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 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:
38th and Shadeland Area Plan – 1986
A 30 acre tract with addresses of 6900 E. 34th Street and 3502 N. Shadeland Ave. was recommended as Medium Density Residential with zoning recommendation of D-7 zoning (12 to 15 residential units per acre). The northern 20 acres of the site was rezoned to Light Industrial and later to Commercial Service but no development occurred under either zoning classification. The southern 10 acres remains in D-3 Residential zoning and is used for a horse pasture.

Far Eastside Neighborhood Plan – 1996
A 3.7 acre tract recommended for Low Density Residential at 7206 E. 38th Street was developed as a church.

Approximately 160 acres along Indian Creek south of 42nd Street, north of 38th Street and west of German Church Road was recommended as Regional Park and indexed to low density or medium density residential. The land was built as residential subdivisions with private green space along the creeks. A small commercial cluster was established at the northwest corner of German Church Road and 38th Street with two stores and additional development sites.

A 56 acre tract on the east side of Franklin Rd. (42nd to 38th) was recommended as Community Park and indexed to Office Buffer Commercial. Part of the southern end of this site was built with a grocery store and apartments serving senior residents. A wooded area on the south end was reserved for park use. A gas station and convenience store was built on the south east corner of 42nd Street and Franklin Road. The balance of the site was rezoned for office commercial and church uses.

A 21 acre tract located on the west side of Franklin Road in the 4000 block was recommended as Private Park and indexed to Medium Density Residential. The Monument Lighthouse Charter School was established on this site and it occupies all the land was once used as a private sports complex.

Indianapolis Insight Land Use Plan – 2005
This plan recommends Critical Area #35 for the area bounded by German Church Road, 46th Street, Carroll Road and 38th Street. The critical area describes land use and development recommendations in greater detail than in other areas of the comprehensive plan. A key feature of the critical area is a recommendation for Village Mixed Use. The plan promotes the creation of a small town character, traditional development patterns and a walkable mixed-use neighborhoods. Since the plan was adopted, several land use recommendations have started to take shape. Along Indian Creek and its tributaries newer subdivisions were built with common areas and walking paths. Subdivisions streets and sidewalks are interconnected.

A small neighborhood shopping area has started at German Church Road and 38th Street. While several elements promoted in a mixed use village have been established, the national downturn in homebuilding has left incomplete residential subdivision sections in this area. No developments have commenced that would implement the other village mixed use recommendations.
The area has only seen approvals for single family residential housing. The Cedar Ridge Apartments is the only multi-family housing in the village area. It was built in the 1980s. The Winding Ridge Elementary School has been opened at the south-west corner of 46th Street and Carroll Road and is the only non-residential construction that has occurred since 2005.

Hancock County Land Use Plan
The eastern edge of the corridor study area adjoins Hancock County at Carroll Road (Hancock County Road 800 West). The Hancock County Comprehensive Plan recommends Business Park for most of the land on the east side of the county line road between 46th Street and south of 38th Street (Hancock County 300 North) to 30th Street (Hancock County 200 North). Most of this land is currently used for residential and agricultural purposes.

BUSINESS PARK
The Business Park designation is intended to provide areas for new employment generating businesses to locate. Businesses typical of this category of development would include life sciences, biotechnology, research and development, corporate headquarters, and other similar uses. These areas are designed to take advantage of emerging trends in technology and economic development, and to capture these new market opportunities for Hancock County.

RELATIONSHIPS
Like Industrial development, Business Parks should generally be located within or adjacent to established cities and towns. Business Park development can be compatible with a number of other land use categories. The Business Parks themselves should be well-designed centers that contain multiple businesses on a planned campus. This would allow the various businesses to take advantage of proximity to one another as well as to reduce infrastructure costs by concentrating users. Small-scale commercial uses that serve employees of the Business Parks are appropriate within the development or directly adjacent to it.

Business Park land uses include many of the commercial, light industrial, office and warehousing facilities that have been built nearby on Mount Comfort Road (600 West) Hancock County has zoned land south of 42nd Street (Hancock County Road 350 North) to 0.25 mile south of 38th Street as Industrial – Business Park. Land north of 350 North is zoned Residential 2.5. Hancock County’s plan also recommends Regional Commercial for the area around the I-70 and Mount Comfort Road interchange.
The Hancock County Comprehensive Plan also recommends a Conservation / Stream Corridor for Indian Creek east of Carroll Road.

CONSERVATION
Hancock County possesses significant natural and environmental features that deserve some level of protection from development. Stream corridors, floodplain areas, wooded lots, wetlands, and other sensitive environmental features not only provide habitats for wildlife and attractive landscapes for viewing, they serve important functions for drainage purposes. It is crucial, then, that these natural features be preserved and managed appropriately.

RELATIONSHIPS
In most cases, environmental features such as those listed previously are included in the Conservation designation to limit development within or around them. Many of these areas can also serve a dual purpose as recreational opportunities, possibly becoming parks, hunting grounds, or routes for biking and hiking trails. Efforts should be made to incorporate Conservation areas into new developments as assets that also maintain the integrity of the natural features.
Land Use Recommendations

The majority of the East 38th Street Corridor Plan study area has stable land uses and well-defined borders between dissimilar land uses. The existing land use is shown on Map 9. Recommended land uses are shown on Map 10 with primary land use recommendations indicated by the colors shown in the legend. Selected sites are also assigned an “index” number that denotes a secondary land use recommendation. The index number appears next to each land use classification.
Housing
The 38th Street Corridor study area contains a variety of residential building types and densities. High housing density was recorded as a community concern in the 1996 Far Eastside Neighborhood Plan. This sentiment was again expressed in the preparation of the 38th Street Corridor Plan. Concerns were also heard about the physical condition of many existing apartment complexes. With a large number of apartments being well over 40 years old, wear and tear has occurred over the years. Another concern expressed regarded frequent turnover in apartment ownership and management in some complexes.

The community’s consensus was that additional multi-family units were not needed and that a reduction of apartment density was desirable. The need for a long term strategy was urged for the reduction of overall residential density of the multi-family complexes in the area, especially east of Post Road between 42nd Street and 38th Street.

Three residential complexes in this area (Arborstone Apartments, Oak Tree Apartments and Towne and Terrace Townhomes) were noted for the high level of vacancies and poor physical condition. The Oak Tree Apartment complex had four buildings demolished following their being damaged by the 2008 tornado. The Towne and Terrace Townhome complex was also damaged by the tornado and sustained fire damage that prompted the demolition of 14 townhomes. The townhome development contains individually owned units and common areas and private streets.

The national economic recession and related real estate decline affected both multi-family and single family housing stock with the study area. Only a few vacant and abandoned properties had been cleared at this plan was prepared. These units were widely scattered and did not suggest that their neighborhood settings were themselves a dominant factor for housing abandonment. Continued economic problems might compound the impacts that scattered vacant and abandoned houses would have on their neighborhoods.

Much of the existing single family housing stock can be suitable for residents as they age. One story house plans are common with bedrooms, bathrooms and kitchens on one floor. Minor adaptations to the houses can help residents to remain independent within their own units.

Changing Business Conditions and Shopping Districts
The loss of two large retail stores on 38th Street and Pendleton Pike was a strong concern of many residents. There has been a long standing community concern about the loss of a Kroger grocery store in the North Eastwood Shopping Center and other vacancies in that center. The more recent closing of the Kmart department store on Pendleton Pike further reduced shopping options.
Residents with access to an automobile might shop at more than a dozen grocery stores within a five mile area around 38th Street and Post Road. Other discount department stores are also within reasonable driving distances. Residents without automobiles have significant challenges in obtaining a variety of food and other grocery items. Convenience stores or drug stores exist at most of the intersections of arterial streets, but with limited selections of food.

The closing of two large retailers impacts more than just their regular customers. The image of the community is diminished and jobs within walking distance of many residents are lost. Other stores in the area may suffer because the overall business district is less attractive to customers.

Additional market studies are warranted to more clearly define how these retail segments could be supported in the corridor. Successful strategies for reinvestment in retail corridors depend upon strengthening existing stores and attracting new stores. Retailers individually and in association have special challenges in older corridors where measures of buying power based on average household income or the property values of owner occupied housing are less attractive than in newer retail corridors.

Revitalization Areas
Three areas are identified for additional attention and are classified as “Revitalization Areas” and their locations are shown on Map 11 and explained below.

38th Street, Shadeland Avenue and Pendleton Pike

38th Street and Post Road

Post Road, 42nd Street to 46th Street

Each of the three areas is intended to focus on the need for revitalization and refinement to their existing land use arrangements. The three revitalization areas have the following common characteristics:

- Areas include an amount of vacant land that is suitable for development
- Commercial and retail buildings and sites that have vacancies. Successful merchants that are committed to their locations have to contend with empty store spaces nearby.
- A mixture of well maintained buildings exists along with sites that show disinvestment. Stores associated with national chains tend to project a stronger, more cohesive image to customers with attractive landscaping and parking lots in better condition than other stores.
- A less than positive image is projected to visitors and shoppers. Given the number of food and beverage outlets in the commercial areas, windblown trash is apparent in many locations. This detracts from the overall image of the corridor.
- Sites are not pedestrian-friendly. These areas were built in the 1950s to 1970s with little regard for pedestrians, transit riders and bicyclists. Gaps remain within the sidewalk network.
Bicycle infrastructure is lacking despite observations that residents are using bicycles for personal transportation, including making use of bike racks on IndyGo buses.

- Mass transit service is provided to these sites and better transit is planned. All three sites could be adapted with transit supportive land uses and densities.

- Sites are visible and accessible to motorists on streets with high traffic counts. These characteristics can be valuable to recruiting new retail businesses. The corridor’s accessibility to I-70, I-465 and SR67 also makes it attractive to businesses that serve customers in the metropolitan area.

- Surveys of business and property owners highlighted concerns about crime. The surveys also noted that there was little participation with the crime watch programs of the Indianapolis Metropolitan Police Department and City of Lawrence Police Department.

The following are objectives for the revitalization of all three areas:

- Improve pedestrian and bicycle infrastructure and improve internal circulation between destinations.

- Include new housing as a component in the revitalization of each area. These areas would be well suited to provide housing options not currently supplied in the East 38th Street Corridor, such as supportive housing for elderly and other persons with additional service needs. Housing options such as “live-work” designs should be explored in revitalization planning.

- Include transit supportive site design that better serves existing bus riders and anticipates improved bus services on 38th Street and Post Road. Improved bus services, such as bus rapid transit, would be complemented by having higher density housing within close proximity to bus stops.

- Include public gathering areas that can accommodate farmer’s markets, community festivals and special events. Large parking lots can be used for seasonal events and activities in the short term to re-connect residents and visitors to the area.

- Redevelopment of these areas should accommodate more sustainable designs, with reduced overall pavement and less impact on water and energy use.

- Establish and maintain a regular trash mitigation and community cleanup program.

- Redevelopment planning for these areas should engage developers, property owners, merchants, community stakeholders and city agencies. The Far Eastside Quality of Life Plan supports revitalization of commercial districts and attracting new businesses new businesses to the area. The
• Quality of Life Plan also reaffirms the community’s interest in improving the aesthetics and appearance of the Far Eastside area.

• Businesses and property owners should take advantage of the crime watch and crime prevention programs of the Indianapolis Metropolitan Police Department and City of Lawrence Police Department.

• Businesses and property owners should become more engaged with area residents, community organizations and other businesses to address problems in the corridor. Both long time businesses and residents need to reach out to newer businesses and residents to gain from the growing diversity of the area.

The specific conditions and recommendations for each area are discussed below:

38th Street, Shadeland Avenue and Pendleton Pike

• The recently vacated K-mart site is large space retail space (136,000 square feet). It may be unlikely to attract another single retail tenant. The site and building could support office, light industrial, education and possibly multiple businesses with flexible space arrangements. The street frontage and parking lot could support a resized retail cluster that could take advantage of the high traffic volumes on Pendleton Pike. Much of the current store façade is more than 600’ from the edge of Pendleton Pike and is not easily seen from the street.

• The northwest and southeast corners of Pendleton Pike and Shadeland should be redeveloped into new integrated retail clusters to complement the newer stores in the area.

• The area between Englewood Drive and Elmhurst Drive should remain primarily residential but be allowed to transition to higher density uses that could include office, medical and supportive services. A unified development plan is preferable to scattered changes.

• Attract new retail uses to 7101 and 7141 Pendleton Pike sites. The former Denny’s restaurant and the cleared gas station site are large enough to be redeveloped individually on under a combined concept.

• Create a stronger visual image of the 38th and Shadeland and the Shadeland and Pendleton Pike intersections with overall streetscape plan. Improvements at these intersections would have a high impact on visitors to the area.

• Coordinate redevelopment and business attraction efforts with the City of Lawrence along Pendleton Pike
38th Street and Post Road

- The North Eastwood Shopping Center should continue to be a community shopping center but some alternative land use mixes may be necessary for its long term success. The revitalized center should include increased food and grocery options for residents and motorists. Improving the variety and selection food and grocery offerings is desired by the community even if the return of a large full service grocery is not likely. The center is large enough to allow resizing to allow continued retail while also supporting office, education and possibly business incubators with flexible space arrangements. Some additional outlots could be added. This center needs a compatible mix of walking and driving customers. Pedestrian shoppers would benefit from an improved and well-lit access from Biscayne Road.

- Create a stronger visual image of the 38th Street and Post Road intersection with overall streetscape plan. The impact of streetscape improvements at such intersections is magnified as both motorists and pedestrians stop for changes at the traffic light. This is an important location for wayfinding signage for destinations in all directions from this point. This section of 38th Street and Post Road also has potential improving its image through creation of “corridor gateways”, described elsewhere in the corridor plan.

Post Road from 42nd Street to 46th Street

- Maintain land uses as primarily residential, institutional and special uses. Discourage land use changes on parcels that front on 45th St. and 46th Street.

- Discourage expansion of the overall size of the Post and 42nd neighborhood retail cluster. Promote more intensive development of the existing retail areas on Pendleton Pike and Post Road and 38th Street and Post Road.

- Merchants, property owners, residents and city and county agencies should collaborate on the reported concerns of trash, loitering and other nuisance problems in this small business district. Convenience shopping, a liquor store and food outlets can be particularly prone to trash problems.

- Plan for bicycle lanes on 46th Street and add pedestrian crossings at 46th Street

- Coordinate with City of Lawrence on redevelopment and infrastructure improvements to the area, especially to complete the sidewalk network.
Image and Appearance

A corridor’s identity is composed of buildings, parking lots, signage and privately maintained yards and landscaping. The identity of a corridor is also composed of the appearance of the roadway and other physical infrastructure of the road such as curbs, ditches, sidewalks, lighting, and utilities in the public right of way. In some cases, publicly installed and maintained landscaping in street right of way also contributes to a corridor’s image.

The 38th Street Corridor area conveys a very suburban feel to its visitors. The image is very similar to other areas of Marion County developed during the same era. Residential and commercial sections had multiple developers using common elements but not a unified design theme. The area’s buildings are generally no taller than two and one half stories.

Arterial streets and business districts

Long, straight stretches of arterial streets allow travelers to drive at 50 MPH or higher through both residential and commercial sections. Buildings tend to be set back from the street. Large parking lots reflect that this corridor was developed not for pedestrians but almost exclusively for customers, employees and congregants who drive or ride to their destinations.

A few of the commercial buildings maintain all of their original exterior appearance. More often the evolution of corporate images and business styles has periodically altered building facades and signage. Pendleton Pike and Shadeland Avenue contain only a few buildings that reveal their earlier days when drive-in restaurants and motels began serving the motoring public in the post World War Two era.

Much of the corridor was cleared of trees for fields and pastures in an even earlier age. An exception was the area platted as Hiawatha Gardens on the north and south sides of 38th Street near Richardt Avenue. This amount of tree canopy is rare in the 38th Street study area.

Residential Districts
Entering residential neighborhoods travelers drive on quiet streets that often shaded by a mature tree canopy. Lots are arranged in straight and curvilinear blocks and some culs de sac. Sidewalks are common along both sides of streets within subdivisions. Houses built in the 1960s with single story plans and single carports and garages are dominant but it is not uncommon to find houses with two stories or split-level designs in a few subdivisions. The houses have varied facades of brick and aluminum siding. Houses also typically have rear yards large enough to easily accommodate a family’s recreation, landscaping and gardening needs.

Many homes retain their original facades. Families that needed extra space often found it easiest to convert their one car garages into a den or multi-purpose room. Storage space has been supplemented with mini-barns and sheds. Lots that could accommodate a driveway in the side yard also attracted detached garages.

**Rear yards on arterial streets**

Although the arterial streets typically have businesses at their intersections, long stretches of land adjoining these streets are devoted to single family residential subdivisions. Along more than five miles of 38th Street, 46th Street, 42nd Street, Carroll Road, Franklin Road, German Church Road and Post Road the back yards of houses adjoin the arterial streets. Vegetation often has grown up at the edge of private property and street right of way for more than two and one half miles where the older subdivisions line the arterials.

The image projected to visitors in these locations may less than positive. Overgrowth can also narrow the sidewalk space available to pedestrians. Trash readily collects in such locations and in road side ditches. Another image concern in older subdivisions is the tendency to have inconsistent fence materials and fence heights. Owner attention to maintenance is also quite variable along the arterial streets. It is also doubtful that the older subdivisions have active homeowners associations that serve to maintain common areas or to administer property covenants. If the older subdivisions had distinctive entrance signs or landscaped entry areas, there is no evidence of them today.

In contrast, newer subdivisions typically have a uniform perimeter with a landscaped edge containing fences or earth berms within a common area. The common areas are maintained by the homeowners associations. The example is Briarbrook Village on German Church Road is typical of newer subdivisions.
Sidewalks built along existing public streets tend to be set farther away from the current vehicular travel lanes in anticipation of future street widening. Newer subdivisions also have distinctive and attractive signs where their principle streets meet the existing arterial streets.

While older subdivisions have an added challenge where there is no active homeowners association, there also are lessons to be learned from evaluating newer subdivisions. Restoring a consistently positive image enhances both neighborhood pride and property values. Image improvements such as trimming back overgrown shrubs and removing invasive plants are relatively easy tasks that can usually be accomplished by residents. Longer term objectives can include adoption of sections of the adjoining street medians for routine trash collection. Another long term objective could be to develop a plan for installation and maintenance of a uniform perimeter fence.

**Public Concerns for Image**

Public input from the corridor planning process stressed the community’s desires for improving the image of the area. The concerns were varied and not focused on a single location:

- Maintenance of apartments, street medians and commercial sites
- Vacant and abandoned houses and buildings needing repairs
- Sidewalk gaps
- Vacant stores

Remedies suggested included:

- neighborhood cleanups
- adopt a block
- adopt a median
- park maintenance
- code enforcement
- community gardens
- adding signs and gateways
- developing and implementing a community brand

**Maintenance and Code Enforcement**

Some of the identified problems and remedies are directly related to individuals and neighborhoods taking initiatives through established programs, such as those offered by Keep Indianapolis Beautiful. The “Adopt-A-Block” program empowers neighbors to bring beautification and neighborhood revitalization down to the smallest unit, the block. Neighbors keep their block clean of litter on an on-going basis.

Other image problems can be addressed, in part, by citizens requesting code enforcement responses by the City of Indianapolis and Marion County Public Health Department. Service requests to the Mayor’s Action Center are referred to the appropriate agency.
Just as structures require periodic maintenance, the natural landscape also requires maintenance. Trees and shrubs planted when houses were new require trimming or replacement as they reach 40 years or more in age. Weather extremes, air pollution and neglect take their toll on this vegetation. Ash trees in Marion County are experiencing the devastation from infestations by the emerald ash borer. This species has been valued in urban landscapes but will be seriously depleted by this infestation. The image of all sections in the corridor will be enhanced by proper tree maintenance and replacement of trees lost to weather damage, disease and neglect.

Other image problems are associated with investments in public and private infrastructure. The comprehensive plan can help to guide and coordinate long term investments for both functionality and appearance. Given the scope of the 38th Street corridor study area, public investments occurring over a long time can enhance the community’s image with projects such as upgrades to streets, sidewalks, bicycle lanes, transit infrastructure, public signs and landscaping within public property.

The conditions in the East 38th Street Corridor study area suggested that further investigation was warranted into the potentials for installation of “gateways”. The Far Eastside Quality of Life plan also contains recommendations for the area’s aesthetics and beautification. Developing gateways, signage and public art are among the quality of life plan’s objectives.

**Gateways**

In 2004, the City of Indianapolis and Indianapolis Rotary Club released the Gateways Report and Development Toolbox for Indianapolis-Marion County, Indiana. The report defined a gateway as a landmark, streetscape or other area that a visitor or resident first sees when entering the city, a neighborhood, a cultural district, downtown or other attractions or destinations.

Three distinct types of gateways were defined in the report: Landmark Gateway, Multiple Landmark Gateway and Corridor Gateway. All three types of gateways can incorporate a variety of elements such as interpretive signage, street trees, road/bridge/streetscape improvements, benches and planters, fountains, flags, banners, information kiosks, landscape and site improvements, pedestrian walk area improvements, public art, statuary, and building and architectural enhancements. Adapting these elements to the desired location, with the appropriate theme, scale, and materials are where the art of developing a gateway comes into play. The landmark and corridor gateway typologies have the strongest potentials within the East 38th Street Corridor study area.
**Landmark Gateway.** This type of gateway is developed at a single location. It creates a sense of place or marker that can be used to identify a neighborhood, district or entire community and helps orient visitors to that area. Typically, landmarks signify an entrance or other important intersection or location. A landmark gateway is:

- readily identifiable and recognizable
- in a permanent location
- of significant scale and importance
- coordinated and considerate of the immediate area environment

**Corridor Gateway.** This type of gateway is developed as a continuous system along a highway, street, or greenway. It may include landscaping, unique signage, banners, lighting, and other streetscape elements in addition to landmark elements. All elements of the corridor are considered and coordinated.

**38th Street and Carroll Road – Landmark Gateway**

The East 38th Street Corridor Plan included a public discussion of the potential for a gateway and welcome sign at 38th Street and Carroll Road. There is a public sign welcoming visitors and commuters from Hancock County, but there is no information about the history of Michael A. Carroll, in whose memory the east Marion County line road was renamed. Mr. Carroll served as a deputy mayor of the City of Indianapolis and served on the staffs of Senator Richard Lugar and Senator Dan Quayle as well as serving as an official of Lilly Endowment. In his memory, The Indianapolis Business Journal grants the Michael A. Carroll Award to honor a man or woman who has demonstrated Mr. Carroll’s qualities of determination, humility and devotion to the Indianapolis community. A landmark gateway to welcome visitors and properly honor Michael A. Carroll is recommended near the intersection of Carroll Road and 38th Street.

**38th Street and Post Road – Corridor Gateways**

The Far Eastside Quality of Life plan contains a recommendation to “implement and develop signs and gateways into the community”. A related quality of life plan objective is to “create community corridors along 38th Street and Post Road”.

The East 38th Street Corridor Plan recommends further investigation of the potential for a corridor gateway on 38th Street and Post Road. The intersection of these two arterial streets and its surrounding business district are very important to the creation of a positive image for the entire East 38th Street Corridor.
The Gateway Development Toolkit recommends a detailed process to successfully implement a gateway project beginning with the identification of potential locations. The two potential gateway concepts should be taken beyond the initial identification step into the next steps in the process highlighted below:

1. Development Concepts
2. Establish Scale and Scope
   a. Project Vision
   b. Conceptual Design
   c. Project Scoping
   d. Project Design Obtain Community Support
3. Secure Funding
4. Secure Administrative Approvals
5. Implementation

**Wayfinding Signage**

A system of directional wayfinding signs is recommended at appropriate locations in the corridor. Typically this type of signage is intended to aid travelers and visitors that are unfamiliar with an area’s significant attractions and destinations. Certain intersections with high pedestrian and bicycle traffic might include a map that indicates the site and the area’s sidewalks, trails and supportive services and amenities. A system of wayfinding signage should facilitate access and complement the overall image that the community wants to project.

The far eastside community identified the following destinations for travelers coming into the corridor that would benefit from strategically placed wayfinding signs.

**Defense Finance and Accounting Service**

- DuBarry Park
- Fort Harrison State Park
- Reuben F. Glick Little League Central Region-Headquarters
- Grassy Creek Park
- Indianapolis Regional Airport
- John Marshall High School
- Lawrence Community Park and Soccer Complex

Suggestions were also received about publicly placed signs to direct motorists destined to the interstate interchanges at I-70 and Post Road, I-70 and Hancock County 600 West (Mt. Comfort Road) and I-465 and Pendleton Pike.
Parks, Open Space and Environment

The corridor’s natural systems and amenities serve interrelated functions of drainage, open space, recreation, wildlife habitat and preservation of wetlands and woods. Map 12 indicates the Environmentally Sensitive Areas of the study area.

Parks and Recreation

Parks and open space have long been deemed to be very important to the far eastside neighborhood. The Far Eastside Neighborhood Plan compared the supply of park land and facilities with national standards and determined that there was a deficiency in small parks (sub-neighborhood), neighborhood and community park acres. Potential park sites were also evaluated. The plan contains detailed recommendations for the development of additional park and recreation resources, programs and activities.

The plan supported the concept of a community park with a variety of recreation and open space amenities. Many of those objectives are being realized with the expansion of the 30th and German Church Park into the much larger Grassy Creek Park, which will serve as a regional park upon completion. The Far Eastside Quality of Life Plan contains recommendations to complete walking and biking trails in the regional park to connect 30th Street and 38th Street and to create a “Friends of Grassy Creek Regional Park” group.

The Far Eastside Neighborhood Plan recommended additional specific public and private recreation facilities that have been not been built in the sixteen years since the plan was adopted. These recommendations included a new Boys and Girls Club or YMCA, an Indianapolis Department of Parks and Recreation Family Center, an indoor pool at John Marshall High School and an outdoor pool in the neighborhood.

During the preparation of the East 38th Street Corridor Plan, the community stressed the need for a park in the 42nd Street corridor, preferably near Post Road. The nearest existing City of Indianapolis parks are located south of 38th Street and more than two miles away from many of the area’s subdivisions and large apartment complexes. The nearest City of Lawrence park is more than a mile to the north and necessitates crossing Pendleton Pike.
Many of the Lawrence Community Park’s facilities are located even farther away on the Franklin Road side of the property.

In 2011 the Trust for Public Land (TPL) analyzed the need for parks in Marion County. The needs analysis included data on low income households, population density and residents 19 years of age and younger. The TPL Park Score analysis found that much of the area north of 38th Street, south of 46th Street, east of Franklin Road and west of Mitthoefer Road had a “high need” for parks. A “very high need” for parks was indicated in the area near Post Road and 42nd Street, coinciding with a high population density.

Community comments gathered during the preparation of the East 38th Street Corridor plan suggested that a park site could be assembled from the clearance of dilapidated apartments or from the vacant land. Such a site could serve as interim or permanent uses as a neighborhood park, community gardens or green space. Placing a park near 42nd Street and Post Road would ensure that a facility offering active outdoor recreation would be within easy walking distance of a large number of children and families.

Some of the recreation activities desired by the community may occur at local churches and schools simply as extensions of existing programs. Partnerships at church and school sites may offer recreation programs ranging from supervised after school activities to evening and weekend sports programs, youth and adult exercise and health education. Underused church and school sites have potential to be adapted to open space areas offering community gardens in conjunction with natural resources education. All these options appear to be possible close to Post Road and 42nd Street at one or more sites.

The rest of the 38th Street corridor also has a variety of churches and schools well distributed throughout the area that are within easy walking distance of many residents. The Far Eastside Quality of Life Plan’s action teams will pursue objectives for improved recreation, health and education for neighborhood residents.

**Natural Areas and Watersheds**

The 1996 Far Eastside Neighborhood Plan also includes recommendations for maintaining natural areas such as wooded areas, wetlands and streams in new development. The goal of the ecology section was to “preserve and use in a positive way, where possible, existing ecological resources in the Far Eastside.”
More recently, the Greening the Crossroads: A Green Infrastructure Vision for Central Indiana plan was completed for nine central Indiana counties including Marion County and Hancock County. The Central Indiana Land Trust undertook a broad-based collaborative planning process to reverse the decline in quality as well as quantity of natural assets and improve the public perception of central Indiana as a desirable place to live and work.

The plan contains this definition of “green infrastructure”:
A green infrastructure network is an interconnected system of natural areas and open space that conserves ecosystem values, helps sustain clean air and water and provides benefits to people and wildlife. Once designed, a green infrastructure network provides a framework that can be used to guide future growth and land conservation decisions to accommodate population growth while preserving community assets and natural resources. Benedict, Mark A. and E.T. McMahon. Green Infrastructure: Linking Landscapes and Communities. Washington D.C: Island Press. 2006.

Communities are also sustained by “gray infrastructure”.
Gray infrastructure refers to traditional man-made structures, such as roads, railways, airports and sewers that bind a community together and help improve the efficiency of our economy. This infrastructure is planned, maintained and is considered to be a basic necessity and an investment in our future. We believe that green infrastructure provides equal value to communities and requires the same level of attention, care and concern. Greening the Crossroads: A Green Infrastructure Vision for Central Indiana.

The green infrastructure plan is not a regulatory program. A green infrastructure network can provide information to communities and decision makers about their region. At the local level, a green infrastructure plan can help planners and residents update or prepare local and regional open space and comprehensive plans.

Green infrastructure highlights critical areas for conservation, providing information to help coordinate zoning and regulatory policies and relating local natural resources to surrounding communities via corridors. Local capital improvement plans can be enhanced with the use of green infrastructure networks that reflect the needs of different municipal departments (public works, schools, and parks). Green infrastructure promotes the wise use of public funds to provide public services by using natural systems in addition to or instead of man-made systems.
The Greening the Crossroads plan identifies as a priority the protection of more forest along Fall Creek upstream and downstream of Fort Harrison State Park. A portion of Indian Creek within the study area of the East 38th Street Corridor Plan is also shown as part of the Green Infrastructure Network that would span the Marion County-Hancock County Line from Indian Creek near 46th Street southeast wardly into Hancock County. The excerpt of the Marion County plan segment below includes an added line approximately at the location of East 38th Street and Hancock County Road 300N. The Marion-Hancock County line is indicated in orange.

This corridor would link the Indian Creek/Fall Creek corridor with the Buck Creek and Sugar Creek corridors. This type of network does not directly correspond to a single stream valley, existing preservation area or linear park. In this case it is intended to provide a corridor that would provide connectors in landscape and provide for animal movement, seed and pollen dispersal, plant migration and may provide for recreation opportunities. Often these corridors can be used for passive recreation such as hiking, biking, or, with water corridors, canoeing, rafting, and fishing.

**Watersheds and Streams**

Much of the land in the East 38th Street Corridor was developed without consideration for stream protection and water quality and was built before current regulations of drainage, storm water and flood protection. The area contains no natural lakes and only the land developed after the 1980s contains storm water detention ponds.

Before settlement in the early 19th century, Marion County was covered with dense forests and its streams flowed through heavy tree canopy. Many areas in the county were swampy and rich with flora, fauna, fish and wildlife. Stream valleys are rich natural and community resources when allowed room to flow and meander. As the land was cleared of its trees and farms were established, the meandering streams were often straightened to conform to rectangular parcels and to facilitate easier plowing and planting. In some cases ditches were shaped again to gain additional lots in new subdivisions.
Areas were not reserved around streams to allow them to move and naturally regulate themselves. Urbanized streams are now contained within residential lots and commercial, industrial, institutional and multi-family parcels. Urbanized streams are typically warmer and less supportive of aquatic life.

A watershed is an area of land that collects and drains water to a specific point. Similar to water poured into a bowl, a portion of the precipitation that falls on a watershed will move through the landscape, collecting and concentrating in low areas, creeks, and streams, until it exits through an outlet point. A watershed is a measurable and practical landscape feature that is based on how water moves, interacts with, and behaves on the landscape. Watershed planning is especially important to preserve watershed functions, help prevent future water resource problems and ensure future economic, political, and environmental health.

Watershed Management Plans
The flat land forms of the East 38th Street Corridor Plan do not reveal that the study area lies in three sub-watersheds of the Upper White River watershed:

- Lower Fall Creek which includes Indian Creek and Steele Ditch
- Pleasant Run
- Pogues Run

These receiving streams join the West Fork of White River in Marion County. Before they reach White River, each stream has public parks along them with existing or planned greenways.

The fourth watershed in the study area is Grassy Creek. With its headwaters beginning just south of 38th Street, Grassy Creek flows southward and joins Buck Creek in southeastern Marion County. The Buck Creek/Grassy Creek watersheds is part of the Sugar Creek and Driftwood River watersheds which contribute to the East Fork of the White River.

Watershed management plans have been adopted for both the Lower Fall Creek and Pleasant Run watersheds and approved by the Indiana Department of Environmental Management. Neither stream contains outfalls from the city’s old combined sewer system located within the East 38th Street Corridor study area.
The Fall Creek Watershed Management Plan was prepared for the Marion County Soil and Water Conservation District and the Lower Fall Creek Watershed Alliance. The plan outlines specific management actions and recommendations for preserving and improving water quality in the Lower Fall Creek Watershed. The following recommendations are especially relevant for the East 38th Street Corridor’s section of the watershed:

- Stabilization of stream banks within the watershed.
- Reduction of soil erosion and stormwater runoff from construction sites.
- Integration of Low Impact Development techniques in new or re-development projects.
- Establishment of riparian buffers.
- Support for the Septic Tank Elimination Program within Marion County.
- Creation of demonstration projects to illustrate good urban development or redevelopment.
- Utilize results of the Social Indicator Survey to develop future education and outreach efforts.
- Host annual “Watershed Awareness” or “Celebrate Fall Creek” day.

The Pleasant Run Watershed Management Plan was prepared by the Friends of Pleasant Run. The plan examines water quality issues in the watershed and identifies sustainable, local solutions. The Pleasant Run Creek watershed’s headwaters coincide with the East 38th Street Corridor generally north of 34th Street to 38th Street and ¾ mile east and west of Franklin Road. The watershed has no discernable stream corridor in this area. Water flows to the southwest through road side ditches and storm sewers. The watershed management plan contains analyses of existing conditions. Five critical areas within the watershed were selected which would have the greatest impact on water quality.

<table>
<thead>
<tr>
<th>Watershed Critical Areas</th>
<th>Reason Area is Critical</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poorly buffered streams and tributaries</td>
<td>Improve Benthic Macro* habitat and reduce storm water, nutrients and E. coli</td>
</tr>
<tr>
<td>Residential areas, schools, parks and golf courses and churches</td>
<td>Reduce storm water and infiltrate it into the ground reduce fertilizer use.</td>
</tr>
<tr>
<td>Storm water ponds</td>
<td>Reduce bacteria, nutrients, and storm water</td>
</tr>
<tr>
<td>Greenspace overlapping with hydric soils</td>
<td>Protect and/or restore wetland functions</td>
</tr>
<tr>
<td>Areas not contributing to the CSOs</td>
<td>E. coli and improve Benthic Macro habitat</td>
</tr>
</tbody>
</table>

*Benthic Macroinvertebrates live their entire life in the streams. Their presence gives an idea of how good a habitat the stream provides.
Mapped critical areas in the East 38th Street Corridor include parks and schools sites and poorly buffered ditches. Tree planting is a recommended best management practice on school, parks and church sites and along poorly buffered streams and tributaries. Other recommended practices include creating vegetative filter strips along swales and ditches, establishment of buffers with wildlife friendly species, installation of pervious pavement and diverting rain water into cisterns and rain barrels.

**Septic Tank Elimination**

The East 38th Street Corridor is generally well served with public sewers for existing homes and businesses. Public water and sewer services can accommodate new development that will occur on the remaining farmland in the eastern section of the corridor. The few remaining private septic system are located in the eastern section of the corridor in areas with developable land nearby. As development extends public sewer lines, the transition from private septic systems to sewers will become more feasible.

**Wellfield Protection Areas**

There are no designated wellfield protection areas within the East 38th Street Corridor Area.
**Goals and Recommendations**

**Land Use Goal:**
Ensure the long-term stability and viability of the residential neighborhoods and business districts within the corridor through:
- Discouraging conversions of residential uses to non-residential uses as defined within revitalization areas.
- Maintaining a mix of retail, office and service facilities that are convenient to neighborhood residents.
- Adherence to the standards and commitments of original approvals in partially completed subdivisions in the eastern section of the corridor.
- Greater community representation in land use and development policy formulation.

<table>
<thead>
<tr>
<th>Land Use Objectives</th>
<th>Implementation Schedule</th>
<th>Implementation responsible parties and partners</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintain the well-defined edges and boundaries of residential neighborhoods. Discourage encroachment of non-residential land uses into neighborhoods.</td>
<td>Ongoing</td>
<td>DMD, Community organizations</td>
<td>46th Street between Pendleton Pike and Post Road may be subject to pressures to convert houses and residential lots into more non-residential uses.</td>
</tr>
<tr>
<td>Maintain a mix of retail, office and service facilities that are convenient to neighborhood residents. Ensure that basic needs can be met, where possible, within walking distance of corridor residents.</td>
<td>Ongoing</td>
<td>DMD, Community organizations</td>
<td>Businesses clustered at the intersections of arterial streets should continue to offer shopping and services geared to neighborhood residents as well as to commuters.</td>
</tr>
<tr>
<td>Maintain the standards of subdivisions in partially completed subdivisions in the eastern section of the corridor. New projects should include common areas, green space and tree preservation and linkages along streams and utility corridors.</td>
<td>Ongoing</td>
<td>DMD - Planning</td>
<td>Despite the current lull in home building, land in the eastern section will eventually become attractive again for new residential construction. This area needs continued build-out of a network of paths and trails that connect to the existing and planned greenways.</td>
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<tr>
<td>Encourage all neighborhood-based organizations in the corridor to enroll in City of Indianapolis’s registry of community organizations.</td>
<td>Ongoing</td>
<td>Neighborhood-based organizations, MNLs</td>
<td>This service assures neighborhood based organizations of notification in development and licensing hearings and other public participation opportunities. The registry aids communications between neighborhood organizations and affected citizens.</td>
</tr>
<tr>
<td>Monitor development of business parks in the Mount Comfort Road area and the Indianapolis Regional Airport in Hancock County.</td>
<td>Ongoing</td>
<td>DMD Planning</td>
<td>The west edge of the commercial and industrial park is currently within one to two miles of the Marion County line. Continued development of this complex and the airport will impact the East 38th Street Corridor.</td>
</tr>
</tbody>
</table>
**Housing Goal:**
Promote well maintained and affordable housing throughout the corridor through:

- Maintenance of the housing stock and residential neighborhoods
- Construction of new houses on cleared residential lots
- Additional housing options for seniors and other residents needing supportive housing.

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Maintain the existing stock of single family houses.</td>
<td>Ongoing</td>
<td>DMD Planning, Property owners, Community organizations, DCE, MCPHD</td>
<td>Strategies should include greater reporting of code enforcement problems, neighborhood initiatives for maintenance and assisting owners with home repairs. A strong base of owner-occupied housing is essential for community stability and growth.</td>
</tr>
<tr>
<td>Encourage infill construction of new single family houses where vacant lots were created after the removal of tornado damaged houses and abandoned houses.</td>
<td>Short term - interim uses for lots until new houses can be built; Medium to long term</td>
<td>CAFÉ, City Land Bank, Housing sponsors and collaborators</td>
<td>Most cleared lots are suitable for new houses. In some cases vacant lots may be sold to adjoining homeowners for enlarged yards.</td>
</tr>
<tr>
<td>Assist older residents that choose to stay in their own homes as they age. Draw upon the principles of “aging in place” and a Naturally Occurring Retirement Community (NORC).</td>
<td>Ongoing</td>
<td>CAFÉ, CICOA and other agencies that provide in home assistance to elderly persons.</td>
<td>Much of the existing housing stock can serve older adults’ needs but houses may need adaptations for accessibility, convenience and safety. CICOA’s “Safe at Home” program can help with adaptations to homes for elderly and disabled residents.</td>
</tr>
<tr>
<td>Encourage a variety of new housing facilities that can meet the needs of persons with disabilities and others that need additional support services.</td>
<td>Ongoing</td>
<td>CAFÉ, CICOA</td>
<td>A full range of housing options and prices is desirable in the community. A balance of single family and multi-family housing options should remain but not to result in housing densities that exceed current levels.</td>
</tr>
</tbody>
</table>
Economic Development Goal:
Revitalize physically deteriorated, functionally obsolete and under used sites in the corridor by:

- Encouraging the redevelopment of outdated and under used sites and facilities with uses that better serve current and future market demands.
- Targeting commercial districts for mixed use and transit supportive densities along the current and future public transit corridors, especially on Post Road and 38th Street.
- Prioritizing infrastructure investments that allow business districts to remain competitive in the local and regional market.
- Implementing strategies to offer more jobs near to neighborhood residents.

<table>
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</thead>
<tbody>
<tr>
<td>Target blighted sites with private and public reinvestment efforts.</td>
<td>Ongoing</td>
<td>DVD Develop Indy Business owners and associations</td>
<td>Coordinate revitalization efforts with environmental remediation. Blighted sites discourage new business investments in the area.</td>
</tr>
<tr>
<td>Encourage the modernization of existing businesses to allow them to remain competitive in their markets</td>
<td>Ongoing</td>
<td>DVD Develop Indy</td>
<td>Retail businesses along arterials may need to accommodate drive-through customer service and new building footprints.</td>
</tr>
</tbody>
</table>
Connectivity and Infrastructure Goal: Achieve and maintain a network of public and private infrastructure that:

- Provides safe, convenient connectivity between all parts of the corridor
- Encourages greater use of transit, bicycle and pedestrian travel options and improved connections between these modes
- Extends new common areas and paths to ensure connections to the Indian Creek Greenway and Grassy Creek Regional Park
- Continues to convert septic systems to sewer as the eastern section builds out.
- Anticipates growing traffic on arterial streets and coordinates planning with Hancock County
- Protects the watersheds from adverse development.

<table>
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<tbody>
<tr>
<td>Increase bicycling within the corridor and through the Corridor.</td>
<td>Short-term to Ongoing</td>
<td>Indianapolis Office of Sustainability, IndyGo DPW, IMPO, Bicycle Indiana and bicycle vendors CIBA</td>
<td>The 2012 Indianapolis Bicycle Master Plan contains, goals, objectives and tools for education and encouragement that can increase bicycle ridership and a safe environment for bicyclists.</td>
</tr>
<tr>
<td>• Bike safety seminars</td>
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<tr>
<td>• Add bike racks to community gathering places, stores, churches and schools</td>
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<tr>
<td>• Involvement of business community, community organizations and residents with education and encouragement programs.</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Investigate the “Safe Routes to School” program for at least one elementary school in the corridor.</td>
<td>Mid-term</td>
<td>School(s) with support from DPW and MPO</td>
<td>Schools with a large number of their students within walking distance may be candidates for this program.</td>
</tr>
<tr>
<td>Task</td>
<td>Timeframe</td>
<td>Responsible Parties</td>
<td>Details</td>
</tr>
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</tr>
<tr>
<td>Restore pedestrian accesses of internal drives and sidewalks between public streets and between apartment communities that have been fenced or blocked.</td>
<td>Mid-term to long term</td>
<td>Apartment communities and adjoining neighborhoods working with Indianapolis Metropolitan Police Dept. on a demonstration project.</td>
<td>Fencing of drives and sidewalks has been done as a crime deterrent. Removal of fencing should be preceded by a “Crime Prevention Through Environmental Design” (CPTED) effort to maximize personal safety while restoring connectivity to public sidewalk networks and to transit stops.</td>
</tr>
<tr>
<td>Complete planned “roundabouts” at German Church Road and 46th Street and 42nd St.</td>
<td>Near-term to Long Term</td>
<td>DPW</td>
<td>The community ranked highly the need to make safety improvements at these intersections. The adjoining land is currently undeveloped or sparsely developed and lacks sidewalks.</td>
</tr>
<tr>
<td>Connect new sidewalks within these improved intersections as adjoining land is developed.</td>
<td></td>
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</tr>
<tr>
<td>Evaluate school and park sites where pedestrian and bicycle accesses could be improved.</td>
<td></td>
<td>DPR, DPW, School(s)</td>
<td>Several schools and parks have secondary accesses that lack improved pathways. Appropriately located and well maintained paths make walking and biking to school more feasible.</td>
</tr>
<tr>
<td>Address drainage problems along German Church Road between 42nd St. and 46th St. and Carroll Road between 38th Street and 42nd Street.</td>
<td>Short term</td>
<td>DPW, Hancock County Surveyor</td>
<td>These sparsely developed street sections are on parcels have not have drainage plans. German Church Road divides higher ground on the east with lower ground on the west toward Indian Creek. Land adjoining Carroll Road is very flat with poorly defined road ditches and drainage outlets.</td>
</tr>
<tr>
<td>Coordinate the addition of transit supportive infrastructure with overall connectivity plans and site plans.</td>
<td>Ongoing</td>
<td>IndyGo, Lawrence Transit, DPW, DMD</td>
<td>Integrating transit supportive infrastructure should be a priority in all development and redevelopment plans.</td>
</tr>
</tbody>
</table>
## Healthy Community

**Goal:** Achieve a healthier community through:

- Greater physical activity of residents through increased walking and biking.
- Addressing concerns about food access and the supply of healthy food.
- Extensive community participation in health education.

### Objectives

<table>
<thead>
<tr>
<th>Implementation Schedule</th>
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</tr>
</thead>
<tbody>
<tr>
<td><strong>Short-term 1-3 years</strong></td>
<td><strong>Neighborhood based organizations, community health centers and Marion Co. Public Health Dept. (MCPHD)</strong></td>
<td>Ensure that programs are accessible to all residents within this diverse community.</td>
</tr>
<tr>
<td><strong>Mid-term 4-7 years</strong></td>
<td><strong>Neighborhood action, churches and schools with assistance from Indy In Motion - Marion County Public Health Dept. and FIT CITY Indianapolis and Indy Parks (DPR)</strong></td>
<td>Walking can regularly be a healthful and enjoyable activity for all generations. 38th Street between Post Road and Mitthoefer Road will be a more walkable and attractive corridor with planned improvements. Regular physical activity is important to reducing the risks for heart attack, colon cancer, diabetes, and high blood pressure.</td>
</tr>
<tr>
<td><strong>Long-term 8-15 years</strong></td>
<td><strong>Neighborhood associations, CAFÉ, MCPHD, Purdue Extension Marion County/Purdue Master Gardener Program</strong></td>
<td>In the areas of 38th St. and Post Road, 42nd Street and Post Road and 42nd Street and Mitthoefer Road, residents without an automobile clearly have fewer options for acquiring affordable, healthy food. Sidewalk gaps also exist in these areas.</td>
</tr>
</tbody>
</table>

**Support education on healthy lifestyles for all ages and families**

Ongoing

Begin fitness promotions using walking as a central theme.

Short-term and ongoing

Investigate physical barriers or related access problems to existing food outlets for residents that lack personal transportation. Include food access as a priority when filling gaps in the sidewalk network.

Short term
| Investigate physical barriers or related access problems to existing food outlets for residents that lack personal transportation. Include food access as a priority when filling gaps in the sidewalk network. | Short term | Neighborhood associations, CAFÉ, MCPHD, Purdue Extension Marion County/ Purdue Master Gardener Program | In the areas of 38th St. and Post Road, 42nd Street and Post Road and 42nd Street and Mitthoefer Road, residents without an automobile clearly have fewer options for acquiring affordable, healthy food. Sidewalk gaps also exist in these areas. |
| Create additional local food supply including community food gardening programs and backyard gardens. | Ongoing | Neighborhood associations, CAFÉ, MCPHD, Purdue Extension Marion County/ Purdue Master Gardener Program | Residential yards, churches and schools can accommodate productive food gardens. Vacant land is also available throughout the corridor that could be suitable for community food gardens. |
| Investigate additional food suppliers including community food gardening programs, food co-ops, seasonal stands and mobile food vendors. | Ongoing | CAFÉ Marion County Public Health Department, local food advocates, Purdue Extension Marion County | Existing shopping centers can accommodate new food outlets within stores and seasonal and temporary stands. The emerging local food supply network is not yet strongly represented in the far eastside area. |
### Image Goal: Increase the visual quality of the corridor and boost economic development through:

- a stronger sense of place throughout the corridor
- incorporating local heritage, history and public art in public infrastructure and privately developed sites.
- consideration of short-term and long-term maintenance costs and responsibilities when planning physical improvements in the corridor.

<table>
<thead>
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<tbody>
<tr>
<td>Develop wayfinding signage program for the corridor and its component destinations to welcome visitors to the corridor as well as to provide directions to destinations beyond the corridor.</td>
<td>Short term initial project and ongoing maintenance of signs</td>
<td>DPW, DPR, DMD, and community</td>
<td>This is a project that should involve the responsible parties from destinations within the corridor and beyond the area. Some destinations within the corridor have regional appeal.</td>
</tr>
<tr>
<td>Develop and implement a corridor beautification plan first emphasizing projects of private property owners.</td>
<td>Beginning in short term then continues as ongoing maintenance.</td>
<td>Community stakeholders and other neighborhood organizations Keep Indianapolis Beautiful, Inc.</td>
<td>Tree planting, replacing damaged or overgrown landscaping. Add landscaping to commercial properties where missing.</td>
</tr>
<tr>
<td>Repair fences and remove overgrowth extending into the right of way. Mow the rear lot lines and pick up trash</td>
<td>Near to mid term</td>
<td></td>
<td>Fence repair and maintenance along Post and 38th is a special problem.</td>
</tr>
<tr>
<td>Develop an overall corridor beautification plan that will include improvements within the public right-of-way and in properties that have frontage on the street.</td>
<td>Medium to long term</td>
<td>Community stakeholders and other neighborhood organizations with city agencies and utilities.</td>
<td>Develop a streetscape plan in coordination with planning improvements in street conditions, new sidewalks and bicycle infrastructure.</td>
</tr>
<tr>
<td>Objective</td>
<td>Timeframe</td>
<td>Implementation Details</td>
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</tr>
<tr>
<td>Complete further investigation of a “gateway” at Carroll Road</td>
<td>Short term</td>
<td>Community-based implementation entities along with DPW and DMD</td>
<td></td>
</tr>
<tr>
<td>Combining welcome to Indianapolis and tribute to Michael A Carroll</td>
<td>Medium term</td>
<td>Utilize the process recommended by the Indianapolis Gateways Toolkit.</td>
<td></td>
</tr>
<tr>
<td>Adopt IndyGo transit stops</td>
<td>Short term</td>
<td>This objective also supports increased transit utilization in the corridor.</td>
<td></td>
</tr>
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</table>

CAFÉ - Community Alliance for the Far Eastside
CIBA - Central Indiana Bicycling Association
CICOA - Central Indiana Council on Aging and In-Home Solutions
CILTI - Central Indiana Land Trust Inc.
DCE - Department of Code Enforcements
DMD - Department of Metropolitan Development
DPW - Department of Public Works
DPR - Department of Parks and Recreation
IMPD - Indianapolis Metropolitan Police Department
IMPO - Indianapolis Metropolitan Planning Organization
IPL - Indianapolis Power and Light Company
IndyGo - Indianapolis Public Transportation Corporation dba IndyGo
Lawrence Transit - Lawrence Transit System
MCPHD - Marion County Public Health Department
MCSWCD - Marion County Soil and Water Conservation District
MNL - Mayor’s Neighborhood Liaisons
Appendix

Maps

1. East 38th Street Corridor Study Area on Marion County Base
2. East 38th Street Corridor
3. Stages of Development
4. Central Indiana Regional Bikeways Plan (detail of northeast Marion County) – Indianapolis Metropolitan Planning Organization
5. Traffic Counts
6. IndyGo Bus Routes
7. Proposed Sidewalks West
8. Proposed Sidewalks East
9. Existing Land Use
10. Land Use Plan
11. Revitalization Areas
12. Environmentally Sensitive Areas

List of public meetings

3. October 12, 2010
   Calvary Baptist Church, 3255 N. German Church
4. November 10, 2010
   Calvary Baptist Church
5. December 1, 2010
   Calvary Baptist Church
6. February 17, 2011
   Calvary Baptist Church
7. March 24, 2011
   Calvary Baptist Church
8. June 28, 2011
   Knights of Columbus St. Joseph Council, 4332 N. German Church Rd.
9. August 9, 2011
   Knights of Columbus
   Mount Carmel Baptist Church, 9610 E. 42nd Street
    Mount Carmel Baptist Church
12. February 27, 2012
    Mount Carmel Baptist Church
Mount Carmel Baptist Church
Eastlawn Wesleyan Church, 3400 N. Post Road
15. May 21, 2012
Rock of Faith Church Missionary Baptist Church, 10302 E. 38th Street
Shadeland Baptist Church, 7425 E. 34th Street
Turning Point Family Worship Center, 4501 N. Post Road
November 1, 2012 Turning Point Family Worship Center

Other public meetings and events for the East 38th Street Corridor Plan
1. May 19, 2010
Warren Township Development Association Land Use Committee
2. July 1, 2010
3. Warren Township Development Association Board Meeting
4. May 11, 2011
Eastside Business Association
5. July 28, 2011
CAFÉ Community Day (resident opinion surveys conducted)
6. August 4, 2011
Francis Scott Key Elementary School #103  Open House
7. August 17, 2011
Mayor’s Night Out for Far Eastside, Indiana Life Sciences Academy East
8. July 26, 2012
CAFÉ Community Day
August 9, 2012
Mayor’s Night Out for Warren Township, Old Bethel United Methodist Church

List of photographs
Indiana Gun Club July 1955 – Mark Burgess
Ayr-Way Store from circa 1966 (internet)
Fort Harrison – Fort Harrison Reuse Authority
Big Four RR and New York Central logos (internet)
Mendenhall’s Bicycle Road Map of Marion County - 1901
Falcon Point Apartments Tornado 2008- Indianapolis Star
Far Eastside Quality of Life wristband – Community Alliance for the Far
CAFÉ’ Eastside Grassy Creek Park wetlands - Indianapolis Department of Parks (DPR) and Recreation Reuben Glick Central Region Little League Center
All other photographs by staff of the Division of Planning – Department of Metropolitan Development and City of Indianapolis geographic information systems.

Reference documents
Adopted city plans through www.indy.gov/dmdplan/
Lower Fall Creek Watershed Management Plan www.lowerfallcreek.org
Pleasant Run Watershed Management Plan http://www.in.gov/idem/nps/3875.htm Friends of Pleasant Run
### Pedestrian Crossings - Lawrence Township

Most intersections need minor improvements to achieve pedestrian safety and connectivity. Some crossings at interstates, major streets, waterways, diagonal streets or railroads may be more difficult, yet they are critical to achieving overall pedestrian connectivity. Crossing I-465, I-69, Binford Boulevard, Shadeland Avenue, Pendleton Pike, 38th Street and 56th Street will be critical in maintaining connectivity.

### Pedestrian Crossings - Warren Township

Most intersections need minor improvements to achieve pedestrian safety and connectivity. Some crossings at interstates, major streets, waterways, diagonal streets or railroads may be more difficult, yet they are critical to achieving overall pedestrian connectivity. Crossing I-465, I-70, Shadeland Avenue, Pendleton Pike, I-74 and 38th Street will be critical in maintaining connectivity.

<table>
<thead>
<tr>
<th>Intersection</th>
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<tr>
<td>34th and Shadeland</td>
<td>38th and German Church</td>
</tr>
<tr>
<td>34th and Richardt</td>
<td>38th and Carroll</td>
</tr>
<tr>
<td>35th and Richardt</td>
<td>42nd and Mitthoefer</td>
</tr>
<tr>
<td>38th and Shadeland</td>
<td>46th and Pendleton Pike</td>
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<td>38th and Pendleton Pike</td>
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<td>Shadeland and Pendleton Pike</td>
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<td>38th and Richardt</td>
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<td>38th and I-465</td>
<td>46th and Post</td>
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<tr>
<td>38th and Franklin</td>
<td>48th and Mitthoefer</td>
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<tr>
<td>38th and Post</td>
<td>46th and German church</td>
</tr>
<tr>
<td>38th and Mitthoefer</td>
<td>48th and Carroll</td>
</tr>
<tr>
<td>38th and Winggate</td>
<td>German Church and Warren Rail Trail</td>
</tr>
<tr>
<td>38th and Long Wharf</td>
<td>Mitthoefer and Warren Rail Trail</td>
</tr>
</tbody>
</table>
Description of Recommended Land Use Categories

(Colors refer to proposed land use map)

Residential Development greater than 0.00 and equal to or less than 1.75 units per acre.
Color: Light Yellow
Index Number: 1
This density is consistent with rural development patterns and could also limit the impact of development on property with extreme topography or other significant environmental considerations such as floodplains, wetlands and old-growth woodlands. Additionally, this density would be conducive to agricultural and estate development.

Residential Development greater than 1.75 and equal to or less than 3.50 units per acre.
Color: Dark Yellow
Index Number: 2
This density is consistent with single-family residential development in transitional areas between rural and suburban development patterns and is the typical density for single family residential development in suburban areas of the City. Development at this density should not take place in rural and suburban areas where surrounding development patterns exhibit characteristics suitable for higher densities (property on mass transit corridors, near concentrations of employment, or near major commercial centers, for example).

Residential Development greater than 3.50 and equal to or less than 5.00 units per acre.
Color: Bright Yellow
Index Number: 3
This density is consistent with single-family residential development in suburban areas of the City and in transitional areas between suburban and urban patterns of development. Development at this density should not take place on mass transit corridors. Multi-family residential development is acceptable, but is unlikely considering the density ranges recommended.

Residential Development greater than 5.00 and equal to or less than 8.00 units per acre.
Color: Dark Orange
Index Number: 4
In suburban and rural areas this is a common multi-family density and typically the highest density single-family category in suburban areas. In urban areas, it is common for both single-family and multi-family development. Development at this density is appropriate along bus corridors but should not take place in proximity to planned light rail transit stops.

Residential Development greater than 8.00 and equal to or less than 15.00 units per acre.
Color: Light Brown
Index Number: 5
This density is typically the highest density serviceable in suburban areas. In suburban areas it would typically be a multi-family (apartment or condominium) category. In urban areas, this is the highest density single-family residential category and a common multi-family category. Development at this density is appropriate for all types of mass transit corridors.

Residential Development greater than 15.00 units per acre.
Color: Dark Brown
Index Number: 6
This density is appropriate only within relatively intense urban areas where there is a full range of urban services and where those services have the capacity to accommodate the development. It may be appropriate in rare circumstances in suburban areas as assisted living housing and as a buffer between major retail commercial uses and lower density residential uses. Development at this density is appropriate for all types of mass transit corridors.

Village Mixed-Use
Color: Peach
Index Number: 8
This land use category consists of a development focused on a mixed-use core of small, neighborhood office/retail nodes, public and semi public uses, open space and light industrial development. Residential development densities vary from compact single family residential development and small-scale multi-family residential development near the “Main Street” or “Village Center” and progress to lower densities outward from this core. Village mixed use areas are intended to strengthen existing, historically rural, small towns and cities within Indianapolis, which are intended to continue as neighborhood gathering places and should allow a wide range of small businesses, housing types, and public and semi public facilities. This category should be compatible in size and scale to existing villages in Marion County. It will allow development of residential and limited commercial uses on smaller lots than in other sections of rural and suburban Indianapolis. Potential development in these areas should focus on design issues related to architecture, building size, parking, landscaping and lighting to promote a pedestrian-oriented “village” or “small town” atmosphere, rather than focusing on residential density. Strip commercial development (integrated centers setback from rights-of-way by parking areas), large-scale freestanding retail uses and heavy industrial development are generally inappropriate within this land use category. The Plan anticipates that this category will typically be designated as a critical area. The Plan also anticipates that development of property with this recommendation would result from a public input process.

Office Commercial Uses
Color: Pink
Index Number: 9
This land use category is for low-intensity office uses, integrated office development and compatible office-type uses. Retail uses are not promoted in this category, unless those uses are significantly subordinate to the primary office use or the retail use exclusively serves an abundance of office uses in proximity to the retail use. Office Commercial Uses can exist either as buffers between higher intensity land uses and lower intensity land uses or as major employment centers. The following uses are representative of this land use category: medical and dental facilities, education services, insurance, real estate, financial institutions, design firms, legal services, day care centers, mortuaries, and communications studios.

Community Commercial Uses
Color: Red
Index Number: 10
This land use category is for low-intensity retail commercial and office uses, which serve a predominantly residential market adjacent to or very near, the location of the use. The uses in this land use category are designed to fulfill a broad range of retail, personal, professional and business services and are either freestanding or part of a small integrated center typically anchored by a grocery store. These centers contain no, or extremely limited, outdoor display of merchandise. Generally, these uses are consistent with the following characteristics: Maximum Gross Floor Area: 125,000 square feet Maximum Acreage: 25 acres Service Area Radius: 2 miles Location: On an arterial or at the intersection of an arterial with a collector. Maximum Out lots: 3

Regional Commercial Uses
Color: Red  
Index Number: 11

This land use category is for general commercial and office type uses, which serve a market that encompasses several residential neighborhoods or communities. The uses in this land use category tend to benefit greatly from major business grouping and regional sized shopping centers; therefore, this land use category may consist of a collection of relatively large freestanding commercial uses and integrated centers. These uses are generally characterized by indoor operations, but may have accessory outdoor operations limited to approximately 5 to 10 percent of a use’s gross floor area. Generally, these uses are consistent with the following characteristics: Maximum Gross Floor Area: 1,000,000 square feet Service Area Radius: 15 miles Location: On a primary arterial near the intersection with a secondary or primary arterial. Maximum Outlots: As needed.

Heavy Commercial Uses  
Color: Red  
Index Number: 12

This land use category is for general commercial and related office type uses. The uses in this land use category tend to exhibit characteristics that are not compatible with less intensive land uses and are predominantly devoted to exterior operations, sales and display of goods; such as automobile sales and heavy equipment sales. Location: On a primary arterial

Light Industrial  
Color: Light Purple  
Index Number: 13

This land use category consists of industrial uses, which are conducted within enclosed structures and which may have no, or extremely limited outdoor storage requirements. Those industrial uses that require no outdoor storage can be considered appropriate buffers, provided the use does not exhibit characteristics incompatible with less intensive land uses. This category, regardless of the amount of outdoor storage, is considered an appropriate buffer between general industrial uses and less intensive land uses. Light industrial uses should create minimal impact on adjacent property.

General Industrial  
Color: Dark Purple  
Index Number: 14

This land use category consists of industrial uses, which are intensive and are characterized by outdoor operations, significant requirements for outdoor storage, and/or intense emissions of light, odor, noise and vibration. These uses may have significant impacts that are difficult, expensive or impossible to completely eliminate or buffer from adjacent properties.

Special Use  
Color: Grey  
Index Number: 17

This land use category consists of a variety public, semi-public and private land uses that either serve a specific public purpose (such as schools, churches, libraries, neighborhood centers and public safety facilities) or are unique uses exhibiting significant impacts on adjacent property (such as the Indianapolis International Airport, Indiana State Fair, and Indianapolis Motor Speedway).

Park Color: Green  
Index Number: 15

This land use category consists of public or private property designated for active and/or passive recreational amenities.
Credits

City of Indianapolis
Gregory A. Ballard, Mayor

City County Councilors
Steve Talley, District 11
Michael J. McQuillen, District 12
Mary Moriarty Adams, District 17
Vernon Brown, District 18
Zach Adamson – At Large
John Barth – At Large
Pamela Hickman – At Large
Leroy Robinson – At Large

Metropolitan Development Commission
J. Cornelius Brown
Lena Hackett
Diana Hamilton
Dorothy Jones
Jesse Lynch
Edmund Mahern
Timothy M. Ping
Bruce Schumacher
William Selm

Department of Metropolitan Development
Adam Thies AICP, Director
Maury Plambeck, AICP, Past Director

Division of Planning
Michael Peoni, AICP, Administrator
Keith Holdsworth, Principal Planner II
Dennis Slaughter, AICP, Senior Planner
Gina Bush Hayes, Planner
Robin Grams – Intern
Chase Nicholas – Intern

Division of Community Economic Development
Richard May, Assistant Administrator
Ryan J. Hunt, Senior Project Manager

Division of Neighborhood Services
Dennis Papenmeier, Administrator
Charles Ingram, Mayor’s Neighborhood Liaison
Noelle Malatestin, Mayor’s Neighborhood Liaison
Ruthann Walker, Mayor’s Neighborhood Liaison

Department of Public Works
Lori Miser, Director
John Oakley, Assistant Administrator, Engineering Division
Nathan Sheets, Assistant Administrator
Andy Lutz PE, Chief Engineer
Indianapolis Metropolitan Planning Organization
Anna Tyszkiewicz, Executive Director
Sean Northup, Assistant Director
Steve Cunningham, Principal Planner
Jeremy Moore, Senior Planner
Kevin Mayfield, Senior Planner

Indianapolis Public Transportation Corporation/IndyGo
Michael Terry, President and CEO
Samantha Cross, Vice President of Business Development
Annette Darrow, Manager of Planning and Scheduling

Indianapolis Parks and Recreation Department
Andre Denman, Principal Park Planner
Benjamin Jackson, Senior Park Planner

City of Lawrence
Dean Jessup, Mayor
Timothy Joyce, Economic Development Director
Keith Johnson, Deputy Chief of Staff and Public Relations Director
Tom Crouch, Economic Development Director (2011)

Community Partners
Community Alliance for the Far Eastside (CAFÉ)

CAFÉ Board:
Kevin Robinson – President
Beverly Brown – Vice President
Alice McCray – Secretary
Michael Halstead – Treasurer
Phyllis Price
Christine Green-Hayes
Pastor James Jackson
Rob Riewoldt
Judy Ferguson
Maria Rusomaroff

CAFÉ Staff:
Melissa Drew, Executive Director
Becky Young, Operations Director
Sheryl Twitty, Intake Coordinator
Carla Sutton, Case Manager
Lisa Curran, Youth and Senior Program Coordinator
Yvonne Smith-Hendricks, Community and Program Coordinator
Betty Robinson, Neighborhood Specialist
Jasmine Clark – Public Ally Intern (2011-2012)

Pathway Resource Center
La Keisha Jackson, Executive Director

Lawrence Community Development Corporation
Christopher Barnett, Executive Director
Kelly Wood, Past Executive Director
METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA
RESOLUTION NO. 2012-CPS-R-004

RESOLUTION 2012-CPS-R-004, amending a segment of the Comprehensive or Master Plan of Marion County, Indiana, East 38th Street Corridor Plan.

Be it resolved that, pursuant to I.C. 36-7-4, the Metropolitan Development Commission of Marion County, Indiana, hereby amends the Comprehensive or Master Plan for Marion County, Indiana, by the adoption of the East 38th Street Corridor Plan, which is attached hereto and incorporated herein by reference as an amendment to the Comprehensive or Master Plan of Marion County, Indiana.

Be it further resolved that the Secretary of the Metropolitan Development Commission is directed to certify copies of this Resolution 2012-CPS-R-004 amending the Comprehensive or Master Plan of Marion County, Indiana, East 38th Street Corridor Plan.

Be it further resolved that the Director of the Department of Metropolitan Development is directed to mail or deliver certified copies of this Resolution 2012-CPS-R-004, to the Mayor of the City of Indianapolis, the City-County Council of Indianapolis and Marion County, and the Board of Commissioners of Marion County, Indiana and to the legislative authorities of the incorporated cities and towns of Marion County, Indiana that are directly affected by this plan. The Director shall also file one (1) copy of the Resolution and one (1) summary of the plan in the office of the Recorder of Marion County.

Dated: 12/5/12

Edmund Mahern, President
Metropolitan Development Commission

APPROVED AS TO LEGAL FORM
AND ADEQUACY THIS 29th
DAY OF NOVEMBER, 2012

Stephen Neff
Deputy Chief Counsel

East 38th Street Corridor Plan