simply overwhelm the communities due to a lack of community leadership willing and capable of responding to the many issues. There are usually several common denominators found in most of the communities:

1. Lack of vision of what the community could be
2. Not leveraging the existing assets
3. Not taking advantage of the changing demographics
4. Lack of committed leadership both in the public and private sectors
5. Lack of resources required to make any changes
6. Creating a revitalization plan which is too grandeur for implementation
7. A mindset steeped in “we have always done it that way”
8. A lack of understanding of trends
9. A lack of commitment to take a step by step approach over a series of years

The one overriding observation we can make about Ligonier, Indiana is that it is a community that recognizes the need for new ideas and both the public and private sector leadership are committed to finding ways to improve the quality of life for its residents.

We had an opportunity to review the twenty-plus years of revitalization plans and the various reports which have been presented to the community. There were some terrific concepts and suggestions found within these reports. Most required a substantial capital infusion in order to implement and virtually all would have brought value to the community. Most of the ideas were not implemented due to the lack of funds or follow through.

Taking into consideration the prior work, input from business and government leaders, trend research and our knowledge of the geographic area, we would suggest a step by step approach to assist in revitalizing the downtown area based upon the assets found within the community, market trends and some ideas new to the community.

There are strengths found within the community that this plan will attempt to capitalize upon:

1. Shippshewana tourist traffic
2. Historic district designation and unique architecture
3. Rich history
4. Proximity to the Elkhart River
5. New industry infusion in the area
6. Festival “know-how”
7. Development and leadership behind the Discovery Express
8. Commitment and organization of the Future Ligonier Alliance

Challenges exist due to the physical condition of the downtown business district, lack of funds, changing demographics and the competitive nature of the region to attract tourism and new industry. Despite these challenges we would like to provide recommendations that will lead the community to its desired outcome. This plan's focus involves the following three umbrellas:

1. A face lift for the downtown business district to make it more customer friendly
2. A plan to attract tourism and intercept pass through traffic
3. Support for the Discovery Express

A primary objective of this plan is to spark an increase in tourism in Ligonier, IN. The use of tourism is a cost effective way to create economic development. Vibrant tourism leads to a strong economic base of commercial and residential development. However, various aspects of community development must be in place before tourism is sustainable. We believe Ligonier has the potential of being a regional attraction but it will not be maximized unless the appearance of the downtown commercial district is addressed. Successful tourism is creating memories worth repeating for the guest. Every effort must be made to remove the negatives so that guests will have a positive experience worth repeating and telling others about.

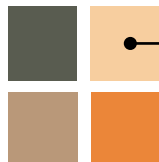
The downtown area has the potential of being a viable business environment. With a facelift, the downtown can begin to capture the pass-through traffic, which is vital to sparking an increase in visitor foot traffic in downtown. To promote festivals, tourism, new attractions, and retail leasing without first addressing the downtown business district appearance and infrastructure, will under-value the efforts of the tourism plan. The following plan proposes the simultaneous implementation of physical improvements and marketing strategies, both building upon each other to help create a vibrant downtown district.

LOCATION

Ligonier is located in Noble County in rural Northeast Indiana. The small town of about 4,500 residents is about an hour away from both South Bend and Fort Wayne



II. EVALUATION OF THE EXISTING CONDITIONS



DEMOGRAPHICS AND MARKET CONDITIONS

Ligonier, Indiana is a community of approximately 4,500 residents. It is located in Noble County which has a population of approximately 47,600. Ligonier showed a population of 3,435 in 1990 and has thus enjoyed growth over the last decade of about 30%. The county has also enjoyed a growth from a population of 37,877 in 1990 to its current population of 47,600 or a 26% growth. The growth in Ligonier from 2000 to 2003 was 3.05% and it is estimated that the growth from 2003 to 2008 will be 9.62%.

The average household size is 3.18. The family population is 4004. The median age is 27.1 with the following break down:

| <u>Age</u> | <u>Population</u> |
|------------|-------------------|
| 0 - 5 | 563 |
| 6 - 11 | 458 |
| 12 - 17 | 462 |
| 18 - 24 | 605 |
| 25 - 34 | 744 |
| 35 - 44 | 545 |
| 45 - 54 | 490 |
| 55 - 64 | 283 |
| 65 - 74 | 168 |
| 75 - 84 | 139 |
| over 85 | 34 |

The median age of the householder is 44.5. There are approximately 1488 housing units with a vacancy rate of 6%. Approximately 28% of the housing units are renter occupied with a median rental rate of \$361. The median value owner household is \$71,024 with the median year built of 1961. There are 543 houses built before 1939 which represents 36% of all houses.

The median household income is \$38,722 and the average household income is \$44,407. The household income per capita is \$13,883.

Of the population of 25 years or older, 65% have obtained a high school or college degree. The population of 16 years or older numbers 2024 and 64% of that group is employed in some form of manufacturing (1295); in retail 6% (125); in educational, health or social services 9% (179); in accommodation and food services 4% (75); in public administration 1% (22); in transportation, warehousing and utilities 2% (45); with all others in various categories.

The Hispanic population numbers 1737 or 40%. Noble County has a Hispanic population of 4,465, thus Ligonier represents 39% of the county's Hispanic residents.

The 2003 total retail sales, including food services was \$40,580,000. Motor vehicle sales showed \$15,129,000; food and beverage store sales \$4,300,000; gasoline store sales \$8,518,000; general merchandise sales \$3,307,000; non-store purchases \$2,716,000; building and garden store sales \$1,410,000; health care and personal care store sales \$2,340,000.

Ligonier indexes below the national index in culture (89), amusements (84), restaurants (42), medical (77), religion (21), education (88), higher priced product market (72), and luxury priced product market (35); but above the national index in bargain seekers market (163).

Ligonier's population represents approximately 9% of Noble County's population. The median age of the county is 34.5 years and the average age is 35.7 years. Due to the number of children in Ligonier, its average and median age is below the County's. As compared to Ligonier, Noble County has a higher percentage of education achieved of high school or higher of 77% to Ligonier's 65%. Noble County's average household income is \$55,968 and Ligonier's is \$44,407. Noble County's average per capita income is \$20,484 and Ligonier's is \$13,883. The average family household income in Noble County is \$63,304 and Ligonier's is \$40,568. Noble County has a work force (16+ years or older) which is 50% blue collar, 37% white collar and 13% farm or services. Ligonier would be considered 62% blue collar, 26% white collar and 12% farm or services.

One can see that Ligonier has a larger ratio of Hispanic population as compared to the County and is below the County averages in achieved education levels, family and average per capita income. Ligonier has a larger ratio of blue collar employment than the County. The plans that are included in this report take into consideration both the city, county and regional trends and current statistics.

The market conditions in and around Ligonier are favorable for modest industrial growth which has been witnessed in recent years. Some new retail construction is occurring with the building of the CVS store and at least one of the empty store fronts in the central business district being converted to a diner. Approximately 30% of the available leaseable space in the central business

district is vacant (See Appendix A). Owners of the retail space have found it difficult to lease and retailers have found it difficult to have a financially viable business.

Ligonier records, on an average week, a traffic count of 44,000 vehicles through the Downtown district (See Appendix B for more on traffic counts). It has been difficult to create a reason for this traffic to stop and shop. Ligonier also experiences a significant traffic flow due to the tourist and shoppers going to Shipshewana and some to the Topeka horse auctions.

PHYSICAL INFRASTRUCTURE AND LAND USE

The physical infrastructure within the Downtown business district is both problematic and poses an opportunity. The general appearance of unkempt buildings in the Downtown business district must be addressed in order to create favorable leasing opportunities. This appearance is also a negative to the tourism segment. Tourists will not stop where buildings are in disrepair or where high vacancy exists. The architecture style and history of the buildings, however, present a good opportunity to capitalize upon heritage tourism if the buildings can have a face lift.

The lack of parking is also a significant problem. Pass-through traffic intercept is greatly hindered due to the lack of easily accessible parking. Easy parking access is one of the largest deterrents to successful tourism and intercepts capture. Several of the buildings in the Downtown area have converted the upper floors to apartment rentals. This is a good use of the space but it puts further strain on the parking issue.

Ligonier does not present a welcoming appearance as travelers enter the city. There is currently not a unique, attractive icon which would entice the traveler to stop and shop.

The community is situated in a naturally beautiful area. The current land usage does not take advantage of the river weaving itself alongside historical buildings. There is a great opportunity to capitalize upon this. The city is making headway in land use with additional green spaces being created through the parks department. It appears there is good leadership in the parks department that can make a positive impact.

The lack of infrastructure for the loading and unloading of trucks along Cavin Street in the central business

district devalues the retail space and creates an unsightly appearance and obstacle for the traveler. This combined with the lack of parking makes it very difficult to entice travelers to stop and shop.

SUMMARY OF ISSUES AND LIABILITIES

The community has the opportunity to capitalize upon its heritage, architecture, natural beauty, festivals and new ideas but there are several issues and liabilities which must be recognized and addressed:

1. Dilapidated buildings in need of extensive rehabilitation
2. Weathered store fronts which need a face lift
3. Lack of convenient parking in the central business district
4. Lack of signage promoting the historic district
5. Truck delivery access
6. Lack of timely tax credits for building owners to do fix-up in the historic district
7. Misunderstandings between different cultures within the Downtown
8. The unkempt appearance of the river banks
9. No customer friendly welcoming icon as travelers enter the city
10. Lack of funds to make significant changes
11. A very competitive environment within a 50 mile radius for tourism
12. No TIF (Tax Increment Financing) district for retailers

SUMMARY OF OPPORTUNITIES AND STRENGTHS

Each of the issues and liabilities can also be viewed as opportunities and eventually as strengths. There are more opportunities than liabilities but unless the listed issues and liabilities are addressed, then opportunities and strengths listed will be negated.

1. Capitalize upon the ever growing trend in the tourism segment of culture and heritage tourism. This segment is composed of the highest income segment in tourism and this segment spends more and shops longer than any other segment. Ligonier has the elements which will attract this customer: the historic business district, the historic homes and heritage festivals.
2. Ligonier is strategically located at US 6 and State Road 5 which carries significant traffic going to

Shipshewana, and Nappanee. There is an opportunity to intercept this traffic to shop, attend festivals and attend new attractions.

3. There is strong leadership in the community in both the private and public sectors who can initiate positive change and provide follow-up.
4. There is a long history of festivals. This skill set should be capitalized upon.
5. The Discovery Express concept presents a significant and unique opportunity to create a true regional destination attraction.
6. There is an opportunity to create new festivals celebrating the heritage and population mix of the region.
7. A great deal of the unique and successful specialty retailing occurring today is found in communities with historic business districts. There is an opportunity to create a unique shopping and dining opportunity in the Downtown business district.
8. Waterways have always been an attraction for travelers. The community has an opportunity to capitalize upon the river and its setting next to the historic district.
9. The community is recognized for the efforts of not-for-profit community foundations which showcase volunteerism. This can be developed into a signature hallmark for the community and capture national recognition.
10. There are several unique commercial operations located in the community which present an opportunity to attract the culture tourist: the Flour Mill, the Indiana Historic Radio Museum, Stone Trace Museum, the Ligonier Historical Museum, the G. Martin Park and Annie Oakley Perfumes.
11. The number of trains passing through the community presents an opportunity for further industrial development. Also, the regional work force which is already geared to manufacturing is a positive to attract new industry.

and hospitality. All of these qualities can be a great benefit to the community.

The change in the predominately white population base to a significant mixture of white and Hispanic has changed the social compassion of the community. Hispanics traditionally are a “gathering” culture and very social within their community. This can be perceived as a threat to a community who is not used to this type of culture.

The number of young children in the community also creates a unique challenge and opportunity but is also very positive. These young families have different social needs than the older traditional rural resident.

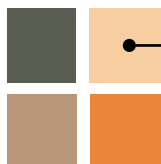
The social setting is also impacted by the large percentage of the residents being employed in the manufacturing or industrial industry. This generally creates a more social community. This too can be positive.

The age of the shopkeepers can be a positive in that there is an image of tradition and many travelers are looking for the shops which are rich in heritage and staffed with people who can share the legends and legacy of Ligonier.

CULTURAL AND SOCIAL ANALYSIS

The cultural and social setting of the community has changed throughout the decades. Once there was a significant Jewish population, today there is not. Several years ago there was no Hispanic population; today it is approaching 50%. The cultural setting, however, is still steeped in the rich history of the past. There is also a culture which appreciates the natural beauty, festivals

III. MARKET EVALUATION



ANALYSIS OF EXISTING COMMERCIAL ACTIVITIES

There is growth within the manufacturing segment witnessed by the building of Guardian manufacturing and other smaller manufacturing units. Ligonier continues to add manufacturing facilities with several opportunities on the horizon. The Tax Increment Financing (TIF) district set up for Guardian helped consummate that deal.

The new CVS retail store under construction could be a catalyst for additional retail construction. The new police station also adds an attractive building to the Downtown business district. There is a 182 single family housing development under development. All of these new activities stimulate further development.

A recent change in city ordinances now allows Downtown commercial business owners to lease the upper floors of their properties as apartments. This has been a good source of revenue for building owners since most of these spaces were not occupied. There are, however, a few challenges. The ordinance allows for one parking space per apartment which puts further pressure on the parking problem. A consideration which must be noted is that 80% of the renters of these apartments are Hispanic. Because of their social nature, the streets below their apartments are being utilized for "gathering," and this makes some residents and travelers unfamiliar with the culture feel uncomfortable and increase the chance that retail shops are not visited.

The biggest issues in the Downtown district continue to be the appearance of the Commercial buildings, the vacancy rate and the lack of convenient parking.

Other commercial activities such as "Annie Oakley" Perfumes, the flour mill, the Indiana Historic Radio Museum, the Ligonier Historical Museum, Stone Tracer Museum, the G. Martin Park, the central business district retail and residential areas all create a fabric for a unique opportunity for tourism development, but are not fully being capitalized upon.

The concept of Discovery Express, which is being developed, is an exciting opportunity for the community and can be a true catalyst to creating a reason to make Ligonier a destination.

HISTORICAL AND NEW TRENDS FOR BUSINESS ACTIVITIES

The community over the last few years has been able to attract manufacturing facilities. Ligonier also has one of the most active railroad systems in the county. Ligonier has an average annual wage base which is lower than Noble County's. This makes it attractive for manufacturers to consider Ligonier as a possible location for their facility. It would appear that due to the competitive environment of the region, to attract manufacturing, consideration should be given to another TIF district or an Industrial Park with housing incentives. Ligonier has also been able to attract tourist via festivals such as the Marshmallow Festival, Stone's Trace Pioneer Festival, Fashion's Farm Pumpkin Festival (2005 Fashion's Farm had guests from 36 states and 6 foreign countries visit the farm). The mid to northern parts of Indiana are one of the largest festival, special events, and shopping regions in the Midwest. Even though this is a very competitive field it also provides for a tremendous opportunity to capitalize upon this existing tourist pool.

The historical and cultural traveler's base continues to grow nationwide in number due to the aging of the baby boomers. This tourist segment is the most prolific in spending and enjoys the type of setting Ligonier could offer. The group seeks out the historical setting, niche shopping, natural beauty, specialty festival, cultural festivals, and the weaving together of festivals with historical setting. As the stress level among Americans grows, people are looking for an escape back to a time and place in the past.

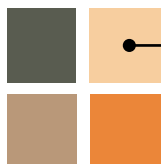
Another trend which continues to grow is in the area of children's museums or exploration centers. Over the last several years, many communities have added or expanded children's museums and centers. These centers provide an opportunity for families to interact in an educational and creative environment.

Centers or exhibits which feature historical, Biblical or antiquities, presented in a creative manner have also become popular. These go beyond the typical museum settings. They are interactive, fun, educational and have an appeal for all ages. The proposed Discovery Express center combines the elements of a children's museum, and the heritage of the area and the Biblical interactive presentation. If the final product is achieved as outlined in the initial concept plans, Discovery Express will be a major regional draw for tourists, families and schools. There are various foundations which support this type of development. Many of these foundations have been

provided to the Future Ligonier Alliance, who has forwarded them to representatives of Discovery Express in an effort to kickstart their funding efforts.

One of the strong trends in small to midsize cities is the redevelopment of Downtown areas where the flavor and core infrastructure of the old buildings are retained. These buildings are being converted to specialty retailing, professional services, restaurants, bars, specialty food manufacturing, and in some cases first class residential lofts. The most successful have an attractive assortment of retail and dining, convenient parking and good eye appeal to attract the regional resident and tourist.

IV. PROPOSED PLAN



INTRODUCTION

Over the past century and a half, Ligonier has been home to a variety of cultures and has transitioned through all of them while accepting growth as an attribute to the city's desirability as a place to live. Ligonier has not been without its struggles like many cities in Rural America, but the city remains in good times, as is indicative by the issuance of building permits and the increase in population. Throughout the growth in recent decades, little attention has been given to Ligonier's Historic Downtown. Although structurally sound, the buildings in the Downtown have been unable to attract renters or buyers, and in turn, the Downtown has become much less active than it once was.

Since the advent of the automobile, a similar phenomenon has struck small downtowns nationwide. Concentrations of offices and retail are no longer desirable to city residents. Successful downtowns are those that have adapted to this phenomenon and been able to market their downtowns to both residents and visitors, providing services to the residents and attractions to the visitors.

Plans to revitalize Downtown Ligonier have been made in the past. All of those plans have been full of great ideas that would have helped Downtown significantly had the funds and follow-through been available. It is not to say similar plans would not have succeeded in other cities, but Ligonier is unique and must be approached as such. An expression that applies very well to Ligonier and its struggles in revitalizing Downtown is "If you always do what you always did, you will always get what you always got;" therefore this plan must recognize the current state of Ligonier and propose appropriate steps accordingly. Many elements of this plan contain elements also proposed in the previous plans, but the implementation proposed in this plan is what separates it from the others.

Projects such as façade restoration and streetscape design are elements consistent among successful Downtown revitalization projects, but, as a whole, are not feasible projects for Ligonier to immediately pursue. This is due to a variety of factors including existing funds, Downtown vacancy rates, and Downtown foot traffic, all of which need to be remedied before large-scale projects are pursued. One could argue that those problems could be fixed with new facades and streetscape, but that has not been the case with the previous plans prepared for Downtown Ligonier, and proposed plans should react accordingly.

What this plan recommends is that Ligonier begin their process of Downtown Revitalization with smaller, "bite-size" projects. Not only will they be more economically feasible, but they will get the public involved, help instill a "can-do" mentality, and illustrate that new, exciting things are happening. These smaller, incremental projects can lead to much longer-lasting and dramatic positive change for downtown Ligonier. Low cost, highly visible projects will be more successful in gaining the public's support, which will lead to a more sustainable effort. It is also very important that the revitalization effort's first few projects be a success. This will instill confidence in potential committee members and volunteers, and demonstrate to the public that their involvement will lead to progress.

GOALS AND OBJECTIVES:

The following primary goals for the Downtown Ligonier Revitalization Plan have been defined to provide guidance in planning and implementing improvement projects for the Downtown. The goals shall act as an umbrella under which all Downtown improvements should be evaluated, and will help retain focus throughout the long-term revitalization process.

- **Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region.**
 - Create a place to proudly host seasonal festivals.
 - Share the “Legends and Legacy” of Ligonier in a creative and attractive manner.
 - Embrace and support the developments surrounding the Discovery Express.
 - Incorporate the Elkhart River into the Downtown.
- **Improve the appearance and function of Downtown Ligonier.**
 - Maintain and strengthen Downtown’s historic appeal.
 - Create a safe, welcoming environment.
 - Integrate a variety of land uses in order to facilitate guests and residents.
- **Increase the overall marketability of Downtown**
 - Provide a Downtown that attracts businesses as well as visitors.
 - Provide opportunities for Ligonier to showcase its trademark volunteerism, thus attracting notoriety.
 - Create a place that is reflective of Ligonier’s unique history.



Historic Clock at Wood Triangle, north of Downtown

DOWNTOWN DISTRICT DEFINED

The study area for the Downtown Ligonier Revitalization Plan is centered along the Cavin Street Downtown commercial corridor, situated entirely within the boundaries of Ligonier's designated Historic District. The boundaries of the study area are identified in the adjacent Figure. The study area stretches one block east of Cavin Street to McLean Street and one block west of Cavin Street to Main Street. The Downtown corridor stretches approximately three fifths of a mile from the Norfolk Southern Railroad at the north to Union Street at the south.

Within the dotted white boundary, there are several areas and properties that are referred to in describing the revitalization projects. Vital to the improvements in Downtown Ligonier is the Discovery Express, a faith-based history and science children's museum. Discovery Express has plans to completely renovate the previously vacant and blighted Wirk Garment Building located between the railroad and Elkhart River, east of Cavin Street.

Another property to undergo major improvements is the Essex Building, located directly across Cavin Street. Although final plans have not been made, the entire building will be demolished and be replaced by green space and parking. Locations of other elements important to the study area are defined in the graphic to the right.

Discovery Express

Elkhart River

Essex Building

Wood Triangle



IMPROVEMENTS

The proposed plan revolves around seven primary improvement categories. The categories are listed below along with the goals used to develop the specific enhancement projects:

1. **Gateways** - Enhance the arrivals into Downtown in order to distinguish them as special places
2. **Signage** - Direct visitors to and around Downtown and provide an entertaining and visually appealing experience
3. **Parking and Vehicular Access** - Provide adequate, attractive parking lots in addition to improving traffic and service circulation
4. **Streetscape** - Improve the appearance and pedestrian experience of Downtown Ligonier
5. **Building Improvements** - Enhance the appearance of storefronts while working to completely restore the historic character of the Downtown architecture
6. **Open Space and Recreation** - Increase open space and recreation opportunities in the Downtown
7. **Marketing** - Create a buzz about Downtown Ligonier that will lead to increased tourist traffic

The following text and accompanying graphics provide a summary of improvements categorized within each of the seven objectives. Recommendations are introduced with objective-specific goals. The objectives are then outlined by project groups that are broken down into specific action items. The action items are referenced on one of seven matrices (one for each objective) which identify the parties involved, the estimated time of startup, the estimated probable cost (defined by ranges), potential funding sources, and which goal(s) the action accomplishes.

The matrices should be used as a tool to prioritize which projects and action items to pursue. In attempting to begin the revitalization process with less expensive projects, the actions with the lowest estimated cost and earliest estimated startup should be the immediate focus of the indicated involved parties. From this framework, the Future Ligonier Alliance will be able to build the momentum necessary to pursue larger, more capital-intensive projects.



View into Downtown Ligonier

GATEWAYS

Goals:

- Create sense of arrival into Downtown Ligonier
- Introduce a key thematic element that will tie the Downtown together: “Legends of Ligonier”
- Provide a location to celebrate Downtown festivals and seasons with decorations and/or banners

There is currently little distinction between Downtown and the rest of Ligonier. If Downtown Ligonier is to be regarded as a tourist destination, then improvements must be made to announce one’s arrival to a special place. Natural locations for Downtown entryways, or gateways, exist at both the northern and southern ends of the Downtown. These areas should be enhanced to provide a strong first impression to visitors. One way to introduce the Downtown is to highlight a “theme” that then continues throughout the Downtown and pulls the district together. This provides for strong image and graphic opportunities to promote the downtown. A theme to consider is to celebrate the rich heritage and history of the people, the architecture and the community through a catch phrase such as “Legends of Ligonier.” This is short and distinctive, yet broad enough that it will allow for a bounty of different uses and interpretations over time.

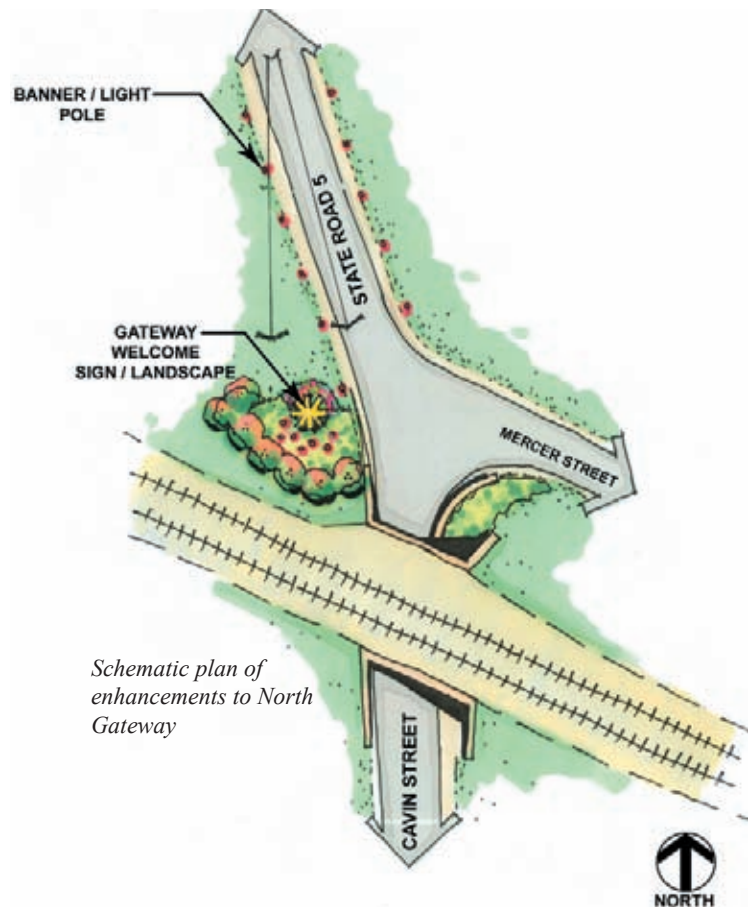
A. North Entrance – Railroad Underpass

The northern entrance into Downtown is along State Route 5 as it passes underneath the Norfolk Southern railroad viaduct. While approaching the viaduct from the north, a slight bend in the road forces drivers to look straight west at the slope on the east side of the viaduct. This provides a location to make a strong first impression of the Downtown. Upon driving under the railroad tracks, a view of the Elkhart River Bridge and Downtown Ligonier’s streetscape is provided. The following improvement will help to define the northern edge of Downtown and create a sense of arrival for visitors traveling from the north:

1. **Construct and Paint a Plywood Welcome Sign-** A welcome sign located along State Road 5 will welcome visitors to Downtown Ligonier and introduce



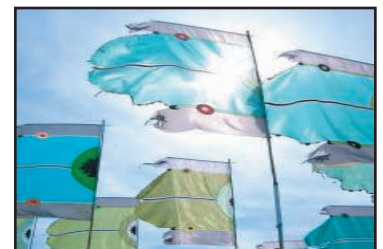
Example of painted plywood sign



Schematic plan of enhancements to North Gateway

it as a unique and fun place. An attractive and effective welcome sign does not have to cost a lot and can be made from two-by-fours and plywood. With appropriate weather-proofing and anchoring, the sign can even become a permanent fixture. Encourage creative community members to get involved in designing and constructing the sign.

2. **Enhance Landscape on Slopes -** By adding colorful landscape features to the slope surrounding the railroad bridge, the entrance to downtown will become much more welcoming. The landscape will soften the rough appearance of the bridge and provide an attractive spot to locate the plywood sign. Coordination with the railroad authorities will be required if improvements are made within the railroad right-of-way.



Flag displays like this allow for year-round, and interchangeable displays

3. **Add Poles to Showcase Seasonal Banners -** Adding poles to hold vertical banners or flags to the north of the railroad bridge will extend the downtown streetscape to the northern entrance and provide an attractive, colorful promotion for the downtown. These banners could be easily swapped to promote seasons and upcoming or ongoing festivals. Three to five poles on both sides of the road would be ample to provide the needed visual impact.

4. **Paint Bridge and Underpass -** Painting the sides and underside of the bridge will reinforce the impression created by the new sign and added banner and landscape. An appropriate light color will reduce the sense of darkness going under the bridge. Coordination with the Railroad and INDOT will be necessary to gain authorized access and to regulate traffic.



Painting the bridge and underpass would enhance the North Gateway

B. North Entrance – Cavin Street Bridge

After traveling under the railroad bridge, drivers get their first view of the Downtown streetscape. The Cavin Street Bridge over the Elkhart River is currently unappealing. The following additions to the bridge would give it a more pleasant appearance:

1. **Add Poles for Hanging Pots or Banners on Bridge Walls -** By adding poles to hang banners or planters with seasonal flowers, attention can be diverted from the uninteresting bridge walls while adding a colorful feature to the streetscape upon entering the downtown.



Hanging pots will help beautify the Elkhart River Bridge

2. **Paint Concrete Walls -** Painting the walls green or tan would add some color and provide a more refreshing, vibrant appearance. If Ligo-



Linear murals could be painted on the bridge walls to tell a story about Ligonier

nier were to have murals in the downtown, then painting an elongated mural on the bridge walls rather than a single solid color would be an introduction to the rest of the downtown murals. The concept of building murals is discussed in the streetscape section.

3. **Extend Street Lamps to Railroad -** Extending the street lamps from downtown to the railroad will help to transition from the bridge and provide strong first impression to drivers coming out of the viaduct.

C. North Entrance - Support the Development of Discovery Express

Sitting on the northern edge of downtown, Discovery Express is an excellent foundation for positive first impressions. The attractive improvements that this group is planning will only strengthen the attractiveness of downtown Ligonier. A dynamic museum that will attract visitors and create great buzz in the region is a wonderful asset to anchor the northern gateway. Supporting their efforts by both helping with the physical improvements and assisting in gaining funding through grants will only bolster the downtown.

1. **Establish Joint Projects Between Discovery Express (DE) and Future Ligonier Alliance (FLA) -** Assist DE with cleaning up the site and making aesthetic improvements, particularly those along the Cavin Street corridor.
2. **Create Joint Marketing Materials -** Work together and combine resources that will benefit both ventures whenever possible. This will provide a sense of big things happening in Ligonier. One example would be to use the Discovery Express green space to place a welcome billboard with temporary signage promoting Ligonier as a must see historic town.
3. **Support Funding Efforts -** The additional faith-based funding opportunities that DE has may allow it to proceed more quickly, which will bring a positive impact to the downtown sooner. Therefore, assistance in securing funding through information-gathering, grant-writing and other types of support will benefit the downtown.

D. South Entrance – Visitor Center/Wood Triangle Corridor

The 101 year-old Wood Triangle is a wonderful space that acts as a transition between the contemporary retail and commercial center near U.S. 6 and the Historic Downtown. The Visitor's Center located just south provides a logical location to capture visitor's attention and provide a welcoming environment. A slightly elevated view of the entire downtown is provided where Lincolnway curves slightly to merge with Cavin Street, just after Wood Triangle. The Triangle is a well-landscaped and attractive area, but the area immediately before it could be celebrated with the following additions:

1. **Construct and Paint a Plywood Welcome Sign** - A Downtown welcome sign located at the Wood Triangle will welcome visitors to and introduce it as a unique and fun place. An attractive and effective welcome sign does not have to cost a lot and can be made from two-by-fours and plywood. With appropriate weather-proofing and anchoring, the sign can even become a permanent fixture. Encourage creative community members to get involved in designing and constructing the sign.
2. **Add Banner Poles to Showcase Seasonal Banners** - Mirroring, the north entrance, the south entrance should have banner poles. Concentrated between the Visitors Center and the Wood Triangle, they would extend the downtown streetscape to this new south gateway. This would help to

frame the view of the entire downtown and like the north entrance, would allow for advertising of seasonal events and festivals.

3. **Make Marketing Material Accessible** - The visitor center should be attractive, inviting and easily identifiable. The marketing materials and visitors guide should be available to guests in a weatherproof display so the center does not have to be manned 7 days a week. A "hot line" phone can ring to one of the businesses who would be willing to answer questions for guests.

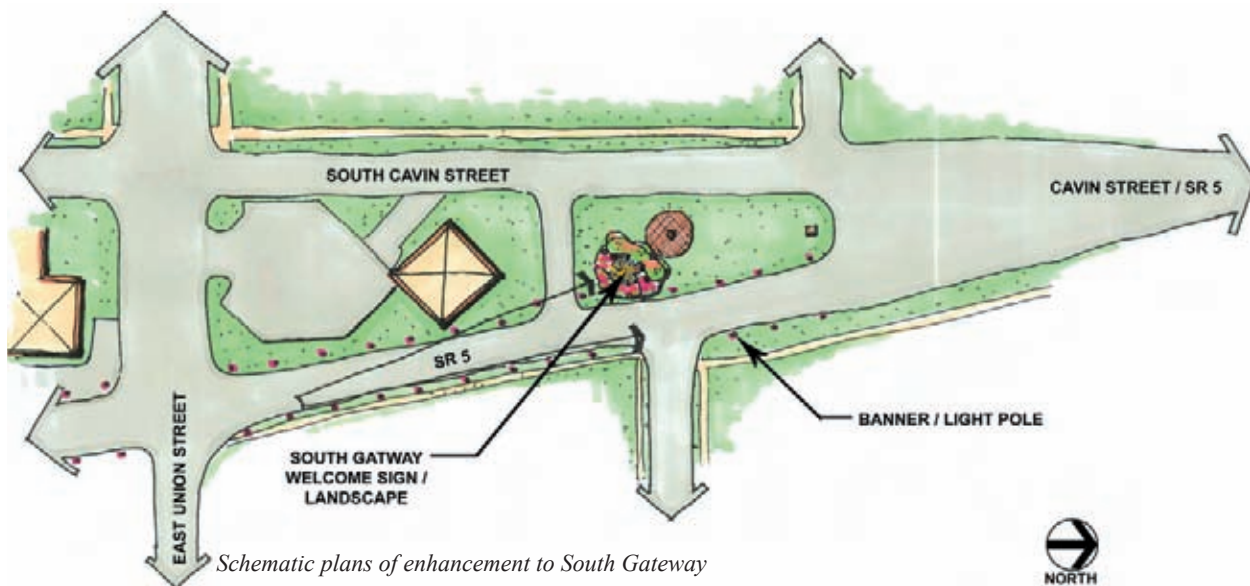
E. U.S. 6 Traffic Intercept

Currently Ligonier has signs welcoming vehicles to the city along U.S. 6. The signs depict the Victorian clock located at the Wood Triangle. Downtown Ligonier should use a similar strategy to attract some of the tourist crowd.

1. **U.S. 6 Signage** - Downtown Signage along U.S. 6 should be flexible so that festivals could be featured. The standard sign should read something like "visit Ligonier - the town of Legends and Legacy". Adding a marker with these signs that signifies the location of Historic Downtown Ligonier would draw travelers off of Highway 6 to this destination.



Example of plywood sign



Schematic plans of enhancement to South Gateway

| | | Involved Parties/Agencies | | | | | | | | Estimated Startup | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | | | | | |
|---------------------------|---|--|------------------|-------------------|-------------------|-------|--------------------|-----------------|-------|-------------------|--------------|---------------|---------------|-------------------|--------------------|---------------------|--------------------------|--------------------|----------------------|----------------|--------------------|----------------------|---------|--|--|---|--|--|--|
| | | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith-Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | In Kind | Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region | Improve the appearance and function of Downtown Ligonier | Increase the overall of Downtown Ligonier | | | |
| Recommended Action Items: | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a | North Entrance - Railroad Underpass | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | a.1 | Construct and paint plywood "welcome" sign | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | a.2 | Enhance Landscape on slopes | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | a.3 | Add banner poles to showcase seasonal banners | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.4 | Paint bridge and underpass | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | North Entrance - Cavin Street Bridge | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | b.1 | Add poles for hanging pots or banner on bridge walls | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | b.2 | Paint concrete walls | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.3 | Extend street lamps to railroad bridge | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | North Entrance - Support of Discovery Express | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | c.1 | Establish joint projects between DE and FLA | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | c.2 | Create joint marketing materials | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.3 | Support funding efforts | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | South Entrance - Visitor Center / Wood Triangle | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | d.1 | Construct and paint plywood "Welcome" sign | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | d.2 | Add banner poles to showcase seasonal banners | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d.3 | Make marketing material accessible | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | U.S. 6 Traffic Intercept | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | e.1 | U.S. 6 Signage | | | | | | | | | | | | | | | | | | | | | | | | | | | |

SIGNAGE

Goals:

- Maintain a consistent theme throughout the Downtown and greater community
- Celebrate, entertain, and educate with the history of Ligonier
- Direct visitors to Downtown Ligonier
- Identify locations of public parking
- Improve ability for visitors to move throughout Ligonier
- Increase visibility and consistency of business identification

If Downtown Ligonier is to become a tourist destination, it must be accommodating to visitors unfamiliar with the city in addition to residents who frequently visit. Effective signage is crucial in directing visitors to the Downtown and then guiding them to the various destinations within the city. Tasteful signage can add a desirable visual element to the Downtown. Due to the perceived lack of parking, it is also very important to identify public, off-street parking lots. Storefront signs become more visible, while remaining attractive. New signage should be themed to the turn of the century historic district, easily seen by the traveler, located in several locations, and entertaining. The following signage improvements would help attract and direct visitors while improving the appearance of Downtown Ligonier:

A. Unified Wayfinding Program

1. **Decide on a Town “Slogan” To Appear on all Signs** - Ligonier is a city founded on a rich history. The city should embrace this history and have it on display as much as possible. A consistent theme should appear on all signs, creating interest for visitors. “Legends of Ligonier” is a slogan that embraces Ligonier’s history and unique stories and anecdotes, but is also fun and can be used as a thread to tie together many items and activities in downtown.
2. **Work with Local Business Owners to Designate Public Parking** - To increase the amount of convenient parking, an agreement with private lot owners could be made for signing the lots as public. There may need to be hours when parking is restricted, but downtown business owners should understand that providing parking for visitors is a benefit to their business as well as the overall district.

3. **Install Signs to/at Public Parking Locations**

- The on-street parking opportunities are obvious, but the numerous off-street opportunities behind the buildings are not visible to visitors



Example signage indicating public parking

traveling on Cavin Street. Once public parking locations are established, signs should be placed along Cavin to direct drivers to the lots, where there should be a sign identifying the lot and the legal parking hours. Some agreement with private lot owners may need to be made where hours of parking could be restricted.

4. **Provide Map and Brochures at Parking Areas**

- Post-mounted laminated maps of the historic district should be located at each parking lot. The map should clearly show the commercial and residential areas, show retail listings much like shopping mall directions maps and provide interesting facts about Ligonier.

The map should direct the pedestrian to retailers, area attractions, historical homes, the gardens, river, police station and other locations which guests would find interesting.



Downtown district map on display for pedestrians. Brochures could be located on such a display

The map should be creative, carry a historical flavor and be fun to read. The maps should be accompanied by a small brochure with similar information. The brochures should be available for visitors in a weather-proof holder.

5. **Install Directional Signage Identifying City Destinations**

- Ligonier has more to offer than just its Downtown. Once tourist traffic increases, it will be important that visitors be able to locate destinations. After having identified its most important or popular destinations, consistent signage should be strategically placed, di-

recting visitors from US 6 and State Road 5 to attractions such as Discovery Express and the Visitor's Center. Once the customer is out of the vehicle there must be directional walking signage. People will walk from a parking lot to retail shops if there is clear directional signage and the walk is made interesting.



Example wayfinding concept

B. Storefront Signage

1. **Establish A Storefront Sign Ordinance** - As the downtown improves in appearance, so should the face of the downtown businesses. A new sign ordinance should be established that avoids the clutter that is often associated with ineffective sign ordinances. The sign ordinance could be created for a Downtown or Historic overlay district. Compliance to the sign ordinance would only be required for owners making modifications to the buildings. A previous study, the 1985 Revitalization Program prepared by The Troyer Group, provides helpful suggestions for items to include. Ligonier should consider outside consultation due the many legal complications that often arise with slack sign ordinances.

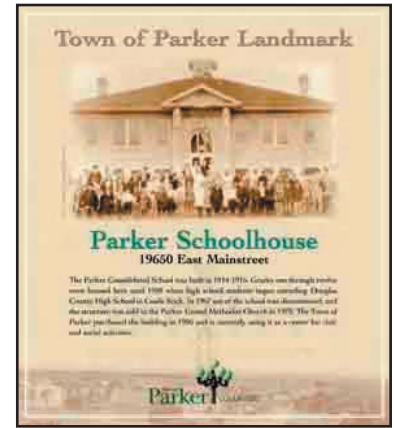


Hanging signs to be considered for storefronts

C. Thematic Signage

1. **Add Informational Plaque Near Appropriate Building Entrances** - The history and stories behind the buildings in downtown Ligonier need to be shared to add entertainment value to the downtown. A plaque should be placed near the building entrances or immediately inside the window. The plaque should have a photo of the building in its original condition and should reserve

space for different stories about the building or the city. The stories could be rotated to share a new one every month or season. This will allow visitors to enjoy the area on their own and become engaged in the history.



Ligonier's historic building's could be displayed on plaques like this

2. **Share Stories of Ligonier's Legends with Interpretive Displays along Cavin St.** - Freestanding signs along Cavin Street's sidewalks should be placed (6 to 8 total) so that visitors can stop and read a "Legends" story as they tour the downtown area. The signage should be designed so that its stories can rotate based upon festivals or other special events in town. These displays should



Example of illustrative storytelling signage

be highly graphic and attractive in nature and present the information in a strong visual manner

(i.e. more photos than text). Although the stories may rotate, the overall graphic theme should remain consistent.

3. **Add Informational Plaques in Front of Historic Homes** - Ligonier's historic district extends beyond Cavin Street. Stories should be shared about the historic homes as well as the Downtown buildings. A headphone walking tour



Example informational plaque celebrating a historic home

should be available at no charge. This could be obtained from various businesses, where the guest would leave a credit card imprint as a deposit. Signage

should be on each storefront providing the headset. The message on the headset would be about the history of Ligonier and that of the buildings and homes. This is similar to Elkhart County's driving tour CD.

D. Regulatory Signage

1. **Remove Regulatory Signage from Historic Light Poles** - The signage regulating traffic and providing warning should not clutter the historic lamps. These signs should be moved to separate decorative posts when the old historic lamps are replaced with new. The style and type of signs will need to follow INDOT regulations but how they are presented can be made more attractive.



Currently, regulatory signage hangs from Ligonier's Victorian lamp posts

| Recommended Action Items: | | Involved Parties/Agencies | | | | | | | | Estimated Startup | | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | | |
|---------------------------|---|---------------------------|------------------|-------------------|-------------------|-------|--------------------|-----------------|-------|-------------------|--------------|--------------|---------------|-------------------|--------------------|---------------------|-----------|--------------------------|----------------------|----------------|--------------------|-----------------|----------------------|--|--|---|--|
| | | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith-Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | In Kind | Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region | Improve the appearance and function of Downtown Ligonier | Increase the overall marketability of Downtown Ligonier | |
| a | Unified Wayfinding Program | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.1 | Decide on a town "slogan" to appear on all signs | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.2 | Coordinate with businesses to designate public parking | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.3 | Install signs to/at public parking locations | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.4 | Provide map and brochures at parking areas | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.5 | Install directional signage identifying city destinations | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b | Storefront | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.1 | Establish A Storefront Sign Ordinance | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c | Thematic | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.1 | Add informational plaque to appropriate buildings | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.2 | Share stories of Ligonier's legends along Cavin St. | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.3 | Add informational plaques in front of historic homes | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d | Regulatory | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d.1 | Remove regulatory signage from historic light posts | | | | | | | | | | | | | | | | | | | | | | | | | | |

PARKING AND VEHICULAR ACCESS

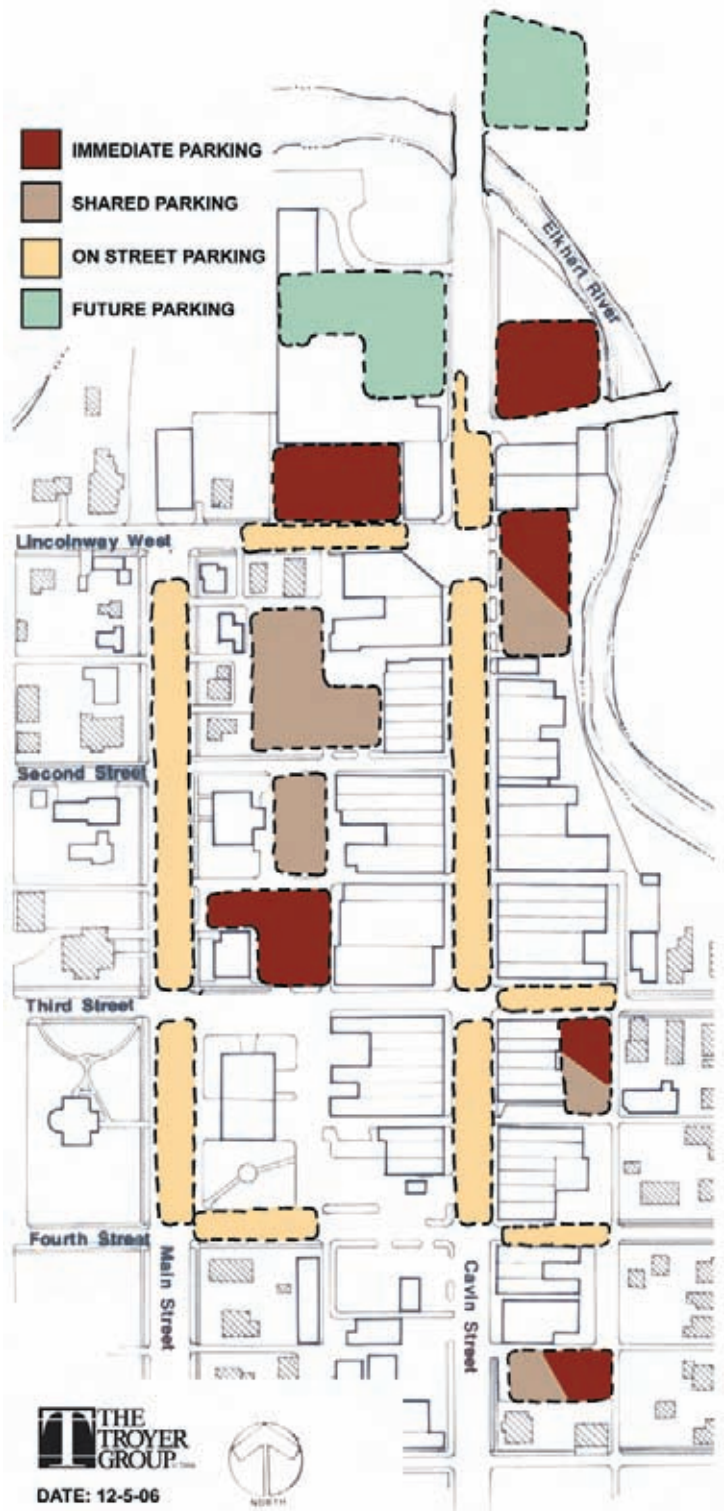
Goals:

- Provide adequate parking for both visitors and residents
- Create efficient, yet attractive parking lots
- Increase efficiency of rear store access

The first step in fixing Downtown's parking problem is to begin to change the perception toward parking, which will be helped by adding signage. The supply problem, primarily related to insufficient residential spaces, must also be addressed. The Downtown's on-street, parallel parking is often the first to become occupied, creating the perception that there is not sufficient parking in the Downtown. But, should Downtown begin to attract more visitors and host festivals and continue to become mixed-use then additional parking will be necessary. The rear alley access to the buildings east of Cavin Street also poses problems due to its narrow travel lanes and difficult terrain. These problems force deliveries to be made to the fronts of the buildings, causing traffic problems on Cavin Street. The following improvements would help increase parking to meet overflow and future demand and improve vehicular access while improving the aesthetics of Downtown.

A. Expanded Parking Opportunities

1. **Negotiate Public Parking Agreement with Business Owners** - Work with businesses such as El Paraiso to utilize their existing parking lots for visitor parking. Proper parking signage would then clearly welcome visitors to park and patronize these stores and the rest of downtown.
2. **Acquire Property for Additional Parking** - The property southeast of the Cavin Street Bridge is an excellent opportunity to provide designated visitor parking. This parking could also be utilized for the river walk and connection to Discovery Express.
3. **Install Parking Lot Southeast of Cavin St. Bridge** - Once acquired, this area should have the river walk and parking lot laid-out onto the site. The parking lot could then be installed in an attractive, inviting manner to encourage visitors to stop.



Inventory of existing and potential parking locations in Downtown Ligonier

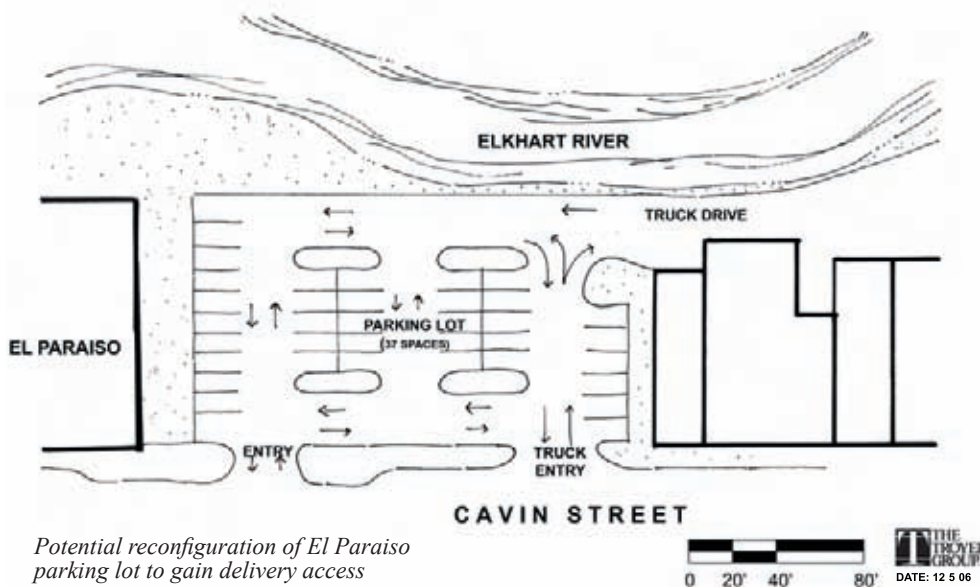
B. Rear Alley Access (East Side)

1. **Clean Alley to Promote Safety and Appearance** - Although not necessarily improving delivery access, cleaning the alley would help by adding an element of safety and would also improve the appearance of the Elkhart River Corridor. All dumped waste should be removed, and the river banks swept clean of all debris. Trimming overgrowth regularly and removing weeds between the building and alley will improve the appearance and perceived safety of this area.
2. **Negotiate Truck Access Easement** - Before substantial improvements can take place, it is important that an easement be dedicated to the city so that the improvements and maintenance can be more easily performed under the jurisdiction of the city. Otherwise, individual owners would have to work together to agree on a plan, and finance the improvements and ongoing maintenance themselves.
3. **Work with El Paraiso to Establish Truck Access to the Alley** - Large trucks are currently unable to make the sharp turn into the back of the alley. Providing an access drive through the existing parking lot would widen the turn. Attractive improvements to the parking area could be incorporated into this modification.
4. **Work to Improve South Truck Access to Alley** - The turn onto Third Street from the alley presents a challenge for larger trucks. Improvements to the apron could assist in making this turn. Acquiring a property to the east would al-

low for a more appropriate alley approach and also open up the opportunity to combine alley improvements with the river walk

5. **Grade Alley to Accommodate Deliveries** - The terrain in the alley needs to improve before trucks can easily make deliveries. There are many irregularities in the existing segments of pavement and a number of potholes elsewhere. Solving these issues will help with the delivery needs for the existing businesses and ease move-in for up-start businesses.
6. **Pave Alley with Asphalt** - For efficient access to be sustained for years to come, the alley must be paved with a solid surface. Paving the alley with asphalt would allow for easier maneuvering of large delivery vehicles behind the buildings. Paving may require that the alley be slightly widened. This would require expansion toward the river and a retaining wall to be constructed along the bank. A clean, functional delivery space, coupled with plans for a river greenway, would also enhance the prestige of the buildings and should make them more desirable for leasing.

Existing conditions of east side alley:



PARKING & VEHICULAR ACCESS
ACTION PLAN MATRIX

| Involved Parties/Agencies | | Estimated Startup | | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | | | | | | | | | |
|---------------------------|-------------------------------|--------------------------|------------------|-------------------|-------------------|-------|--------------------|-----------------|-------|--------------------------|--------------|--------------|---------------|-------------------|----------------------|---------------------|-----------|--------------------|----------------------|----------------|--------------------|-----------------|---------|--|--|---|
| a | Expand Parking Opportunities | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith-Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | In Kind | Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region | Improve the appearance and function of Downtown Ligonier | Increase the overall marketability of Downtown Ligonier |
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| b | Rear Alley Access (east side) | | | | | | | | | | | | | | | | | | | | | | | | | |
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OPEN SPACE AND RECREATION

Goals:

- Increase Downtown appeal to residents, while providing additional satisfaction to visitors
- Provide transition between Discovery Express and Downtown
- Incorporate Elkhart River Corridor into Downtown Ligonier's land use
- Provide opportunities for active and passive activities and relaxation

Currently there is a lack of open space adjacent to the Downtown, and one of the cities largest assets, the Elkhart River, is being ignored. Increasing the amount of open space near Downtown will create recreation opportunities within walking distance of the majority of the city's population. The north end of Downtown provides an excellent opportunity to provide open space. There are currently plans in place to demolish the Essex Building and create a park along the Elkhart River. This will be an excellent reuse of the land. Other opportunities exist to extend the open space along the river and provide transitional spaces between Downtown and Discovery Express. The following projects will do this while providing additional recreational opportunities:

A. Riverside Enhancement

The river is totally underutilized. It offers a wonderful low cost enhancement for the downtown area. Its location on the northern edge of downtown provides opportunity to create an attractive gateway into downtown. In addition, it presents future resources for activities for both visitors and residents.

1. **Clear Overgrown River Corridor** - The river banks are currently so overgrown with brush that



Elkhart River east of Cavin St. Bridge

visitors cannot see it. Before the river can be viewed as an amenity, it must become visible and accessible. The understory and brush vegetation should be cleared, with large trees and

groundcover to remain to keep the banks stabilized. This project could be accomplished by members of motivated community groups. But in order to avoid "burning out" any one group,

the areas proposed to be cleared should to be divided into sections. The sections closest to the Cavin Street Bridge should be highest priority and working back from there in both directions. Coordinated by the Parks department, weekends should be set aside for community work days, each weekend focused on clearing an appropriate portion. Permits may need to be obtained for this work.

2. **Implement Maintenance Plan** - Establish a routine schedule of river corridor maintenance in order to keep the amount of work manageable.

B. River Walk System

1. **Acquire Property / Establish River Easements** - Creating places for the public to access the river walk will require gaining access to some parcels of land along the river. In some cases, creating an easement for the walk may be the best solution. In other areas, additional improvements such as parking, signage and park-like amenities may require the acquisition of land. These areas include the highly visible property on the northern edge of the El Paraiso lot and north of the Essex building. These parcel locations are ideal for setting a positive image, and providing convenient access to the riverwalk from the downtown.
2. **Grade Trail Alignment** - Once the river bank is cleared, a path alignment should be selected. With the alignment determined, grading will need to be done to provide a level surface for the trail while allowing for appropriate drainage to the river. Permits may need to be obtained for this work.
3. **Coordinate with Discovery Express in Building Pedestrian Bridge and Walk** - Work with DE to tie together the river walk system. Creative funding in conjunction with DE may allow more construction of the river walk and bridges.



Discovery Express' plans for open space and trails between building and Elkhart River

4. **Pave with Aggregate** - Budget limitations may not allow for the trail to be paved immediately. Aggregate provides an adequate walking surface, and will allow for necessary drainage to avoid ruining the trail alignment. Aggregate is a low-cost option and can also act as a base for asphalt paving in the future. The Monon Trail, a rails-to-trails system in Central Indiana, received in-kind donations from an area quarry to help in the development of the trail. The trail will be lined with grass and floral.



Capitalizing on the Elkhart River could provide a recreational opportunity such as this

5. **Pave River Walk with Asphalt or Concrete** - After having acquired the necessary funding, it will be a benefit to pave the trail with asphalt or concrete to make it more durable and comfortable to walk and bike on.

6. **Install Pedestrian Bridge at South End of River Walk System** - A bridge at this location will create a loop that brings people into the downtown. This will be an important link for the usability of the riverwalk as a recreational path, as well as a draw into Downtown.



A pedestrian bridge will add to the trail system and provide more options for parking across the river

7. **Install Landscape and Signage** - The appearance along the trail and river can be improved by planting trees and landscape along the river walk. This could also become an educational/entertainment opportunity, with interpretive signage to create more interest for visitors.
8. **Add Resting Areas** - The trail will be an extension of the parks and downtown and it is important to treat it as such. Resting areas should be located along the trail and should include benches, trash receptacles, and lighting. Intervals of 300' would be appropriate in this area. The resting areas should be located so that they take advantage of views of downtown and/or the river.



EXISTING

Photosimulation depicting proposed changes to Elkhart River and its surroundings

PROPOSED





Concept diagram for Elkhart River Corridor and surroundings

OPEN SPACE & RECREATION
ACTION PLAN MATRIX

| Recommended Action Items: | | Involved Parties/Agencies | | | | | | | | Estimated Startup | | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
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| | | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith-Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | | | | In Kind | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a | River Enhancement | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | </ |

Goals:

- Create a strong first impression with Visitors of Ligonier
- Establish a vibrant appearance to the Downtown District to passing vehicles
- Create a pedestrian friendly downtown that is enjoyable for visitors to walk
- Improve the safety in downtown

A consistent aspect among successful downtowns is a streetscape with memorable streets and sidewalks that are oriented toward the pedestrian's experience. An attractive streetscape can leave a lasting image in visitors' minds. Major Streetscape improvements should be performed to create a pedestrian friendly district and provide the lasting image necessary for Ligonier to become a destination.

A. Sidewalks and Curbs

1. **Replace Concrete Walks and Curbs** -Many of the concrete walks in the downtown are severely cracked and sections where the sidewalk has been replaced creating a "patchwork" appearance. Also, by repaving the downtown streets multiple times, the street level is near the tops of the curbs in many areas. The curbs and sidewalks should be replaced as budgets and funding allow. They should be replaced whole blocks at a time, focusing on Cavin Street first, then replacing along the side streets and Main Street. The replacements should begin in the worst areas and proceed in a logical manner thereafter. All work should be performed around the newly replaced handicap ramps on the street corners. Score joints should be used in a decorative fashion to increase the attractiveness of the sidewalks. This could be score joints set on a 45° angle at two – three feet on center with a 12" band around distinct areas. Jointing could also be used to distinguish the paver section dimensions in front of the Police station. This would allow this section of concrete to be removed and pavers installed without disturbing the remaining concrete.
2. **Include Pavers** - Pavers add to the appearance of streetscapes. A wonderful example already exists in front of the police station. This template could be repeated throughout downtown. If funding is available, pavers should be included with the sidewalk replacement. If adequate funding

is not available when replacing the sidewalks, then pavers could be added at a later date.

Preferably, the pavers should be included in the sidewalk replacement to reduce the entire cost of the project.



Paver pattern used recently in front of Ligonier Police Station

B. Enhance Pedestrian Crossings

1. **Install Pedestrian Crossing Signals at Busy Intersections** - Currently, the only designated pedestrian crossing in downtown is at the intersection of Cavin Street and 3rd Street. Crossing improvements should be made at the Lincolnway West intersection near El Paraiso. There are lines delineating crossing lanes, but there are no signals correlating to the stop lights. Signals should be added to increase the safety at the crossing and help visitors feel comfortable touring the retail district.
2. **Install Enriched Paving at Key Intersections** - Pedestrian crossings also add to the appearance of the streetscape along with increasing safety. To make the crossings more pedestrian friendly, the paving pattern used for the sidewalks could be extended into the street at the major pedestrian crossings, focusing on 3rd street and Lincolnway West to begin. To avoid having to remove asphalt to accommodate pavers, StreetPrint™ should be explored as a less intrusive, and cost effective solution, producing the desired appearance.



Example of enriched paving pattern applied to asphalt surface

C. Lighting

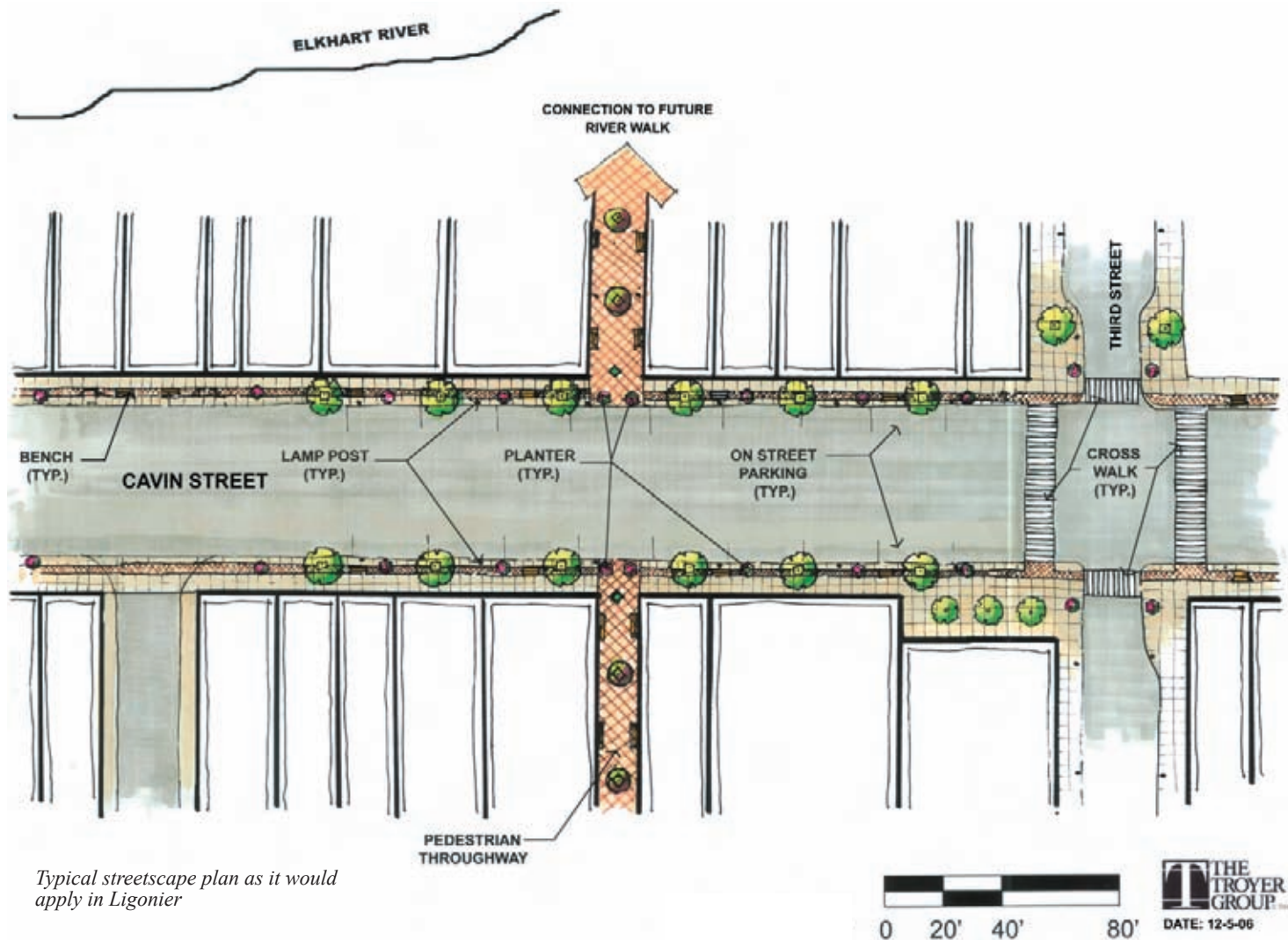
1. **Repair Existing Lighting** - Attractive lighting can significantly improve the appearance to the Downtown. To make a quick impact until new lighting can be installed, the existing lighting should be repaired and regulatory signs pulled off.
2. **Remove overhead Cobra Lighting** - With newer, more modern historic lamps, the overhead cobra lights will no longer be necessary, and they will need to be removed to eliminate the eyesore. The new lamps should be chosen so they are tall enough and bright enough to light the upper floors of the downtown facades.
3. **Replace existing Victorian Lamps with New Historic Lights** - The lighting fixtures should be consistent and historic in character to complement the architecture. New decorative lights should be placed from the north gateway to the south gateway along Cavin Street. The design

and spacing of the new lights should provide adequate light for both the street and sidewalks so that the large overhead lighting can be removed. The poles should have built-in banner brackets. These poles should match the banner pole character at the gateways.

4. **Add Matching Light Posts along Main Street** - As a second phase to the new lighting on Cavin Street, decorative lights that match should be placed along Main Street.



Example of a historic street lamp - Niles, Michigan



Typical streetscape plan as it would apply in Ligonier

D. Street Banners

1. **Place Banner Brackets on Existing Street Lamps** - Banners should hang from the street lamps year around. The existing lights should have brackets installed to provide immediate color and changing themes for the downtown. The banners should be roughly 12" x 30" in size. There should be a consistent element among all of the banners that showcases the district's history. Each banner should read "Ligonier Historic District," at the top or bottom, with the same text style appearing on each. This will help in identifying the district and letting people know this is a registered historic area. The cultural and historic traveler will stop if they know there is such an area



Light posts with vertical banner holders

2. **Include Built-In Banner Holders on New Lighting** - New light poles must have built-in banner holders that will accommodate the same size banner being utilized on the existing lights so that this investment is not wasted
3. **Make Seasonal and Festival Banners to be Placed on Street Lamps** - Banners should hang from the streetlamps year around for Ligonier to showcase the changing seasons. The banners should be roughly 12" x 30" in size. There should be a consistent element among all of the banners that showcases the district's history. Each banner should read "Ligonier Historic District," at the top or bottom, with the same text style appearing on each. This will help in identifying the district and letting people know this is a registered historic area. The cultural and historic traveler will stop if they know there is such an area.



Example street-lamp banner

4. **Locate and Place Mechanism to Hold Large Banner** - Identify a place near the gateways to string large banners across the road for big events.



Example of large banner to promote festivals

E. Street Furniture

1. **Add Street Benches** - Like the River Walk, it is also important the downtown have areas for pedestrians to rest. Street benches should be located periodically along the downtown streets. The bench should be made of durable, weather resistant materials and allow for permanent mounting to the sidewalk. The design of the bench edge should discourage use by skateboarders. A metal "ribbon" bench is recommended.



Sample street bench

2. **Add Trash Receptacles** - Trash receptacles should be located near the benches and should be of similar character and color.



Sample trash receptacle

3. **Add Moveable Planters** - Planters that stand 18" to 30" tall will provide opportunity to bring color and scale to the streetscape without a large infrastructure investment. They will allow for mobility between the street edge and the storefront and can be moved and reused as needed. The planters should be able to accommodate large annuals and grasses, and potted evergreens during the winter months. Three to four similar styles/sizes should be chosen and repeated throughout the downtown. This allows for individual choice and variety while maintaining design consistency. Store owners could be encouraged to purchase them and install the plants. Daily



Sample moveable planter

watering could be done through expanding the existing program for the hanging baskets.

4. **Add Street Trees** - Street trees provide many benefits, and one primary detriment. Street trees add scale to the streetscape and provide shade to the pedestrians, but also potentially block views of the historic buildings from the street. Trees can be strategically selected and placed so that they only minimally block views, but still add to the streetscape's aesthetics. Columnar trees and narrow ornamentals such as Hornbeam and Japanese Tree Lilac are good choices in the right locations. Automatic irrigation must be installed to successfully implement trees into the streetscape.

F. Midblock Alleyway

1. **Close Alley to Vehicles** - With the delivery access to be diverted to the north and south ends of the rear alley, the midblock alleyway should no longer be required for vehicular access. Attractive lighted bollards should be placed across the entrances and signs should be posted establishing it as a pedestrian link to the River Walk. This should not be done until there is a purpose for visitors to go down the alley. Otherwise, this area would have the potential to become neglected and more unattractive.
2. **Convert East Midblock Alleyway to Pedestrian-Only** - As a river walk system is established, connections to Downtown will be critical. Establishing those connections that will also serve to improve the pedestrian experience of the downtown will create a dynamic and walkable Downtown. This link could also serve to bring visitors to potential future improvements in the rear of the buildings. Landscape beds and historic pav-



Existing alleyway - proposed to become pedestrian link to the River

ers would soften the alley and make it more attractive to pedestrians. Seating areas could also be established. Retail carts and other venues may want to utilize this space if made attractive enough to feel like a destination. Should more visitors park in the lots to the west of the downtown buildings, the alleyway opposite of this one may experience an increase in pedestrian traffic and similar improvement may be warranted.

3. **Expose Historic Brick** - Once established as a pedestrian zone, the alleyway will need to be made more attractive. Removing the asphalt surface and exposing the original historic pavers will be important. If unfeasible, a plan to replace the pavers with enriched paving should be put in place.
4. **Add Necessary Light Fixtures** - The alley will become very dark past daylight hours. In order for pedestrians to feel safe using it after dark, mid-alley lighting will need to be installed on the sides of the facing buildings. Simple light fixtures staggered on opposite sides will light the alley, adding a level of security for those using the alley.

G. Building Murals

1. **Establish Committee** - Murals have been seen to have a profound impact on a number of downtowns. A successful effort in painting murals will help the effort to revitalize Downtown. A committee should be established to lead the mural effort. This committee should meet regularly to accomplish the following tasks.
2. **Identify Potential Locations and Corresponding Theme** - Create an inventory of building walls that have potential for murals and speak to the owner to evaluate his or her interest. In identifying potential locations, create a list of themes that may apply well to the specific wall or building based on the building's use or the wall's surroundings.
3. **Contact Potential Artist Groups** - Beautiful murals can be painted by amateurs as well as professionals. Public art provides a medium for artists to display their work permanently. The committee should contact potential groups of artists including art departments at colleges and universities or civic art classes. Groups like

these may be willing to include the mural development in their curriculum. Given the necessary supplies, they could complete the work relatively quickly cost-effectively.

4. **Establish Guidelines for Mural Proposals** - The committee will need to evaluate the themes they are looking for on a mural by mural basis. The themes should be loose enough to encourage creativity, yet specific enough to complement the overall downtown theme. In addition to themes, the guidelines will also have to specify a certain color palette, in order to keep custom colors to a minimum. The guidelines should also specify maximum size in terms of wall coverage and other necessary regulations.
5. **Ask for Submissions from Interested Groups** - After having determined interested groups, the committee should ask for multiple submissions from each group. Interested public should then be allowed to vote for their favorite mural for a given location.



Example building murals in other downtowns:



| Recommended Action Items: | | Involved Parties/Agencies | | | | | | | | Estimated Startup | | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | | |
|---------------------------|---|---------------------------|------------------|-------------------|-------------------|-------|--------------------|-----------------|-------|-------------------|--------------|--------------|---------------|-------------------|--------------------|---------------------|-----------|--------------------------|----------------------|----------------|--------------------|-----------------|----------------------|--|--|---|--|
| | | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | In Kind | Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region | Improve the appearance and function of Downtown Ligonier | Increase the overall of Downtown Ligonier | |
| a | Sidewalks and Curbs | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.1 | Replace concrete walks and curbs | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.2 | Install pavers | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b | Enhance Pedestrian Crossings | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.1 | Include pedestrian crossing signals at busy intersections | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.2 | Include enriched paving at key intersections | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c | Lighting | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.1 | Repair existing lighting | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.2 | Remove overhead cobra lighting | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.3 | Replace existing Victorian lamps with new historic lights | | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.4 | Add matching light posts along Main Street | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d | Street Banners | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d.1 | Place banner brackets on existing street lamps | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d.2 | Include built-in banner holders on new lighting | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d.3 | Make banners to be placed on street lamps | | | | | | | | | | | | | | | | | | | | | | | | | | |
| d.4 | Locate and place mechanism to hold large banner | | | | | | | | | | | | | | | | | | | | | | | | | | |
| e | Street Furniture | | | | | | | | | | | | | | | | | | | | | | | | | | |
| e.1 | Add street benches | | | | | | | | | | | | | | | | | | | | | | | | | | |
| e.2 | Add trash receptacles | | | | | | | | | | | | | | | | | | | | | | | | | | |
| e.3 | Add moveable planters | | | | | | | | | | | | | | | | | | | | | | | | | | |
| e.4 | Add street trees | | | | | | | | | | | | | | | | | | | | | | | | | | |
| f | Midblock Alleyway | | | | | | | | | | | | | | | | | | | | | | | | | | |
| f.1 | Close alley to vehicles | | | | | | | | | | | | | | | | | | | | | | | | | | |
| f.2 | Expose historic brick pavers | | | | | | | | | | | | | | | | | | | | | | | | | | |
| f.3 | Add necessary light fixtures | | | | | | | | | | | | | | | | | | | | | | | | | | |
| g | Building Murals | | | | | | | | | | | | | | | | | | | | | | | | | | |
| g.1 | Establish committee | | | | | | | | | | | | | | | | | | | | | | | | | | |
| g.2 | Identify potential locations and corresponding theme | | | | | | | | | | | | | | | | | | | | | | | | | | |
| g.3 | Contact potential art groups | | | | | | | | | | | | | | | | | | | | | | | | | | |
| g.4 | Establish guidelines for mural proposals | | | | | | | | | | | | | | | | | | | | | | | | | | |
| g.5 | Ask for submissions from interested groups | | | | | | | | | | | | | | | | | | | | | | | | | | |

BUILDING IMPROVEMENTS

Goals:

- Enhance appearance of Downtown Ligonier buildings to create impression of a vibrant district
- Preserve historic quality of Downtown Ligonier
- Remove buildings in poor condition in order to remove blight
- Create consistent appearance throughout Downtown buildings
- Minimize nuisance created by vacant storefronts

The buildings in downtown Ligonier possess a vast amount of historical character, which needs to be resurrected. Many of the building facades are in major disrepair despite their potential to return to their elegant historic appearance. Complete façade restoration would add tremendously to Downtown Ligonier's appearance. It is unrealistic for such projects to be completed overnight, but many of the buildings could become much more attractive with simple repairs and paint. This would improve the appearance of downtown Ligonier for the short term, while the downtown gains momentum toward a more extensive façade restoration program. The following sequence of projects would help Ligonier to recapture its historic architecture in the Downtown.

A. Cavin Street Façade Improvements

1. **Clean and Paint Storefronts** - The visual appeal of the storefronts can be dramatically enhanced with straightforward cleaning and painting of facades. This is a very inexpensive way to boost the appearance of Downtown. Even if wood and trim is in need of repair, it should be painted. Repairs can be completed at a later stage – the goal in this action item is to freshen up the appearance of downtown quickly. Some facades still display their original brick and concrete elements. The concrete detailing needs power washing to eliminate years of grime buildup. Other buildings require fresh coats of paint on the primary facades and painting of the details at the caps and bases and around the windows and doors. There are some well maintained facades in the northern half of downtown that could be emulated throughout the rest of downtown.



Downtown Ligonier buildings in good appearance



Downtown Ligonier buildings in poor appearance



2. Add Fillers to Vacant Storefront Windows -

The empty storefronts along Cavin Street create the appearance of a declining Downtown and discourages people from stopping. These vacant store fronts should have the glass cleaned and false filler placed in the window, much like empty mall stores have. These can be blown up photo murals of Ligonier at the turn of the century. This creates a more exciting look to the Downtown and gives a more prosperous appearance. A “For Lease Sign” will look dramatically better against this type of back drop than the current appearance. Each “For Lease Sign” should be themed to show the history of the building, square footage, etc. The idea is to romance the space.

A similar concept can be applied to the above-story windows as well. Where windows are in disrepair, mock fillers can be made of plywood and paint for temporary fillers. A great example of this was recently completed on the west side of Cavin Street in Ligonier.

3. Create an Architectural Review Committee -

This committee would be responsible for seeking assistance in developing guidelines for future streetscape, signage, and building improvements. Once the guidelines are approved, this committee would also be responsible for reviewing proposed improvements and overseeing the implementation of the standards. This committee should be small, no more than seven people, and members who would collectively represent a wide variety of community interests.

4. Implement Downtown Façade Restoration Program -

To achieve the look desirable for a Historic Downtown destination more thorough façade restoration will need to be completed. Due to the size of Ligonier, it is very difficult for the city to secure funds necessary to complete this task immediately. As the FLA and city begin to assess the public interest in the Downtown revitalization, they will be able to assess the viability of complete façade restoration. As soon as it is deemed viable, funds for façade restoration should be sought after and secured. As the budget and matching funds allow, facades should be restored where they have been determined to make the most impact upon the Downtown.



Downtown Ligonier storefront window in neglect - below are examples of simple tasks that can improve the appearance



Student school work



Children's art display



Nonspecific display with backdrop

Example Christmas-themed storefront fillers:



5. **Establish Design Guidelines for Storefront Awnings** - Ligonier should prepare design guidelines for storefront awnings should storeowners be interested in retrofitting their building. The design guidelines should be consistent with the themes presented in the sign ordinance. The guidelines would provide suggestions for location, size, color, and content.

B. East Side Rear Façade Improvements

1. **Clean and Repair Rear Facades** - If a riverwalk or public space would be constructed on the east side of the river, it will be important to create an attractive and welcoming appearance to the downtown. Also, as the river is capitalized on and emphasized in the downtown, a re-orientation of some uses and entrances of the buildings along the River should be considered.

C. Signage

see 2.B - Storefront Signage (pg. 29)

Example facade before and after:



Recommended Action Items:

| Recommended Action Items: | Involved Parties/Agencies | | | | | | | | Estimated Startup | | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | | |
|---------------------------|----------------------------------|------------------|-------------------|-------------------|-------|--------------------|-----------------|-------|-------------------|--------------|--------------|---------------|-------------------|--------------------|---------------------|-----------|--------------------------|----------------------|----------------|--------------------|-----------------|----------------------|--|--|---|--|
| | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith-Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | In Kind | Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region | Improve the appearance and function of Downtown Ligonier | Increase the overall marketability of Downtown Ligonier | |
| a | Cavin Street Façade Improvements | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.1 | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.2 | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.3 | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.4 | | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.5 | | | | | | | | | | | | | | | | | | | | | | | | | | |
| b | Clean and Repair Rear Facades | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.1 | | | | | | | | | | | | | | | | | | | | | | | | | | |

MARKETING

- Create a marketing strategy that capitalizes on Ligonier's unique heritage, legends, and culture
- Increase tourism traffic through a series of short-term events and festivals
- Systematically add festivals and events over a five year period
- Leverage regional automobile traffic as a feeder for festivals
- Create festivals and special events that will be newsworthy

There are two forms of marketing: *positioning* and *responsive*, or call to action. Positioning marketing presents to the customer the overall image, romance, emotional linkage, or niche the product or community possesses. Responsive or call to action marketing overlays the positioning marketing with a call to action in which the customer must make a decision. Festivals, limited engagement exhibits, special events, all create a sense of urgency to attend. When the customer responds to these calls to actions, it is very important that they experience the community at its best.

It is recommended that a sense of urgency ("call to action") through the use of festivals. The customer can then experience Ligonier through well-signed parking, pedestrian directional signage, streetscape, river walk, points of interest signage, and revitalized store fronts. The key is to create a sense of urgency and be ready to showcase the city so the customer will create good word of mouth so repeat visitations will result even without a festival in progress. It is important that appropriate improvements have taken place before serious marketing to ensure that Ligonier is perceived as a place where people would want to visit again or send their friends.

Under the call-to-action marketing is a program aimed at intercepting the heritage tourism traffic that exists in Northern Indiana. This is a program to get the pass-through traffic to stop. This is accomplished with strategic festival billboard and brochure placement, as well as Downtown street banners. The key is to entice the traveler with a message which makes them stop at that time or on their return trip home. The concept of using street banners has been very successful for many cities that have high pass-through traffic.

Most successful marketing plans are predicated on creating a sustainable customer. A sustainable customer is defined as a customer who repeats a visit to a location at least once every three years. Due to the regional nature

of Ligonier, a sustainable customer should be defined as a repeat customer at least once every two years.

A. Position Marketing

Position marketing should take place through ad placement and brochure distribution.

1. **Place Ads in Tourist Publications** - If the Elkhart Convention & Visitors Bureau will accept a placement in *Amish Country*, this would be an excellent positioning ad. The Indiana Office of Tourism Development also offers free and paid advertisements in many of its publications.
2. **Develop a Two-Sided Card Stock Brochure** - This should be simple which showcases the historic nature of the community; the easy to follow historical signage; the walking tour headsets; the festival dates with a brief description; the Discovery Express (when in plan) and the unique shopping. These should be distributed through the brochure distribution companies and should be within a fifty mile radius of Ligonier. Most of these brochure racks are at hotels, restaurants, convention centers, visitor centers and special points of interest. The distribution rates vary by company. The brochures should not exceed four cents apiece.

B. Call-to-Action Marketing

Ligonier must actively promote the existing and proposed festivals. Ligonier has only limited opportunities to introduce itself to new visitors. Billboards and brochures will capitalize on many of the opportunities. Banners, brochures and local radio should also be used to entice Northern Indiana residents to visit Ligonier. With these forms of advertising, every word counts and Ligonier should provide a call-to-action that compels the visitor to visit Downtown Ligonier.

1. **Gather "Legends of Ligonier"** - Ligonier's unique history has provided it with many stories worth telling. The city residents are very proud of the city's heritage. To begin spearheading the campaign to market the "Legends of Ligonier," opportunities should be provided for residents to share their stories. Such opportunities could come in the form of a community storytelling gathering or a call-in radio show. A wide variety

of entertaining stories is required for a “Legends of Ligonier” campaign to have any substance. Once stories are established and displayed in the Downtown, the call-to-action should entice visitors to come and experience the “Legends.”

2. **Billboard Promotion** - Festivals should be promoted thirty days in advance of the event via billboards along State Road 5 and US 6. Billboards can be positioned up to twenty miles away from Ligonier. They should be positioned so that they intercept the Shippshewana, Nappanee, Kendallville, and Topeka traffic. It only takes one well-positioned billboard in each of these traffic corridors to get the message across. Cost will vary with location and size.
3. **Brochure Promotion** - Festivals should be marketed via low cost brochures which can be delivered to area hotels and restaurants within a thirty mile radius of Ligonier. Realizing most of these brochures will be looked at and then discarded, the brochure should have eye catching slogans such as “The Regions Largest....”; “The Must See Festival of the Year”; “The Can’t Miss Event,” etc. The key is to grab a person’s attention because there is high competition for the festival customer. It is important to be consistent with the information in the market, to keep promoting what is new, and provide eye catching intercept programs, all while making sure the customer provides good word of mouth about their experience.
4. **Street Banners** - Although already mentioned with the streetscape improvements, street banners are important from a marketing perspective as well. Street banners themed to upcoming or ongoing festivals and changing seasons will help to identify the special district to passersby. Street banners should have a consistent element among them, either at the top or bottom, that identifies Downtown Ligonier or the Historic District and includes a slogan to promote the city, such as “Legends of Ligo-



Sample Brochure



Example Festival Banner

nier.”

5. **Advertise Events via Radio** - Northern Indiana radio stations should be consulted to advertise upcoming events and festivals. Stations should be able to provide demographics of their average listener for certain times of the day. This information should be analyzed along with the target audience of the event to determine the most appropriate station and time for advertising.

C. Festivals

Ligonier has a history of producing festivals that capitalize upon the heritage of the area. The Marshmallow festival, the Stone Trace Pioneer Festival, and the Fashion Farm Pumpkin Fantasyland are examples of the current festivals and attractions. The following festivals should be planned and marketed when downtown improvements are in place to an extent that visitors will be compelled to come back.

1. **“Ligonier’s Legends of Christmas.”** - Ligonier has a unique opportunity to capitalize upon its history, architecture and central location in Northern Indiana with a Christmas festival. Many rural towns have used Christmas lighting on historic buildings and homes to create a must see drive through experience. Such rural towns as Cumberland, Maryland, Wheeling, West Virginia, and St. Jacobs Ontario, have used Christmas lighting on historic buildings and homes to create a must see drive thru experience. A plan that was used by Pigeon Forge, Tennessee might be applicable to Ligonier. The merchants and homeowners took on the task of supplying the Christmas lights for their own buildings and homes. The city purchased the icon type light



A Christmas Festival could spill into the homes of the Historic District with a lighting contest

sculptures to be used in and around the town. Pigeon Forge started with a modest number of lights and has increased the number each year over the last fifteen years. Today it is listed as on of the top three Christmas light locations in the country. Ligonier can follow a similar pattern by either supplying lights or working in coordination with the historic district building owners and home owners to create a wonderful drive thru experience for regional residents. The program can be expanded from year to year. The tourists generally come early enough to eat at local restaurants' and shop at unique stores. Ligonier can use vacant storefronts to temporarily lease to local vendors and craftsmen for the November through December holiday period.

2. **Food and Music Festival** - A festival should be created to celebrate the cultured and ethnic backgrounds of the people who live in the region. Utilize food, music, crafts and retail sales to create a unique cultural event. The food would represent traditional ethnic foods and the music can cover all types. The event can be a three day event or can cover a series of weekends featuring a different music and food selection each weekend. As an example, one of the largest events in Louisiana is the annual Tamale Festival led in Northwest Louisiana. It combines food, music, crafts and retail. We would suggest the event take place in the business district, utilize empty store fronts for temporary vendors and capitalize upon growing attendance at ethnic festivals that feature food and entertainment.
3. **Gospel Festival** - A festival should be created to celebrate the various forms of gospel music. Gospel festivals continue to experience growth nationwide and they cover music from Southern gospel, contemporary, soul, etc. The Indiana area has historically been a good supporter of gospel festivals. This could be a great way to get Churches in the region involved and to introduce them to Ligonier and Discovery Express.
4. **Spring Garden Festival** - This festival can showcase Fashion Farm, third party vendors, local craftsmen and farmers and can be a wonderful kickoff to the tourist season. Similar events are held in numerous cities and provide an outlet for regional gardeners and handcrafters. This

combined with either a gospel, jazz or country music event can create another reason for people to come to Ligonier.

These events can be planned so they coexist with the existing festivals. The new ones can be added over a five year period, provided that the appearance of Downtown Ligonier is improved, ensuring the city will be an attractive and accommodating host. The events should be of a size and nature that they attract regional publicity and news coverage.

D. Lincoln Highway Association

The efforts surrounding the promotion and development of this historic highway corridor dovetails well with the efforts to re-energize the downtown. FLA should work closely with this group to ensure that this wonderful asset is being capitalized upon. Similar to the Discovery Express, the marketing specific to this Highway will naturally spill into marketing for Ligonier if there is active participation and partnership. People touring the Lincoln Highway will stop and stay in Ligonier if the historic relevance of the Downtown as it relates to the Highway are capitalized upon. Transportation grants may be applicable to renovate lodging and service buildings that were in operation during the time of the Lincoln Highway. These opportunities should be actively explored.



Ligonier Motor Court - located along on the old Lincoln Highway



Example Downtown festival with banner

MARKETING
ACTION PLAN MATRIX

| Recommended Action Items: | | Involved Parties/Agencies | | | | | | | | Estimated Startup | | | Probable Cost | | | | | Potential Funding Source | | | | | Goal(s) Accomplished | | | |
|---------------------------|---|---------------------------|------------------|-------------------|-------------------|-------|--------------------|-----------------|-------|-------------------|--------------|--------------|---------------|-------------------|--------------------|---------------------|-----------|--------------------------|----------------------|----------------|--------------------|-----------------|----------------------|--|--|---|
| | | Future Ligonier Alliance | Parks Department | Street Department | Discovery Express | INDOT | DNR / IDEM / USACE | Private Parties | Other | 10 months | 1 to 2 years | 3 to 5 years | \$0 - \$1,000 | \$1,000 - \$5,000 | \$5,000 - \$10,000 | \$10,000 - \$20,000 | \$20,000+ | Faith Based Grants | Federal/State Grants | City Financing | F.L.A. / Donations | Private Funding | In Kind | Distinguish Downtown Ligonier as a tourist destination within the Midwest tourism region | Improve the appearance and function of Downtown Ligonier | Increase the overall of Downtown Ligonier |
| a | Position Marketing | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.1 | Place ads in tourist publications | | | | | | | | | | | | | | | | | | | | | | | | | |
| a.2 | Develop a two-sided card stock brochure | | | | | | | | | | | | | | | | | | | | | | | | | |
| b | Call-to-Action Marketing | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.1 | Bilboard promotion | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.2 | Brochure Promotion | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.3 | Street Banners | | | | | | | | | | | | | | | | | | | | | | | | | |
| b.4 | Advertise events via radio | | | | | | | | | | | | | | | | | | | | | | | | | |
| c | Festivals | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.1 | "Ligonier's Legends of Christmas" | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.2 | Food and Music Festival | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.3 | Gospel Festival | | | | | | | | | | | | | | | | | | | | | | | | | |
| c.4 | Spring Garden Festival | | | | | | | | | | | | | | | | | | | | | | | | | |

REVISIONS AND RE-CONNECTIONS TO EXISTING PLANS

Ligonier has invested a great deal of time and resources to improving its downtown. The previous downtown studies and plans are indicative of this collective downtown effort. Those plans should not be ignored because they have a wealth of information and valid ideas. Because no plan is less than ten years old and some date back as much as 25 years, it is understandable that Ligonier has seen change since they were prepared, and this plan has attempted to embrace those changes and adapt the plans accordingly while adhering to the ideas of the previous plans in an effort to avoid “reinventing the wheel.”

The most significant addition to this plan is inclusion of marketing strategies to increase tourism traffic in the downtown in an effort to rebuild the downtown retail market so that it can increase the viability of major downtown improvements. Improvement plans alone are difficult to implement if commercial and retail markets are nonexistent. The marketing and improvement plans were prepared through a joint effort, which is reflected by the progression through their simultaneous implementation.

The previously prepared plans still hold value to Downtown Ligonier and the Future Ligonier Alliance’s mission to make downtown a better place. The plans should not be permanently placed on shelves to collect dust, but should rather be referred to for their ideas but in the existing framework of Downtown Ligonier. Outlined below are elements of the previously prepared plans that will be useful given the city’s existing conditions.

1. **Ligonier Historic Preservation Plan – Prepared 1980**

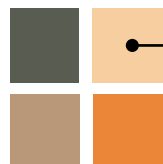
This plan provides a significant amount of information about the historical significance of maintaining and improving the architectural quality of the downtown buildings and nearby homes. Much of the survey data is too old to be relied upon, but the plan provides a wealth of recommendations for restoring the downtown building facades to their original historic character. Such recommendations will not change with time and can be used for guidance years to come. This plan should be consulted when the city is in position to pursue façade restoration projects.

2. **Revitalization Program for the Central Business District – Prepared 1985**

This plan provides many great ideas for improvement. But in the past twenty-plus years, the city has gone through some significant changes, which have made many of the proposals unfeasible. One item that remains applicable and should be consulted is suggestions for enforcing a new sign ordinance. This section of the report (pg. 36) makes recommendation for a revised ordinance and what it should permit and prohibit. The plan goes on to make recommendations similar to those in this plan, but what this plan has attempted to do is provide a framework strategy under which the recommendations can be implemented.

3. **Parks and Recreation Master Plan – Prepared 1993**

This plan is very applicable to many of the open space recommendations made in this report. Although the timeframe of the Parks Master Plan was 1994 to 1998, the unrealized projects still hold value and should be implemented in conjunction with the downtown improvements, should the resources allow. The plan calls for development along the Elkhart River. The potential to create park space there is still unfulfilled. This plan also lists a large number of potential funding sources. Given the age of the report, some specific sources may not apply any longer, but the root sources, like the Indiana Department of Commerce and Indiana Department of Natural Resources, should be consulted to see what trails and parks funding programs are available. This plan provides a solid framework under which a trails program should be implemented. It addresses the downtown in addition to other existing and proposed parks that should be considered when determining alignment of the trail as it extends away from downtown.



V. IMPLEMENTATION

SCHEDULE OF IMPLEMENTATION

The proposed schedule of implementation reflects the time periods proposed in the action plan matrices. The tasks are broken down into time periods reflected on the matrices, but the action items are shown together here to reveal a sequence that combines all plan elements and groups items that are similar, but not necessarily part of the same improvement group.

The purpose of this timetable is to provide a logical sequence in implementing the action items. Ligonier and the Future Ligonier Alliance must be able to adapt to this schedule as resources become available ahead of schedule or behind schedule. You will notice that the proposed time of implementation becomes less definite as the plan progresses. Further out, it becomes difficult to pin an action item to a particular month or even year, but introducing an incremental sequence should help in defining what action items to tackle first.

The dates proposed are only a starting time for each action item. The duration of the project will depend on the magnitude of the action item, as well as the available resources and response from the involved parties. Details about each of the action items can be found in the proposed plan section's specific recommendations.

FIRST TWELVE MONTHS

The following action items should be completed within the first twelve months of 2007. It will take an ambitious effort and a well-organized team to complete all of these items in this time (See Appendix D for organizational strategies). Notice that a majority of these items are administrative rather than actual implementation of physical improvements. In order to create a sustained effort for revitalizing the downtown, it is important to gather support and involve all of the parties who will be relied upon to help in the Revitalization of Downtown Ligonier. Completing these tasks with maximum community involvement will help gain support while also ensuring the community's best interest is kept in mind. The success of this first wave of projects is crucial to the success of subsequent action items.

JANUARY, 2007

- Provide public forums to help decide on a town "slogan" to appear on all signs and marketing material
- Review plan to establish joint projects that can be coordinated between Discovery Express and the Future Ligonier Alliance
- Establish "Mural Committee"
- Support the funding efforts of Discovery Express

FEBRUARY, 2007

- Share stories of Ligonier in storefront window displays along Cavin St.
- Identify potential locations for murals and designate appropriate corresponding theme(s)
- Coordinate with businesses to designate public parking

MARCH, 2007

- Install signs to/at public parking locations
- Establish guidelines for mural proposals
- Contact potential art groups to determine interest in designing and painting murals
- Ask for submissions from interested groups
- Place banner brackets on existing street lamps

APRIL, 2007

- Clean and paint storefronts

MAY, 2007

- Construct and paint plywood "Welcome" sign (north and south ends of downtown)
- Add poles for hanging pots or banner on Elkhart River Bridge walls

JUNE, 2007

- Clean alley to promote safety and appearance
- Remove regulatory signage from historic light posts

SEPTEMBER, 2007

- Paint concrete walls on Elkhart River Bridge
- Clear overgrown river corridor – phase one

DECEMBER, 2007

- Celebrate the "Ligonier's Legends of Christmas" Festival

2008 THROUGH 2009

Throughout 2008 and 2009, Ligonier should begin to implement a variety of physical improvements in the downtown. Many of the second-wave projects are relatively small in scale and will require Ligonier to capitalize on its volunteerism in order to keep project costs low. Some of the items to be accomplished during this time will also begin to set up for the larger projects proposed to be implemented between 2010 and 2012.

APRIL, 2008

- Enhance landscape on northern slopes of the railroad underpass
- Add banner poles to showcase seasonal banners at north and south gateways

MAY, 2008

- Create sign to place on U.S. 6 to help intercept traffic and divert to downtown

SUMMER, 2008

- Install directional signage identifying city destinations
- Add informational plaques to appropriate buildings to share “Legends”
- Include pedestrian crossing signals at busy intersections
- Add moveable planters to streetscape

FALL, 2008

- Repair existing Victorian lighting

OCTOBER, 2008

- Clear overgrown river corridor – phase two
- Implement maintenance plan

WINTER, 2008 INTO 2009

- Acquire property / establish river easements

MARCH, 2009

- Grade River Walk trail alignment
- Coordinate with Discovery Express in building pedestrian bridge and walk

APRIL, 2009

- Pave River Walk with aggregate
- Celebrate Spring Garden Festival

SPRING THROUGH SUMMER, 2009

- Remove overhead cobra lighting
- Replace existing Victorian lamps with new historic lights
- Include built-in banner holders on new lighting
- Paint bridge and underpass

FALL THROUGH WINTER, 2009

- Create joint marketing materials as Discovery Express nears completion
- Provide map and brochures at parking areas
- Make marketing material accessible
- Create an Architectural Review Committee
- Establish a storefront sign ordinance
- Establish design guidelines for storefront awnings
- Close east-west alley east of Cavin St. to vehicles
- Negotiate truck access easement for rear alley east of Cavin St.

2010 THROUGH 2011

All of the hard work in the first three years of the revitalization effort will begin to really pay dividends 2010 and beyond. The small-scale, grassroots effort will begin to take shape in the form of a physical overhaul of the downtown. Many more stakeholders will become involved, so strong organization will remain vitally important. Grant funding will be required for many of these projects, so an understanding of the always-changing field of grants will be important for the refined scheduling of projects. It will also be important to adapt this schedule of implementation as funding is secured and grants are able to fund multiple projects not necessarily proposed to be implemented simultaneously.

SPRING THROUGH SUMMER, 2010

- Pave river walk with asphalt or concrete
 - Install landscape and signage
 - Add resting areas
- Replace concrete walks and curbs

SUMMER THROUGH FALL, 2011

- Install pavers
- Include enriched paving at key intersections
- Add matching light posts along Main Street
- Add street benches
- Add trash receptacles
- Add street trees
- Share stories of Ligonier's legends along Cavin St. with permanent displays
- Expose historic brick pavers in east-west alley east of Cavin St.
- Add necessary light fixtures to alleyway
- Grade rear alley east of Cavin St. to accommodate deliveries
- Pave alley with Asphalt
- Establish design guidelines for storefront awnings

WINTER THROUGH SPRING OF 2012

- Implement downtown façade restoration program

SUMMER, 2012

- Add informational plaques in front of historic homes

FINANCING TOOLS

Included with this report is a binder containing information about foundations that historically have supported several of the initiatives of this plan. The information provided lists the essential information for each foundation including their purposes for giving, fields of interest, geographic focus, application information and financial data. The grants have been prioritized into three groups, Close Match, Medium Match, and Possible Match, with the first being the most likely to provide support for projects in Ligonier. A majority of these grants are faith-based grants, thus are applicable to Discovery Express and its mission to relate biblical truths to current culture through history and science.

Other funding sources are identified for Downtown improvements, but the feasibility of the extensive Downtown improvements hinge heavily on the success of Discovery Express and its ability to increase traffic in Downtown Ligonier. Applications to many of the programs and grants listed below are more likely to be awarded if comprehensive efforts are already in place to improve Downtown Ligonier.

Additional resources and information on all of the programs listed below can be obtained by accessing the web links listed at the end of this section.

TAX INCREMENT FINANCING (TIF)

Consideration should be given to create a TIF district for the Downtown business community so that the long term health of the community can be realized. The enclosed plan will produce income for the community through tourist expenditures but there should be a financial vehicle for the Downtown building owners to execute the needed fix-up.

Thus far, there has been city opposition to a Downtown TIF district. Many of the projects to be implemented in the first year of the plan will help create momentum. This momentum must be communicated to the City Council so that they can realize the city-wide benefits of a vibrant downtown. The long-term advancement of the downtown depends on adequate funding for the larger improvements projects, which can be accomplished with the extra tax revenue created by a TIF district.

REHABILITATION INVESTMENT TAX CREDIT PROGRAM

Income tax credits are available for privately funded preservation activities. The State of Indiana and federal government offer tax credits to building owners equal to 20% of the rehabilitation costs for qualified work. Properties must be income-producing and must be Certified Historic Buildings. Although buildings may not be on the National Register of Historic Places themselves, Ligonier's Historic District includes all of the Downtown buildings. Buildings that are within a Registered Historic District can be deemed a "Certified Historic Structure" if they are evaluated to be a building that contributes to the Historic District by the State Historic Preservation Office. Listed below are the Secretary of the Interior's standards for evaluating a building within a Registered Historic District.

1. A building contributing to the historic significance of a district is one which by location, design, setting, materials, workmanship, feeling and association adds to the district's sense of time and place and historical development.
2. A building not contributing to the historic significance of a district is one which does not add to the district's sense of time and place and historical development; or one where the location, design, setting, materials, workmanship, feeling and association have been so altered or have so deteriorated that the overall integrity of the building has been irretrievably lost.
3. Ordinarily buildings that have been built within the past 50 years shall not be considered to contribute to the significance of a district unless a strong justification concerning their historical or architectural merit is given or the historical attributes of the district are considered to be less than 50 years old.

Many of the buildings in Downtown Ligonier seem to meet these criteria, thus would be eligible for RITC and the other Historic Rehabilitation programs listed in this section.

INDIANA DEPARTMENT OF NATURAL RESOURCES

The IDNR provides grants which are available to the parks department. A great deal of the green space/parking, the river restoration, and bike paths can be housed under the parks department. The IDNR Division of Outdoor Recreation has a number of grant programs that apply to the recreational opportunities suggested in this plan. Because some grants administered by the State Legislature, grants hinge on federal funds filtered to the states, some grants come and go. The two grants outlined below were available in 2006 and could be pursued for the open space projects recommended in this plan.

- **Recreational Trails Program (2006)**

- Provides funding for land acquisition and development of multi-use trails
- Would provide an 80% match to Ligonier's 20% of the total project cost
- Grant amounts range between \$10,000 and \$150,000
- Also applicable to 501(c)3 groups, so the FLA could acquire funds, if not the city.

- **Land and Water Conservation Fund (2006)**

- Provides funding for land acquisition and construction of indoor or outdoor facilities
- Would provide a 50% match to Ligonier's 50% of the total project cost
- Grant amounts range between \$10,000 and \$200,000
- Eligible municipalities must have an established Park Board and 5-Year Parks and Recreation Master Plan, which would require an update of Ligonier's 1993 Plan.

The city is fortunate to have a very qualified person in the parks department who can apply for and administer grants for the river walk area.

The IDNR also houses the Division of Historic Preservation and Archaeology, which administer grants and loans for historic preservation projects. The following funding opportunities seek to make Indiana a better place to live by helping to preserve the heritage of historic buildings.

Qualifications for Historic Preservation assistance often require affected properties to be on the National Register of Historic Places. The listings provide recognition that a property is of significance to the community. The Ligonier Historic District, which includes the Downtown, is listed on the Register, and many of the buildings would be eligible because they are contributing resources to the district.

- **Historic Preservation Fund**

- Projects funded include rehabilitation, historic structure surveys, acquisition and development, and preparation of planning documents.
- Grant awards are made in three project categories:
 - Architectural and Historical Projects
 - Archaeological Projects
 - Acquisition and Development Projects
- Of the above, the Acquisition and Development Projects are most applicable, because they provide "Brick and Mortar" money for façade restoration.
- Municipalities and 501(c)3 non-profits are eligible for grants ranging from \$2,000 to \$50,000
- Eligible properties must be on the National Register of Historic Places, or contributing resources to a Registered Historic District.

INDIANA OFFICE OF COMMUNITY AND RURAL AFFAIRS

The Indiana Office of Community and Rural Affairs was created in 2005 and works to promote successful and sustainable rural Indiana communities. The office is responsible for administering Indiana's Community Development Block Grant (CDBG) program, which typically finances necessary improvements to city services. Funds are also provided to help improve quality of life. The following grant opportunity could be available to Ligonier:

- **Community Focus Fund Grant**

- Support construction projects that eliminate blight, including Downtown revitalization
- Eligible applicants include cities that not already receive CDBG entitlement directly from HUD
- Maximum award of \$500,000, where local match must be at least 10% (only half of which can be in-kind contributions)
- Two funding rounds each year

INDIANA ARTS COMMISSION

The Indiana Arts Commission advocates engagement with the arts to enrich quality of community life. It seeks to stimulate public interest and State's art resources and cultural heritage. The commission issues grants to artists that will help to fulfill this mission.

- **Grant Program for Individual Artists Projects**

- Supports individual artists for specific project-related costs
- Maximum award of \$1,000, which can be used for supplies, equipment, travel, etc.
- Previous grantees have used money toward Downtown murals

INDIANA BROWNFIELDS PROGRAM

Indiana Brownfields Program works with the U.S. Environmental Protection Agency to assist communities in making productive reuse of their brownfields. Financial, technical, legal and educational assistance is provided to qualified entities. Assistance is available through grants and low interest loans.

Brownfields are defined as "parcels of real estate that are abandoned or inactive; or may not be operated at its appropriate use and on which expansion, redevelopment, or reuse is complicated because of the presence or potential presence of a hazardous substance, a contaminant, petroleum, or a petroleum product that poses a risk to human health and the environment."

Dilapidated buildings and abandoned filling stations often qualify. Grants are competitive based upon a number of economic qualifiers. The Brownfield Low-interest Loan Program also involves a fairly thorough selection process. More information can be found by accessing the links at the end of this section.

INDIANA DEPARTMENT OF TRANSPORTATION**Indiana Transportation Enhancement Program**

INDOT is responsible for distributing Indiana's portion of the federal funds made available through the Transportation Equity Act of the 21st Century (TEA-21). Each state receives funds and is responsible for allocating them for transportation-related activities that are designed to strengthen cultural, aesthetic, and environmental aspects of the Nation's inter-modal transportation system. Of the twelve Transportation Enhancement (TE) activities designated by the program, three are included in this plan and would be eligible for funds.

In 1996 Indiana allocated over \$900,000 to a historic preservation group in Madison, Indiana to rehabilitate the closed Ben Schroeder Saddletree Factory. The factory was once the nation's oldest continually operating family-owned saddletree factory and played a major role in the United States' westward expansion during the California Gold Rush (See Appendix C for more examples of use of TE funds).

TE funds have been allocated in Indiana and other states for a variety of different programs including streetscape and trails programs. Outlined below are the three categories of TE funds and a brief description and eligible fund uses:

- **Pedestrian and Bicycle Facilities**

- Eligible projects include new off-road trails, and bike and pedestrian bridges, but are generally geared toward transportation purposes as opposed to recreation

- **Landscape and Scenic Beautification**

- Eligible projects include landscaping, light fixtures, and street furniture

- **Historic Preservation**

- Eligible projects include building and façade restoration in historic districts, and restoration or reuse of buildings with a strong relationship to transportation history.

Local government agencies are eligible to apply. Funds will provide reimbursement of up to 80% of the project's construction, with the local share being 20 %.

HISTORIC LANDMARKS FOUNDATION

The Historic Landmarks Foundation of Indiana offers several loan and grant programs to help local preservation organizations in saving and restoring historic places.

- **Indiana Preservation Grants**

- Grants pay for consulting services, organizational development, and fund raising projects.
- Grants are not for physical restoration work
- Grants are provided with an 80%-20% (20% being local share) up to \$2,500.

- **Heritage Preservation Education Grants**

- Grants are given for educational projects related to historic properties in Indiana
- Eligible projects include heritage and cultural tourism programs, and educational publications such as walking tour brochures, and guides to historic homes.
- Maximum grant amount is \$2,000

- **Statewide Revolving Loan Funds**

- Low interest loans are made to non-profit preservation organizations to buy and/or restore endangered historic properties
- Special consideration is given to projects to save buildings listed in the National Register of Historic Places, or located in a National Register Historic District, which would apply to Downtown Ligonier.
- Recipients must attaché Historic Landmark's protective covenant to the property deed.
- Loans have \$60,000 limit, with the low interest terms only applying to the first three years.

FUNDING SUMMARY

A wide number of financing tools are available. However, there is a lot of research and work to be done with each grant and loan. There are limitations to what they will finance, be it design, construction, maintenance, etc. Most grants require at least a 20% match. There are often limitations to the sources of this 20% match. Some grants allow the match to be comprised of in-kind donation or other grants, some limit it to only city financing.

Each grant must be treated individually in order to increase Ligonier's chances of being awarded its funds. The grant process is often slow. Pay close attention to

each grant's application deadline so that time and resources can be allocated to adequately meet the deadline. Depending on the requirements of the grant, grant writing consultation may be necessary, especially with the larger grants, to ensure conditions of the grants are met and even exceeded. Lack of follow-through and funding have been the primary restraints holding back Downtown Ligonier from seeing improvement. Any momentum will certainly be sustained by the FLA and will be heightened with the successful accumulation of funds with assistance from these sources.

WEB RESOURCES**Tax Increment Financing:**

Discussion of application in Indiana:

<http://www.bsu.edu/webapps2/directory/cecd/detail.asp?ID=227>

Rehabilitation Investment Tax Credit Program:

General Information:

<http://www.in.gov/dnr/historic/commtaxcredits.html>

Application Information:

<http://www.cr.nps.gov/hps/tps/tax/hpcappl.htm>

Historic Preservation Resources:

Historic Preservation Guidance:

http://www.cr.nps.gov/hps/tps/online_ed.htm

Historic Preservation Tax Program:

<http://www.cr.nps.gov/hps/tps/tax/index.htm>

Indiana Department of Natural Resources:

Land and Water Conservation Fund – 2006 Grant Manual (157 p.):
<http://www.in.gov/dnr/outdoor/grants/lwcf.pdf>
 Recreational Trails Program – 2006 Grant Manual (135 p.):
<http://www.in.gov/dnr/outdoor/grants/rtp.pdf>
 Historic Preservation Fund – Grant Information and Application:
<http://www.in.gov/dnr/historic/grants.html#hpf>
http://www.in.gov/dnr/historic/bin/grantapp_ad.pdf
 The National Register of Historic Places – General Information:
<http://www.historiclandmarks.org/what/register.html#National>

Indiana Office of Community and Rural Affairs

Grants Available – updated often:
<http://www.in.gov/ocra/service.html>
 Community Focus Fund Grant:
http://www.in.gov/ocra/pdfs/CFF_Application_2006.doc

Indiana Arts Commission

Grant Programs:
<http://www.in.gov/arts/grants/program.html>
 Grant Program for Individual Artists Projects – FY2007 Guidelines and Application:
http://www.in.gov/arts/grants/documents/iap_application07.doc

Indiana Brownfields Program

Programs Available (Grants and Low-interest Loans):
<http://www.in.gov/ifa/brownfields/>

Indiana Department Of Transportation

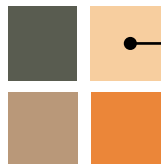
Indiana Transportation Enhancements Program Information:
<http://www.in.gov/dnr/historic/commtaxcredits.html>

National Transportation Enhancement Clearinghouse

This website provides a wealth of information about strategies to pursue TEA-21 funds and how to best use the funds to enhance the transportation experience in you community. TEA-21 funds are used for a wide variety of projects other than streets and highways:
<http://www.enhancements.org/index.asp>

Historic Landmarks Foundation

Grant and Loan Programs:
<http://www.historiclandmarks.org/help/grants.html>



VI. SUMMARY

SUMMARY

The City of Ligonier is beginning to see a resurgence from its economic decline resulting from loss of industry. But as the rest of the city seems to persevere and improve, Downtown Ligonier has lacked any forward progress to recover from the blight that has affected so many rural downtowns.

Downtown Ligonier's rich history serves as the purpose for the existence of Downtown structures and surrounding Historic District. This foundation brings with it a world of potential to create a warm and inviting place to be frequented by locals and visited by out-of-towners. Such a place can spur economic development beyond the downtown, creating opportunities in the community and establishing an inviting place to call home. A more attractive and interesting downtown also provides an opportunity for Ligonier to capitalize on a share of the heritage tourism that is so prevalent in Northern Indiana.

A key ingredient in the Downtown revitalization effort is the success of Discovery Express. Not only will the children's interactive center bring visitors into Ligonier, but they will be directly downtown. It is important the F.L.A. support the happenings of Discovery Express, for its success will make Downtown Ligonier's success much more attainable. Also, the long term success of Discovery Express will be affected by the success of the Downtown efforts, further supporting the notion that the two organizations must work closely with one another.

Many of the action items presented in this report revolve around the "Legends of Ligonier." Although this idea is not the sole objective of this report, it does provide a number of opportunities to create unique, yet fascinating experiences for visitors, while sharing the rich history of Ligonier. Downtown Ligonier provides a wonderful opportunity to interactively display all of the Legends Ligonier has to offer.

The revitalization of Downtown Ligonier will certainly not happen overnight. New and exciting changes will not be cheerfully accepted by all Ligonier residents. Finances will need to be secured. Support will need to be assembled amongst elected officials, key decision makers, and most importantly, the general public. Not one of these complications is insurmountable.

The strategies outlined in this report are aimed at gaining public support early so that they become involved and develop into integral members that will help shape their community. The Future Ligonier Alliance must be the group that brings the public together and it must also be the voice that brings the issues associated with Downtown to the forefront so that the effort does not quickly fade away.

Downtown Ligonier has the potential to become a very special place marketable to both residents and visitors. Ligonier needs a destination for visitors to boast they have been to, and for residents to boast that they have in their hometown. With a sustained effort, Downtown Ligonier can become that place.

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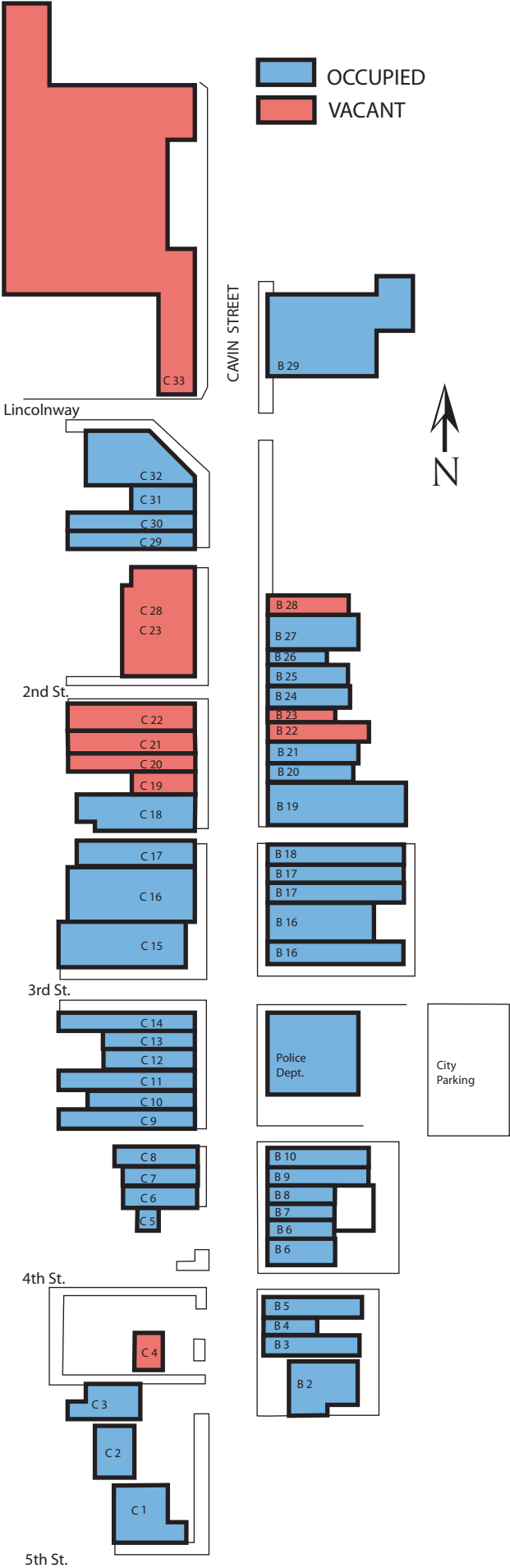


VI. APPENDICES

• APPENDIX A

DOWNTOWN VACANCY MAP

Downtown Ligonier - Cavin Street Corridor
Vacancy Map



Note: Map provided to TTG by representative of Future Ligonier Alliance, 7/24/06. Digital version prepared by TTG, 7/31/06.

APPENDIX B

LIGONIER TRAFFIC COUNTS

The following text is a summary of traffic counts performed for the Future Ligonier Alliance by Region III-A. The text is a summary only, as written by Region III-A. The accompanying maps and tables can be viewed with the entire report.

Introduction and Purpose:

The Future Ligonier Alliance (FLA) has been concerned with the volume and diversity of traffic on Cavin Street (SR 5). Cavin Street is the main north – south artery (a major collector) thru the historic downtown district of Ligonier. FLA shared their concerns with members of Region III-A and agreement was reached for the Region to conduct traffic counts at selected locations in the Ligonier area. The intent of these counts will be to analyze the traffic patterns and types of traffic passing thru downtown. This information will be of benefit for the economic development of the Historic Downtown District and the City in general. The traffic counts numbers obtained from this study will be kept and maintained by the Region and included as AADT data in a year end report.

Ligonier Background and local notes:

The historic downtown section is of interest for the study due to economic revitalization. Cavin Street is the downtown business center running from the 400 Block south to Lincolnway on the north. There are diverse business interests on both the east and west sides of the street. FLA is actively promoting the economic revitalization of the area with assistance from Region III-A. FLA on behalf of the City of Ligonier has applied for a grant for downtown revitalization from the DOC (Department of Commerce). This grant is to be a CFF (Community Focus Fund). The current downtown area is suffering from the economic downturn of the late 1990's. Many of the historic buildings are in need of repair. It is the hope of the FLA that much needed new businesses may be brought to the downtown area. As a spearhead for this effort a new police station is being constructed in the center of the downtown district.

As background for the traffic patterns of the City, it was found that Cavin Street is the most traveled. This location on SR 5 is the driving force for the traffic through the downtown district. It can be expected a majority of this traffic is thru traffic. FLA is concerned with the volume of semi – tractor traffic traveling thru downtown. This concern is two fold: the congestion caused by the traffic and the damage to the buildings. The heavy loads being moved thru town may cause this damage.

A seasonal traffic pattern is generated during the spring and summer months. Wheat is brought to the grain elevator located close to the river and east of the industrial park. This traffic is routed east and west onto W. Union Street to Main Street and then northward on Main Street.

Variety and Density of Traffic:

As noted above, the volume and density of traffic thru the downtown business district is the driving force for this study. The INDOT Annual Average Daily Traffic Counts for 1997 recorded high volumes of traffic thru the downtown district. (Please refer to INDOT 1997 and 2001 Annual Average Daily Traffic sheets enclosed in this package.) These levels had decreased in the 2001 AADT counts. The average decrease for the five counting stations on SR 5 is approximately fifteen percent (15.2%). These decreases in traffic over INDOT AADT counts have been seen in other cities throughout the region

Given the Historic Downtown area as the driving force for the study there are other areas which merit discussion. The downtown area of Ligonier has another “traffic generator” that being the grain mill located at the north end of the downtown district. This granted is a seasonal “traffic generator” however the traffic still promotes congestion. This traffic typically comes to the mill from the north on SR 5 south to Gerber Street and then west to the mill. Mill traffic from the south will turn north from US 6 and then proceed to Gerber Street. The third route for the mill traffic is more of a local route. Grain trucks coming from the west will proceed on Lincolnway West to the intersection of Main and then proceed to the mill. It is of note that Main Street is a residential area.

The Northwest section of town has the Industrial Park. This traffic primarily comes from SR 5 and heads westerly on CR 900 N to North Gerber St. This traffic includes employees and their passenger cars and pickup trucks. The semi – truck traffic consists of incoming raw materials and outgoing finished goods. The traffic from the Industrial Park has a minimal effect on the Historic Downtown District. It should, however, be consider in the towns long range transportation and economic planning.

The Southwest section of town is in the process of developing another industrial park. The location is at the intersection of two major highways: US 6 east and west and SR 5 north and south. This area is within thirty miles of three major US highways: I-69 to the east, US 31 to the west and I- 80/90 to the north. The current junction of SR 5 and US 6 is properly laid out with right and left turn lanes on all approaches.

Study Specific:

Traffic counters were placed at six locations in the Ligonier area. The locations are as follows:

East of JCT US 6 and SR 5 on US 6 (east of CR 725/ 750 W)

South of JCT US 6 and SR 5 on SR 5 (north of CR 500 N.)

West of JCT US 6 and SR 5 on US 6 (west of Townline Rd)

North of JCT US 6 and SR 5 on SR 5 (in front of McDonald’s)

West of JCT SR 5 and Lincolnway (west of the City Limit sign)

North on SR 5 (north of Downtown) at CR 850 N Junction (west of Johnson Street with North Street

The counters performed well during the five-day counting period. This five-day period yielded ninety-six hours of continuous data. It is of note that one counter specifically the one located on SR 5 s/o US 6 suffered a broken hose. This was replaced and the data flow continued with the loss of approximately 2 hours of vehicle counts. The loss of this amount of time does not affect the results of the data obtained. The data used for comparisons and conclusions was drawn from the software to accumulate the hourly averages. These averages are then expanded to the weekday averages for the purpose of this study. For the INDOT study the average of two continuous day data is averaged for the basis of the correction factor to AADT.

The traffic counter data is presented in both a tabular and graphic format. (Please refer to Town of Ligonier, Class Combined Counts, and FLA Traffic Study and FLA Traffic Counter Locations sheets included in this package.)

Generally the traffic counts conducted in 2004-show increases (ADT) from the INDOT 2001 counts. When seasonally adjusted to average annual daily traffic count (AADT) for 2002 the data show marginal decreases from the INDOT 2001 counts. The numbers shown are weekday averages from the TimeMark software. The average daily traffic flow for this study is:

ADT (Actual Count 2004)

6,666 (6,639) * East of JCT US 6 and SR 5 on US 6 (east of CR 725/ 750 W)
11,542 (11,651) South of JCT US 6 and SR 5 on SR 5 (north of CR 500 N.)
9,427 (9,524) West of JCT US 6 and SR 5 on US 6 (west of Townline Rd)
10,405 (10,713) North of JCT US 6 and SR 5 on SR 5 (in front of McDonald's)
3,446 (3,411) East of JCT SR 5 and Lincolnway (west of the City Limit sign)
5,526 (6,207) North on SR 5 (north of Downtown) at CR 850 N Junction (west of Johnson Street with North Street.

* The INDOT method of averaging is shown in parenthesis ()

The Average Annual Daily Traffic counts are corrected by functional class (roadway classification) and then corrected by a multiplier by month of the year.

AADT (Seasonally adjusted to 2002)

6,226 East of JCT US 6 and SR 5 on US 6 (east of CR 725/ 750 W)
10,780 South of JCT US 6 and SR 5 on SR 5 (north of CR 500 N.)
8,804 West of JCT US 6 and SR 5 on US 6 (west of Townline Rd)
9,749 North of JCT US 6 and SR 5 on SR 5 (in front of McDonald's)
3,228 East of JCT SR 5 and Lincolnway (west of the City Limit sign)
5,376 North on SR 5 (north of Downtown) at CR 850 N Junction (west of Johnson Street with North Street).

The study shows that the locations have balanced traffic flow, that is approximately half of the traffic flows eastbound and the other half flows westbound. The pattern also applies to the north and south roads in the study.

High volumes of traffic are found on SR 5 from south of US 6 through the downtown district northbound and to cities to the north. Lower volumes are traveling on US 6 at the south edge of Ligonier.

Looking at numbers on SR 5 (refer to Traffic Counter Locations map). SR 5 (Cavin Street) is a major collector. The numbers indicate that from TC 6 to TC 4 the traffic volume increases approximately one and one half to two times (1.5 –2.0) the number shown by the counter at the north side of town. From the location at TC 4 to TC 2 the volume is maintained.

The numbers on the US 6 side show a lesser increase more on the average of three quarters to one and one half times the volume, from west to east.

From looking at that information a pattern seems to develop. At the intersection of US 6 and SR 5 traffic coming northbound on SR 5 decreases from the counter at CR 650 N to the counter location at McDonalds (63 vehicles). From the McDonalds location the count decreases almost half (2,531 vehicles approx 45 %) to the counter location north of downtown. Three thousand one hundred and two vehicles (3,102) passed the counter north of downtown. Reversing to the southbound section of SR 5 the number at TC 6 is 3,051 heading into downtown. That number has increased to 4,865 at McDonald's TC 4. It is not likely the counter on Lincolnway could account for that volume (1730). That number has again increased to 5,885 at TC 2.

On the US 6 side of the intersection the numbers are similar. The eastbound counter TC 3 recorded 4,619 vehicles. After passing TC 1, 3,210 were recorded. The westbound recorder shows 3,442 vehicles, after passing the counter at the west side of town that number had increased to 4,926 vehicles.

In summary, the traffic coming westbound on US 6 and southbound on SR 5 increase as it passes thru Ligonier. The traffic going eastbound and northbound on both roads decreases as it passes thru downtown.

Study Specific INDOT References:

The other traffic generator in the City of Ligonier is Lincolnway. This is also designated as a major collector for the city. The volumes of traffic are approximately half (.5) of the traffic carried by both SR 5 and US 6.

This section will examine the traffic counts from the major arteries coming into Ligonier. The information is taken from INDOT AADT traffic counts and is not classified. That is, not sorted by the type of vehicle. The locations are highlighted on the enclosed maps.

To expand the traffic count numbers further a look at the INDOT 2001 AADT shows that SR 9 north of the Jct US 6 is 6,570 (2K on the map) vehicles. This volume decreases to 5,880 (4A on the map) before increasing to 6,470 vehicles (3A). This number is consistent with the count completed in 2004 of 6,652 ADT / 6,226 AADT 2002 (seasonally adjusted.)

The number from SR 5 in LaGrange County is 5,520 at the county line. This number increases slightly at counter location 2G to 5,560 from the 2002 LaGrange County INDOT count. The Region III-A counter indicates a decrease to 5,526 2004 ADT/ 5,376 AADT 2002 (seasonally adjusted.)

The US 33 / SR 5 numbers are as follows. Section link 7C counts 5,820 vehicles; the next counter north (8C) recorded 9,970 vehicles and the counter closest to Ligonier (9C)

counted 10,510 vehicles. The 2004 Traffic Study shows 11,542 ADT / 10,780 AADT 2002(seasonally adjusted.)

Comparisons Transportation:

Ten counter location traffic counts were requested and received. The data requested was from the 1997 and 2001 INDOT Traffic Counts. Upon review the 1997 data was not able to be useful in that the counts given were totals. That means they were not broken out as to eastbound / westbound traffic or northbound / southbound traffic patterns.

Supplemental data from 2001 proved more useful. There were four classification counts done in that year's INDOT study. Three of these are useful for comparison in the FLA study of 2004.

In looking at the Class Combined Counts from the 2001 and 2004 studies note the following: the INDOT studies are forty – eight hour counts; the FLA studies are ninety – six hour studies. The FLA studies have been reduced to forty – eight hour counts for the basis of the comparison. The counters for the comparison are close in proximity. The exception here is the location of INDOT's counter north of the City. The axle counts at that location were done approximately .10 mi from the Noble / LaGrange Co line. The Region III-A counts were taken north of town at Johnson Street. This is not a true “apples to apples” comparison however it will give FLA, Region III-A and INDOT a basis for future planning.

The three locations that are similar in both studies are the following, in the FLA Study TC 3, and INDOT Line Code Number 2A. The second is FLA Study TC 2 and INDOT Line Code Number 8C. The final location is FLA Study TC 6 and INDOT Line Code Number 2G. These are total volume counts from Monday – Wednesday.

Below is a table of the comparisons

| Location | INDOT Counts 2001 | FLA Study 2004 Not Seasonally Adjusted | Percent Increase / Decrease from 2001 |
|----------|----------------------|--|--|
| 2A / TC3 | 19,162 | 24,190 | 26.2 |
| 8C / TC2 | 24,897 | 28,942 | 16.2 |
| 2G / TC6 | 10,581 | 16,730 | 48.7 |

This demonstrates that traffic thru the downtown area has definitely increased. The locations on SR 5 at 8C / TC 2 and 2G / TC 6 have increased an average of 32 percent in three years.

The following is a breakout of the car Classes 1-4 and semi truck Classes 8-13 traffic at the INDOT (2A) and the FLA (TC3) counter locations

| | INDOT 2001 | | FLA 2004 | | Percent Increase / Decrease from 2001 | |
|----------|--------------|---------------|--------------|---------------|---|---------------|
| Location | Class 1-4 | Class 8-13 | Class 1-4 | Class 8-13 | Class 1-4 | Class 8-13 |
| 2A / TC3 | 15,068 | 3,565 | 18,511 | 2,258 | 22.8 | -36.7 |
| 8C / TC2 | 21,997 | 2,275 | 24,481 | 2,437 | 11.3 | 7.1 |
| 2G / TC6 | 8,603 | 1,492 | 13,194 | 1,451 | 53.4 | -2.7 |

Comparisons Economic:

Included in this package are two other cities that are comparable on the basis of the four following factors: Total Population, Total Housing Units, Race, (the top two races in the city are included) and Land Area, in square miles. This search was chosen on the basis of the characteristics of Ligonier. The comparisons are not absolute; they merely imply similar factors in three different cities. In the state of Indiana there is one other city that matches the definitions listed above. The City of Whiting, which is located around the Hammond / Gary area. The proximity to the City of Chicago eliminated this due to its urban nature.

In the nation there are 15 cities or towns that match the range of characteristics in the study. A majority of these are located in the south and were eliminated from the study due to economic factors. For instance the cost of living and wages are typically lower in the south.

There are two cities that did match the characteristics of Ligonier. One is St James MN; the other is West Liberty, IA. The census demographics for the cities and the counties and a map are included in this package. Traffic count data from both locations is also included in this package. The addresses for both cities' Chambers of Commerce are included in this package. Traffic count data for both cities is included.

The City of St James, Minnesota, is southwest of the Minneapolis / St Paul area and northeast of Sioux Falls, South Dakota. The city is located in Watonwan County, and has a north south state road (SR 4) artery and another state road (SR 60 /30) bounding its south side in a roughly east west direction. The traffic volumes on the arteries and major, and minor collectors were much less than the Ligonier area. The traffic volumes are sixty to eighty percent less than the City of Ligonier. The city of St James does have a railroad running through town from northeast to southwest.

A website search shows no website for the city or the chamber of commerce. Upon review of the information presented in this report no further information will be needed. The City of St. James Area Chamber of Commerce is located at 514 2nd Ave South, St. James MN. 56081, phone number 507-375-3333.

The other comparison city is West Liberty, Iowa. West Liberty is located in Muscatine County and is southwest of Iowa City and northeast of Muscatine. US highway 6 runs into town on the southeast corner, continues north thru the downtown district and exits

the city in the northwest quadrant. Iowa SR 70 approaches town from the southeast and brings a volume of traffic to US 6. The recorded traffic volumes thru the downtown district are again sixty to eighty percent lower than The City of Ligonier.

As to the cities' economic development activities, Region III-A has no information at this time. The question of heavy truck traffic thru the downtown district and the transportation questions addressed in this report are worth investigation.

A website search shows no website for the city or the chamber of commerce. West Liberty does present more in kind with Ligonier in terms of the downtown district. In that a US highway runs thru the center of the downtown district. The City of West Liberty Area Chamber of Commerce is located at 405 N. Elm St., West Liberty, IA 52776. The phone number is 319;627;4876.

Region III-A has written a letter to the West Liberty Chamber of Commerce requesting any transportation or economic development information related to this study. Upon receipt of that information a copy will be forwarded to FLA.

Conclusions:

As to the conclusions drawn from this study, the data indicates that the major traffic volumes are coming northbound on SR 5 thru the City of Ligonier. The volume of Passenger Cars Class 2 is approximately 62 % of the total volume of traffic counted in this study. The 2nd highest volume of traffic comes from Cars w/ Trailers and the like Class 3 at approximately 29.5 %. The 3rd highest traffic comes from Semi Tractor Trailers with approximately 16 % volume. Refer to the attached sheet for the remainder of the rankings by percent.

Comparing this study to the INDOT data the same conclusion is true. The volumes of car Class 1-4 traffic have increased. The volumes of semi – truck traffic have decreased marginally. Refer to the table PG 5 Breakout of car Classed 1-4 and semi truck class's 8-13 traffic.

This study confirms the anecdotal information collected by FLA and others that there are in fact high volumes of cars and truck traffic thru the City of Ligonier. As the numbers show SR 5 thru the Historic Downtown District has higher volumes of traffic than US 6. The current volumes on SR 5 thru Ligonier are approximately two times higher than other state roads in the Region III-A service area, specifically SR 4 in Ashley. This volume of truck traffic will over a period of time break down both the roadway and the existing downtown structures. This is due in part to the vibrations heavy trucks create when driving past the downtown buildings. This, coupled with the length of the semis, leads to traffic congestion in the downtown district.

The north industrial park is one of the major “traffic generators” in Ligonier. This accounts for some of the truck traffic passing thru downtown. This is especially true if the truck is coming from an origin south of Ligonier. This may also be true if the origin

of the truck is from the north using SR 5: for example truckers exiting I 80-90 at LaGrange going south to 120 and then south on SR 5 to their destination in Ligonier's Industrial Park. The other part of the Industrial Park traffic is employees going to and leaving work.

The south industrial park although not fully developed is in need of added travel lanes on the SR 5 approach to US 6. Specifically widening and turn lanes would be of great help as traffic thru the intersection becomes more congested with the development of the industrial park.

As an economic development tool the study does indeed show much car traffic thru both the downtown business district and at the US 6 and SR 5 Jct. This study has pointed out some general trends in the traffic around the City of Ligonier. That trend is, traffic increases on all major roads as they intersect in Ligonier. Referring to the 2001 AADT Map, On US 6 east of Ligonier from code number 4A to 3A we see an increase of 590 vehicles. On the US 33 south approach to the City from code 8C to 9C there is an increase of 1,910 vehicles. The SR 5 west approach from code 1A (Elkhart Co Line) to 2A the increase is 1,840 vehicles. The SR 5 north code at 2G to 1G posts an increase of 420 vehicles.

The assumption here is that some of this traffic volume is from an employees going to and coming from their place of employment. The Industrial Directory included in this package lists 28 employers in the Ligonier area. These employers employ 3,092 people. There are nine major employers in the area. These businesses employ 2,749 workers. Of the nine major employers listed three are in the north industrial park.

Recommendations:

With the development of the south industrial park, seek added travel lanes and / or turn lanes at the southern approach to the SR 5 and US 6 Jct.

In the downtown area enforcement of both speed and noise limits would reduce damage to the historic buildings and be an aid to safety.

An alternate truck route would be of benefit to FLA and the City of Ligonier. This may be included in the city long range economic and transportation planning.

Although not specifically addressed in this study consideration should be given to providing adequate parking in the downtown area. This would be in addition to the newly created spaces adjacent to the police station.

The grain mill as a seasonal traffic generator; one possible solution to this problem is the widening and re – routing of traffic onto Townline to Linclonway to Bridge Street and then north to the mill. This would relieve the traffic on Main Street.

Region III-A, after reviewing the data presented in this traffic study, would advise the FLA to actively pursue the following course of action: Continue the traffic studies on a bi – annual or tri – annual basis. This data may be used for both transportation needs assessment and economic development.

Region III-A will be glad to assist with the transportation needs of FLA and the City of Ligonier.

The following is included as research and reference materials for the conclusions proposed in this document.

- 1) Aerial: Ligonier
- 2) Ligonier FLA – Class Combined Counts, Vehicle Count by Axle Class
- 3) Ligonier FLA - Class Combined Counts, Vehicle Count by Percentage
- 4) Ligonier FLA – INDOT 2001 Counts Class Combined Counts, Vehicle Count by Axle Class
- 5) Ligonier FLA – INDOT 2001 Counts Class Combined Counts, Vehicle Count by Percentage
- 6) Drawing of the Traffic Counter Locations in the Ligonier Area
- 7) Drawing of the Volume vs. Direction Traffic Counts from this study.
- 8) Spreadsheet of the manufacturers in the Ligonier area.
- 9) * General Demographic Characteristics of the Census 2000, for Noble County and The City of Ligonier.
- 10) Indiana Department of Transportation Average Annual Daily Traffic Counts (AADT) for the years 1997 and 2001 for Noble County
- 11) Indiana Department of Transportation Average Annual Daily Traffic Counts (AADT) for the years 1999 and 2002 for LaGrange County
- 12) Vehicle Classifications FWHA Scheme F
- 13) * Comparison Data St. James MN, map, census data of county and city
- 14) * Comparison Data West Liberty IA, map, traffic counts, census data of county and city

* Please note the general demographic characteristics information is not included in the binder. The information source (LandView 5) does not have .pdf capability. This information is available online at the US Census Bureau website.

Please address any questions to Dave Gee Region III-A Transportation Planner. 260-347-4714, dgee@region3a.org

APPENDIX C

CASE STUDIES ON PROJECTS UTILIZING TRANSPORTATION ENHANCEMENT (TE) FUNDS

The following excerpts were gathered from a publication prepared by the National Transportation Enhancements Clearinghouse titled *A Guide to Transportation Enhancements*. The selected case studies were extracted for their similarity to the projects proposed in this report. The entire document can be viewed online at the following URL:

<http://www.enhancements.org/misc/TEGuide2002.pdf>

La Posada Hotel

WINSLOW, ARIZONA

The Santa Fe Railroad and the Fred Harvey Company played a key role in developing the American southwest. The railroad encouraged travel while the Fred Harvey Company made the traveling experience more pleasurable by providing affordable quality meals at the legendary Harvey Houses. La Posada, one of several Harvey Houses located along the Santa Fe rail line, first opened its doors in 1930. It was designed by renowned architect Mary Colter to replicate a sprawling 1860s Spanish castle with 70 guest rooms, three dining rooms, and grand open public spaces. The hotel, owned by the Santa Fe Railroad, had its own depot and played host to a myriad of famous personalities including John Wayne, Clark Gable, Dorothy Lamour, Albert Einstein and Charles Lindbergh. Located between the Santa Fe Railroad and Route 66, Winslow, Arizona's La Posada was an oasis at the crossroads of rail and automobile travel.

In 1957, after years of declining rail travel, the Santa Fe Railroad closed La Posada. The museum-quality furnishings were auctioned off and the buildings were gutted and transformed into offices for the Santa Fe Railroad. By the late 1980s increasing maintenance costs prompted the Santa Fe Railroad to announce their intent to sell La Posada. The dedicated work of area preservationists to save the historic railroad hotel attracted the attention of the national historic preservation community. In 1994,

the National Trust for Historic Preservation placed La Posada on its list of endangered historic buildings where it came to the attention preservation-minded individuals. A combination of Transportation Enhancements (TE) funds and other innovative financing was used to purchase the hotel and restore its vast public spaces to their original grandeur. The 1997 restoration and reopening of La Posada revived Winslow, serving as a catalyst for preservation and reinvestment in the community.

RELATIONSHIP TO SURFACE TRANSPORTATION

Winslow, a railroad town from its beginning, was named after a former president of the Atlantic and Pacific Railroad. Freight trains still thunder through Winslow several times a day and Amtrak provides service to La Posada's depot, just like the Santa Fe Railroad during the hotel's golden age. As part of the purchase agreement, BNSF Railway, Santa Fe Railroad's successor, pays property utilities for the hotel in lieu of rent for office space. In addition, the hotel is accessible to Winslow's Lindbergh airport, Route 66, Interstate 40 and State Route 87.



ECONOMIC AND COMMUNITY BENEFITS

Downtown Winslow, like many Route 66 towns, effectively shut down when it was bypassed by Interstate 40 in the 1970s. All local commerce shifted to new mini-malls at the freeway off-ramps. There was little or no business downtown and many buildings lay empty. In the five years since La Posada was purchased, nearly every building in the downtown commercial core has been purchased, restored, or is currently undergoing renovation. With La Posada as the catalyst, the city of Winslow established a Historic Preservation Commission to write and implement the city's first preservation ordinance. The Chamber of Commerce and Visitor Center, which moved closer to the freeway along with everything else, is in the process of moving back downtown—unthinkable five years ago.

The restoration and reopening of La Posada has created more than 40 new jobs making the hotel Winslow's largest new employer in the last ten years. The hotel and restaurant will contribute \$10,000 in bed



taxes to be used for community enhancement, \$100,000 in payroll taxes and \$200,000 in sales taxes this year, representing a 30 percent increase over last year. Allan Affeldt, President of La Posada Hotel, LLC, estimates that the hotel will have \$2 million in 2002 sales, resulting in a local fiscal impact of more than \$5 million. The hotel restoration project is running on schedule and is nearly 60 percent completed. Future plans include refurbishing more guest rooms and opening a museum (within the hotel) in honor of La Posada architect Mary Colter, Harvey Houses, and the Santa Fe Railroad.

Building on the success of La Posada, the “Standin’ On the Corner” park was built in 1999 in downtown Winslow, near the intersection of Route 66. The park interprets the Jackson Browne and Glenn Frey song “Take It Easy,” featuring a two-story mural and life-sized bronze statue of a 1970s era man dressed in cowboy attire standing on the corner with a guitar at his feet. Thousands of visitors come to Winslow every year to stand on the famous corner and attend one of the festivals held in the park.

La Posada has given Winslow a renewed sense of pride in its railroad past as well as a new gathering place. The hotel is open to the public, who may take self-guided tours or stop at the hotel’s restaurant. La Posada is host to weddings, city meetings, the high school prom, regional conferences, antique and art shows, and even car shows. The “Last Great Railroad Hotel” is one example of how Transportation Enhancements funded projects can help preserve a region’s transportation past while serving as a catalyst for a community’s revival.

FUNDING

Total Project Cost: \$5,000,000

Federal TE: \$1,000,000

Non-federal Match: \$4,000,000

CONTACT

Allan Affeldt, La Posada Hotel, LLC,
928-289-4366, www.laposada.org

Keystone Ancient Forest Preserve

SAND SPRINGS, OKLAHOMA

The Keystone Ancient Forest Preserve is a 1,170-acre woodland site located 15 miles west of Tulsa, Oklahoma. The Oklahoma Department of Transportation secured Transportation Enhancements (TE) funds to purchase this unique natural area that provides a spectacular vista for travelers on US Highway 412. The city of Sand Springs, which now holds the deed to the property, is contracting with The Nature Conservancy to operate and maintain the preserve as a natural area. Site development is currently in the planning stages.

In addition to its scenic qualities, the preserve is a significant ecological site. It hosts an unparalleled concentration of ancient red cedar trees and the world’s oldest known post oak tree. Trees of both varieties are estimated to be more than 400 years old. Tree ring chronologies developed from the ancient post oaks on the site have assisted climatologists in estimating the climatic record of the past four centuries. One of the longest and most climatically sensitive post oak chronologies ever developed was derived from this site. The preserve is also home to the state’s largest known bald eagle roost.

RELATIONSHIP TO SURFACE TRANSPORTATION

The Keystone Ancient Forest Preserve provides a scenic backdrop for the 7 million motorists who travel US Highway 412 each year. The preserve offers motorists the same striking views of forested bluffs and rugged ravines that were enjoyed by travelers and

pioneers of westward expansion as they journeyed to the historic crossing of the Arkansas River.

COMMUNITY AND ECONOMIC BENEFITS

The acquisition of the Keystone Ancient Forest Preserve and the preservation of its ancient hardwood forest will provide recreational and educational opportunities to the communities surrounding the site. Several

universities, including Oklahoma State University and the University of Arkansas, have already visited and learned from this “living classroom.” Proposed development, which will be operated and



maintained by The Nature Conservancy, includes an interpretive center and a public hiking trail meant to attract visitors to the area. The ultimate goal of the Keystone Ancient Forest Preserve scenic acquisition is to ensure long-term visibility of biological systems on the site while providing a scenic backdrop to the traveling public on US Highway 412.

FUNDING

Total Project Cost: \$2,500,000

Federal TE: \$2,000,000

Non-federal Match: \$500,000

CONTACT

Richard Andrews, Oklahoma Department of Transportation, 405-521-2452,
randrews@odot.org

Mispillion River Greenway

MILFORD, DELAWARE

The transportation and economic history of Milford, Delaware, is tied to its location on the Mispillion River. In the 1770s Milford was home to a well-known and thriving ship building industry. By the 1920s declining timber resources and the increased use of rail for the transport of freight forced Milford's key industry to close.

In 1995, the city of Milford and its Department of Parks and Recreation received the first of several Transportation Enhancements (TE) awards for the construction of a multi-phased riverfront bicycle and pedestrian trail. Today, the one-mile long Mispillion River Greenway includes a 150-foot pedestrian and fishing bridge, brick-paved sidewalks and period lighting. The Greenway is revitalizing Milford as it draws residents out of their cars and onto the trail, providing new transportation options for downtown travel while encouraging reinvestment in the business district.

RELATIONSHIP TO SURFACE TRANSPORTATION

Prior to the Greenway, pedestrian travel within the downtown district was nearly impossible. As a result, one of the primary objectives of the city's revitalization plan was to increase opportunities for bicycle and pedestrian travel with the construction of pedestrian bridges and the greenway trail. The Mispillion River Greenway links both sides of the river and allows easy access to and from downtown office buildings, cafes, parks and residential areas.

ECONOMIC AND COMMUNITY BENEFITS

"Ten years ago downtown Milford and the Mispillion River could only be called an eyesore," says City Manager Richard Carmean. Downtown was host to vacant storefronts and a polluted river. The advent of TE inspired a concerned group of citizens to work with the city to develop a total

downtown revitalization plan. Several TE awards, used towards the construction of the greenway and downtown streetscape projects, make the city a scenic, mobility-friendly and pleasant place to live, work and visit.

The Greenway and related streetscape projects have inspired

downtown reinvestment. According to the Chamber of Commerce, Milford has demonstrated a net gain in new businesses with annual retail sales figures exceeding \$200 million over the last ten years. More than 250 people now work in downtown offices, stores and restaurants. The

Greenway and the growing downtown business district have attracted the attention of housing developers and national retail businesses. "Transportation Enhancements funding from the Delaware Department of Transportation played a major role in Milford's revitalization efforts," Carmean concludes. "If there is anywhere that owes its existence to government funding, it's our new downtown."

The Greenway project's riverside location necessitated the careful coordination between city, state and federal agencies. Because all partners were involved from the onset of the project, there were very few delays in the permitting, planning and construction process. The project has improved important ecological habitat including the river fishery.

As a former resident of Milford, Governor Ruth Ann Minner has been a strong proponent of the greenway project saying, "This project is the perfect example of how protections of greenways and public access to natural open space do not need to be mutually exclusive goals. The Mispillion River Greenway bicycle and pedestrian projects incorporates both goals...while also encouraging Delaware residents to maintain healthy lifestyles and use alternative forms of transportation."

FUNDING

Total Project Cost: \$1,542,298

Federal TE: \$1,296,496

Non-federal Match: \$245,802

CONTACT

Gary L. Emory, Milford Parks & Recreation Department, 302-422-1104

Richard Carmean, City of Milford, 302-422-6616, www.cityofmilford.com



CONSTRUCTION

Vestey Center

SUPERIOR, NEBRASKA

Thanks to an innovative financing package including Transportation Enhancements (TE) funds, the historic Leslie Hotel in Superior, Nebraska, was restored for use as a community center with senior citizen housing, a technology education center and transportation center. Now called the Vestey Center, the former hotel plays a valuable role in the lives of the community's older residents by providing vital social and transportation services.

TE funds were used to restore the former hotel's lobby, Terrazzo floors, staircases, doors, woodwork, walls and light fixtures. Funding from the U.S. Department of Housing and Urban Development Community Development Block Grant program and the U.S. Department of Agriculture Farmers Home Administration provided for further restoration, including the preservation of exterior art deco features and the conversion of the second and third floors to affordable elderly housing.

RELATIONSHIP TO SURFACE TRANSPORTATION

Historically used as a regional bus depot, the Vestey Center continues to serve as a transportation center for the city's seniors, who represent approximately 30 percent of Superior's population. Many seniors depend on the countywide elderly transportation service, Handi-bus, for travel to and from the Vestey Center for the Senior Noon Meals program, social activities, and shopping trips. The Handi-bus also takes seniors to medical appointments in Hastings, Nebraska, 60 miles away. In addition to providing transportation services for the residents of the Vestey Center, the Handi-bus also provides transportation for seniors still living on their own. These services are provided thanks to the cooperation of the Superior Community Corporation and the

Nuckolls County Senior Services Program.

The Vestey Center also serves as a trolley station for tours of the Superior Downtown Historic District, listed on the National Register of Historic Places.

ECONOMIC AND COMMUNITY BENEFITS

The Vestey Center, along with its collaborating agencies, provides vital services, housing, noon meals, senior programs and exercise groups for the older residents of Superior. The Vestey Center is within walking distance of a wide variety of stores in the historic business district, allowing mobile seniors the opportunity to shop on their own. Superior has discovered that combining housing with retail enhances economic development.

The three-story Vestey Center includes 14 apartments for seniors on fixed incomes. Senior housing is also available in a neighboring building. The Nuckolls County Senior Services Program, which operates out of the Vestey Center, runs the Noon Meals and Meals-on-Wheels programs. The Noon Meals program is offered seven days a week and currently provides more than 1,500 meals each month. In addition, the Vestey Center rents office space to a local insurance agency and will also provide space for the planned Superior Technology Education Center. When completed, the Technology Education Center will offer computer classes to the community at large.

The success of the Vestey Center has encouraged other community projects including planned renovations to the city auditorium, construction of a new library and the technology education center. Governor Mike Johanns remarks, "Superior has demonstrated how communities can



successfully blend the needs for historic preservation with steady community and economic development growth; (the) Vestey Center expanded housing and services for Superior's elderly residents, while preserving the integrity of the historic Leslie Hotel." Communities across the nation can look to the Vestey Center project as a successful model for the preservation of a city's historic past while meeting the transportation needs of its older residents.

FUNDING

Total Project Cost: \$1,045,000

Federal TE: \$112,395

Non-federal Match: \$932,605

CONTACTS

Sylvia Crilly, Superior Community Corporation, 402-879-4095

Kelly Seifried, Nuckolls County Senior Services, 402-879-4679

Ben Schroeder Saddletree Factory

MADISON, INDIANA

The Ben Schroeder Saddletree Factory in Madison, Indiana, serves as a rare, detailed reminder of a traditional craft industry in America. Saddletrees, the internal framework of a saddle, were constructed at the factory from 1878 to 1972. Demand for the wooden saddletrees grew in the mid-to-late 1800s with the California Gold Rush, the Civil War, and the settling of America's western territories. Saddles played a key role in American transportation history, supporting early travelers on their horseback journeys across town and country.

The factory's 1972 closure marked the end of the nation's oldest continually operated family-owned saddletree factory. The following year, Historic Madison, Inc., acquired the factory and all its contents with plans to reopen the facility as a museum and interpretive center. Preventive maintenance measures were taken throughout the 1970s and 1980s while various funding options were pursued. The actual restoration, rehabilitation and interpretation of

the Ben Schroeder Saddletree Factory began in 1996 when Historic Madison, Inc., received a Transportation Enhancements (TE) award for historic preservation.

RELATIONSHIP TO SURFACE TRANSPORTATION

Before saddletrees became Madison's manufacturing mainstay, the town was known for its boat-building industry along the Ohio and Mississippi River systems. Madison's saddletree makers had access to one of the world's most extensive river transportation networks and the state's first railroad line. The town's proximity to thriving saddle makers in Cincinnati, Ohio, and Louisville, Kentucky, gave its saddletree makers a marked advantage over the earlier saddletree manufacturing hubs in the eastern states.



BEFORE

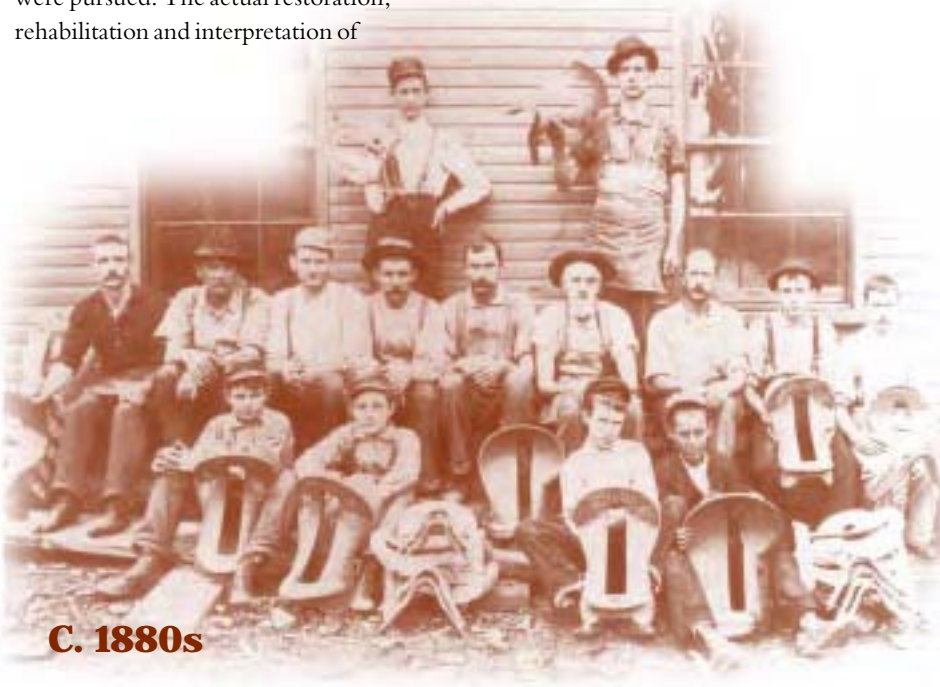


AFTER

Well preserved shipping records and account books, catalogs, sales flyers and price lists from as early as 1879 tell the story of Schroeder saddletree sales: who bought them, how many and what kinds. These documents, written in English, Spanish and Portuguese, show how Schroeder saddletrees were marketed throughout the country and the world. By 1879, the Schroeder Factory produced and sold between 8,000 and 10,000 saddletrees a year. Saddletrees were shipped from Madison to Canada, Cuba and many South American countries. Well-established transportation networks on land and water helped deliver saddles to more remote areas where travel still depended on "horsepower."

ECONOMIC AND COMMUNITY BENEFITS

The Ben Schroeder Saddletree Factory enhances Madison's rich historical district with its unique snapshot of a traditional manufacturing facility. The factory and its contents were left undisturbed from the day the facility closed. Maintaining this context was critical to the restoration of the buildings and the interpretation of artifacts. Community support and public participation were key factors in the completion of the factory restoration project. Volunteers and interns cleaned, moved, and inventoried 15 to 20 tons of artifacts, designed exhibits, gave



C. 1880s

public presentations, conducted an oral history project and inventoried the Schroeder archival collection. The Schroeder home, located on the factory grounds, has also been restored and serves as an interpretive center with artifact displays, offices and gift shop.

Several hundred visitors, including school groups and heritage preservation tours from across the country, have toured the living history museum since its May 2002 opening. A tourism market study projects future annual visitation at 10,000 to 20,000, corresponding admission revenues would be from \$20,000 to \$60,000 annually. In addition, the Madison Area Convention and Visitors Bureau anticipates visitors to the museum will add \$1 million to the local economy annually.

All told, the restoration of the Ben Schroeder Saddletree Factory benefits the city of Madison as a reminder of its unique role in transportation history while enhancing the cultural and economic health of the community.

FUNDING

Total Project Cost: \$1,166,000

Federal TE: \$932,800

Non-federal Match: \$233,200

CONTACT

John Staicer, Historic Madison, Inc.,
812-265-3426, saddle@seidata.com,
www.historicmadisoninc.com



Ionia County Road-Stream Crossing Study

IONIA COUNTY, MICHIGAN

Road-stream crossing features contribute varying amounts of sediment and non-point source pollutants to rivers and streams. In an effort to combat the influx of these types of pollutants, the Michigan Department of Transportation (MDOT) used federal Transportation Enhancements (TE) funds to support planning studies that inventory road-stream crossings in several locations throughout the state. These studies are used to prioritize funding for additional efforts to mitigate pollution from highway runoff.

One such inventory was the Ionia County Road Commission's planning inventory of all bridge and culvert road-stream crossings in the county. The study was intended as a preventative measure to highlight potential problem locations and increase reaction times in resolving water impairment issues. Field crews from a local university collected site data from more than 700 locations. The sites were ranked and the data was entered into a Geographic Information System (GIS) that included information on soils, land use, drains, school districts and road ratings. The project was the cooperative effort of several county agencies, MDOT, and Grand Valley State University.

RELATIONSHIP TO SURFACE TRANSPORTATION

The planning inventory has increased safety and protected watercourses from highway pollutants throughout Ionia County. It also enabled the county to develop strategies for addressing water quality problems and the maintenance and replacement of structures based on wear or age. Additionally, the inventory helped Ionia County plan the infrastructure alterations



necessary to accommodate road widening and/or increased drainage capacity. This will help avoid water pollution problems that may otherwise result from changes in land use.

ECONOMIC AND COMMUNITY BENEFITS

The information from the inventory has decreased the Ionia County Road Commission's response times to potential pollution runoff problems related to road-stream crossings. This equates to cost savings on travel and equipment disbursements for repairs and maintenance. The Ionia County Road Commission approximated the study saved \$1 million in future costs.

The community has benefited by establishing communication and cooperation with diverse county and statewide agencies for the exchange of digital information. This information sharing will aid in the event of a community emergency and in the efforts to plan for the prevention of such events.

FUNDING

Total Project Cost: \$51,958

TE Funding: \$32,481

Non-federal Match: \$19,477

CONTACTS

Wayne Schoonover, Ionia County Road Commission, 616-527-1700



Many of the original volunteers at the NCTM were former Southern Railway Company employees or decedents of former employees, thus providing the community with a sense of pride and connectivity to its past. The North Carolina Transportation Museum demonstrates how historic sites and historic preservation projects can offer communities economic benefits through visitor purchases and new jobs created, and social benefits by restoring landmarks and community pride. Transportation Enhancements funds have helped Spencer preserve and benefit from its industrial history, preserving a legacy of learning for generations of North Carolinians.

FUNDING

Total Project Cost: \$11,111,930

Federal TE: \$5,864,000

Non-federal Match: \$5,247,930

CONTACTS

North Carolina Transportation Museum,
877-628-6386, nctrans@vnet.net,
www.nctrans.org

Kelly Alexander, North Carolina Transportation Museum Foundation, 877-628-6386,
Kelly.Alexander@ncmail.net

Elizabeth Smith, North Carolina Department of Cultural Resources, 877-628-6386,
Elizabeth.Smith@ncmail.net

Centerville Townscape

CENTERVILLE, IOWA

In 1995, the city of Centerville, Iowa, embarked on a project to revitalize its center of business, government, and commerce for a region serving approximately 50,000 people. The entire town square, the Appanoose County Courthouse, and 121 buildings on the perimeter of the square are listed on the National Register of Historic Places.

The Centerville Townscape project was implemented in four phases and included the replacement of sidewalks and streetlights around the perimeter of the square. Transportation Enhancements (TE) funds were used to plant trees, install benches and construct planters. The project was widely supported by the community and received additional funding from the city of Centerville, local merchants, private donations and a Trees Forever grant.

RELATIONSHIP TO SURFACE TRANSPORTATION

The town square serves as the gateway to the town and is an integral part of the pedestrian and vehicular circulation. Prior to implementation of the Centerville Townscape project, the square was not considered pedestrian friendly. There were no clearly defined walkways, no encumbrances to slow vehicular traffic, and many of the sidewalks were in a state of disrepair. The townscape project has addressed all of these issues, making the area more inviting and increasing safety for people who traverse the square on foot.



ECONOMIC AND COMMUNITY BENEFITS

The economic stimulus of this project has been substantial for the town. Since the Centerville Townscape project was set in motion, eight storeowners have revitalized their storefronts, five new businesses have moved in and three existing businesses have expanded.

The town square serves as the venue for many of the town's community events, including Pancake Day, an annual event celebrated in Centerville for the last 50 years. Since the completion of the townscape project, the event has seen

increased revenues and now draws 30,000 visitors — up from 20,000 several years ago.

Community members take pride in their townscape project. Not only have local merchants contributed to the revitalization efforts, but individuals have also donated their time to replace old shrubbery with new flowerbeds at public buildings around the square. Centerville has

demonstrated what a community can accomplish when it unites with a vision for the future.

FUNDING

Total Project Cost: \$84,889

Federal TE: \$67,911

Non-federal Match: \$16,978

CONTACT

Pat Peyton, City of Centerville,
641-856-0660, patp@iowasocan.com

APPENDIX D

RESOURCES ON ORGANIZING A SUCCESSFUL DOWNTOWN REVITALIZATION PROGRAM -

The following organizational strategies were developed by the Main Street™ Center, a division of the National Trust for Historic Preservation. These strategies were shared in a document compiled by the State of Washington, Department of Community, Trade, and Economic Development's Downtown Revitalization Program. The entire document can be viewed online at the following URL:

http://cted.wa.gov/_cted/documents/ID_160_Publications.pdf

Why is Downtown Important? ...

Can malls and discount centers take the place of downtowns in the future? The answer is most definitely no. Though malls and discount centers play important roles in our communities, downtown is much more than a shopping center. It is critical for everyone involved in downtown revitalization to understand the value of downtown. Here are some good reasons why downtown is important (though they're not in any particular order):

1. Your central business district is a prominent employment center. Even the smallest downtown employs hundreds of people. Downtown is often the largest employer in a community.
2. As a business center, your downtown plays a major role. It may even represent the largest concentration of businesses in your community. It also serves as an incubator for new businesses—the successes of tomorrow.
3. Most of the businesses in your downtown are independently owned. They support a local family who supports the local schools, etc. Independent businesses keep profits in town.
4. Downtown is a reflection of how your community sees itself—a critical factor in business retention and recruitment efforts. When industry begins looking at your community as a possible location, they examine many aspects including the quality of life. Included in quality of life is interest in downtown — is it alive and viable, or does it represent local disinterest and failure?
5. Your downtown represents a significant portion of the community's tax base. If this district declines, property will decrease in value and subsequently increases the tax burden on other parts of your community.
6. The central business district is an indispensable shopping and service center. Though it may no longer hold the place as your community's most dominant shopping center, it still includes unique shopping and service opportunities. Attorneys, physicians, accountants, and insurance offices, as well as financial institutions, are often located downtown.

7. Your downtown is the historic core of your community. Many of the buildings are historically significant and help highlight your community's history.

8. Downtown represents a vast amount of public and private investment. Imagine the costs to recreate all the public infrastructure and buildings already existing in your central business district. Think of the waste of past dollars spent if downtown is neglected.

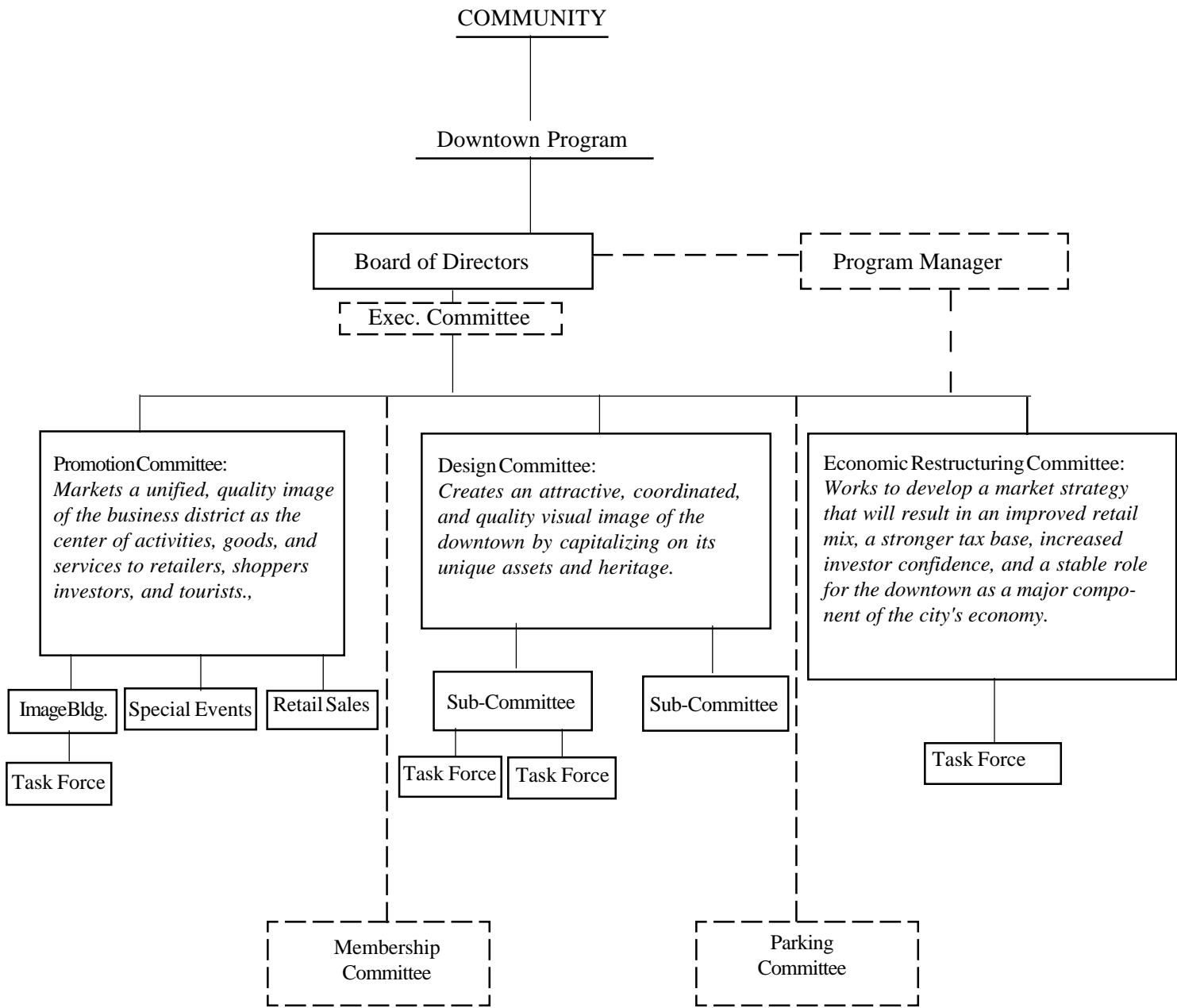
9. A central business district is often a major tourist draw. When people travel, they want to see unique places. There isn't a downtown like yours in the world!

10. Downtown is usually a government center. Most likely it is where your city hall, county courthouse, and post office are located. This "one stop" shopping for government services is a notable feature of downtowns across the country.

11. And, perhaps, most important, your downtown provides a sense of community and place. As Carol Lifkind, author of *Main Street: The Face of Urban America*, said "...as Main Street, it was uniquely American, a powerful symbol of shared experiences, of common memory, of the challenge, and the struggle of building a civilization... Main Street was always familiar, always recognizable as the heart and soul of the village, town or city."

(Edited from an article by Alicia Goehring, Wisconsin Main Street Program, Wisconsin Department of Development)

Organizational Chart



Revitalization Program Partners

The local downtown revitalization program must involve groups throughout the community to be successful. Different groups have different interests in the downtown. And, while each may have a particular focus, all groups ultimately share the common goal of revitalizing the commercial district. By involving a broad range of constituents in the process, the downtown program can help each group realize that this common goal exists and that cooperation is essential for successful revitalization. Furthermore, by identifying each organization's greatest strengths, the downtown program can help focus that group's energy in the areas where it will be most effective and have the most to contribute. Groups typically represented and involved in successful local downtown revitalization programs include:

Retail & Service Sector Business Owners

Retail and service sector activity is an important part of the downtown's economic base; consequently, business owners have a vested interest in the success of the downtown revitalization program. Retailers are often most interested in, and the most valuable contributors to downtown promotional activities, though their involvement in other downtown activities can also be beneficial.

Property Owners

Since they literally own the downtown, property owners have a direct interest in the downtown program's success and often become active participants in the revitalization process. Absentee owners, though, may show little or no interest in the program, nonetheless, they should be kept informed about revitalization activities and, as the program develops greater competency in direction downtown's economic growth, should continue to be invited to take part in its projects.

Chambers of Commerce

The chamber of commerce is an important player in most downtown revitalization programs because of its interest in the community's commercial development. The chamber can help the downtown program by

providing liaison with local and regional economic development agencies, helping businesses expand, recruiting new businesses and sharing information resources. Remember, though, that the chamber must be concerned with community wide development. Focusing too much on the downtown can contradict its direct mission.

Financial Institutions

Local financial institutions benefit from a revitalized downtown in many ways, from making new business loans to being able to attract new industry to the community. Banks and savings and loans can support the revitalization program by helping package loans, taking part in interest buy down and other financial incentive programs, providing leadership and seeking innovative ways to stimulate downtown economic development. Many financial institutions also find that participation in the local downtown revitalization program helps satisfy their directives under the Community Reinvestment Act.

Consumers

In many ways, consumers stand to benefit the most from a revitalized downtown offering goods and services that meet their needs. Many local consumers who may not belong to an existing community organization will still be interested in participating in the revitalization effort and in helping make the downtown - and the community - a more lively place to be.

City and County Government

Without the support and involvement of local government, it is doubtful that a downtown revitalization program will achieve long-lasting success. Local government can help provide the financial and information resources, technical skills and leadership to the revitalization effort. Because local government plays a major role in direction the community's economic growth, it must be an active participant in restructuring the downtown's economic base and developing innovative solutions to downtown issues.

Media

Downtown revitalization means creating new jobs, generating new investments and bringing more money into the community - all newsworthy activities. Thus,

the media are usually major supporters of a downtown revitalization effort. In addition to publicizing the local program's successes, media can provide information about local market characteristics to help the revitalization effort find better ways to meet consumer needs.

Regional Planning Commissions and Councils of Government

These groups can provide the local downtown program with market data and other technical information about the downtown's market area. They can also help the program identify resources and establish relationships with regional, state and national economic development agencies.

Historic Societies and Historic Preservation Organizations

These groups can contribute expertise in local history, preservation technology and related fields to the downtown revitalization program.

Civic Clubs

By taking part in the revitalization program, civic clubs can help improve the community's quality of life and make the downtown a more pleasant and vibrant place for community activities.

Schools

Schools can contribute to successful downtown revitalization in several ways. First, by involving young people in the revitalization process, the downtown program can reach a segment of the community that may not be familiar with downtown. Second, they can help students become positive contributors to the community's quality of life. Finally, by giving students opportunities to use their academic skills in a "real world" environment, they can help the downtown revitalization effort implement programs and activities.

Source: Revitalizing Downtown, National Main Street Center, 1991

Potential Funding Sources

CITY GOVERNMENT

City Government can be a partner in funding basic operating expenses and often also contributes dollars to specific downtown projects. Basically there are two funding pots from which you can solicit money from city government: the general fund, and special dedicated funds. Within these funds the city government has a certain amount of money that must be allocated for particular projects. For instance one special dedicated fund is made up of money from gas taxes. This money must be allocated to street projects. City dollars can be applied to downtown management, public improvements, public facilities, technical assistance, and possibly promotions.

MEMBERSHIPS

Fees paid for membership to an organization can be a source of funding for most all aspects of downtown revitalization. In order for membership dues to be a strong source of funding for a program, a well thought out strategy and campaign must be administered. This form of fundraising is on going and can only succeed with a good chair to spur the board on. Follow through is essential to a good membership campaign.

CORPORATE DONATIONS

Corporate donations may be distinguished from membership dues primarily by the size of contribution. Many statewide and regional corporations have actively supported commercial revitalization efforts through donations of money, services, and equipment. Most corporations look upon donations to social and economic development causes as investments in the community. Their willingness to give will be directly proportional to their existing or future corporate presence in the community. The typical corporation will evaluate a donation in terms of return on investment (though this return could be in dollars, publicity, human betterment, or economic growth). Downtown management, promotions, technical assistance, and possibly public improvements and public facilities could be financed by corporate donations.

PARKING AND BUSINESS IMPROVEMENT AREA (PBIA)

A PBIA is a local self help funding mechanism authorized by state law that allows businesses and property owners within a defined area to establish a special assessment district. Funds raised can be used to provide management, services, facilities, and programs to the district. PBIA's may not be the right funding mechanism for your organization. They require a lot of effort and time to put together, and can be very politically sensitive. To date, very few PBIA's have withstood the test of time.

FUNDRAISING EVENTS

Fundraising events are a good source of revenue for downtown management, promotions, public improvements, and public facilities. They differ from special events in that they occur regularly, they are conceived and run like a business, and they are regarded as a business venture by the sponsoring organization. The whole purpose of putting on a fundraiser is to make money, therefore it is critical that goals, plans, and budget are thoroughly worked out, or the fundraiser may end up being much less than profitable.

PRODUCT SALES

A budget can be subsidized by selling products related to the organization, community, or promotion. Some examples of these are t shirts and sweatshirts, posters, specialized game boards, and bricks for streetscape projects. Product variety is only as limited as the imagination. Before going into special product sales, there must be a well thought out plan in place for actually selling the items. Don't depend on product sales to make ends meet.

SPONSORSHIPS

Sponsorships are a good source of funding for special events and promotions. Suppliers of many of the products used in special events as well as media are willing to donate a portion of their product to be listed as a sponsor of the event. Like corporate donations, potential sponsors evaluate such contributions in terms of return on investment. Businesses seldom sponsor anything from a totally philanthropic viewpoint.

RETAIL FEES

Retail or "In" fees are paid by the primary beneficiaries of a particular promotion or group of promotions. Usually the promotion is thought of, a budget is developed, and then a fee is determined by dividing the total budget by the projected number of participants.

FOUNDATION DONATIONS

Foundation donations are grants given by foundations to aid social, educational, charitable, religious, and other activities which serve the common welfare. Foundations are non governmental, nonprofit organizations which, primarily through investment of their assets, have produced income that is awarded as grants. Foundations generally have restrictions concerning what they will and will not support. In order to qualify for a foundation grant you must be a tax exempt organization recognized by the IRS. Foundation grants can be used to fund public improvements, public facilities, technical assistance, promotions, and downtown management depending on the purpose, activities, and area of interest of the foundation.

HOTEL/MOTEL TAX

A hotel/motel tax is similar to sales tax. It is a tax that has been imposed on hotel/motel room rental through a city ordinance. The hotel/motel tax is generally about 4-5% and it falls into the category of a city's general fund revenue. Often, city government contributes much of their hotel/motel tax to local efforts such as the Chamber of Commerce or Convention Bureau to promote tourism (and thus increase hotel/motel occupancy). Very aggressive downtowns use hotel/motel taxes to fund downtown management, promotions, public improvements, public facilities, and technical assistance.

VOLUNTEERS

Volunteers are an often overlooked means of funding many commercial revitalization projects. Volunteers can provide many services which might otherwise require cash resources well beyond the means of the organization. Volunteers might sell spots in a coordinated advertising campaign; they might provide part time office help or clerical support; volunteers might help solicit donations and memberships; they might help paint a building or sweep a sidewalk, prepare a financial statement or submit a tax return, design a logo or print the newsletter. Given correct motivation and correct management, volunteers can do almost anything.

Downtown Revitalization Stakeholders/Benefits

Local Residents/Consumers

- enhanced marketplace (better shopping and the benefits of shopping locally)
- sense of pride in downtown
- social/cultural activities
- opportunities to keep kids in town
- sense of hometown community
- historical awareness (preservation of architecture and human history)
- tax dollars stay in the community
- opportunity to participate/volunteer
- better communication (newsletter)
- political advocate
- home values increase

Property Owners

- increased occupancy rates
- rent stability
- increased property values
- increased stability
- reduced vandalism/crime deterrent
- assistance with tax credits, grants, loan programs, design, and co-op maintenance
- communication medium with other property owners
- better image
- new uses, especially on upper floors

City Government

- increased tax base
- more tourism
- increased property values
- increased number of jobs
- better goals and vision
- healthy economy
- better services available
- positive perception of downtown and community
- better relations between city hall and private sector
- increased volunteer base for city
- takes political heat, develop consensus for political requests (avoid “victimization”)
- industrial recruitment
- impetus for public improvements and clg grant dollars
- education resources for city leaders (officials) on planning and economic development

Retail Business Owners

- increased sales
- improved image
- increased value of business
- coordinated efforts between local business and franchises
- quality of business life
- educational opportunities (seminars and workshops)
- increased traffic
- district marketing strategies (promotion and advertising)
- better business mix
- new market groups downtown
- community pride
- have needs/issues addressed

Service Business Owners

- image building/improvement
- pride
- new/renewed/repeated exposure
- increased variety of services
- healthier economy generates new/more businesses
- increased competition means more aggressive business styles
- tapping leakage
- increased population, new customers
- improved image, creates new market

Financial Institutions

- community reinvestment act (federal government requirement)
- potential for loans, deposits, and other services (bank cards, financial services)
- improved image and good will
- survival of community critical to bank success and economic stability
- central location more cost effective

Preservationists

- Main Street Approach reinforces common goal of preservation
- increases coalition
- increased awareness and credibility
- education of public and group
- improved public image
- improved economic feasibility of preservation

County Government

- increased public relations for county
- viable downtown increases tax base
- rippling effect
- viable downtown is a draw for industry and county-wide area businesses
- common partnership with city hall
- county/community pride
- heritage preservation
- alternative to a redevelopment district
- quality of life issues especially for employees
- help with parking issues

Utility Companies

- additional business
- longer business hours
- more employees
- healthy businesses feel freer to increase utility usage
- healthy economy causes community to grow
- overcome bad guy image
- proof of new products
- quality in main street public improvements

An Example Agenda for a Board Meeting

KRUPPOPOLIS DOWNTOWN DEVELOPMENT ASSOCIATION BOARD MEETING

Tuesday, April 6, 2003
11:30 a.m.
KDDA Office

AGENDA

1. Minutes Approved
2. Treasurer's Report
3. Committees: Promotion
 Design
 Economic Restructuring
 Parking Task Force
4. Manager Report
5. Old Business: Board Goals
 Spring Swing Fling
6. New Business: Membership Brochure
 Fund-raising
7. Rumor Mill (a time for folks to report on business gossip they hear about)
8. Announcements

Guidelines for Effective Meetings

Plan

- Prepare an agenda that contains a brief description of what the meeting will cover not just headings (see attached)
- Have precise objectives what the meeting is intended to achieve
- Find out what others need to talk about before the meeting
- If a meeting is not necessary, do not have one out of routine
- Start on time!

Inform

- Let everyone know what is to be discussed and why it is being discussed
- Let everyone know what you want to achieve from the discussion

Prepare

- Arrange items in necessary order and logical sequence
- Allocate a specific time for each item based on importance, not urgency
urgency can be handled by the sequence
- Anticipate what information and/or people may be needed to make the proper decisions
- Do not waste board meeting time with trivial items

Structure and Control

- Structure the discussion to keep members to the point and on track
- Control private discussions within the group
- Control disagreements stay on point, recognize emotional responses for what they are
- Avoid continually covering old ground

Summarize and Record

- Summarize and record decisions and action to be taken

JOB DESCRIPTION - MEMBER, BOARD OF DIRECTORS

OFFICIAL TITLE: MEMBER, BOARD OF DIRECTORS

Requirements:

Board members should be prepared to make a financial commitment, and contribute 4 - 10 hours a month to the program. Downtown revitalization program boards typically meet monthly for 60 -90 minutes. The board may delegate some of its duties to an executive committee or other task forces. Board members are usually expected to serve on one or more of these task forces and/or a standing committees of the downtown program.

Board Responsibilities:

The board has the final responsibility for the success or failure of the downtown revitalization program. It is responsible for all of the finances of the organization and establishes program policy. The board is responsible for maximizing volunteer involvement in the downtown revitalization effort. Collectively, the board makes decisions about the program's direction and monitors progress on a regular basis. It sets priorities, and makes decisions about the program's political stance. It oversees the work of the program manager; has the primary responsibility for raising money for the program, and supports the work of the committees by volunteering time and expertise in support of their efforts. The board of directors is also responsible for fulfilling the legal and financial requirements in the conduct of its business affairs as a nonprofit organization.

Individual Responsibilities:

- To learn about and promote the purpose and activities of the local downtown revitalization organization, and the Main Street™ Approach whenever appropriate and possible.
- To attend regular monthly meetings of the board or to notify staff when absence is necessary.
- To actively participate on at least one committee.
- To actively participate in specific activities or projects promoted by the board which may include:
 - fundraising
 - membership recruitment
 - representation on behalf of the program at meetings and/or events
 - attend trainings and workshops
- To make an annual membership contribution
- To stay informed about the purpose and activities of the downtown program in order to effectively participate in board decisions and fulfilling responsibilities.

JOB DESCRIPTIONS- EXECUTIVE BOARD MEMBERS

OFFICIAL TITLE: PRESIDENT

Time Required:

8 - 10 hours per month above and beyond that of a regular board member. The president shall be exempt from the requirement of participating on other committees and task groups.

General Description:

The president serves as a link between the board of directors and the executive director. He/she assists the executive director in defining priorities and directions based on the published goals of the organization, Resource Team recommendations, and board policies. The president acts as a link between the organization and the community, serving to explain the program to the public, helping to involve new people in the program, and rallying support. The president also oversees the organization in a functional way, guiding and facilitating the working relationships within the organization.

Major Job Elements:

- Communication
 - with the board
 - with the community
 - with the executive director
- Coordination within the organization so as to facilitate the decision-making process
- Delegation of responsibility within the organization
- Monitoring accountability of the organization
- Supervising the performance of the executive director

Other Job Elements:

- Assists the executive director in determining the board meeting agenda
- Chairs board meetings
- Calls special meetings when necessary

Reports to:

The board of directors

Area of Major Time Commitment:

Communication with the board, the community, and the executive director

Area of Greatest Expected Impact:

Monitoring accountability

Anticipated Results:

- Active participation by the membership
- Positive image of the organization
- Cohesiveness within the organization

Basic Skill and Value Requirements:

The president should have:

- Good leadership, team-building, and management skills
- Strong verbal and written communication skills, including good listening skills
- Be flexible and open-minded
- Be sensitive to cultural, religious, and ethnic diversity
- A strong belief in the mission statement and principles guiding a downtown revitalization program and a willingness to support them
- A good understanding of the Main Street™ Approach and a willingness to be an ambassador of the concept
- A realistic understanding of the commitment of time and energy it takes to hold an officer's position

OFFICIAL TITLE: VICE PRESIDENT

Time Required:

4-8 hours per month above and beyond that of a regular board member

General Description:

The vice president's role is that of support for the president. He/she shares the presidential responsibilities as delegated by the president, working in whatever capacities the president and vice president deem to be the most beneficial to the organization. These capacities should be written up in the form of a temporary job description on a year by year basis. The vice president performs the duties of the president when the president is unable to do so.

Major Job Elements:

- Determined each year

Other Job Elements:

- Determined each year

Reports to:

The president

Basic Skill and Value Requirement:

The vice-president should have:

- Good leadership, team-building, and management skills
- Strong verbal and written communication skills, including good listening skills
- Be flexible and open-minded
- Be sensitive to cultural, religious, and ethnic diversity
- A strong belief in the mission statement and principles guiding a downtown revitalization program and a willingness to support them
- A good understanding of the Main Street™ Approach and a willingness to be an ambassador of the concept
- A realistic understanding of the commitment of time and energy it takes to hold an officer's position

OFFICIAL TITLE: SECRETARY

Time Required:

4-8 hours per month above and beyond that of a regular board member

General Description:

The secretary serves as the primary record keeper of the organization. He/she is responsible for transcribing the minutes at each board meeting and preparing an “official” copy for approval by the board of directors.

Major Job Elements:

Record keeping:

- Transcribes minutes at board meetings
- Prepares an “official” copy of the minutes for the executive director within two weeks after a board meeting.
- Maintains these documents in a form which is at all times accessible to board members and the executive director, and which is carried to board meetings for use as an historical reference of the organization’s discussions and actions.

Other Job Elements:

- Determined each year

Reports to:

The board president

Area of Major Time Commitment:

Record keeping

Basic Skill and Value Requirement:

- Strong verbal and written communication skills, including good listening skills
- Be flexible and open-minded
- Be sensitive to cultural, religious, and ethnic diversity
- A strong belief in the mission statement and principles guiding a downtown revitalization program and a willingness to support them
- A good understanding of the Main Street™ Approach and a willingness to be an ambassador of the concept
- A realistic understanding of the commitment of time and energy it takes to hold an officer’s position.

OFFICIAL TITLE: TREASURER

Time Required:

4-8 hours per month above and beyond that of a regular board member

General Description:

The treasurer is responsible for fiscally monitoring the program. This includes keeping all financial records up to date. The treasurer is ultimately responsible for seeing that the bills of the organization are paid in a timely manner.

Major Job Elements:

- The timely payment of any organizational debts incurred, including all taxes due
- Preparation of a monthly financial report to the board which should be submitted to the executive director for inclusion with the minutes of the meeting for the month following the reporting period. This should be submitted within two weeks of the following monthly board meeting.
- Maintain all financial books and records in an auditable format, according to standard accounting practices.

Other Job Elements:

- Maintains a complete set of financial records for the organization
- Provide financial information on request

Reports to:

The board of director through the executive board

Area of Major Time Commitment:

Preparing monthly financial statements

Area of Greatest Expected Impact:

Keeping the board informed of the organization's financial status

Anticipated Results:

- A clear and accurate picture of the organization's financial status
- Financial decisions can be made in a timely and efficient manner

Basic Skill and Value Requirement:

- A good understanding of accounting principles and financial management
- Strong verbal and written communication skills, including good listening skills
- Be flexible and open-minded
- Be sensitive to cultural, religious, and ethnic diversity
- A strong belief in the mission statement and principles guiding a downtown revitalization program and a willingness to support them
- A good understanding of the Main Street™ Approach and a willingness to be an ambassador of the concept
- A realistic understanding of the commitment of time and energy it takes to hold an officer's position

BOARD OF DIRECTOR CATEGORIES

The Board should be a decisive, action-oriented group, small enough to easily establish a quorum and large enough to include broad community representation. Ideally, the board should have between 7 and 11 members chosen from the following groups (note that every group does not need to have representation on the board -- this list is meant to help you think through potential candidates):

- ☐ Downtown Retailers
- ☐ Professionals
- ☐ Downtown Property Owners
- ☐ Service Sector
- ☐ Financial Institutions
- ☐ Chamber Board (not staff)
- ☐ Heads of Neighborhood Organizations
- ☐ Identified Community Leaders
- ☐ Local Civic Organizations
- ☐ Preservation or Historical Society
- ☐ School District
- ☐ Interested Community Members
- ☐ City and/or County Government (works best in ex-officio capacity)

An ideal board of directors should not have a majority from any single category.

BOARD MEMBER ORIENTATION CHECKLIST

Describe the Organization to the Board Member:

- ☐ Who do we serve
- ☐ What we do
- ☐ How we're financed
- ☐ Other:

Explain and Discuss with Board Member:

- ☐ Meeting attendance - both full board and committee
- ☐ Committee assignment
- ☐ Board role and relation to administration / staff
- ☐ Other:

Conduct Tours:

- ☐ Downtown program office and board room
- ☐ Downtown area

Deliver Important Information to Board Member:

- ☐ Letter of welcome from the program manager
- ☐ Mission statement
- ☐ Bylaws & Articles of Incorporation
- ☐ Board policies
- ☐ Copies of the minutes of board meetings from the last year
- ☐ Current budget & other financial reports including year-end statement from preceding year
- ☐ Current workplan including goals and objectives
- ☐ Long-range plan
- ☐ Latest newsletter
- ☐ The "Main Street™ Approach" information sheet
- ☐ Letter of Agreement with the State (for Certified Main Street™ Programs)
- ☐ List of all board members including addresses and telephone numbers. Indicate officers.
- ☐ List of committee members including committee chairpersons
- ☐ Calendar of meetings and events for the year
- ☐ Other:

Introduce Board Member to:

- ☐ Program manager
- ☐ Chairperson of committee to which board member has volunteered
- ☐ Other board members
- ☐ Others:

Collect Data:

- ☐ Mailing address and telephone numbers (home and office)
- ☐ Best time to contact
- ☐ Best time for meetings
- ☐ Other:

WELL-ROUNDED COMMITTEE CHECKLIST

Committees of a downtown revitalization programs using the Main Street™ Approach are typically made up of five to seven people who meet at least once a month to plan and prepare activities. These activities usually create additional demands for time and volunteers. The committee should consider forming task groups to involve others in the effort for specific projects and activities.

Promotion Committee:

Likely candidates are:

- ☐ downtown merchants
- ☐ chamber of commerce members
- ☐ civic groups involved in the arts
- ☐ school board members
- ☐ marketing/advertising professionals
- ☐ teachers of marketing or design
- ☐ staff in advertising or tourism offices reporters and editors
- ☐ graphic designers and artists
- ☐ people who want to be “part of the action”

Design Committee:

Likely candidates are:

- ☐ architects
- ☐ history buffs
- ☐ real estate agents
- ☐ interior designers and florists
- ☐ contractors
- ☐ graphic designers and artists
- ☐ downtown property owners
- ☐ architecture students
- ☐ city planners

Economic Restructuring Committee:

This committee needs a broad range of people to guide its development. Not only will you want people with a variety of technical and professional skills; but you will also want people with different working styles — some who enjoy working independently, some who are good number crunchers, some who are good at working out the details, and some who can see the big picture. Likely candidates are:

- ☐ merchants
- ☐ downtown property owners
- ☐ Realtors/mortgage brokers
- ☐ consumers
- ☐ marketing professionals and teachers
- ☐ developers
- ☐ stock brokers
- ☐ business students
- ☐ Small Business Development Center (SBDC) representatives
- ☐ the City’s economic development staff
- ☐ Economic Development Council (EDC) staff

COMMITTEE MEMBERS AND CHAIRPERSONS: ROLES AND RESPONSIBILITIES

Responsibilities of Committee Members:

- Commits to at least one year of service
- Commits to monthly committee meetings and to subcommittee meetings if appropriate
- Works 3 to 5 hours per month outside of committee meetings
- Attends all training sessions
- Reads selected orientation materials
- Learns about the Main Street™ Approach to downtown revitalization
- Recruits/orients new members
- Prepares in advance for meetings
- Cooperatively drafts an annual workplan
- Takes responsibility for projects
- Always present the organization positively to the public

Roles of a Committee Chair:

- Recruits committee members
- Runs meetings
- Organizes workplans and keeping the committee "on-track" with workplans
- Forges consensus
- Is a spokesperson on behalf of the committee to the board and vice versa (This doesn't mean the chair has to be a board member. Programs should have board representation at the committee level to be a two-way conduit of information)
- Works to coordinate projects with staff
- Does the "paperwork", including minutes, workplans, evaluations and committee records

Qualities of an Effective Chairperson:

- Understands and teaches others about the Main Street™ Approach
- Has a genuine desire to lead the committee and make great things happen
- Has strong organizational skills
- Is a team player!
- Enjoys learning
- Enjoys managing people and projects
- Facilitates group discussion
- Makes sure meeting agendas stay on track
- Maintains a positive attitude that inspires and encourages others
- Respects other people's viewpoints and skills
- Can manage diverse personalities and conflicts
- Communicates the committee's goals and progress to members and the public
- Displays integrity, self-confidence, persuasiveness, decisiveness, and creativity

75 Great Ideas For Your Downtown

1. Make sure you've signed up for the Washington State Downtown Revitalization Program's Tier System, call 360 725 4056 for more information.
2. Form a working board and committees to implement your organization's plan of action.
3. Thank volunteers over and over again!
4. Hire a manager to help coordinate the activities of your downtown organization. Establish an office in a downtown location.
5. Beat the streets...know your constituents, and keep them informed! Find out the needs of your downtown businesses by communicating with them on a regular basis. React with appropriate projects.
6. Publish a newsletter to keep primary stakeholders and others in the community informed about your progress.
7. Recognize a volunteer of the month in your newsletter or the local newspaper.
8. Develop a workplan for the upcoming year that clearly defines your organization's mission, goals, projects, and specific tasks. Develop a timeline and budget for each task, and delegate the projects to specific individuals. Develop a budget for your organization based on this workplan.
9. Hold a town meeting. Identify downtown priorities by building consensus.
10. Join the National Main Street network. The current cost is \$195 per year. For information, call 202/588 6219.
11. Train your volunteers. Develop a short training session, and provide them with information about the organization, appropriate news articles, your workplan, etc. Develop volunteer job descriptions.
12. Establish a close working relationship with the local Chamber of Commerce and other community or business development organizations. Coordinate a monthly lunch meeting for the executive directors of all of these organizations to touch base and stay informed about each others activities.
13. Hold a fund raiser for a specific downtown project.
14. Educate various stakeholder and community groups about the importance of downtown.

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15. Throw a party to bring people together. Tell them about your organization.
 16. Hold town meetings. Show some of the Main Street slide shows or videos available from the State Downtown Revitalization Program.
 17. Create a brochure to explain your downtown revitalization organization. Emphasize the importance of volunteers to the effort.
 18. Organize a youth advisory board to tap into students' viewpoints about downtown, increase your volunteer pool, and provide an educational opportunity for area youth.
 19. Sponsor monthly "coffee breaks" for merchants to talk about downtown revitalization activities and issues that affect them. Rotate the location among businesses.
 20. Take a field trip to other communities that have implemented successful downtown revitalization programs or projects.
 21. Put together a slide show highlighting your organization's accomplishments for presentations to community groups.
 22. Create an instantly recognizable logo for your organization that symbolizes your downtown. Make sure the logo is easy to use and will be able to meet various graphic needs.
 23. Build a strong relationship with the area news media. Make it easy for them to cover your stories.
 24. Install quality "welcome to downtown" signs at the entrances to your central commercial district.
 25. Hold an annual cleanup day with the assistance of volunteers and community groups. Make it fun! Also develop an ongoing downtown maintenance program.
 26. Initiate preservation planning, including application for status as a Certified Local Government (CLG). Seek assistance from the State Historic Preservation Office at 360 407 0767.
 27. Photograph your downtown buildings now. Building rehabilitations can best be promoted with before and after photos.
 28. Develop design guidelines for appropriate downtown building renovation projects.
 29. Participate in Historic Preservation Week held every May. Call the National Trust for Historic Preservation at 202 588 4296 to get a packet of information about the event.

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30. Create incentive programs for building renovation projects. Grant and loan programs have been used successfully by many communities.
 31. Coordinate a walk through downtown. Identify “problem areas” that need attention.
 32. Spruce up...plant flowers, clean the alleys, sweep the streets, pull the weeds.
 33. Encourage business owners to change their window displays frequently, and to light them at night. Sponsor a window display and interior merchandising workshop.
 34. Put attractive displays in vacant windows. Local organizations, school classes, your local historical society, or other businesses may be very willing to help.
 35. Put together a banner program.
 36. Target some realistic facade improvement projects in the early stages of your program.
 37. Put together a downtown “sign squad”. Remove signs and the supporting hardware that no longer serve existing businesses.
 38. Sponsor design workshops to educate building owners, contractors, and volunteers on appropriate building improvement projects.
 39. Assist business owners with appropriate signage and awnings. Include signage and awning sections in your design guidelines.
 40. Develop an architectural awareness contest that draws attention to downtown’s historic assets.
 41. Save an endangered building!
 42. Pass a preservation ordinance for downtown.
 43. Complete an inventory of your streetscape amenities, such as trash receptacles, benches, street lights, and trees. Develop a plan for future improvements.
 44. Showcase a recent downtown facade and interior renovation. Provide a tour of a quality interior remodelling or upper floor residential conversion. Publish a photo of a quality facade renovation in the local newspaper.
 45. Create a downtown people place a park or children’s play area.
 46. Produce a historic walking tour and brochure to promote downtown’s history.
 47. Assess downtown parking. Encourage business owners to leave prime spaces for customers.
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48. Toot your horn often... promote your success!
 49. Coordinate an image development promotion or campaign that promotes your downtown's strengths and assets.
 50. Encourage community groups to work with your organization in scheduling their events downtown.
 51. Plan and then publish a calendar of events for your downtown.
 52. Develop a weekly newspaper column or radio show dedicated to your downtown revitalization program.
 53. Invite citizens to teach a craft or hobby downtown.
 54. Involve children (tomorrow's customers) in revitalization activities by providing them with activities that help them understand downtown's importance.
 55. Have a parade!
 56. Hold a street dance!
 57. Make sure your events are listed in all local, regional, and statewide listings and tourism publications.
 58. Work with downtown merchants to create retail promotions that make those cash registers ring.
 59. Coordinate an exciting holiday promotion to bring people downtown!
 60. On a designated evening or Sunday afternoon, have merchants fix simple hors d'oeuvres to serve in their business.
 61. Develop a downtown business directory with a map to help visitors and local people find what they are looking for. Business directories also call attention to the wide variety of retail businesses, services, professional and government offices that the downtown has to offer.
 62. In the summer, show movies on the outside of a building.
 63. Schedule performances in downtown by local artists and musicians.
 64. Hold a downtown treasure hunt.
 65. Sponsor an advertising and marketing seminar.

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66. Conduct a downtown market analysis to better understand your customers and to help identify their needs. Gather census information on your community and trade area. Also, conduct “focus groups”.
 67. Meet with area realtors. Let them know what Main Street’s goals are, especially in relation to downtown properties.
 68. Stay informed. Budget for professional development opportunities, such as downtown revitalization conferences. Develop a library with downtown revitalization information that can be used by volunteers, businesses, and the community in general.
 69. Complete an inventory of buildings and businesses in the downtown area. Include size, ownership, cost to rent, and availability.
 70. Encourage businesses to extend store hours so employees can shop on their way to or from work. Also, establish uniform hours for downtown stores.
 71. Develop educational programs to address the needs of your downtown businesses.
 72. Get information out about free or low-cost business assistance that could benefit downtown business owners.
 73. Stay on top of downtown vacancies. Be prepared to share information about them with business prospects. Use your completed market analysis to develop a business retention, expansion, and recruitment strategy.
 74. Renovate upper floors of buildings for services, office space, or housing.
 75. Send copies of event posters, brochures, photos, slides, newsletters, and other things you’ve been successful with to the Washington State Downtown Revitalization Program, PO Box 42525, Olympia, WA 98504. We want to include your downtown revitalization successes with others. And, there are so many opportunities for us to do this — when making slide show presentations, at workshops, when responding to resource library requests, and during telephone consultations.