Adopted Plans and Studies

The East 38th Street Corridor Plan is a segment of the overall Comprehensive Plan for Indianapolis and Marion County. The East 38th Street Corridor study area was previously contained within the study areas of a number of other important planning documents. The other adopted plans and studies that were prepared on larger planning areas were analyzed and their recommendations integrated within the corridor plan.

Indianapolis Insight Comprehensive Plan - Community Values Component

A process of broad-based and balanced citizen participation was employed in the preparation of the first phase of the Indianapolis Insight Comprehensive Plan. The Community Values Component (CVC) was adopted in 2002. Consistent with national trends in comprehensive planning, this plan improved upon previous plans by:

- Placing more emphasis on policies rooted in common community values,
- Focusing more attention on ways to positively position Indianapolis within the context of total metropolitan growth, and
- Tackling issues on a comprehensive, countywide basis.

In order to provide a philosophical structure to the plan, a series of value statements was adopted. The actions and policies recommended by this plan are expected to both reflect and respect these values. Of the nine value statements, one was specifically related to transportation:

> We should continue to improve our transportation system so that it is well-connected, convenient, and safe. We should provide a variety of transportation choices so that all people regardless of age or ability can travel throughout the region. Both the transportation system and the infrastructure system should anticipate and guide growth of the metropolitan area.

The Community Values Component has guided changes in the City’s development methods and regulations. The CVC also continues to guide segmental updates of the Indianapolis Marion County Comprehensive Plan. The CVC’s following recommendations are especially pertinent to the preparation of a corridor plan:

- Closely coordinate future land use planning with transportation systems plans. Work toward greater transportation options over time.
- Provide for connectivity between various modes of public transportation.
- Provide for sidewalk, multi-purpose paths and other pedestrian mobility infrastructure to improve access to all public transportation.
- Retrofit existing neighborhoods with sidewalks or multi-purpose paths where appropriate and wanted.
- Implement traffic calming standards for new neighborhoods and, where feasible, for existing neighborhoods.
Indianapolis Insight Comprehensive Plan – Land Use Plans
Following the adoption of the Community Values Component, new land use plans were adopted for Lawrence and Warren Townships in 2005 within the study area of this plan. Only the areas east of German Church Road were updated at that time. Additional discussion of those recommendations is contained in the land use recommendations of East 38th Street Corridor Plan.

38th and Shadeland Area Plan – 1986
The 38th and Shadeland Area Plan covered 38th Street from Arlington Avenue to I-465 and Shadeland Avenue from 46th Street south to 30th Street. The purpose statement of the plan includes this description: “the area exhibits the problems and potentials of an area that has seen tremendous commercial growth and substantial residential growth since World War II.” At the time the plan was prepared there were notable concerns about the blighting influences of adult businesses and the need for policy direction on the use of the city’s commercial property tax abatement incentives for economic development. Among the plan’s goals are the following ones that address areas covered in the East 38th Street Corridor Plan.

Commercial Goals
A. To increase the economic viability of commercial area by working to provide adequate incentives and guides for the maintenance and improvement of commercial establishments. These incentives would assist as a basis for capital investment by both the public and private sectors.

B. To work toward providing more establishments oriented to area needs in those commercial areas which traditionally have served the role.

Residential Goal – To maintain and enhance the housing stock in the area; preventing further deterioration through conservation and rehabilitation activities.

Transportation Goal - To provide a coherent pedestrian and vehicular transportation system which services the entire area.

Appearance Goal – To increase the level of involvement of businesses and area residents in enhancing the physical aspects of the 38th and Shadeland Area.

Industrial Goal – To enhance the quality of acceptable light industrial uses which do not conflict with residential or commercial aspects of the area.

Zoning Goal – To provide a coherent development of the area which stresses proper zoning classifications to assist commercial growth, yet protect and maintain residential aspects of the area.
Two objectives under the Transportation Goal have been accomplished with a City of Indianapolis Department of Public Works (DPW) project that widened Shadeland Avenue north of Pendleton Pike and added sidewalks to both sides of the street. Drainage was also noted as a need in the area. DPW completed the Upper Pogues Run Improvements project which addressed drainage problems in the area of Picton Drive and Elmhurst Drive north of Pendleton Pike and east of Shadeland Avenue within the City of Lawrence.

The 38th and Shadeland Area Plan also recommended the construction of streetscape improvements including landscaping, bus shelters, new sidewalks and curbing and the consolidation of access points. Neither the City of Indianapolis nor the City of Lawrence have undertaken street public improvements to the 38th Street, Shadeland Avenue corridor or the Pendleton Pike corridors west of I-465 that have included those additional elements and amenities. Individual business properties have added sidewalks and landscaping since 1986.

Land development consistent with the plan’s recommendations has included the construction of multi-family units at the Sheffield Woods/Northampton Village apartments in the 7200 block of East 38th Street. A church was constructed across 38th Street and north of the apartments in a location that the plan recommended as high density residential. Another area recommended for high density residential and special use was developed as office, commercial and warehouse space within the Pendleton Trade Center. A 30 acre vacant tract north of 34th Street and west of Shadeland Avenue was recommended as high density residential but remains undeveloped in 2012. There have been no other significant land use changes since 1986.

**Pendleton Pike Corridor Plan – 1987**

Part of the area contained in the 1986 38th and Shadeland Area Plan was the following year included in the Pendleton Pike Corridor Plan. Parcels that had frontage on Pendleton Pike from Shadeland Avenue to Post Road largely comprised the boundaries of the study area. The Pendleton Pike Corridor Plan addressed the deterioration of the physical appearance by promoting investment by merchants in the study area.

Part of the plan’s transportation recommendations were completed in 2009 with an Indiana Department of Transportation project that added travel lanes and sidewalks on both sides of Pendleton Pike from I-465 to Post Road. Intersections were expanded and modernized for improved traffic flow. The overall project extended eastward beyond the Marion County line to the west side of McCordsville. The plan’s recommendations for sidewalks and street improvements have not been implemented between Shadeland Avenue and Pendleton Way, which is immediately west of the I-465 interchange.

The plan also included site specific recommendations for landscaping, screening, curb closures, removal of vending machines, fence repair and changes to parking lots. Several areas C-5 zoned sites were recommended to be down zoned to C-4.
Partial implementation of these site specific recommendations has been accomplished on incremental basis as individual sites have been redeveloped. An overall streetscape design and implementation program involving property owners, merchants and the City of Lawrence and City of Indianapolis has not occurred.

**Far Eastside Neighborhood Plan - 1996**

The comprehensive plan segment covering the largest area within the East 38th Street Corridor Plan study is the Far Eastside Neighborhood Plan. This 1996 plan’s study area was bounded by Pendleton Pike, Shadeland Avenue, 30th Street and German Church Road. The area was chosen in October of 1994 as one of nine communities nationally for the Pew Charitable Trust Neighborhood Preservation Initiatives. The project also received support from the Indianapolis Foundation. The planning process was aimed at determining a means of stabilizing neighborhoods that remained strong but had shown signs of decay. The plan was prepared with extensive community involvement and also benefitted from research assistance of four universities.

Of the plan’s recommendations the following projects received the highest rating:

- Developing a gathering place at a major intersection.
- Locating a branch library.
- Reducing crime, particularly gang and drug activity.
- Creating a sidewalk system that links major destinations with residential areas and connects to the Indianapolis Greenways.
- Developing standards dealing with the appearance and safety of the area’s commercial and industrial facilities and methods of implementing them.
- Providing more police patrols.
- Developing a new community park.
- Constructing a new Greenleaf Community Center building.
- Building a new retail development in the area.

One of the more significant projects implemented from this plan was the establishment of the Community Alliance for the Far Eastside (CAFE). CAFE was incorporated in June of 1997 as the merger of the area’s social service provider and the community development corporation. A former grocery store building at 8902 E. 38th Street was remodeled to serve as CAFE’s offices and multi-service center.

The plan included recommendations for land use and a zoning plan. A significant amount of land was recommended for park development as the primary land use with secondary land uses indexed to non-park uses. Much of the area surrounding Indian Creek has subsequently been developed as residential subdivisions containing common areas along Indian Creek and its tributaries. Many of the Far Eastside Neighborhood Plan’s goals were later reaffirmed as community priorities in the 2012 Far Eastside Quality of Life Plan.
Indianapolis Regional Pedestrian Plan

The Indianapolis Metropolitan Planning Organization (IMPO) prepared the Indianapolis Regional Pedestrian Plan. The plan covers the Indianapolis metropolitan area and documents pedestrian demand for transportation and recreational purposes. The City of Indianapolis adopted the city’s portion of the regional plan in May 2009. The IMPO’s purpose in developing a regional plan for pedestrian connectivity is to meet its regional transportation goals, which include:

- Reducing reliance on the automobile;
- Developing a balanced and intermodal transportation system;
- Emphasizing accessible multi-modal opportunities; and
- Improving the quality of life for citizens in the region.

The regional pedestrian plan serves as a guide as local governments prepare comprehensive plan updates and neighborhood and corridor focused plans. A prioritization of pedestrian needs show a high ranking for most of the East 38th Street Corridor study area. Within the corridor plan area, the plan recommends 38th Street, Shadeland and Pendleton Pike as pedestrian corridors. The plan defines a pedestrian corridor as follows:

A pedestrian corridor is a street segment characterized by a linear distribution of dense mixed uses supported by adjacent residential land use and served by co-linear transit routes. It is a quarter-mile in width, or an eighth mile from the street center, and a five-minute walk from one side to the other.

The regional plan includes a list of recommended pedestrian crossing improvements. The recommendations for the East 38th Street Corridor may be found in the appendix of this document.

The regional pedestrian plan also defines six types of pedestrian districts. The Village Mixed-Use Pedestrian District is defined in the plan as follows:

A village mixed use pedestrian district is an area characterized by a dense clustering of various types of destinations and activities. This pedestrian district is typically located along or bounded by a multi-modal corridor where building ground floor uses are primarily oriented to pedestrian interest, access, and services such as commercial, retail, entertainment, and hospitality. Contiguous or adjacent dense residential development is served by, and economically supports, the non-residential land uses. Its residential population proximity justifies optimization of pedestrian facilities, links to the regional alternative transportation network, and is supported by a larger demographic including the automobile user.

The East 38th Street Corridor Plan reaffirms the Village Mixed Use recommendation for much of the area east of German Church Road south of Indian Creek and north of 38th Street. The village mixed use district was first recommended in the 2005 Lawrence Township land use plan.
The regional plan also identifies locations for future multi-use paths within an off-street right-of-way. The paths are proposed in corridors that are not associated with an active vehicular thoroughfare. Frequently, these are located along natural features, active or unused rail lines, or utility corridors. A multi-use path within an off-street right-of-way contributes to the overall walkability of a community by adding to the pedestrian network in areas where vehicles do not have access and linking urbanized and rural areas.

Along much of the southern border of the East 38th Street Corridor Plan is the proposed Warren Rail Trail. The abandoned former Penn Central railroad corridor extends northeastward from Mitthoefer Road to Carroll Road. This former rail corridor extends out into Hancock County and Henry County.

**Multi-Modal Corridor and Public Space Guidelines**

This document of the Indianapolis Metropolitan Planning Organization (IMPO) makes recommendations for the development of multi-modal facilities in order to realize the vision of a balanced transportation system. The guidelines were adopted by the City of Indianapolis in May 2009. A multi-modal transportation system is defined as a network of facilities designed for joint use with connections between two or more modes of transportation. The recommendations of this document were developed with the intent of implementation over time, as new streets are constructed, as existing streets are reconstructed, and as land is developed or redeveloped.

**Central Indiana Regional Bikeways Plan**

In February 2012 a new regional bicycle plan was adopted by the Indianapolis Metropolitan Planning Organization (IMPO). The Marion County segment of the plan recommends the following regionally significant bicycle routes with their recommended implementation periods:

- Franklin Road (2016-2025)
- 30th Street (beyond 2035)
- 46th Street (beyond 2035)
- Mitthoefer Road (beyond 2035)

All the projects noted above would be in the form of bike lanes added to existing streets. Map 4 shows Marion County’s far eastside as an excerpt of the Central Indiana Regional Bikeways Plan.
East 38th Street Corridor Plan

Central Indiana Regional Bikeways Plan
Indianapolis Metropolitan Planning Organization Map #4

Legend
- Project Boundary
- Interstate
- Major Streets
- Railroad
- Streams
- Lakes
- Existing Bikeways
- Regional Bikeways Plan
- Infill and Finge
Indianapolis Bicycle Master Plan
The City of Indianapolis completed a master plan in June 2012 for developing the necessary infrastructure and policy in a community to create an environment where bicycling is a safe, practical, enjoyable, and viable transportation choice for citizens. The plan established goals, objectives, and benchmarks that pertained to improving safety, expanding mobility options, and increasing the number of trips taken by bicycle within Marion County through 2020. The plan’s study area is the City of Indianapolis and Marion County’s municipal boundaries. The Indianapolis Bicycle Master Plan is a document that is designed to help the City of Indianapolis in organizing and developing its bicycle network.

The plan recognizes bicycling as a legitimate form of transportation, strives to identify ways to improve safety, encourages use of bicycle facilities and participation in events, and provides opportunity for additional national recognition and funding for the City’s continuous efforts to advance the bicycle network development within the community. Near term projects contained in the plan include a bikeway on 46th Street from Emerson Avenue east to Mitthoefer Road in the 2012-2015 timeframe. The segment from Pendleton Pike east to Mitthoefer Road runs along the north boundary of the East 38th Street Corridor Plan.

Grassy Creek Regional Park Master Plan - 2009
The Indianapolis Department of Parks and Recreation completed a master plan for property known as the Grassy Creek Regional Park. The 160 acre property surrounds the upper reaches of Grassy Creek north of 30th Street and south of 38th Street. The park’s section formerly known as the 30th and German Church Park has been enhanced with additional active recreation facilities such as a spray ground, playground, walking paths and soccer fields. An existing lake will provide fishing opportunities. Wetlands, prairie and woodlands will provide settings for the enjoyment of nature and opportunities for environmental education. The park also serves as the northern end of the Grassy Creek Greenway, which runs through the east side of Warren Township to join with the Buck Creek Greenway near Brookville Road.
Marion County Thoroughfare Plan - 2002

The streets identified in the Marion County Thoroughfare Plan comprise an interconnecting hierarchical system of roadways that include freeways, expressways, primary arterials and secondary arterials. This system is intended to channel traffic onto the thoroughfare system and off of local streets, as well as to provide continuity and connectivity across the system. The fact that a street is on the system indicates its importance to the overall transportation network. The functional hierarchy of the streets on the system is defined as follows:

1. Freeways: Divided highways with full control of access and grade-separated interchanges. Primary function is movement of traffic, in particular long trips made within and through the study area. These roads are designed for relatively high-speed operation.
2. Expressways: Access controlled routes with design and operational characteristics similar to freeways, with some intersections at grade. Access control is usually obtained by using medians, frontage roads, and by selectively locating intersections. These roads are designed for relatively high speed operation.
3. Primary Arterials: These routes have greater traffic-carrying capabilities and higher levels of service than other at-grade routes to channel major traffic movements. They either carry higher volumes than other adjacent routes or have the potential to carry higher volumes. They serve as connecting routes to the freeway system and to other primary arterials, and are oriented primarily to moving through traffic rather than serving abutting land use.
4. Secondary Arterials: These routes serve a higher percentage of short trips than do primary arterials. They carry significant volumes and are needed to provide system continuity.
5. Collectors: Primary function is to collect traffic from an area and move it to an arterial while also providing substantial service to abutting land uses.
6. Local: These routes include the remainder of the surface streets. Their streets’ primary function is to service abutting land uses.

The East 38th Street Corridor Plan study area contains the following highways and arterial streets. All other streets in the study area not listed below are classified as either collector or local streets. The county thoroughfare plan also identifies certain locations where new road segments are recommended. No new road segments are recommended within the East 38th Street Corridor study area.
Mapping the Intersection of Physical Activity and the Built Environment: A Baseline Profile of Indianapolis - 2007

Recent years have seen increasing interest among the public health, planning, transportation and design professions to increase the physical activity of citizens through modifications to the built environment. In the Indianapolis area much of this effort has been guided by the Health by Design Coalition. The Marion County Health Department has been a leader within the coalition. In 2007 the Marion County Health Department prepared a research document: Mapping the Intersection of Physical Activity and the Built Environment: A Baseline Profile of Indianapolis. This document points to compelling evidence about public health trends related to inactivity of citizens and how physical barriers contribute to these problems.

The report included findings about the decline in walking and biking among school children and the decline in persons who walked to work. During the same reporting periods the number of obese and overweight adults increased. The report highlighted the importance of regular physical activity in reducing the risks for heart attack, colon cancer, diabetes, and high blood pressure and possibly lower risk for stroke. The report also pointed to a growing movement to reverse these trends by promoting active living, which is based on increased physical activity in the daily routines of persons in their communities.
The East 38th Street Corridor Plan contains recommendations about changes in the built environment that can encourage citizens to become more physically active. Indianapolis citizens can also enjoy greater well-being by taking advantage of various health education and promotion programs along with using the city’s parks and recreation facilities. Eliminating gaps and deficiencies in pedestrian and bicycle infrastructure can provide improved access to parks and other places where residents can exercise regularly.

**Far Eastside Quality of Life Plan**

Eastside residents and other stakeholders gathered on May 14, 2011 at the Community Alliance for the Far Eastside (CAFÉ). The Visioning Summit was called to begin the preparation of the Far Eastside Quality of Life Plan. Topics and issues of concern to the community were identified. In addition to this discussion, participants identified assets and history of this community by completing asset mapping and a neighborhood timeline. Following the summit meeting a series of action team meetings were held on a monthly basis. Eight issue areas identified at the Visioning Summit were discussed and refined. Interviews also were conducted with residents and stakeholders in the community to get their feedback on the process.

On March 15, 2012 a Strategy Summit was held where residents and stakeholders and action teams came together to establish goals and strategies to implementing the Quality of Life Plan. The City of Indianapolis Department of Metropolitan Division of Planning staff participated in the summit meetings, action team meetings and reviewing the draft quality of life plan document as well as assisting with mapping, research and technical support. The Quality of Life Plan was completed after a year-long process and was presented to the community on June 9, 2012.

**Vision Statement**

The Vision of the Far Eastside Quality of Life Plan is that the Far Eastside of Indianapolis will:

- enhance the quality of life for our neighbors by empowering residents and encouraging involvement among community stakeholders
- embracing our diversity and celebrating our rich culture
- promoting the creation of redevelopment areas for economic growth
- facilitating the improvement of housing conditions while making neighborhoods more attractive, safe and affordable
- creating more educational and recreational opportunities for youth
- providing improved access to transportation, and improving access to health services.
- We achieve this vision by collaborating with residents and stakeholders of our neighborhoods as well as city and state wide organizations.
**Action Areas of the Quality of Life Plan**

The plan consists of eight action areas that encompass the vision for our neighborhood.

1. **Aesthetics and Beautification** – Create an attractive community by keeping our neighborhoods clean and developing streetscapes, points of interest, and a brand for the community. A friendly environment will attract more business development and future residents, as well as maintaining current residents and businesses.

2. **Crime and Safety** – Engage residents, stakeholders, businesses and IMPD in open communication and collaboration to ensure that our neighborhoods are safe.

3. **Housing** – Facilitate a more stable community by increasing safe and affordable housing opportunities. Increase home ownership as well as increase occupancy of rental units. Decrease vacant and abandoned housing. Encourage rehab of current rundown apartment buildings to create better living conditions for our residents.


5. **Health Initiatives** – Promote a healthier community by educating residents on healthy habits and healthy environments.

6. **Resident Engagement** – Foster leadership and unity in our neighborhoods amongst residents and stakeholders drawing on assets and opportunities to reach the common goals.

7. **Transportation** – Create better accessibility for our residents within our community as well as access to points of interest and employment opportunities throughout Indianapolis and surrounding counties.

8. **Youth and Education** – Create educational and recreational opportunities for youth in a diverse learning environment.

The Quality of Life Plan’s full work plan outlines strategies, timeframe, lead agencies, and partners for each action area. Action steps for the years 2012 to 2016 are listed in the implementation tables along with performance measures. The quality of life plan is intended to be a living document with an active website where updates and implementation progress will be shared with the community. Action teams were convened soon after the public release of the plan.
The Far Eastside Quality of Life Plan was developed concurrently with the East 38th Street Corridor Plan. The corridor plan reflects the knowledge gained and the community priorities recorded through the quality of life plan process. The boundaries for the Far Eastside Quality of Life Plan are Pendleton Pike to the north, Carroll Road to the east, 30th Street to the south and Shadeland Avenue to the west. The quality of life plan’s study area coincides with a significant part of the East 38th Street Corridor study area.

http://www.fareastsidequalityoflifeplan.com/

Quality Life Visioning summit May 14, 2011
Indianapolis Deputy Mayor Olgen Williams addressed participants at the Quality of Life Plan.
Connectivity and Infrastructure

Introduction
The term “connectivity” is used in many contexts. When related to transportation, connectivity ideally means that multiple routes and multiple modes exist to reach the same destinations. Applied to a largely established corridor and its adjoining neighborhoods, a realistic connectivity goal is to increase the number and desirability of transportation options for all ages, incomes and mobility. Connectivity also means that convenience and safety should be central principles with an increasing response to energy and environmental considerations.

Existing streets will remain as the essential framework upon which a more balanced transportation network will be built. Each transportation mode must be thoughtfully integrated over coming years as public infrastructure improvement projects and private development and redevelopment projects occur. Other public and private infrastructure provides essential services such as drainage, water, sewer, energy and communications.

Complete Streets
In 2012 the City-County Council of Indianapolis and Marion County adopted a city code amendment to establish policies and standards for “complete streets”, which are defined as: streets that are designed and operated to enable safe access for all users, in that pedestrians, bicyclists, motorists and public transportation users of all ages and abilities are able to safely move along and across a street.”

The policy statement in the ordinance reads as follows: “The City shall develop a safe, reliable, efficient, integrated and connected multimodal transportation system that will promote access, mobility and health for all users, and will ensure that the safety and convenience of all users of the transportation system are accommodated, including pedestrians, bicyclists, users of mass transit, people of all ages and abilities, motorists, emergency responders, freight providers and adjacent land users.”

These policies and standards apply to all city-owned transportation facilities in the public right of way including streets, bridges and all other connecting pathways so they shall be designed, constructed, operated, and maintained so that users of all ages and abilities can travel safely and independently.

The policy also addresses partnerships with state government, neighboring governments, school districts and businesses to further complete streets policy and continue such infrastructure beyond the City’s borders.

The East 38th Street Corridor Plan supports these complete streets principles and points out the community’s priorities for improvements in the transportation network.
Traffic Volumes
The Map 5 indicates average daily traffic for the major streets in the corridor plan area. As a primary arterial street and state highway, Pendleton Pike carries volumes in excess of 40,000 vehicles in average daily traffic (ADT). It is the only arterial street within the study area that is also designated as a state highway (SR 67 and US36) and that has an interchange on I-465.

38th Street is a primary arterial carrying between 24,000 to over 28,000 ADT between Shadeland and Mitthoefer Road. Traffic volumes on 38th Street decline significantly east of Mitthoefer Road. Post Road carries between 28,000 to 33,000 ADT. Post Road connects drivers with I-70, Washington Street/US40, Brookville Road/US52 and I-74 near Wanamaker.

The area’s diverse mix of commercial, industrial, warehousing, distribution and office jobs means that these heavily traveled arterial streets also carry a high volume of semi-trucks and delivery trucks. Residential land uses dominate the Post Road corridor from I-70 to Pendleton Pike with a large complex of industrial, commercial and warehouse uses along 30th Street. Since these land use patterns are largely in place and would not be expected to change, strategies are needed to adapt streets to better accommodate non-vehicular traffic into the corridor.
Planned Street Improvements
The period from 2010 to 2012 saw a number of important street and sidewalk maintenance projects completed by the City of Indianapolis Department of Public Works, including the resurfacing of 38th Street east of Mitthoefer Road and Carroll Road. The 42nd Street Bridge over Steele Ditch was rehabilitated. Sidewalks and streets within several subdivisions were repaved. In 2012 engineering design work was underway a 38th Street improvement project from Post Road to Mitthoefer Road. Planned infrastructure improvements include street resurfacing, adding and repairing sidewalks and curbs, adding travel lanes and access ramps.

Two new roundabouts were also in design for German Church Road’s intersections with 46th Street and 42nd Street. The roundabouts will result in numerous benefits, including increased safety, reduced traffic flow and fewer environmental impacts. Roundabouts also cost less to maintain than traditional intersections and result in lower long-term costs. An example of a roundabout intersection is shown in this aerial photograph of Raceway Road and Morris Street on the west side of Marion County.

Access for Pedestrians, Bicyclists and Automobiles
As much of the study area was developed, residential subdivisions were required by local ordinance to include sidewalks in front of each new house lot. This resulted in an extensive network of sidewalks that parallel quiet residential streets within subdivisions. Walkability is very good inside these subdivisions.

Other land uses, such as apartments, churches, schools, shopping centers and industrial properties were not required to install sidewalks. Houses built on parcels not associated with residential subdivisions were also exempt from sidewalk construction. These dissimilar land development regulations left noticeable gaps in the city’s sidewalk network. Pedestrians that walk outside their subdivisions encounter critical sidewalk gaps.

Evidence of frequent pedestrian traffic is often called a “desire line” or a “cow path.” These well-worn paths at the edges of many streets indicate a strong need for a sidewalk. The visual evidence affirms that certain paths are heavily used by pedestrians even when supportive infrastructure is lacking. Within the East 38th Street Corridor study area these paths exist along 38th Street, 42nd Street, Franklin Road,
Post Road and other streets where residents frequently walk to schools, shopping, jobs and bus stops.

The area surrounding 42nd Street near Post Road typifies the problems of sidewalk gaps. Hundreds of apartments are located within a half mile of the intersection. The area has transit service by IndyGo and the Lawrence Transit System. There is a small retail area with stores that serve neighborhood shopping needs. While Post Road is a curbed street with sidewalks, 42nd Street is mostly uncurbed, with open ditches and significant sidewalk gaps. Bus stops exist very close to the edge of the traffic lanes and not along a fully accessible path. All the adjoining land has been developed and would not be subject to sidewalk installations unless the sites were significantly redeveloped.

Examples of other sidewalk gaps are shown in the photographs below. In each case the land uses adjoining the street were exempt from sidewalk installation before 2008.

An amendment to the Indianapolis city code in 2008 provided uniform standards so that all types of new development must include sidewalks along public streets. Those properties that were developed before the new standards went into effect are not required to retrofit their sites.

Several large sites within the study area will be required to install sidewalks along the frontages of existing streets as well as along any newly built streets. These parcels are most notable in the existing farm land and vacant tracts east of Mittheofer Road along 46th Street, 42nd Street and 38th Street and along undeveloped sections of Carroll Road and German Church Road.
Walking and Bicycling to School

Walking or bicycling to school should be safe travel options for most children. Long range land use and transportation planning should support this principle even if it is difficult to apply in the near term to the East 38th Street Corridor area. The study area is served by three public school districts whose service areas are intermingled. Another complication is the frequent redistricting of school attendance zones and the enrollment options available to families.

In 2012 the Indianapolis Public Schools had three elementary schools and one community high school in the study area. The two elementary school attendance districts require students to cross 38th Street, 42nd Street or Post Road.

The Metropolitan School District of Lawrence Township has one elementary school within the study area. Winding Ridge Elementary School at 11825 E. 46th Street is currently isolated from land developed as residential additions. An opportunity exists on the north side of 46th Street to extend sidewalks from the end of the existing sidewalks at Birmingham Drive eastward to a location north of the Winding Ridge School for a crosswalk and sidewalk entrance to the school property. Sidewalks do not exist on the north side of 46th Street outside of the Fairways East at Winding Ridge subdivision. Sidewalks aligning Birmingham Drive provide pedestrian access northward into other sections of the large Winding Ridge residential community.

As farmland to the west and south of the Winding Ridge Elementary school may be developed in the future, it is imperative that new internal streets and upgrades to 46th Street and Carroll Road include pedestrian supportive infrastructure. In addition to sidewalks and crosswalks, a network of walking paths along Indian Creek established with the Parks of Winding Ridge subdivision should be expanded as adjoining land is developed.

A small part of the study area located east of German Church Road and south of 38th Street is served by the Metropolitan School District of Warren Township. There are no Warren Township schools within the study area or within reasonable walking distance of children in the study area.

Two elementary schools owned by the Indianapolis Public Schools Corporation are currently closed. Both Frances Bellamy #102 and T.C. Steele #98 are centrally located within their neighborhoods and well served by existing sidewalks. Both school sites adjoin neighborhood parks operated by the Indianapolis Parks and Recreation Department. New long term uses have not been determined for these school sites.

Three charter schools and a church-based school with the study area may draw students from the immediate neighborhoods as well as from homes outside the area.

Even if schools do not serve all the students within walking distance, these facilities should still be rated as very important pedestrian destinations. School buildings and grounds are also venues for many community events and activities.
Safe Routes to School Program

The Indiana Department of Transportation administers a state-wide program based on a federal program designed to make walking and bicycling to school safe and routine. Walking and bicycling are viable transportation alternatives for travel to and from school with significant potential benefits, among them reductions in motor vehicle traffic, associated fuel consumption for school trips and improved air quality.

Purpose of Safe Routes to School Program

To enable and encourage children, including those with disabilities, to walk and bicycle to school:

1. To make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age; and

2. To facilitate the planning, development and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption and air pollution in the vicinity of primary and middle schools (Grades K-8).

Potential Benefits:

- Increased pedestrian and bicycle safety
- More children walking and biking to schools
- Improved children’s focus at school
- Reduced vehicle congestion around schools
- Improved air quality and reduced fuel use
- Vital physical activity and improved health for children
- Enhanced accessibility within the community
- Improved community partnerships
- Socialization benefits for children and parents

In 2012 none of the schools serving kindergarten through eighth grade within the study area were participating in the Safe Routes to School program. The Indianapolis Public Schools, Metropolitan School District of Lawrence Township and individual private schools in Marion County have participated in the program in other locations. Past projects in Indiana have included non-infrastructure projects such as education, training, outreach and equipment as well as infrastructure projects such as sidewalks, curb ramps and bicycle parking.

Mass Transit Services

A corridor plan update should draw upon many resources in order to highlight the community’s needs for transportation and related infrastructure. The existing IndyGo bus routes are shown on Map 6. The IndyGo On-Board Transit Survey was completed in 2010 for its entire service area including all the routes that serve the East 38th Street Corridor study area. A profile of the typical IndyGo rider is provided here.
IndyGo’s typical weekday passenger is a Black/African American female, age 35 to 49 who uses the bus 3 to 5 days a per week to get to and from home and work. She is likely to be employed full-time or part time, but earns less than $15,000 per year. She is transit dependent - meaning that there are no working vehicles in her household. Access to a vehicle through a friend or relative is also limited. If bus service was unavailable, she would either ride with a friend or not make the trip. The average rider has to make at least one transfer before he/she can complete a one-way trip. Most riders access the bus by walking one to two blocks to get to the nearest bus stop. The same travel patterns hold true for riders to arrive at their destination. Most will walk one to two blocks to arrive at their final destination. Most IndyGo riders feel that service hours should be extended and that service frequency should be increased. Source: 2010 IndyGo On-Board Transit Survey

Transit and Pedestrian Infrastructure

It is notable that 52% of IndyGo riders are transit dependent (lacking a vehicle in their households) and that 65% of riders are employed. Currently IndyGo’s typical customers do not have many options when they need to connect their homes and their work places.

Walking trips accompany a very high percentage of bus trips. Adequate pedestrian infrastructure matters a great deal even if the transit related walk is only a few blocks in length. Pedestrians in the East 38th Street corridor seeking to walk from residential areas to transit stops currently must cope with considerable gaps in public sidewalk networks. Such sidewalk gaps also act as barriers for residents who want to walk to many other destinations within their neighborhoods including retail stores, churches and schools.

The photograph below illustrates one of the challenges faced by bus riders on 38th Street just west of Mitthoefer Road. This marked bus stop is located in a small shopping district. The bus stop lacks a sidewalk and shelter. Transit riders currently have to stand on a sloping edge between a ditch and the street pavement. Such conditions are not unique within the study corridor. New transit shelters cannot be placed in locations that are not fully compliant with accessibility standards which include sidewalks. This site will be upgraded with a planned 38th Street improvement project.

The priorities of publicly installed sidewalks should be reevaluated in concert with planned improvements in transit services. Even as sites are developed and redeveloped with new sidewalks, critical gaps may remain nearby. Filling such gaps in a timely manner complements the private investment in buildings, site improvements and new sidewalks. Similarly, as sites are developed or redeveloped, they should consider transit users in the layout of pedestrian paths, parking lots, landscaping and lighting.
East 38th Street Corridor Plan

Indy Go Bus Route Map #6

Legend
- East 38th Street Boundary
- Major Streets
- Railroad
- Streams
- Lakes

IndyGo Bus Routes
- East 34th Street Route 2
- 30th Street Crosstown Route 30
- East 38th Street Route 39
- Fort Harrison Route 4
- Eastside Circulator Route 87

Miles
0 0.25 0.5 0.75 1
**Sidewalk Priorities**

Community input was gathered to determine which missing sidewalk segments had the highest priority. It is desirable to eliminate all gaps in the sidewalk network of the East 38th Street Corridor. Resources to build new sidewalks are limited. The following table lists highly rated segments and notable pedestrian destinations in the area. Segment numbering is provided for reference and not ranking within the list. Generally excluded from the list are street segments where future development or redevelopment of the adjoining land would trigger the installation of sidewalks along the existing public streets. Proposed sidewalks are shown on Maps 7 and 8.

<table>
<thead>
<tr>
<th>Map location</th>
<th>Street segment</th>
<th>Segment and approximate length</th>
<th>Pedestrian destinations in the area</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>38th St. and Massachusetts Ave., south side</td>
<td>West of Shadeland to Elizabeth Street – 0.30 mile</td>
<td>Transit, bank, grocery store, drug store, bowling alley and restaurants</td>
<td>Comments were also received about the need for improving street drainage on 38th Street between Massachusetts Ave. and Shadeland Avenue.</td>
</tr>
<tr>
<td>7</td>
<td>38th St., north side</td>
<td>West of Harvest Drive – 0.13 mile</td>
<td>Grocery store, apartments, transit, Franklin Gables Shopping Center and school</td>
<td>Adjoins park land and site proposed for church, school and housing.</td>
</tr>
<tr>
<td>9</td>
<td>38th St., south side</td>
<td>West of Post Road – 0.13 mile</td>
<td>North Eastwood Shopping Center, transit, other retail</td>
<td>Future transit enhancements planned.</td>
</tr>
<tr>
<td>12</td>
<td>38th St., both sides</td>
<td>Post Road to Mitthoefer Rd. - 1+ mile</td>
<td>Transit, community health center, park, retail, churches</td>
<td>A Department of Public Works project is scheduled for 2013 to improve the street with new sidewalks and added travel lanes.</td>
</tr>
<tr>
<td>14</td>
<td>38th St., north side</td>
<td>Mitthoefer Rd. to 10302 E. 38th., 0.32 mile</td>
<td>School, retail, apartments, transit and churches</td>
<td>Limited existing sidewalk. Potential redevelopment of some sections may mandate sidewalks. Large tract to the east must install sidewalks with development.</td>
</tr>
<tr>
<td>15</td>
<td>38th St. south side</td>
<td>East 38th Street Corridor Plan</td>
<td>Apartments, houses and retail. Future park access to Grassy Creek Park to the south.</td>
<td>Some or all of this section would be subject to sidewalk construction with eventual neighborhood retail and office development. Sidewalks were rated highly by community due to current pedestrian use.</td>
</tr>
<tr>
<td>16</td>
<td>38th north side</td>
<td>East edge Briarbrook Farm to west edge of Lawrence Lakes -0.36 mile</td>
<td>Retail, residential and apartments. School south on German Church Rd. Additional retail planned.</td>
<td>Only a small part of this section would be subject to sidewalk construction with land development. Rated highly by community due to current use and potential for additional pedestrian destinations.</td>
</tr>
<tr>
<td>11</td>
<td>42nd St. both sides</td>
<td>Post Rd. to Wittfield St. - 0.26 mile</td>
<td>Transit, bus shelters, high number of apartments, houses, retail, churches and schools.</td>
<td>Limited existing sidewalks.</td>
</tr>
<tr>
<td>8</td>
<td>42nd St. both sides</td>
<td>Post Rd. to end of existing sidewalks near Routiers Dr. - 0.36 mile Also gap at 8425 E. 42nd.</td>
<td>Transit, apartments, houses, retail, churches and schools</td>
<td>Limited existing sidewalks. The north side of the street is in the City of Lawrence.</td>
</tr>
<tr>
<td>13</td>
<td>42nd St. south side</td>
<td>Downes Drive to Mitthoefer - 0.22 mile</td>
<td>Transit, apartments, churches, retail and school.</td>
<td>The south side is sparsely developed and not likely to be redeveloped. The north side of this section is nature preserve and private recreation, churches and convenience store. The north side is rated only slightly lower than the south side.</td>
</tr>
</tbody>
</table>
|   | Street Name                  | Distance | Land Use                                                                 | Sidewalk

| 6 | Franklin Rd. West side       | Monument Lighthouse school to 38th Street – 0.24 mile | Transit, apartments, retail and school. Planned school and church on the east side. Developable tracts will contribute both to the sidewalk network and increase pedestrian traffic.

| 5 | Pendleton Pike south side    | Kmart east drive to Pendleton Way – 0.19 | Convenience store, restaurants, job sites and residential in Hiawatha Gardens addition. Speedway convenience store is only property with existing sidewalk. New sidewalks exist on south side of Pendleton Pike from Pendleton Way eastward to Deer Walk Drive (3 miles). Drainage problems from Pendleton Pike to properties on the south reported in this section.

| 4 | Pendleton Pike south side    | Kmart east drive to Shadeland 0.30 mile | Neighborhood retail, transit at Shadeland and 38th Street. Sites in this section may be subject to sidewalk installation requirements if they are redeveloped.

| 10 | Post Rd. west side           | Frontenac Dr., to 30th Street – 0.60 mile | Transit, industrial park, retail, school, churches and community health center.

| 2 | Shadeland Avenue east side   | Pendleton Pike to 38th Street | Neighborhood retail, transit at Shadeland and 38th Street. Sites in this section may be subject to sidewalk installation requirements with redevelopment.

| 3 | Shadeland Avenue east side   | 38th Street to Kensington Drive | Apartments, motels, restaurants and school. Strong evidence of pedestrians on the east side of Shadeland. The west side is auto-related. This section also has reported road side ditch problems.

Indianapolis Regional Pedestrian Plan

Proposed crossing improvements in the East 38th Street Corridor Plan study area 38th Street and Pendleton Pike are recommended Pedestrian Corridors throughout the corridor study area. All
other arterial streets are recommended with “Collector Sidewalks”.
* Additional pedestrian crossings not in regional plan.
** Intersections noted in table below.

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Area pedestrian destinations</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>C 38th and Shadeland</td>
<td>Apartments, motels, transit, bank, grocery store, drug store, restaurants and churches</td>
<td>Sidewalks needed north and south of 38th on both sides. East side of Shadeland has greater need.</td>
</tr>
<tr>
<td>A 38th and Pendleton Pike/ Massachussetts Avenue</td>
<td>Transit, bank, grocery store, drug store, bowling alley, and restaurants</td>
<td>Comments were also received about the need for improving street drainage on 38th Street between Massachusetts Ave. and Shadeland Avenue.</td>
</tr>
<tr>
<td>B Shadeland and Pendleton Pike</td>
<td>Transit, bank, grocery store, drug store, bowling alley, and restaurants</td>
<td></td>
</tr>
<tr>
<td>N 38th and Post</td>
<td>Transit, community health center, park, retail, churches</td>
<td>38th Street DPW project does not upgrade this intersection. The project starts just east of this location.</td>
</tr>
<tr>
<td>M 42nd and Post</td>
<td>Transit, bus shelters, high number of apartments, houses, retail, churches and schools.</td>
<td>Sidewalks on 42nd Street are high priority.</td>
</tr>
<tr>
<td>R 38th and Mitthoefer</td>
<td>School, retail, apartments, transit and churches</td>
<td>Some improvements occurring with 38th Street improvement project.</td>
</tr>
<tr>
<td>Q 42nd and Mitthoefer</td>
<td>Transit, apartments, retail and schools and churches</td>
<td></td>
</tr>
<tr>
<td>Y *German Church and Wismar</td>
<td>A.J. Brown Academy, residential neighborhoods</td>
<td>Crosswalk is marked on street with passing blister but no signal.</td>
</tr>
<tr>
<td>X 38th and German Church</td>
<td>Retail, residential and apartments. School south on German Church Rd. Additional retail planned.</td>
<td>Partial sidewalks, NE corner and NW corner predate sidewalk requirements, pedestrians regularly evident.</td>
</tr>
<tr>
<td>P Mitthoefer and Meadowlark Drive</td>
<td>School, Little League, retail, transit</td>
<td>Meadowlark gives access to Glick’s Addition, Bells Run, Indian Creek and Farmington subdivisions.</td>
</tr>
<tr>
<td>Column</td>
<td>Address</td>
<td>Description</td>
</tr>
<tr>
<td>--------</td>
<td>---------------</td>
<td>-----------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>K K</td>
<td>38th and Long Wharf</td>
<td>Apartments, retail, churches, Grass Creek</td>
</tr>
<tr>
<td>S S</td>
<td>38th and Wingate</td>
<td>Mid-block pedestrian crossing may be beneficial once sidewalks are completed along north side of 38th Street. An alternate crossing is at 38th and Long Wharf Drive.</td>
</tr>
<tr>
<td>I I</td>
<td>38th and Franklin</td>
<td>Grocery store, school, neighborhood shopping, apartments</td>
</tr>
<tr>
<td>J J</td>
<td>34th and Franklin</td>
<td>Residential subdivisions, jobs nearby, transit on 30th Street. An off street path is planned south of Franklin Hts. Subdivision and north of industrial park.</td>
</tr>
<tr>
<td>E E</td>
<td>38th and Richardt</td>
<td></td>
</tr>
<tr>
<td>L L</td>
<td>46th and Post</td>
<td></td>
</tr>
<tr>
<td>F F</td>
<td>34th and Richardt</td>
<td>IPS school to the west</td>
</tr>
<tr>
<td>D D</td>
<td>34th and Shadeland</td>
<td>IPS school to the east. A collector sidewalk is recommended on 34th Street.</td>
</tr>
<tr>
<td>G</td>
<td>35th and Richardt</td>
<td>IPS school to the west</td>
</tr>
<tr>
<td>H</td>
<td>42nd and Franklin Schools, shopping and transit</td>
<td>Intersection was improved with street widening and sidewalks.</td>
</tr>
<tr>
<td>W</td>
<td>42nd and German Church Shopping to the south</td>
<td>Roundabout planned for 2013 will not initially include sidewalks due to the lack of other sidewalks in the area.</td>
</tr>
<tr>
<td>V</td>
<td>46th and German Church No pedestrian destinations currently</td>
<td>Roundabout planned for 2013 will not initially include sidewalks due to the lack of other sidewalks in the area.</td>
</tr>
<tr>
<td></td>
<td>LOWEST PRIORITY Other street infrastructure improvements must be completed before pedestrian crossings become feasible.</td>
<td>Indications of pedestrian crossings at these locations should alert planners to pedestrian and bicycle connectivity as future streets are planned.</td>
</tr>
<tr>
<td>O</td>
<td>46th and Mitthoefer</td>
<td>Additional sidewalks on 46th Street east of Post were rated low priority. Chime Run ditch runs through intersection, making street widening and other improvements more difficult. Bike lanes are planned in this area.</td>
</tr>
<tr>
<td>K</td>
<td>46th and Pendleton Pike</td>
<td>There is no east-west travel on 46th Street through Pendleton Pike with 46th ending in a cul de sac west of Pendleton Pike.</td>
</tr>
<tr>
<td>AA</td>
<td>42nd and Carroll No destinations currently</td>
<td>Future development on the northwest corner must provide sidewalks along 42nd and Carroll.</td>
</tr>
<tr>
<td>BB</td>
<td>38th and Carroll No destinations currently</td>
<td>Future development on the northwest corner must provide sidewalks. Carroll Farms subdivisions built its sidewalks on the southwest corner. The two corners in Hancock County are not likely to be redeveloped in the near future. Both are planned and zoned &quot;Industrial/Business Park&quot;.</td>
</tr>
<tr>
<td>Z</td>
<td>46th and Carroll The Winding Ridge School is not currently connected to developed sites.</td>
<td>This is a T-intersection with no new street planned in Hancock county at this time.</td>
</tr>
<tr>
<td>U</td>
<td>Planned Warren Rail Trail intersections with German Church Road and Mitthoefer Roads Grassy Creek Regional Park could be accessed from a trail.</td>
<td>This trail has not been developed. Any intersection improvements would be planned with an overall trail design.</td>
</tr>
</tbody>
</table>
Related Pedestrian Issues

Maintenance
All sidewalks and paths require maintenance. The lack of maintenance is safety concern for all users, especially those with mobility impairments. The lack of maintenance also contributes to a negative image of the community. Participants in planning meetings pointed out their concerns for routine maintenance of sidewalks including grass in cracks and expansion joints and high grass and weeds adjoining sidewalks. In several locations in the corridor woody vegetation has grown into the right of way restricting the space available for pedestrians. Generally property owners along neighborhood streets are responsible for this type of maintenance.

Repairs to sidewalks and curbs are the responsibility of the City’s Department of Public Works, which should be notified of such needs through the Mayor’s Action Center 327-4622.

Currently there is no comprehensive effort in the corridor to conduct community clean-ups that would deal with trash, over grown grass, trees and shrubs or to educate property owners on their maintenance responsibilities. Likewise there is no comprehensive effort underway to encourage neighborhoods to report needed repairs of streets, curbs and sidewalks and to report trash and weed violations to local government. A community education and action initiative could make significant improvements for safer and more enjoyable use of the sidewalk network.

Connectivity and Crime
A high level of connectivity would offer multiple routes for pedestrians or motorists to reach their desired destinations. In the East 38th Street Corridor routes that were formerly open to pedestrians and motorists have been restricted between apartment communities and from sidewalks and driveways to public streets. These access restrictions have likely been a response by the managers of apartment communities to criminals that have taken advantage of alternate escape routes on foot or in automobiles.

Restricting access may prove helpful as a deterrent to crime but it poses other tradeoffs by reducing convenient options to reach neighborhood, schools, parks and transit destinations and increasing the travel distance. The result is that law-abiding citizens have less direct routes for walks to shopping, schools and other personal needs.
The following list offers examples of internal restrictions:

**Hearts Landing Apartments**
- Meadowlark Drive at Cherry Valley Drive (street is barricaded, pedestrian access severely restricted)
- Meadowlark Drive at Wittfield Street. An 8' fence blocks both street and sidewalk. Other sidewalks and drives leading into Three Fountains East Apartments are blocked by similar fence.
- Towne and Terrance Townhomes and Lexington Park Apartments
- Breen Drive is fenced at Brentwood Drive
- Breen Drive’s sidewalks leading into Arborstone Apartments are blocked by a fence.
- Postbrook East Apartments
- Cordell Drive and Conried Drive. A fence blocks both the street and pedestrian access. IPS 103 is nearby on Baker Drive.

A long term goal for the corridor is to restore many of these pedestrian paths for convenient and safe access for apartment residents. Achieving this goal can be advanced by the completion of a process known as Crime Prevention through Environmental Design (CPTED). The Indianapolis Metropolitan Police Department offers assistance in this and other crime prevention programs.

CPTED (pronounced “sep-ted”), is based upon the belief that: “… the proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime and an improvement in the quality of life.” Crime Prevention is the anticipation, recognition, and appraisal of a crime risk and the initiation of some action to remove or reduce it. CPTED takes crime prevention a step further by studying the design of a site and attempting to create safer designs in new and existing developments. Five interrelated principles make up the CPTED concepts and strategies: Natural Surveillance, Natural Access Control, Territoriality, Activity, and Maintenance. The application of CPTED concepts and strategies is site specific. City of Indianapolis, Department of Metropolitan Development, Division of Planning

A built environment that encourages more people to use sidewalks, parks and shopping areas also discourages criminal activity. Many of the apartment projects have elements that can be refined to prevent crime. New projects can incorporate from their inception all of these crime prevention concepts and strategies. Crime prevention, beyond its relationship to connectivity, is a worthwhile goal in itself and contributes to the overall quality of life of all parts of the corridor.

**Connectivity in Development and Redevelopment**
The street hierarchy works fairly well within the East 38th Street Corridor. Local streets, for example, carry the traffic of residents and visitors to their homes. There are no locations where a residential street’s through-traffic volume or speed is serving as an arterial street. The typical gridded spacing of one mile between arterial streets allows motorists to move through the area without overburdening local streets.
As sites are developed or redeveloped for shopping and community gathering places, it is especially important that they become more "pedestrian friendly". Business areas do not convey that pedestrians or bicyclists are welcome. Street access points, sidewalks and crosswalks can be designed to make pedestrians and bicyclists feel safe even if the overall site continues to accommodate customers and visitors that use automobiles. Similarly, sites could encourage customers to enjoy outdoor seating and shopping through many months a year by creating areas that are well landscaped and set apart from parking areas. Pedestrian friendly designs will encourage customers to stroll between businesses and improve sales for an entire shopping complex.
Land Use and Revitalization

Four comprehensive plan segments provide the base for land use recommendations in the corridor study area. An analysis of the adopted 1986, 1987, 1996 and 2005 land use plans was performed to determine:

- Sites that were developed differently than recommended in past plans.
- Sites that remain undeveloped and their sizes and configurations.
- Sites had been cleared and how the vacant sites might be reused.
- Edges between dissimilar land uses that are unstable or potentially changeable.

The existing land use is shown on Map 9. Additionally, analysis was undertaken of variances, zoning changes and code enforcement activity. Stakeholder input also helped to identify locations where future land development might better serve the community’s needs. This analysis suggested sites where new land use recommendations are warranted.

Development Patterns

With the exception of land between Mitthoefer Road and Carroll Road, the majority of the land within the study area had been developed by the mid-1970s. Established land use patterns have generally remained stable since their original development.

A land use problem often found in many corridors is an erosion of stable edges between residential uses and non-residential uses. When residential uses are steadily converted to business and commercial uses it is often characterized as “commercial creep.” The gradual encroachment of commercial uses into what was previously a solid residential district can reduce the desirability of the remaining houses. The resulting commercial sites are often inadequate for traffic circulation and parking. While most of the study area has stable edges, two residential sections deserve attention for their vulnerability to the potential for creeping land use changes.

38th Street between Englewood Avenue and Richardt Avenue – This 0.40 mile section has more than 30 houses fronting on 38th Street. The majority of the houses have driveway accesses on 38th Street. More intensive development is to be discouraged on these small lots.

Post Road between 42nd Street and 46th Street – This section has a mixture of apartments, single family residential, churches and a small retail section. More intensive development is to be discouraged on the lots on the west side of Post Road to provide stability to the largely residential areas along 45th Street and 46th Street.

Sites developed differently than the primary land use recommendations of the applicable land use plan are discussed below: