No zoning recommendation - see Critical Area text.

Zoning Plan - Southeast Portion of Neighborhood

City of Indianapolis - Marion County
Department of Metropolitan Development
Division of Planning

This map does not represent a legal document. It only is intended to serve as an aid in graphic representation. Information shown is not warranted for accuracy or merchantibility.
priorities

The Near West Neighborhood Land Use Plan’s public input process was concluded by prioritizing the plan’s recommendations. Participants were asked to choose their 25 highest priorities out of 72.

The three most highly-prioritized recommendations are:
  • Add sidewalks to the 500 View neighborhood in general.
  • Re-do the streetscape of Washington Street to include crosswalks, on-street parking on one side of the street, and medians with landscaping.
  • Build a greenways trail on the old B&O Railroad.

Also highly-ranked are:
  • Upgrade bus stops with benches and shelters where appropriate.
  • Strengthen enforcement, prosecution and penalties associated with nuisance violations.
  • Re-do the streetscape of Michigan Street to include a bike lane, turn lanes at key intersections, wider sidewalks, pedestrian bump-outs, marked crosswalks, street trees, medians, upgraded bus stops and landscaping.
  • Extend the White River greenway trail north to 16th Street.
  • Build a major north/south street to serve the neighborhood.
  • Increase the number of people living in the neighborhood.
  • Revitalize the area around Michigan Street between Haugh Street and Traub Avenue as a mixed-use, traditional neighborhood center.
  • Add sidewalks to the west side of White River Parkway.
  • Post “No Dumping” as appropriate in problem locations.
  • Redevelop the part of Stringtown between Washington Street and Market Street as an employment-oriented area.
Related Planning Documents

City of Indianapolis - Marion County
Department of Metropolitan Development
Division of Planning

This map does not represent a legal document. It only is intended to serve as an aid in graphic representation. Information shown is not warranted for accuracy or merchantability.
Appendix A: Related Planning Documents

The Near West Neighborhood Land Use Plan is one of approximately 130 planning documents that make up the Comprehensive Plan for Indianapolis/Marion County. Other plans of particular relevance to the Near West neighborhoods are the:

- West Washington Street Corridor Study (October 1985)
- Lafayette Road/Coffin Park Neighborhood Plan (July 1990)
- Nearwestside Housing Improvement and Neighborhood Plan (April 1994)
- Indianapolis Regional Center Plan 2020 (March 2004)
- Central State Subarea Plan (September 2007)
- Near Westside Quality of Life Plan (August 2008)
- West Indianapolis Neighborhood Land Use Plan (December 2011)

West Washington Street Corridor Study

Study area boundaries:
North: lots on the north frontage of Washington Street
East: White River Parkway, W Dr.
South: CSX Railroad (north set of tracks)
West: Holt Road

Plan Components:
- Analysis of existing land use and businesses
- Analysis of building conditions
- Business survey
- Consumer survey
- Assets and Liabilities
- Recommendations
- Design standards

Business and consumer surveys
A survey was left with each business along Washington Street. Over 50% were returned. Questions were asked about the current state of the businesses, their future intentions, Washington Street’s assets and liabilities, and ideas for improvements. The results were generally positive about the corridor. Among the top ideas for improvements to the corridor that would draw in more customers were building renovations, improved lighted and security, landscaping, parking, and repair of sidewalks, curbs and the street.

A consumer survey was conducted of 389 households in the surrounding neighborhoods. The overall results showed that persons who were dependent on walking or mass transit used the businesses on Washington Street because of Washington Street’s convenience. However households with drivers tended to shop elsewhere. Frequently given reasons for this were lack of variety and high prices.

Liabilities: (24)
- Vacant storefronts and lots
- Buildings in disrepair
- Neighborhood declining in income and population
- Rush hour traffic congestion
- Lack of on- and off-street parking spaces
• Sidewalks, streets and curbs in disrepair
• Lack of streetscape amenities
• Perception of crime
• Poor lighting
• Lack of landscaping
• Inappropriate zoning

Recommendations: (43+)
• Correct zoning for sites with improper zoning (list given)
• Upgrade physical appearance of buildings, signs and sites
• Adhere to design guidelines
• Repair streets, sidewalks and curbs
• Upgrade Hawthorne Park
• Remove parking restrictions on Washington Street

Adoption of the Near West Neighborhood Land Use Plan replaces the recommendations of the West Washington Street Corridor Study for the parcels in the area of overlap between the two plans.

Lafayette Road/Coffin Park Neighborhood Plan

Study area boundaries:
North: 30th Street
East: White River
South: 16th Street
West: Speedwey town limits

Assets:
• Little intrusion of commercial and industrial uses into predominantly residential areas
• A building survey indicated that 95% of the primary structures in the study area were in sound condition
• Few vacant lots
• Commercial establishments on Lafayette Road and West 16th Street provide a variety of goods and services
• Little traffic congestion

Liabilities:
• Commercial site at 19th Street and Tibbs Avenue
• Commercial site in 1800 of Somerset Avenue
• Lack of sidewalks and curbs along Lafayette Road
• Conversion of home to commercial uses along 16th Street
• Little of bus service
• Alley in disrepair
• Vandalism of park property

Recommendations:
• Proper buffering of residential uses from commercial uses along Lafayette Road
• Conversion of residential sites along Lafayette Road to commercial uses
• Correct sites with improper zoning. (list given)
• Downzone most of the C5 zoning along 16th Street to C4
• Establish a housing rehabilitation program
• Implement a façade improvement program
• Buffer/landscape between industrial and residential areas on Luett Avenue

Adoption of the Near West Neighborhood Land Use Plan replaces the recommendations of Lafayette Road/Coffin Park Neighborhood Plan for the parcels in the area of overlap between the two plans.

Nearwestside Housing Improvement and Neighborhood Plan

Study area boundaries:
   North: 16th Street
   East: White River
   South: CSX railroad, north tracks
   West: Tibbs Avenue

Recommendations:
• Identify target areas within which to focus housing improvements
• Assist existing homeowners with rehabilitation
• Promote acquisition and rehabilitation of abandoned/vacant housing units
• Resolve code violations
• Repair/replacement of deteriorate curbs and sidewalks.
• Involve the neighborhood in tree planting and park improvements

Indianapolis Insight: the Comprehensive Plan for Marion County, Indiana

Study area boundaries:
   Community Values Component: Marion County
   Land Use Recommendations: Marion County outside the extent of subarea land use plans

Indianapolis Insight is the most recent county-wide update of the Comprehensive Plan. It is a guide for development that contains statements of community values concerning development of the city and the resulting goals, objectives and policies. It also makes land use recommendations for all parcels of land in Indianapolis outside the boundaries of subarea plans.

Adoption of the Near West Neighborhood Land Use Plan replaces the land use recommendations of Indianapolis Insight for the parcels in the area between Tibbs Avenue and Little Eagle Creek/Holt Road/Speedway town limits

Indianapolis Regional Center Plan 2020

Study area boundaries:
   North: 16th Street
   East: I-65/I-70
South: I-70  
West: Miley Avenue

Recommendations:
• Add 12,000 housing units to downtown over the next 20 years. Of these, there is a potential for 1,450 units in the area between the river and Miley Avenue
• Develop high-density residential at densities of 50+ dwelling units per acre between the IndyGo headquarters and the Zoo
• Urban paths are recommended along:
  o West Washington Street to Washington High School,
  o West Michigan Street to Christamore House,
  o the south and west edges of Mozel Sanders Park and then north along Lafayette Road to Municipal Gardens
• Improvements to Mozel Sanders Park

Central State Subarea Plan

Study area boundaries:  
North: Vermont Street  
East: Warman Avenue  
South: Washington Street  
West: Tibbs Avenue

Recommendations:  
The Central State property is proposed for redevelopment as a Medium-Density Mixed-Use development. Development densities should reflect a floor area ratio of 5:1 or less. Specifically, the following types of uses will be encouraged:
• Medium-density housing 16-49 dwelling units per acre Business services and professional offices (non-industrial) such as architectural, law, accounting, medical, advertising, commercial art and graphic design, interior decorators and designers, commercial photography and branch banks Restaurants
• Personal services such as barber and beauty shops, dry cleaners and shoe repair shops
• Repair services (non-automotive) such as jewelry, watch and clock repair, key duplicating, office equipment, shoe and camera repair
• Retail to include art galleries, antique stores, apparel and accessory stores, artists' and architects' supply, book stores, camera and photographic stores, florists, bakeries, card and stationery stores, grocery stores, hardware stores, jewelry stores, pet shops, framing services and record, tape and compact disc stores
• Parking garages and small parking lots designed only to support immediately adjacent businesses
• Parks and recreational facilities

Near Westside Quality of Life Plan

Study area boundaries:  
North: 21st Street
East: White River
South: CSX Railroad (north set of tracks)
West: North Tibbs Avenue

Plan Components:
- Assets and Opportunities
- Action Steps

Assets:
- Regional Attractions (White River State Park, nearby attractions: IUPUI, Indianapolis Motor Speedway, Indianapolis International Airport)
- Many local institutions
- Vibrant small businesses
- Partnerships with IUPUI

Issues/Opportunities:
- Population and income decline
- Crime
- Diversity of population
- Development opportunities for employers
- Vacant and abandoned housing

Recommendations:
- Street lighting, stop signs and crosswalks
- Tree plantings
- Gateways
- Improve park landscaping and play equipment
- Brownfield redevelopment
- Land use, infrastructure and zoning to attract small businesses
- Social spaces along business corridors
- Public finance tools for corridor improvements

West Indianapolis Neighborhood Land Use Plan

Study area boundaries:
North: CSX Railroad (north set of tracks)
East: White River
South: Raymond Street
West: Holt Road

Plan Components:
- Land Use Plan
- Zoning Plan

Recommendations:
Separation of industrial and residential land uses
Development of significant park space along Eagle Creek
Appendix B: History

Development of the Near West neighborhoods was largely influenced by the presence of major transportation routes that linked Indianapolis to the rest of the country. It starts with the National Road, runs through the railroad age and continues with Interstate 70.

The National Road

The National Road was the first federally funded road. Conceived by George Washington and financed by Thomas Jefferson’s administration, the Road linked the Potomac River at Cumberland, Maryland to the Ohio River at Wheeling (West) Virginia and eventually to the Mississippi River at St. Louis. As one of the first links between the East and the Midwest, it was major route for settlers. The Road through Indiana was surveyed by the late 1820s and used Washington Street through the new town of Indianapolis as part of its route. The route extended Washington Street’s alignment west beyond the town’s limits across White River on a covered bridge to Eagle Creek. There it bent a little to the southwest to make a beeline to Vandalia, then the capital of Illinois.

The construction of the White River bridge in 1933-34 led to a line of homes and businesses popping up along the Road. This string of buildings became known as Stringtown. Further west, the farm town of Mount Jackson arose, named for President Andrew Jackson. And on the outskirts of Mount Jackson, the Bolton farm was purchased by the state in 1845 for the Indiana Hospital for the Insane, later called Central State Hospital.

Hawthorne

A public-house on the south side of the National Road was the origin of the village of Mount Jackson. Platted in 1838, the subdivision took its name from the farm across the road, George Smith’s Mount Jackson farm.

Fifty years later, the residents of Mount Jackson held an election to determine if they wanted to institute a town government. On a 37 to 27 vote, a town government was formed and the new town council met for the first time in February 1879. The village maintained its independence until March 1897 when it was annexed into the City of Indianapolis.

The town’s early growth was in service to travelers on the National Road and local farmers. Later its population swelled with immigrants who came to work in nearby factories. Circa 1904 Nathaniel Hawthorne School opened, followed by the Hawthorne Library in 1911. These structures quickly became the center of community life and the area came to be known as “Hawthorne.”

Central State Hospital

The 160-acre Bolton farm was purchased by the State of Indiana in 1845 for the purpose of establishing “a State Lunatic Asylum.” The property was chosen because it was rural, yet easily accessed from the city of Indianapolis via the National Road. The main building was opened in 1847. By 1858 the Hospital housed 300 patients and in the early years of the 20th century it averaged 1,800 patients.
The main building was demolished in 1940. The Pathology Building, built in 1895, still stands. The Pathology Building is on the National Register of Historic Places as the site of pioneering work in medical research and education. The Medical History Museum is housed in the structure.

Notable persons associated with Central State Hospital include George Smith, Sarah Bolton, and Dr. John Evans. Smith was the first private owner of the property; he was also the publisher of Indianapolis’s first newspaper, the Indianapolis Gazette. Smith bequeathed the property to his step-son, Nathaniel Bolton and his wife Sarah Bolton. They took advantage of the traffic on the National Road by enlarging Smith’s cabin and using it as an inn. Sarah wrote poetry while living there and became famous as the “Pioneer Poet Laureate.”

Dr. John Evans was instrumental in convincing the State legislature to establish a state hospital for the insane. He was made Commissioner by the governor, selected the site, and supervised construction of the main building. He declined the offer to be the hospital’s first superintendent and moved to Chicago and then Denver. He helped found Northwestern University and Denver University, became the territorial governor of Colorado and a railroad magnate. Mt. Evans, Colorado’s highest peak, and the town of Evanston, Illinois were named for him. The Hospital was closed in 1994 after 148 years of service and was sold to the City of Indianapolis in 2003. The city developed a plan for redevelopment of the site (See page 60). In 2012 redevelopment began with the construction of the Steeples at Central Greens apartments, a 144-unit apartment complex.

**Railroads**

The building of the railroads changed the course of development on the Near West and in Indianapolis in general.

The first railroad came to Indianapolis in 1847. By the Civil War Indianapolis was a major rail hub and was a supply center for the war. Three railroads converged in the Stringtown area before crossing White River. From the southwest came the Vandalia Line, from the west came the Indianapolis and St. Louis Railroad and from the northwest came the Indiana, Bloomington and Western Railway. Today the remaining portions of these routes are all part of the CSX Transportation system.

The rapid growth of rail yards on the west side of Indianapolis and elsewhere around the city created rail traffic congestion and prevented the location of more businesses. To remedy this problem a “belt line” rail line was constructed through the western, southern and eastern outskirts of Indianapolis to connect the major lines so that freight could be easily transferred from one road to another. This accelerated growth in the west side communities.

**Stringtown**

Stringtown sprang up in the 1830s along the National Road. It was largely a farm town until the 1870s when the railroads located shops and lines in the area. German and Irish railroad workers settled and built homes in Stringtown.
The pork-packing industry was one of the first to take advantage of the rail lines. It was followed by the production of heavy industrial goods such as farm equipment and later the automotive industry. An example is the Parry Manufacturing Company, one of the world's largest wagon manufacturers. The company expanded out of wagons and into the production of the Parry automobile on the site that later became the General Motors Truck and Commercial Body Plant.

The Duesenberg Motor Company built a plant at 1511 West Washington. The plant, often cited as a model of a well-lighted industrial plant, folded in 1937. A portion, rated as Outstanding in an inventory of historic sites and structures developed for the Indiana Division of Historic Preservation and Archaeology, was incorporated into the IndyGo Headquarters.

Stringtown was hit with devastating floods in 1847, 1904 and 1913. The 1913 flood was part of widespread flooding throughout Indiana and Ohio. It swept away the Washington Street bridge over White River and caused levees to fail along White River, Eagle Creek and Little Eagle Creek. Near downtown the water in White River was nearly 20 feet above flood stage. The response to the flood was the implementation of comprehensive flood control, which included earth levees, concrete floodwalls, and channel dredging and straightening.

Haughville

Haughville came into existence as a manufacturing suburb. In 1875 Haugh & Company moved its ironworks from downtown Indianapolis to a location at Michigan and Germania streets near the Indiana, Bloomington and Western railroad tracks. A village grew up near the factory and in an 1883 election, by a vote of 40 to 0, the town of Haughville was incorporated. The town grew quickly through the 1880s and 90s, so that by 1900 there were four large metal producing facilities, three railroad yards, a stockyard and densely built blocks of residences. The town was annexed into the City of Indianapolis in 1897.

The factories recruited heavily from eastern Europe, notably from Slovenia. As many as 29 nationalities are reported to have settled in the area. Haughville had its own business center, hotel, and restaurant. It boasted of clubs and social organizations, a jail and fire department, which provided city and social services to the new populations. A distinctive building type in the area was the two-story, hipped-roof corner saloon with a cut-away corner entrance. Later a large community of African Americans settled into the area when foundries were hiring more people during WWI.

By 1925, Christamore House was erected in Haughville to support the new immigrants in the area and help assimilate them into their new country. Christamore House was entered in the National Register of Historic Places in 1985 for its social and humanitarian significance.

16th Street

Sixteenth Street was a toll road commissioned by the State in 1837 as a part of the Crawfordsville Road. The area north of 16th Street remained rural throughout the nineteenth century. The first area platted was Patterson's Glendale Addition at the northwest corner of Lafayette Road and Sixteenth Street. Although platted in 1872, it was not developed until after World War I. It was annexed into the city in 1924. By 1929 most of the area between
16th and 21st streets was subdivided and annexed into Indianapolis as an area of small working-class bungalows and cottages typical of the period. Homes in these plats continued to be built into the Post-World II era.

**Washington High School**

When George Washington High School opened in 1927 it was the first high school on the City’s west side. Its initial enrollment was 860 children who came from neighborhoods that traditionally had not interacted; Haughville, Hawthorne and West Indianapolis. This created Indianapolis’s first naturally racially-integrated neighborhood school. Enrollment continued to climb until it reached over 2,000 in 1934, well over the capacity of the building. In 1937, an addition was built to house some of the overflow. Enrollment continued to climb until it peaked in 1963 at 3,000 students.

By the early 1980s, enrollment was half of its peak and continued to go down. In 1995 the school was shuttered. But that was not the end of the story. In 2000, George Washington High School re-opened as George Washington Community School with students from sixth through eighth grade. In 2006 the Institute for Educational Leadership in Washington, D.C. recognized GWCS as a national model of community school excellence. Grades nine through twelve have been added and current enrollment is over 1,000.

The Black Walnut trees in the front yard of the school were sprouted from nuts sent from Mt. Vernon, George Washington’s home. At the time the school was constructed, saplings could not be transported easily across great distances, so the seeds were sent and sprouted by the science department of the high school.

**Haughville Branch Library**

The Haughville Branch Library lays claim to be the longest continuously operating branch in the city’s library system.

The City of Indianapolis, through its school system, opened its first library in 1872. In late 1896 the first four branch libraries opened, including Branch #2 at corner of Brookside Avenue and 10th Street. This branch was soon moved to the recently annexed community of Haughville into a small frame building in the yard of School #52 on West Walnut Street. In 1901 the branch moved to Germania Street (now Belleview Place) to the old Town Hall. It was rebuilt after a fire in 1904.

In 1955 the Hawthorne Branch library was merged into the Haughville Branch. The Hawthorne Branch had been one of five branch libraries built with funds from the Carnegie Foundation. It was located on the grounds of Nathaniel Hawthorne School #50 and opened in 1911. Andrew Carnegie, the benefactor, had expressed the opinion that libraries should be dignified, solid-looking and functional. The building was designed by the architectural firm of D.A. Bohlen and Son who had designed the City Market and the Murat Temple Shrine. The neo-classical building is listed in the National Register of Historic Places and is rated as outstanding in the Indiana Division of Historic Preservation and Archaeology’s inventory of historic sites and districts. The building was later used as part of the Hawthorne School and is now part of the Hawthorne Community Center.
The combined Haughville and Hawthorne branch was relocated to the Michigan Plaza Shopping Center in 1972. In 2003 a purpose-built Haughville Branch Library was opened on the southwest corner of Michigan Street and Belmont Avenue and continues to serve the community from this location.

**White River State Park/Indianapolis Zoo**

White River State Park is a 250-acre urban park developed over a thirty-year period on the western edge of downtown Indianapolis along both banks of the White River. Between 1981 and 1986, the southeasternmost portion of Stringtown was demolished and White River Parkway and Washington Street were rerouted to provide space for the park. The portion of the park on the west side of the river contains the Indianapolis Zoo, White River Gardens and the White River Promenade.

The Indianapolis Zoo opened in Washington Park in 1964. In the late 1970s the zoo was looking for a new site at about the same time that the idea of White River State Park was taking shape. The two entities came together, and in 1986 the Indianapolis Zoo was the first major attraction to open in the park. White River Gardens, a botanical center, opened in 1999 on what had been a portion of the zoo’s parking lot.

White River Promenade is a walkway sandwiched between the White River and the Zoo. It provides a pedestrian link between Stringtown and the old Washington Street bridge to Downtown. The walk celebrates Indiana’s history as a limestone-producing state. Huge blocks of limestone line the walk providing a separation from the zoo and framing views to the White River. A “rose window” and carved renderings of famous buildings built with Indiana limestone are featured along the walk.
Appendix C: Crime Prevention through Environmental Design

Excerpts from “Crime Prevention Through Environmental Design”
By Robert A. Gardner, 1981

The goal of CPTED is the reduction of opportunities for crime to occur. This reduction is achieved by employing physical design features that discourage crime, while at the same time encouraging legitimate use of the environment. CPTED offers protection without resorting to the prison camp approach to security.

To understand fully how CPTED is used, one must examine its components and the philosophy behind them.

Defensible Space
To provide maximum control, an environment is first divided into smaller, clearly defined areas or zones. These zones become the focal points for the application of the various CPTED elements. "Defensible space" is the term used to describe an area that has been made a "zone of defense" by the design characteristics that create it.

Under the defensible space guidelines, all areas are designated as either public, semi-private or private. This designation defines the acceptable use of each zone and determines who has a right to occupy it under certain circumstances.

- Public Zones. These areas are generally open to anyone and are the least secure of the three zones.
- Semi-private Zones. These areas create a buffer between public and private zones and/or serve as common use spaces, such as interior courtyards. They are accessible to the public, but are set off from the public zone. This separation is accomplished with design features that establish definite transitional boundaries between the zones.
- Private Zones. These are areas of restricted entry. Access is controlled and limited to specific individuals or groups. A private residence is a good example of a private zone.

Division between zones is generally accomplished with some type of barrier. These can be either physical or symbolic.

Physical barriers, as the name implies, are substantial in nature and physically prevent movement. Fencing and locked doors are examples of physical barriers.

Symbolic barriers are less tangible. Nearly anything could serve as a symbolic barrier. The only requirement is that it defines the boundary between zones. This type of barrier does not prevent physical movement. All that is required is that it leaves no doubt that a transition between zones has taken place. Low decorative fences, flower beds, changes in sidewalk patterns or materials, and signs are examples of symbolic barriers.
Territoriality
Territoriality involves an individual’s perception of, and relationship with, the environment. A strong sense of territoriality encourages an individual to take control of his or her environment and defend it against attack. A sense of territoriality is fostered by architecture that allows easy identification of certain areas as the exclusive domain of a particular individual or group. This feeling is enhanced when the area involved is one the individual can relate to with a sense of pride and ownership.

The term ownership when used in this context does not necessarily mean actual legal ownership. It can be, and very often is, a perceived ownership resulting from an individual’s relationship with the environment.

Surveillance
Surveillance is the principal weapon in the protection of a defensible space. Criminals are least likely to act when there is a high risk of their actions being witnessed. Environments in which legitimate occupants can exercise a high degree of visual control increase the likelihood of criminal acts being observed and reported.

Informal Surveillance. Opportunities for informal or natural surveillance occur as a direct result of architectural design. Designs that minimize visual obstacles and eliminate places of concealment offer the most protection against crime. These open designs also encourage use of the environment, as people feel safer when they can easily see and be seen.

The use of defensible space in conjunction with natural surveillance is a potent crime prevention tool. The establishment of transition zones gives both the occupant and the intruder clear and definite points of reference. For the occupant, an intruder’s entrance into restricted space creates cause for attention and possible alarm. For the intruder, entering restricted space spotlights his actions, elevates his anxiety level, and greatly increases his risk of being discovered and apprehended.

Lighting
Good lighting is one of the most effective crime deterrents. When used properly, light discourages criminal activity, enhances natural surveillance, and reduces fear.

The type and quantity of light required will vary from application to application, but the goal remains the same in all cases. To the degree possible, a constant level of light providing reasonably good visibility should be maintained at night. The absolute level of light, provided it meets minimum standards, is less critical than the evenness of the light. Bright spots and shadows should be avoided. Highly vulnerable areas and those that could conceal a potential attacker should be illuminated more brightly than areas designed for normal activity. The object is to light up the criminal without spotlighting the victim.

As used in CPTED, lighting also plays a part in creating a feeling of territoriality. A bright, cheerful environment is much more pleasing than one that appears dark and lifeless. The ability to feel good about one’s environment is important in developing a sense of pride and ownership.
**Landscaping**

Landscaping design, like architectural design, plays a significant role in CPTED. Landscaping is versatile and can be used to perform a variety of design functions.

As a symbolic barrier, landscaping can mark the transition between zones. Features such as decorative fencing, flower beds, ground cover, and varied patterns in concrete work can clearly show separation between zones. If more substantial barriers are needed, shrubbery such as evergreen hedges can be used to create more formidable obstacles.

From a surveillance standpoint, landscaping can be critical. Such factors as growth characteristics of plants and their placement in relation to potentially vulnerable areas are extremely important.

Visual corridors must be maintained in open, park-like areas as well as in densely planted areas. As a rule, visual surveillance corridors can be maintained by limiting shrubbery to a maximum height of three feet and trees to a minimum height of six feet at the lowest branches. This approach ensures that visibility between three and six feet from the ground will always be relatively unimpaired.

Another function of landscaping in crime prevention is aesthetics. Again, an attractive environment generates a sense of pride and ownership.

**Physical Security**

Enlightened physical security planning can contribute considerably to the overall success of a project. The proper application of security hardware and the elimination of security weaknesses from a structural standpoint can have a significant impact on future crime problems.

As an element of CPTED, physical security planning is not intended to create an impenetrable fortress. The goal is merely to make penetration more difficult and time-consuming. Degree of difficulty and length of delay are key factors in reducing the probability that crime will occur.

The emphasis of CPTED is not just on the tools, however. It is how the tools are used that makes the difference. Normally, a building is built and then secured. With CPTED, it is secured, then built. More importantly, not just the building is secured but also the space around it. The security program is integrated into the environment, not just added on.
Appendix D: Land Use Categories

Land use categories broadly define development by use and intensity, and should be considered the most appropriate use for the land. They are the starting point for determining the appropriateness of land use requests such as zoning and variance of use petitions.

Residential Development greater than 0.00 and equal to or less than 1.75 units per acre.
Color: Vanilla
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: Light 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: 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.

**Urban Mixed-Use**
Color: Beige
Index Number: 7
This land use category consists of existing areas of densely developed, pedestrian oriented, mixed-use (primarily commercial), development within the historic central city and first generation suburban areas of Indianapolis. The development pattern varies from location to location but typically includes multi-story buildings located at or near rights-of-way, with entrances and large windows facing the street. Parking is typically within, to the side, or to the rear of buildings. Original building uses were retail and services on the ground floor with offices or apartments on subsequent floors. Future development in these areas should maintain the historic fabric of the existing development. This category is also used in areas where it is appropriate to replicate this older style of development or where it is appropriate to develop small (less than 5-acre) retail uses that serve the immediate neighborhood. The Plan anticipates that development of property with this recommendation would result from a public input process.

**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 architec-
ture, 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.

**Office Commercial Uses**
**Color:** Pink  
**Index Number:** 13

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:** 14

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 Outlots:** 3

**Regional Commercial Uses**
**Color:** Rust  
**Index Number:** 16

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 primary arterial near the intersection with a secondary or primary arterial.
Maximum Outlots: As needed

**Heavy Commercial Uses**
Color: Dark Red
Index Number: 15
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: 17
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: 18
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.

**Park**
Color: Green
Index Number: 10
This land use category consists of public or private property designated for active and/or passive recreational amenities. It also includes publicly and privately held conservation and preservation areas.

**Linear Park**
Color: Green
Index Number: 11
This land use category consists of public or private property designated for active and/or passive recreational amenities and is primarily used for the passage of people or wildlife. Typical examples are greenways and parkways.
**Special Use**
Color: Grey
Index Number: 12
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).

**Floodway**
Color: Blue
This land use classification consists of areas within the floodway. These areas exhibit a great potential for property loss and damage or for water quality degradation and should not be developed. Nonconforming uses currently within a floodway should not be expanded.
Participants:

Farooq Ahmed
Diane Arnold, Hawthorne Community Center
Len Ashburn, Rainbow Ridge
Linda Ashburn, Rainbow Ridge
Alice Baker, Rainbow Ridge Crime Watch
James E Baker
Fred Beck
Kim Boyd, Goodwill Industries, Inc.
Dawitt Beraki
Carly Brandon, IU School of Social Work
Andrea Brown, IHA-Concord
Sandi Brown, Fairfax Neighborhood
Anthony Burke, Sr., Marion County Public Health Department
Asuncion Caballero
Bill Carson, Kinney Group
Cliff Chapman, Central Indiana Land Trust, Inc
Teresa Combs, MCPO
Mark Cooper, Westside Loan Co.
Clare Corado, Stringtown Neighborhood Association
Amy Cordray, Fairfax Neighborhood
Richard Cornell, WINC
Suzanne Cunningham, Hearts & Hands of Indiana
J.R. Dalton, Dalton’s Food Pantry
Frank Danbeck
Annette Darrow, IndyGo
Billy Davidson
Gordon Dempsey
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Joyce England, Fairfax Neighborhood
Linda Estep, Stringtown Neighborhood Association
Marion Ficarro
Carl Finchum, 40 West Business Association
Rik Fuller, Stringtown Neighborhood Association
Kimberly Garrett
Sarah Glass, 500 View Neighborhood
Tom Glass, 500 View Neighborhood
Cindy Greer, Padua Academy
Virginia Griffith  
John Hageman, Hearts & Hands of Indiana  
Nick Hajdin, Hearts & Hands of Indiana  
Joanne Hamilton, MCANA-Wayne Township  
Richard Harris, 500 View Neighborhood  
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Michele Hebert, Stringtown Neighborhood Association  
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Jim Hetland  
Mike Higbee, Development Concepts, Inc.  
Crystal Hill, Mt. Jackson Neighborhood Association  
Daniel Hodges, Kinney Group, Inc.  
Candace Holcomb, Little Flock UPB Church  
Spring Hug, Haughville  
Tim Ingram, Stringtown  
Stella Johnson  
Debbie Jones  
Martha Judkins, Fairfax Neighborhood  
Michael Keller, BMW Constructors  
Jim Kinney, Kinney Group  
Tim Koelh, Haughville  
Ann Krieker, George Washington High School  
Kyle Lanham, Goodwill Industries, Inc.  
Aaron Laramore, LISC  
David Lurvey, Stringtown Realty  
Diane Lurvey, Leonard Realty  
Adrienne Lynch, Goodwill Industries, Inc.  
Shanna Martin, Marion County Council on Youth  
Kerry Ann May, West Michigan Street Veterinary Clinic  
Leigh McCall, We Care Neighborhood Association  
Tim McCall  
Michael McGuigan  
Elizabeth McMillin, SWNO  
Trish McQueen, 500 View  
Dixie McRoy, We Care Neighborhood Association  
Jeff Miller, City-County Council  
Mitzi Miner, Fairfax  
Bessie Mobley, 500 View Neighborhood  
Nancy Mobley, Haughville Library  
Justin Moed  
Julie Molloy, The Lord’s Pantry at Anna’s House  
Vop Osili, City-County Council  
William Palmes, Kings & Priests Ministry
Kathy Parker, 500 View Neighborhood Association
Jennifer Payne, Stephen Foster School #67
Bryan Pedigo, Hoosier Rails to Trails Council
Cinthya Perez
Francetitta Peterson, Haughville
Marilyn Pfisterer, City-County Council
Stephanie Phillips, Goodwill Industries, Inc.
Julia Ramsey-Tharp, IU School of Social Work
Dan Riley, Goodwill Industries, Inc.
Fabian Robledo
Sally Root, Fairfax Neighborhood
Rick Rosales, Humane Society of Indianapolis
Sandy Rusher, 40 West Business Association
Bill Scott, Christamore House
Susan Scott, Wayne Township Trustee’s Office
Thelma Scott
Betty Shutters, 500 View Neighborhood
Marshall Shutters, 500 View Neighborhood
Sean Smith, Efficient Systems
Lois Sparks, IHA-Concord
Trent Spoolstra, Hearts & Hands of Indiana
Avery Stearman, Hearts & Hands of Indiana
Florence Strain, Haughville
Guy Swenson
Teweldebrhan T. Teklemichael
Jeffrey Thomas, Kings & Priests Ministry
Shayla Thomas, Intercollegiate YMCA
Sharon Tyus
Phyllis Usher
Hannah Vargason, Central Indiana Land Trust, Inc.
Don Vendl, C Store Vision LLC
Becki Viewegh, Wayne Township Trustee’s Office
Richard Vonnegut, Hoosier Rails-to-Trails Council
Phil Votaw, Westside Community Development Corporation
Walter Walker
Jason Ward, Westside Community Ministerial Alliance
Rebecca Warren
Josie Webster
Janet White, Stringtown
Matthew D Whooley, Near West Collaborative
Participating Staff:

**Mayor’s Office**
- Olgen Williams, Deputy Mayor for Neighborhoods

**Department of Metropolitan Development**
- Linda Ahlbrand
- Erica Aquila
- Tom Beck
- Jennie Fults
- John Hawkins
- David Hittle
- Emily Jarzen
- Rick May
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- John Neal
- Ashley Payne
- Meg Purnsley
- Brooke Thomas
- Reggie Walton
- Jeff York

**Department of Public Safety**
- Susan Hill
- Lori Himmel
- Barbara Huser
- Bryan Roach

**Department of Public Works**
- Don Colvin
- Andre Denman
- Ben Jackson
- Ashlee Kilpatrick
- John Oakley
- Craig Parks
- Crystal Rehder
- Zachary Wolf

**Department of Code Enforcement**
- Tom Weber

**Bond Bank**
- Kris Butler
RESOLUTION 2014-CPS-R-001, amending a segment of the Comprehensive or Master Plan of Marion County, Indiana, Near West Neighborhood Land Use 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 Near West Neighborhood Land Use 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 2014-CPS-R-001, amending the Comprehensive or Master Plan of Marion County, Indiana, Near West Neighborhood Land Use 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 2014-CPS-R-001, to the Mayor of the City of Indianapolis, the City-County Council of Indianapolis and Marion County, 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: Town of Speedway. 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.

Dorothy Jones, President
Metroplitan Development Commission

Dated: 4-2-14

APPROVED AS TO LEGAL FORM
AND ADEQUACY THIS 24TH
DAY OF MARCH 2014.

Christopher Steinmetz
Assistant Corporation Counsel