Kentucky Avenue Corridor Plan

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Project Overview

The Kentucky Avenue Corridor Plan amends portions of the Comprehensive Plan for Indianapolis-Marion County by providing further direction for development in the area surrounding Kentucky Avenue between Raymond Street and the Hendricks County line.

Decatur Township has one of the largest amounts of developable land remaining within Marion County. This developable land will provide for new residential growth that will, in turn, increase the need for commercial development along Kentucky Avenue.

The portion of Wayne Township within the Kentucky Avenue corridor area contains several dense residential neighborhoods, providing an existing market for new commercial development in the area.

As the area served by Kentucky Avenue continues to develop and redevelop, Kentucky Avenue will grow as a commercial corridor. This growth provides opportunities for a more unified, aesthetically-pleasing commercial corridor, one that is available to all whether they travel by car, bus, bicycle or on foot.

Future improvement efforts involving this corridor will also increase its potential as a gateway to the southwest portion of Marion County.

The purpose of the Kentucky Avenue Corridor Plan is to provide area residents, businesspeople and stakeholders with the tools they need to achieve their desired community image. These tools include design and development elements to consider whenever new development or revitalization is proposed in the corridor.
Corridor Description

Kentucky Avenue is a five-lane roadway that primarily serves as a suburban commuter corridor. The corridor is characterized by a mix of uses, high volumes of vehicle traffic, and few pedestrian amenities.

Along the length of the corridor, there is a mix of urban, suburban and rural land uses. The road provides access to I-465, the Ameriplex mixed-use development, and the surrounding neighborhoods. A stretch of commercial activity has evolved over the years to provide services to area residents, businesses, and interstate travelers. A large amount of interstate-related businesses cater to commuters, travelers and business transportation needs. Businesses traditionally associated with interstate exits are located here, including hotels, gas stations and fast food restaurants.

To ease the planning process, the Kentucky Avenue corridor was divided into three geographic segments for discussion. These segments were identified as:

Marwood Plaza: the area around Marwood Plaza, including the Mars Hill and Maywood neighborhoods.

Civic - Interchange: the area around Decatur Central High School and the I-465 interchange, including the Decatur Branch Library, the Decatur Township administration offices on High School Road and the High School Road intersection.

Regional Commercial: the area encompassed by several large parcels located near the 6500 block of Kentucky Avenue and the 7600 block in front of the Camby Village neighborhood. These parcels are currently vacant and have a recommended land use for Regional Commercial.
Plan Process

The Department of Metropolitan Development (DMD) determined that a corridor plan would help guide future growth and provide recommendations that would enhance the appearance of the Kentucky Avenue corridor. The plan was developed in three stages over the course of approximately 24 months.

The first stage involved the research and collection of readily available planning data and information pertaining to the corridor, including land use recommendations, zoning cases and other mapping data. City staff working on projects in the area and knowledgeable of issues were interviewed for their perspective of the corridor. Additional information for this stage was gathered through a series of interviews where city staff met individually with the following to discuss their needs and concerns for the corridor:

- business owners
- residents
- community stakeholders

The second stage involved a series of meetings with community members and business owners. The topics of discussion were influenced by the priorities identified by the community in the first stage. Topics included:

- General neighborhood concerns
- Traffic and transit issues
- Beautification efforts
- Economic development issues

In the third stage of the plan, goals and recommendations for action were developed.

- Strategies were generated to improve pedestrian connectivity.
- Design recommendations for new development were identified to help foster a sense of community character and identity.
- Economic development opportunities were identified.
Plan Issues

Through a series of interviews with area business owners, stakeholders and other interested individuals, the following objectives were established for the corridor plan.

Community Coordination
To encourage coordination and empowerment among residents, businesses, and community stakeholders to continue after the plan process has concluded through existing community organizations and the establishment of new community organizations as needed.

Pedestrian, Bicycle, and Transit Accommodation
Help establish an infrastructure for alternative options to vehicular use for residents, workers and customers in the wake of rising fuel costs and traffic congestion.

Design Elements and Public Spaces
Provide examples of design guidelines for new developments and coordination with existing design elements to foster connections among neighborhoods, businesses and stakeholders. In addition, encourage and support a system of public spaces that complements the built environment and enhances the quality of life within the corridor.

Commercial Development
Improve and enhance the commercial vitality of the area by developing strategies for commercial activities within existing development patterns and creating viable new development patterns where appropriate. These strategies will focus on retail development with pedestrian connections, and commercial and transit oriented development that is appropriately buffered from residential areas.
Adopted Plans and Studies in the Area

Decatur Township and Wayne Township Comprehensive Plans
The Decatur Township Comprehensive Plan was adopted in two segments on December 7, 2005 and December 6, 2006, and is a portion of the Marion County Comprehensive Plan. The Wayne Township Comprehensive Plan was adopted on May 3, 2006, and is a portion of the Marion County Comprehensive Plan. The Marion County Comprehensive Plan is required by state statute as a basis for zoning and must include objectives and policies for future land use development and development of public ways, place, land, structures, and utilities. The Comprehensive Plan map can be located at:
http://www.indy.gov/eGov/City/DMD/Planning/Maps/Pages/land-use.aspx

Indianapolis Bicycle Plan
The Indianapolis Bike Plan and User Map project was initiated in 1999 by the Indianapolis Metropolitan Planning Organization. The intent of this plan is to develop a system of routes, including signed routes, bicycle lanes, off-street trails, and other types of facilities that connect residential areas with shopping, employment centers, and recreation. Within the corridor area, the plan recommends a Greenway Trail along Raymond Street; a Proposed Bike Route on Kentucky Avenue from Holt Road to Hanna Avenue; a Primary Bike Route on Mooresville Road from Holt Road to Mann Road; and a Primary Bike Route on Camby from Trotter Road to Ratliff Road.

Multi-Modal Corridor and Public Space Guidelines
This document makes recommendations for the development of multi-modal facilities in order to realize the vision of a balanced transportation system. A multi-modal transportation system is defined as a network of facilities designed for joint use with connections between two or more modes of transportation. The recommendations of this document were developed with the intent of implementation over time, as new streets are constructed, as existing streets are reconstructed, and as land is developed or redeveloped. Within the corridor, these guidelines could be implemented to allow for a more efficient connection of all modes of transportation including sidewalks, bus lines, bike paths, and future forms of mass transit.

Indianapolis Regional Pedestrian Plan
The Indianapolis Metropolitan Planning Organization's (IMPO) Regional Pedestrian Plan is a framework for the creation of a regional pedestrian network. The intention of this plan is to create a balanced transportation system throughout the metropolitan area that considers the needs of the pedestrian in a manner similar to the needs of the automobile. The Regional Pedestrian Plan recommends a pedestrian system throughout the metropolitan area. The plan documents the demand for pedestrian connections based on qualitative and quantitative analyses. Results from these analyses are recorded as recommended pedestrian facilities, corridors, and districts. Within the corridor area, the plan recommends Kentucky Avenue, south of Tibbs Avenue, as a Pedestrian Corridor. Collector sidewalks are recommended along Kentucky Avenue from Tibbs Avenue to the Hendricks County Line. The plan also recommends a Multi-use Path (within road right-of-way) from Raymond Street to Tibbs Avenue, and another Multi-use Path (within off-street right-of-way) from High Kentucky Avenue Corridor Plan (draft)
Kentucky Avenue Corridor Plan
(draft)

School Road to the Hendricks County Line. The plan also recommends a Pedestrian District encompassing the area around Decatur Central High School, Decatur Middle School, Early Childhood Center, Valley Mills Elementary School, the Decatur Branch of the Indianapolis-Marion County Public Library, and Carson Park.

**IndyGo Comprehensive Operational Analysis**

In 2005, IndyGo and the Indianapolis Metropolitan Planning Organization (IMPO) prepared a long range planning document known as the Comprehensive Operational Analysis (COA). This project was conducted as part of the Regional Rapid Transit Study known as DIRECTIONS. The objective of the effort was to perform a complete analysis of IndyGo’s existing services provided in the Indianapolis region and provide a basis for the development of improved bus services. The plan addresses current demand and services needed for the region as the economy continues to expand. The objectives of the study were to:

- Provide a reliable database and a statistical picture of the overall ridership by stop, route productivity and performance (by segment) upon which existing transit service can be evaluated with respect to measures of efficiency and effectiveness.
- Evaluate existing IndyGo fixed route bus service to determine changes to route alignments, schedules and service frequencies that will improve individual route and system wide service efficiency, effectiveness and productivity.
- Reduce operating costs initially, and provide for an opportunity from which to build future efficient and effective service initiatives.

The Near-Term Service Plan (1-3 years) recommendations were designed to address existing system inefficiencies, improve system connectivity, eliminate confusing / out of direction travel, eliminate unproductive service, and begin to improve system service levels (service frequency, span of service hours and weekend service). The Near-Term plan was designed to provide IndyGo with an efficient base transit system from which to continue to improve service levels and service area coverage in the Short-Range timeframe. In addition to service alignment and service level improvements, transit center and park & ride facility improvements are identified to improve system attractiveness and ease of system use. Within the corridor area, the plan recommends in one to three years, a new route, the Westside Crosstown Route #91, and extending service hours for the Mars Hill Route #24. The plan also recommends, in four to nine years, a new express route to Ameriplex, a new Park and Ride facility at Ameriplex and improving service frequency between buses for Mars Hill Route #24.
Current Conditions

Today, Kentucky Avenue is a five lane roadway that primarily serves as a suburban commuter corridor. The road provides access to Interstate I-465, the Ameriplex mixed-use development, and to the surrounding area neighborhoods. A stretch of commercial activity has evolved over the years to provide services to area residents, businesses, and interstate travelers.

Community Coordination

There are several township-based organizations that serve the corridor: The Decatur Township Civic Council, the Decatur Township Neighborhood Coalition, and the Decatur Township committee for MCANA.

There is a garden club that maintains several gateway signs near the I-465 interstate exits.

There are numerous neighborhood associations that serve the surrounding neighborhoods along the corridor. Most associations are fairly active, and take care of issues that occur within their neighborhoods.

There is no business association that serves the corridor.

There is no Community Development Corporation that focuses on homeowner renovation and business development in the corridor.

Connectivity

The corridor was designed specifically for auto-oriented suburban transportation, and works well for that purpose. As a result, other types of connectivity options are somewhat limited. Public transit does exist in the area, but some users interviewed for this plan feel it is too limited to suit their needs and they end up driving to most destinations as a result. The area is not pedestrian friendly, and sidewalks do not exist in all places, nor have they been maintained where they do exist. Bicycle lanes are non-existent due to the traffic volume on Kentucky Avenue.

Roadway Circulation / Increased Traffic

Vehicular transportation access within, to, and out of the area is limited. The Indianapolis International Airport is to the north of the corridor, and acts as a barrier to north-south traffic movement. Most north-south movement outside of I-465 is limited to one exit for I-465, Ameriplex Parkway, and High School Road. Within I-465, north-south access is available on Lynhurst Drive, Holt Road, and Tibbs Avenue.

East-west movement in or through the area can be achieved via I-465 eastbound. Within I-465, east-south movement is limited to Raymond Street due to White River. Outside of I-465, east-west movement is available on Thompson Road, Camby Road and Mooresville Road.

As the area population increases, and traffic congestion rises as a result, it will become increasingly difficult to move around efficiently and safely in the Kentucky...
Avenue corridor. Peak traffic hours occur in the morning and evening rush hours, due to the corridor functioning as a major commuter route.

Additional traffic demand on the corridor can be attributed to commuters from Mooresville, Ameriplex, and travelers trying to access the airport.
Public Transit
Currently, the corridor area is served by only one IndyGo transit route. This route is used by area employees and residents alike.

In the corridor area, Route 24, Mars Hill, runs northeast from Ameriplex Parkway to Lynhurst, where it turns north. The route continues to Troy, where it turns east and connects back to the corridor at the three-way intersection of Troy Avenue, Holt Road and Kentucky Avenue. From there, the route turns north on Holt Road and offers a connection to industrial businesses along Holt Road and Morris Street before connecting downtown. On weekdays, this route runs from approximately 5:00am to 7:30pm, and has stops in the corridor every 30 minutes during rush hour, and every 60 minutes at other times. This route runs on Saturdays from approximately 7:30am to 6:00pm with stops in the corridor every 60 minutes. This route offers no service on Sunday. This route offers ten bus stops within the corridor, none of which are connected to a sidewalk network.

There are no routes that serve the corridor south of Ameriplex Parkway. There is no express bus service offered for commuters in the area or the adjoining county.

Sidewalks
The lack of sidewalks and high speed of travel on Kentucky Avenue along with its imposing width discourages pedestrian activity.

No sidewalks or pedestrian crosswalks currently exist within the corridor plan area. Most pedestrian activity takes place along the shoulder of the road, or along the Indiana Southern railroad tracks on the north side of Kentucky Avenue. Pedestrian connectivity to Decatur Central High School is non-existent.

Bicycle Paths and Accessibility
No bicycle paths currently exist within the corridor. A Greenways trail is proposed to run along Raymond Street at the north end of the corridor.

The City of Indianapolis has not identified any portion of Kentucky Avenue within the corridor as a Primary Bike Route. The portion of Kentucky Avenue between Holt Road and Hanna Avenue has been designated as a Proposed Bike Route. Two Primary Bike Routes cross Kentucky Avenue at Holt Road and at Camby Road.

No bicycle racks currently exist on the Decatur Central High School campus. In 2009, a student was killed in a vehicle accident while riding a bike on Kentucky Avenue. Therefore, student bicycle use is not encouraged by the school administration. It is perceived that most students ride the bus or prefer to use their cars as a primary means of mobility.
Commercial Development
There is no continuity among the corridor's commercial offerings that would allow for shoppers and visitors to park once and shop at several stores.

One community commercial area anchors the north end of the corridor at Mann Road. Marwood Plaza and several other strip-style shopping centers are located within this commercial area. There are two grocery stores, two large pharmacies, and a number of other general merchandise stores that serve the adjoining and surrounding neighborhoods.

There is a commercial node near the I-465 interchange and High School Road intersection. Recent development has included a Culver’s restaurant, a Brickhouse Burger Co., and a Country Inn and Suites Hotel.

Heathrow Center is a small commercial strip center located in the Ameriplex Business Park that includes a branch of the Bureau of Motor Vehicles, several restaurants and a gift store.

Most other commercial areas are outside of the corridor plan area. A large commercial area has developed in the Heartland Crossing area in Hendricks County.

There are several large vacant tracts located at the south end of the corridor plan area. These tracts are designated as Regional Commercial in the Comprehensive Plan.

There is no destination retail within the corridor plan area that allows for lingering after dining, shopping, and school events. The type of retail development that creates a sense of “place” was specifically requested by area residents.

Land Use
The existing land use plan for the corridor is comprised of portions from the Wayne Township Comprehensive Plan 2006, and the Decatur Township Comprehensive Plan 2005, and 2006. These plans reflect the commercial and industrial nature of the corridor and have Community Commercial, Regional Commercial, Light Industrial, and General Industrial as the main land use recommendations. In addition to these recommendations, several areas have land use recommendations for Office Commercial, Special Use, and various densities of residential. There are six areas within the plan boundaries that are designated as Critical Areas. The Comprehensive Plan map can be located at:
http://www.indy.gov/eGov/City/DMD/Planning/Maps/Pages/land-use.aspx

Zoning
The main zoning designations for the corridor are in the Commercial, Industrial, Residential and Special Use categories. For the Commercial category, zoning designations include C-1 (Office Buffer), C-3 (Neighborhood Commercial), C-4 (Community-Regional Commercial), C-5 (General Commercial), C-7 (High Intensity Commercial), and CS (Special Commercial) categories. These reflect the need for commercial activity in the corridor due to its proximity to the I-465 interchange, the Indianapolis International Airport, and the Ameriplex development.
For the Industrial category, zoning designations include I-1-S (Restricted Industrial Suburban), I-3-S (Medium Industrial Suburban), I-4-S (Heavy Industrial Suburban), and I-3-S (Medium Industrial Suburban District), which accommodate several warehouses, contractor businesses, shipping businesses, a railroad car repair facility, and a gravel mining operation. These reflect the industrial nature of the northern end of the corridor, and its proximity to an active rail corridor.

For the Residential category, zoning designations include D-A (Dwelling Agriculture), D-3 (Dwelling District Three), D-5 (Dwelling District Five) and D-6II (Dwelling District Six-Two). The D-A and D-3 designations reflect the suburban nature of the corridor. These designations, may still be in use as an agricultural enterprise, or recently converted from one. They also tend to have larger size lots and may include a low density residential neighborhood. The D-5 designation reflects the historic density of the Maywood and Mars Hill neighborhoods near the north end of the corridor. The D-6II designation reflects the location of several apartment communities within the corridor. There is redevelopment pressure on several residential parcels in the corridor to change to commercial or industrial zoning, as they abut Kentucky Avenue and Interstate I-465.

For the Special Use category, zoning designations include SU-1 (Special Use – Churches), SU-2 (Special Use – School), SU-7 (Special Use - Charitable, Philanthropic and Not-for-profit institution), SU-13 (Special Use – Sanitary Landfill), and SU-37 (Special Use – Library. These reflect the need for churches, schools, and a library for the surrounding residential areas near the corridor. The Special Use - Charitable, Philanthropic and Not-for-profit institution designation indicates the location of a large residential facility for individuals with developmental disabilities. The Special Use-Sanitary Landfill designation is situated in a predominately Industrial area located in the northern end of the corridor.
Historic Resources
According to the Indiana Historical Sites and Structures Inventory, published by the Indiana Historic Landmarks Foundation, the “Outstanding” rating means the property has enough historic or architectural significance that it is already listed, or should be considered for individual listing, in the National Register of Historic Places. No historic resources within the corridor are designated as Outstanding. The “Notable” rating means that the property did not quite merit an “Outstanding” rating, but still is above average in its importance. Further research or investigation may reveal that the property could be eligible for National Register listing. Five historic resources within or near the corridor are designated as Notable. In Wayne Township, a 1900 Pratt through truss railroad bridge, crossing over Eagle Creek, located just north of Kentucky Avenue and Belmont Avenue, is designated as Notable. In Decatur Township, the following buildings are designated as notable:

- Friends Church located at 6735 West Thompson Road
- The old Decatur High School, located at 5108 South High School Road
- The Morgan House, located at 8502 Camby Road
- A house located at 8301 Camby Road

A “Contributing” rating was given to any properties meeting the basic inventory criterion of being pre-1940, but that are not important enough to stand on their own as individually “Outstanding” or “Notable”. There are fifty-two other historic resources throughout the corridor, mostly houses, which are designated as Contributing.

Parks, Recreation and Open Space
There are several parks that exist within or nearby the corridor boundaries:

- Bel-Aire Park is located at 2915 South Tibbs Avenue. It has a playground, a walking trail, and a picnic shelter. It is a pedestrian destination from the surrounding neighborhoods.
- Stout Field Park is located at 3820 West Bradbury Road.
- Carson Park is located at 5400 South High School Road.
- Griffin Woods is located at 7425 Mendenhall Road.

The Decatur Central High School has several athletic facilities that may be of use to the surrounding community.

Community Services
A number of service and community organizations are located near the corridor area, and provide resources that help address the social, spiritual, mental and physical health of the population.

There are thirteen churches of different denominations located within the corridor area:

- Camby Community Church, located at 8600 Camby Road
- Southwest Church of God, located at 6001 Kentucky Avenue
- Valley Mills Christian Church, located at 5555 Kentucky Avenue
- Valley Mills Friends Church, located at 6735 W. Thompson Road
• Church of God of Prophecy, located at 6509 Valley Mills Avenue
• Aldersgate United Methodist Church, located at 5335 W Hanna Avenue
• Meadowbrook Church of the Nazarene, located at 3909 South Lynhurst Drive
• New Life Assembly of God, located at 3744 South Lynhurst Drive
• Seerley Creek Christian Church, located at 3550 South Lynhurst Drive
• Southwest Apostolic Church, located at 3161 South Roena Street
• First United Evangelical Church, located at 2916 Mooresville Road
• Westside Church of Christ, located at 2675 Kentucky Avenue
• Southwest Church of God, located at 6001 Kentucky Avenue

The corridor is served by the Mary-Rigg Neighborhood Center, 1920 West Morris Street and its satellite facility, Goodwin Community Center, 3935 Mooresville Road. They provide educational training, career assistance, financial assistance for those in need, and social services. Area residents are welcome to access services at either facility.

There is one Boys and Girls Club that is located near the corridor:
• The LeGore club is located at 5228 West Minnesota Street. This club provides after school and some summer activities for area children.

Public Services
Several municipal and county public services are located within or near the corridor:

There is one library located in the corridor:
• Decatur Library is located at 5301 Kentucky Avenue.

Several Fire stations are located near the corridor:
• Decatur Township Fire Station 771 is located at 5410 South High School Road.
• Decatur Township Fire Station 772 is located at 7217 Pearl Street.
• Decatur Township Fire Station 773 is located at 6717 Ratliff Road.
• Decatur Township Fire Station 774 is located at 3750 South Foltz Avenue.
• Wayne Township Fire Station 881 is located at 4302 West Bradbury.

The corridor is served by the Indianapolis Metropolitan Police Department, Southwest District.

Sewer and Water
About half of the corridor is served by water and sewer public utilities. The remaining half is still on well and septic systems.
Plan Recommendations

The following recommendations are based on a review of the current conditions, input from public meetings, and interviews with various residents, local businesses and community stakeholders. They are intended to address existing needs of the corridor and serve as a blueprint for growth and development in the corridor. As changes occur in the Kentucky Avenue corridor, these recommendations will ensure that they will proceed in a comprehensive and compatible way with existing uses and surrounding areas of the city.

Community Coordination:

Community coordination is essential to any community for it to continue to thrive. For the Kentucky Avenue Corridor, it is critical that there is involvement from citizens, neighborhood associations, non-profits and the business community for the success of the corridor. It is important for all entities to work together and not assume that someone else will take care of issues affecting the corridor. Based on an initial review of the corridor, and through a series of informal interviews, city staff found that there was some organized involvement within neighborhoods, although little existed among businesses and other entities along the corridor.

Neighborhood Involvement
City staff found that a significant number of neighborhoods were well represented by neighborhood associations, and involvement along the corridor was strong. Citizens need a vehicle that allows them to provide input towards resolving issues that affect their neighborhoods and the Kentucky Avenue corridor. Neighbors have established lines of communication through regularly scheduled meetings; establishing community expectations and getting to know each other. These lines of communication can then be used to further goals for improvement in the corridor. Neighborhood associations should be registered with the City of Indianapolis in order to receive official public notices for pending zoning petitions affecting their neighborhoods.

The Decatur Township Civic Association and MCANA-Wayne Township are township wide organizations that represent the corridor on a number of issues.

The Decatur Township Garden Club is a volunteer organization that maintains some presence along the corridor through plantings at the I-465 entrance and exit ramps. These plantings should extend beyond the entrance and exit ramps with the help from other neighborhood and business organizations in the area.

One of the main recommendations received from area residents was a need to clean up the corridor. It is recommended that an annual community wide clean up event be planned by community organizations to help beautify the appearance of the corridor and draw attention to the need for a beautification program along the corridor. This
event could lead to an education program for area residents and community businesses to help contribute to, and participate in, clean up activities.

The area neighborhoods should also work together to start a Community Development Corporation (CDC). A CDC is a non-profit organization that is created to revitalize a low- or moderate-income community. CDC’s are created by people with a stake in the community itself, and they can include residents of the target area, churches or other religious institutions, and small business owners. The CDC model is one of self-help with people from the target area forming their own organization to address their own needs. It is not the creation of people from outside the community.

The majority of CDC’s are involved in community improvement programs such as homeowner housing paint-up/fix-up programs, housing counseling programs, and commercial development. Commercial development activities can vary from job creation programs to small business lending. In order to complement their activities, some CDC’s provide training in different aspects of starting and running a small business.

Some of the older, more comprehensive CDC’s also provide social services to local residents. The type of social services varies, but can include GED programs, substance abuse counseling, English as a second language classes, food pantries, job training and placement, etc.

Not all CDC’s are the same or address the same issues. Most are tailored to address the specific needs of the surrounding community. A CDC organized for the Kentucky Avenue corridor could focus on issues that specifically affect the Kentucky Avenue corridor as addressed in this report.

**Business Involvement**

A diverse group of businesses, ranging from community commercial to light industrial are located within the corridor. Initial surveys with area business owners and managers indicated that most businesses in the corridor do not interact with other surrounding businesses. Several factors may cause this: competition for customers, differently targeted customer base, and different management styles. This lack of interaction within the business community may affect the corridor’s ability to improve its physical image, along with business growth and the corridor’s ability to effectively attract additional customers.

At one time, a Decatur Township Business Association was registered with the City of Indianapolis. It appears that this group is no longer active, or has limited their focus to a specific area.

There is a need to establish a new business association for the Kentucky Avenue corridor that will serve the interests of all the businesses along the corridor. Many issues affect these businesses both positively and negatively, and by having a central sounding board and resource, those businesses can have a vehicle for contributing to the improvement of the corridor.
It is recommended that any future business association representing the Kentucky Avenue corridor should cross township boundaries. As commercial activity crosses township boundaries, and other factors exist that act as natural boundaries, the business association should not be based on township boundaries alone. The northern boundary should reflect the corridor plan boundary and have Raymond Street as a northern boundary. This is a natural boundary due to the representation of the West Indianapolis Development Corporation CDC to the north of Raymond Avenue.

Possible benefits from establishing a business association in the area are:

- Promoting the Kentucky Avenue corridor area as a comfortable, convenient and economically stable place for businesses and customers alike.
- Furthering the business interests of the members through an increased awareness of each others' products and services.
- Influencing community projects.
- Distributing information to area businesses.

During the survey process with area businesses, one of the major concerns that was expressed was the lack of beautification efforts within the corridor area. A business association can work with neighborhood associations or take the lead in establishing a beautification plan for the corridor area. By having the business association take the lead in a beautification plan, the effort becomes spread over the whole corridor, instead of relying on the individual efforts of a few businesses or neighborhood associations.

The beautification plan could focus on enhancing the physical appearance through the use of planters and plantings on business entrances and properties, landscaping parking lots, and providing decorative waste receptacles.

Examples of decorative landscaping
Pedestrian, Bicycle and Transit Accommodation

Efficient and safe pedestrian movement is important to the corridor. Along the Kentucky Avenue corridor very few sidewalks exist; there are no designated crosswalks and high speed traffic makes it difficult to ride a bicycle on the shoulder in portions of the corridor. While Kentucky Avenue is primarily a suburban commuter corridor, an increasing amount of pedestrian activity has been taking place in the area. A significant portion of this activity occurs along the road shoulder and within the unsafe area of the Indiana Southern Railroad right-of-way.

Sidewalks

Sidewalks are important for transit users who are customers and employees of businesses in the area. In addition, with the increasing cost of fuel, and other associated vehicle costs, a safe pedestrian network should be included in all future development as an alternative to motor vehicle usage.

There are many benefits to sidewalks, as detailed in this fact sheet from Health by Design:

The Benefits of Sidewalks

Health Benefits

Sidewalks provide opportunities for walking, and studies have shown that people with access to sidewalks are more likely to walk(1) and meet the Surgeon General's recommendations for physical activity(2).

Physical inactivity contributes to the incidence of obesity, diabetes, hypertension, heart disease and certain cancers; and it carries a risk burden close to that of smoking.

A study by the Marion County Health Department (MCHD) in 2005 found that 1 in 4 adults in Indiana was obese.

Another study by the MCHD found that 22% of the Marion County elementary school children measured were overweight.

Economic Benefits

A study by the Urban Land Institute shows home buyers are willing to pay more for homes in walkable neighborhoods.
Real Estate Research Corp. analysis shows property values rise fastest in pedestrian friendly areas.

Sidewalks improve access to business and industry for employees relying on public transportation.

Sidewalks improve customer traffic for retail businesses.

**Other benefits of sidewalks include:**
Reduced crime risk through increased pedestrian traffic - “more eyes on the street” as promoted by the International Crime Prevention Through Environmental Design Association (www.cpted.net)

Improved access to buses. IndyGo has been working with the city to add sidewalks at transit stops. The sidewalk amendment will boost their efforts.

Enhanced sense of community through better connections to neighbors and businesses

Decreased use of cars for short trips, saving gas and lowering emissions
- The 1995 National Personal Transportation Survey found that 40% of car trips in the U.S. are less than 2 miles, short enough to be accomplished on foot or by bicycle, if the infrastructure supports walking or biking.
- Cars have their poorest efficiency and so burn more gas during the first few miles of travel.

**Credits:**

www.healthbydesignonline.org

It is recommended that sidewalks be installed on Kentucky Avenue for the entire length of the corridor on the southeast side of the road opposite from the railroad tracks. The sidewalks should be a minimum of five feet wide, and set back from the road with a landscaped buffer where possible. The one exception for sidewalks would be a multi-use trail from Holt Road to Raymond Street (see below). The priority for sidewalk installation should be the following:

**First priority:**
- The area from Holt Road to Lynhurst Road. This area is bordered by the two higher density residential neighborhoods of Maywood and Mars Hill. A major commercial node exists in this area containing Marwood Plaza, two grocery stores and numerous other retail shops. IndyGo bus route #24 has several stops in the area. Additional sidewalks should connect through the Marwood Plaza Shopping Center, along Mann Road and along Mooresville Road.

- The area from High School Road to Gatwick Drive. This area serves the Decatur Central High School area, the Decatur Library Branch and the commercial area around the High School Road intersection. Additional sidewalks should connect through the high school campus to High School Road, and Carson Park.

**Second priority:**
• The area from Lynhurst Drive to Meadowlark Lane. This area is adjacent to several residential areas, and will connect to the first priority sidewalk designation in the Maywood and Mars Hill area.

• The area from the south I-465 entrance/exit ramp to Norcroft Drive. This area has several retail businesses and interstate-related businesses that would benefit from the presence of sidewalks.

• The area from Gatwick Drive to approximately the 6500 block of Kentucky Avenue. This area is in the existing IndyGo bus route 26, and would benefit from accessible connections to bus stops. It is also adjacent to the Ameriplex Business Park, one of the major employers in the area. This area will connect to the first priority sidewalk designation in the Decatur Central High School area.

• The area around the Camby Road Intersection. This area has a small commercial node.

Third priority:

• The area between the north and south I-465 on/exit ramps. It is anticipated that sidewalks will be installed when INDOT plans an overhaul of the interchange. (This interchange system was planned to receive an overhaul by INDOT as part of the Accelerate465 project, but was removed from the project, and scheduled for a later date.)

• The area between Norcroft Drive and High School Road. This site is adjacent to a vacant parcel of land that is currently being used as a golf driving range. The property is up for sale, and believed to be underused. By City ordinance, when new development occurs on this property, new sidewalks will be required to be installed.

• The area between approximately the 6500 block of Kentucky Avenue and the Camby road intersection. This site is adjacent to a vacant parcel of land that is currently for sale. It is anticipated that the new development will be a regional commercial use. When new development occurs on this property, new sidewalks will be required to be installed.

Crosswalks

In addition to sidewalks, there is also a need for crosswalks to be installed on Kentucky Avenue. The crosswalks should be well marked and lighted, and include countdown signals. Crosswalks should be installed at the following locations:

• Tibbs Avenue
• Holt Road
• Troy Avenue
• Foltz Street
• Mann Road
• Olender Drive
Well marked and lighted crosswalks should be installed alongside Kentucky Avenue at the following non-signalized intersections:

- Milhouse Road
- Camby Village Boulevard

**Stoplight**
It is recommended that the intersection of Kentucky Avenue and Foltz Street be studied for the installation of a stoplight. This stoplight would be in conjunction with a recommended crosswalk. Both the stoplight and the crosswalk will allow for a safe pedestrian crossing in an area where it is needed.
Off Road Multi-use Path on Kentucky Avenue and Raymond Street
A spur of the Eagle Creek Greenway is proposed along Raymond Street, east of Kentucky Avenue. This greenway will eventually connect to the Pleasant Run Greenway further east on Raymond Street.

For the portion of Kentucky Avenue from Holt Road to Raymond Street, a multi-purpose trial should be built in place of a sidewalk. Southside Landfill has agreed (2006-ZON-866 / 2006-VAR-866) to install a twelve foot wide multiuse path along Kentucky Avenue from approximately Warman Avenue to the Countrymark Co-op railroad spur. Connections will need to be made from Holt Road to Warman Avenue, and from the Countrymark Co-op railroad spur to the Eagle Creek Greenway trail at Raymond Street. A generalized alignment of the planned path is shown on the Sidewalk Priority Map.

Bicycle Routes
The corridor should be bicycle friendly to provide for safe bicycle travel for both transportation and recreational purposes. Bike lanes would allow for easier connections among the residential neighborhoods, and the businesses along Kentucky Avenue.

The Indianapolis Bicycle Plan recommends the following bicycle routes:
- Kentucky Avenue between Holt Road and Hanna Avenue, in the area around Marwood Plaza Shopping Center.
- Camby Road as it crosses over Kentucky Avenue.

Mass Transit / New Bus Routes / Park and Ride
The only existing bus route in the Kentucky Avenue corridor is Mars Hill Route #24 as shown on the Bus Routes Map. The neighborhood is also served by IndyGo’s Open Door reservation-based para-transit service. All IndyGo fixed route buses are equipped with bicycle racks mounted on the front of each bus. Dramatic increases in the prices of petroleum and its refined fuels contributed to significant increases nationally in mass transit ridership in 2008. IndyGo experienced more than 500,000 more riders in its entire system in 2008 than in 2007.

The Mars Hill Route #24 has a turn around in the parking lot at 3633 Kentucky Avenue. There is a need to install a bus shelter and waiting pad at this turnaround, along with sidewalks that connect to Kentucky Avenue to the north and Mooresville Road to the south.

Additional transit bus shelters through the corridor would increase the visibility of the existing route and encourage more ridership.

In the future, when proposed regional commercial development happens at the southern end of the corridor, there will be a need for a new route that serves this area and the residential neighborhoods that are south of Hanna Avenue.

The following locations should have space set aside for new Park and Ride sites:
Marwood Plaza. IndyGo route #24 already serves this area, and would easily pick up riders from this new location. A foot bridge should be installed at this location to transverse State Ditch so that riders could easily access the bus stop turn around.

7777 Milhouse Road. This is located to the north of the intersection of Kentucky Avenue and Ameriplex Parkway. This location does not currently have IndyGo bus service. It is expected that as development continues, there will be a demand from additional riders in this area, due to its proximity to the Indianapolis International Airport, and the Camby Road Connector across White River. If a light rail corridor is to locate along Kentucky Avenue, this would be an ideal location for a transit station as well.

Camby Village Development. The large parcel to the south of Camby Village Boulevard, approximately 7801 Kentucky Avenue. This parcel will serve the proposed surrounding regional commercial development, residential communities and the adjoining area of Heartland Crossing to the south.

**IndyGo Comprehensive Operational Analysis Recommendations**

In 2005, IndyGo and the Indianapolis Metropolitan Planning Organization (IMPO) prepared a long range planning document known as the Comprehensive Operational Analysis (COA). The objective of the effort was to perform a complete analysis of IndyGo’s existing services provided in the Indianapolis region and provide a basis for the development of improved bus services. The Near-Term plan is a component of the COA, and was designed to provide IndyGo with an efficient base transit system from which to continue improve service levels and service area coverage in the Short-Range timeframe. For the Kentucky Avenue corridor, the Near-Term Service Plan proposes the following service and facility improvements:

*In 1-3 years:*
- New Route #91 – Westside Crosstown – Will access Kentucky Avenue via Lynhurst Drive with a turn-around on Kentucky Avenue.
- Extended Service Hours: earlier morning and/or later evening hours for Mars Hill Route #24 on Weekdays, Saturday and Sunday.

*In 4-9 years:*
- New express route #205 to Ameriplex (exact location still to be determined).
- New Park and Ride at Ameriplex with 300 parking spaces.
- Service Frequency Improvements – time between busses will decrease for midday and Saturday routes on Mars Hill Route #24.
Rail Corridor

The presence of an active railroad is an important planning consideration in this corridor plan. The Indiana Southern Railroad is a single track railroad that runs along the length of Kentucky Avenue for a majority of the corridor. This rail corridor was evaluated in the Indianapolis Comprehensive Railroad Study 1995 prepared by the Division of Planning. The physical condition of the track was “fair” and was rated for 10 mph. It was rated as medium for preservation priority due to indirect access to downtown. Access to downtown is dependent upon the Conrail Petersburg Industrial track, and the Conrail St. Louis Line. It was rated as low for abandonment. This rail line serves Indianapolis Power and Light Company, Trans-City Warehouse, and Indy Rail Service Corporation. Rail access to other routes in Marion County and beyond is made through connections to tracks on the near west side of Indianapolis.

The DIRECTIONS Rapid Transit Study of the Indianapolis Metropolitan Planning Organization identified a total of seven potential rapid transit corridors.

A Southwest Corridor was identified as one of the seven potential rapid transit corridors. The Kentucky Avenue corridor plan lies within the Southwest Corridor. Currently, the Rapid Transit Study is under review and new changes may be proposed. At this time, it is not known if the Indiana Southern Railroad along the Kentucky Avenue corridor will be selected as the best option for mass transit in the Southwest Corridor. Several positives and negatives will weigh on that decision:

- The Southwest Corridor is expected to contain the route to the Indianapolis International Airport.

- The Indiana Southern Railroad does not have a direct connection to downtown Indianapolis. A track transfer will need to be made if that track is chosen as the southwest corridor route.

- Potential transit centers will locate within the corridor. Space needed for these centers may determine where the route is located.
Wherever the route is located, successful mass transit systems depend upon the careful integration of bus transit, bicycle and pedestrian networks with transit stops. At this time, Kentucky Avenue is lacking these networks. Should the mass transit line be developed along Kentucky Avenue, then these networks will need to be expanded as well.

Potential Rapid Transit Corridor Map
**Design Elements and Public Spaces**

Among other components, 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 also contributes to a corridor’s image.

The Kentucky Avenue corridor has a unique identity with elements that deserve to be maintained and other elements that should be enhanced. The corridor’s image matters to a wide range of residents, business owners, customers and visitors traveling to and through the area. The corridor’s image can also influence the decisions of prospective residents and businesses to locate in the corridor.

**Gateways**

Certain locations within a corridor may serve as a “gateway”. In 2005 the Rotary Gateways Partnership identified potential gateways in Indianapolis. The process utilized the Indy Gateways Toolbox to evaluate potential gateway locations. The Toolbox includes this description:

A Gateway is 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. It can be simple or complex, small or large in scale, specific to a single site or linear in form extending over a several block area. No matter what form a gateway takes, it should be readily associated with the location it is designed to “announce”.

In addition to location, the concept or theme of the gateway is critically important. The gateway concept should draw on the assets of the area being “announced” by the gateway. For example, the concept selected for an art district gateway should make it clear to a visitor that they are entering an area where the arts are featured.

Equally important is the scale or scope of the gateway. Certain gateways that are intended to serve as icons of the community as a whole may take a monumental scale. Gateways announcing neighborhoods or smaller districts are generally much more discreet in scale/scope. (All Content Copyright ©2007 City of Indianapolis and Rotary Club of Indianapolis)

Potential gateway locations in the Kentucky Avenue corridor were evaluated in preparation of the corridor plan. Several locations along Kentucky Avenue have the potential to act as a gateway for the corridor.

- Kentucky Avenue at Tibbs Avenue should be considered a candidate for a gateway due to the intersection marking the beginning of the commercial node for the Mars Hill and Maywood neighborhoods.

- The I-465 Interchange should be considered a candidate for a gateway due to the access provided to a large amount of interstate visitors to the area.
The intersection of Kentucky Avenue and Ameriplex Parkway should be considered a candidate for a gateway due to its connection to the airport and Camby Road. Further connection to Southport Road will provide one of the few cross county connectors in the area.

The corridor plan does not proceed beyond the initial steps of identifying a possible location. All steps in the Indy Gateways Toolkit should be undertaken to successfully plan and implement a gateway for the Kentucky Avenue corridor.

Gateways can send a variety of messages. For example, gateway signage might emphasize the close relationship to the Indianapolis International Airport by placing sculptures of airplanes within the medians of Kentucky Avenue.

In addition to signage, the I-465 interstate overpass should be made less of a barrier and more of an entry to heighten the sense of arrival to the Kentucky Avenue corridor. This can be done through roadside planting areas at the on-and off ramps, design treatments on the bridge, wall murals and other art under the overpass.
Recommendations for Gateways:
- Establish and implement a design theme within the node or corridor to improve the aesthetics and create a unique identity and sense-of-place.
- Design elements along the corridor related to the initial gateway would project a unified design theme. Lighting, landscaping and art are some of the elements that can be used.

Gathering Places
Residents and visitors to the corridor will be looking for non-park open areas to congregate and socialize. New developments, building arrangements, uses, natural features, and landscaping can all contribute to exterior spaces where people can interact, congregate and socialize. Redevelopment of properties should enhance the existing streetscapes and create exterior spaces that engage the public realm. The focus should be the design of people-gathering places with amenities such as wider sidewalks, mini-plazas, courtyards, outdoor eating areas, benches, bike racks, public art, and other visual amenities, which draw and encourage congregating. These areas could function as a neighborhood-identifying focal points or gathering places. This could help in nurturing and solidifying the community’s identity.

Restaurants and entertainment facilities are likely to help fill the need for gathering spaces. Ideally these new facilities would be located within the Kentucky Avenue corridor. Neighborhood or business associations could help identify new businesses that may want to locate within the corridor and identify possible development locations for these new businesses.

Examples of public space amenities and socialization areas

Recommendations for Gathering Places
- Gathering places should be adjacent to buildings on either one or two sides to define the space and allow for interaction among various visitors.
- Multiple levels of plantings that include trees, shrubs, and seasonal plants should be included to make the space appealing.
- Outdoor seating should be available and accessible.
- Pedestrian-scaled lighting should be used in gathering places to enhance the visual character and promote safety.
A focal point such as a fountain, artwork, clock, etc. could enhance the space and add interest.

- Locating outdoor gathering places to maximize sun exposure will allow for longer seasonal use.
- Encourage the development of a weekly farmers market.

### Lighting

The visual aesthetics of the corridor would be enhanced by providing decorative light poles along Kentucky Avenue, from Tibbs Avenue to the Hendricks County line. This will create a coordinated look through the commercial area and connect to the individual neighborhoods along the length of the corridor.

![Examples of decorative lighting](image)

New developments should add decorative lighting to their projects as well. The decorative lighting will add character and identity to the area. This will allow for facilities which are more attractive to potential consumers.

All lighting should be shielded and directed downward to help reduce the unwanted effects of light pollution into the night sky and onto adjoining properties.
Recommendations for Lighting
- Decorative exterior lighting should be incorporated into the design of the building, in order to enhance the appearance of the building as well as adding illumination.
- Pedestrian-scaled light poles should be used in the Marwood Plaza and Regional Commercial areas where pedestrian traffic is present to enhance the visual character and promote safety.
- Decorative light poles can accommodate banners, hanging baskets and electrical outlets.
- Lights in parking lots should be energy efficient, face downward, and be fully shielded to avoid spill-over into other areas such as traffic and residential areas.
- When possible, LED lighting should be used for greater lighting efficiency and savings.

Landscaping
Good landscaping will make an immediate visual impact. Landscaping can add value to properties and the surrounding corridor and will increase the interest and desire to shop in the area. Visitors to the area and local residents will shop more in areas that look nice on the outside, and that are well maintained on the inside.

Street trees can greatly improve the appearance of an area, provide increased shade in warmer months and increase safety and reduce traffic speeds by narrowing the perception of a road's width. The density of trees can be reduced in areas where business visibility is desirable. More dense plantings can be located in residential areas and in front of parking lots.

A number of trees are already planted on Kentucky Avenue in the median to the northeast of the I-465 interchange. Planting additional trees in the median of Kentucky Avenue, southwest of the I-465 interchange will create a visual match to the trees already in place. This symmetry of trees on each side of the interchange will provide for a continuous tree-lined stretch that will add to the visual presence of Kentucky Avenue as an important street and entrance corridor to the city. Additional trees can then be planted further along the corridor to enhance the boulevard effect.
Adequate buffering should be provided between the sidewalks and the auto traffic. This can be accomplished by providing a line of tree plantings. Businesses along the existing and proposed sidewalks should be encouraged to provide pedestrian-scale features such as shaded sitting areas, fountains, arcades, awnings, and customized signage.

Examples of sidewalks with street trees

Parking areas should be shielded by landscape berms, trees, shrubs and low walls. The interiors of parking lots should be planted with large trees to provide shade.

Examples of parking lot landscaping

Recommendations for Landscaping

Front yard landscaping
- In addition to street trees, plant trees between the street and on-site structures.
- Install plantings near structures to blend the development into the landscape and soften hard edges.
- Accent building entries with plantings.
Parking lot interior landscaping
- Install planting beds in the interior of parking lots to break up the large expanses of pavement, and direct vehicles and pedestrians.
- Planting beds should be landscaped with a variety of plants.

Parking lot exterior landscaping
- Install planting beds on the exterior of parking lots to shield the large expanses of pavement, and direct vehicles and pedestrians.
- Planting beds should be landscaped with a variety of plants.

Other landscaping
- Overstory trees should be planted behind buildings to provide a background and to blend the development into the landscape.
- Front yard fences should be low (under 42") as prescribed by ordinance.
- Chain link fences are not appropriate in front of structures.

Development Form Standards
A variety of building form standards are listed here in order to identify and establish basic design parameters for developments that are proposed for the boundaries of the Kentucky Avenue Corridor Plan. The purposes of the standards are to ensure compatibility between different land uses and building forms; to encourage building forms that respect their context; and to encourage pedestrian movement through the use of building forms that present an active face to the street.

Recommendations for Streetscape Form Standards
Streetscapes enhance the pedestrian environment, provide interest, safety, and create gathering places. Examples of streetscape components are benches; trash receptacles (small scale, not dumpsters), planters, kiosks, bus shelters, banners, flags, bollards, fountains, statues, monuments and bike racks.

Pedestrian accommodations
- Sidewalks – should be either set back from traffic or extra wide to allow pedestrians to walk at a comfortable distance from the street edge.
- Crosswalks – should be clearly defined such as with a change in pavement material; where the street is wide, a safety island should be installed.
- Street trees – should be provided for shade and separation from traffic.
- Bike racks – should be provided where appropriate – this should include all retail establishments or other locations such as restaurants and entertainment venues.
- Curbs – should be provided for definition of the street edge and directing drainage.

Median
- Curbed – should be provided for definition and directing drainage.
- Landscaping should include street trees and low level plantings.
- Plantings should not block visibility for left turns or of the opposite side of the street.
Raised planters should be considered. If used, they should be simple, but with some detailing. They should be planted with trees and low level plantings and should not block visibility for left turns or of the opposite side of the street.

**Railroad**
- Maintain edges – mown turf or intentional plantings.

**Gateway**
- Combine structure (artwork, sign, fountain, etc.) and plant material.
- Should relate to the location (theme, materials, colors, etc.).
- Appropriately sized for the location (larger on wide, busy streets; smaller where traffic is less intense and streets are narrower).

Recommendations for Building Form Standards:
Building form standards guide future buildings in three dimensions, with criteria for height, siting, building elements (such as windows, doors, balconies, etc.), and uses.

**Height**
- The maximum height of all structures shall be as permitted by the existing zoning districts.
- Buildings in the Marwood Plaza area with more than one building story should include windows and other ornamentation on the upper stories.
Buildings should not be more than 1.5 building heights compared with abutting structures, and adjacent building elevations should not vary drastically, however some contrast is desirable.

The transition of building heights should offer a pleasing line-of-site to motorists and pedestrians.

Visible rooftop mechanical equipment should be screened from view of passing motorists and pedestrians.

Any building designed with a flat roof, should also incorporate additional architectural elements such as: turrets, parapets, cornices, pediments, chimneys, etc.

**Siting**

- The primary entrance of all buildings should face thoroughfares and public streets, as opposed to side and rear elevations.
- Combine driveways and access points wherever possible through the use of frontage roads.
- New curb cuts on Kentucky Avenue should be limited to encourage the development of frontage roads within a development. Integrated centers should be developed through the connection to abutting developments and parcels.
- All buildings in the corridor should contain a colonnade, and/or covered walkway over the front entrance and on at least 50% of the remaining front façade.
- Building should be oriented towards Kentucky Avenue. If a development has several buildings, the primary structure should face Kentucky Avenue.
- Buildings in the Marwood Plaza area on the corridor should be built with at least 75% of the front building façade of a principal building parallel to Kentucky Avenue or intersecting arterial. Buildings should be located within 45 feet to those fronting streets rights-of-way, so as to effectively frame and define the streetscape and provide convenient pedestrian accesses along those streets to the buildings.
- Parking in the Marwood Plaza area should be located to the side or rear of buildings. Parking between buildings and the arterial road is discouraged, but in no case shall more than one row of parking be located between a principal building and an arterial road in the area.
- Buildings in the Civic-Interchange and Regional Commercial areas should be built with at least 50% of the front building façade of a principal building parallel to Kentucky Avenue or intersecting arterial.
- Parking in the Civic-Interchange and Regional Commercial areas should be located to the front or side of buildings. Parking between buildings and the arterial road shall be small clusters with landscaping islands located throughout. Landscaping islands should include at least one tree with a 2.5" caliper and low level plantings. Gravel and concrete surfaces should not be allowed within the landscaping islands.
- All parking areas should contain designated and clearly identified walkways for pedestrians from the street through the parking area to the primary building.
entrance. Additional walkways should connect to adjacent parcels that contain residential uses.

- Orientation of loading dock and service areas should be to the rear elevation. Loading docks on side elevations should only be allowed if effective screening is included to screen operations from any primary arterial or adjoining protected district.

Building Elements

- New buildings should use durable building materials, and be consistent in height, massing, building rhythm, and proportions regardless of the style.
- High quality natural building materials like masonry; brick, glass, limestone, and stone are preferred. Vinyl and aluminum siding are discouraged.
- When a side or rear elevation is visible from Kentucky Avenue, then it shall use the same materials as the front elevation.
- The rear facades of commercial buildings should be maintained.
- Facades greater than 50 feet in length horizontally should have a plane change to create visual interest and reduce the scale and one-dimensional appearance.
- Building entrances should be clearly defined with decorative elements such as covered entries, awnings, and gable roof lines.
- Secondary rear entrances to buildings are encouraged in blocks where public parking or pedestrian walkways are located behind the buildings.
- In the Marwood Plaza and Regional Commercial areas, buildings should be designed for pedestrian-scale rather than vehicular-scale typically found along a highway commercial corridor like the rest of Kentucky Avenue.
Roofs
- Rooflines and architectural details should complement the building's architectural style, and contribute to the character of the development.
- A variety of rooflines and roof materials should be used to add interest to the overall corridor.
- Overhangs, eaves, caps, cornices and parapets are strongly encouraged along the rooflines of building.
- Commercial buildings adjacent to residential areas should have high-pitched roofs to provide a visual transition.
- Screen all roof equipment from the view of public right-of-ways, public gathering places, and residential areas.

Doors
- Doors and entryway of buildings should be compatible with the overall style and character of the façade.
- Main entrances should be at the front of the building and face the sidewalk.
- Buildings situated on corner lots should take advantage of their prominent location by embellishing their entrances with angled or rounded corners.

Windows
- Windows and exterior casing should coordinate with the overall style of the building.
- Ground floor windows signs and displays should not obscure more than 15% of the window views into and out of a business.
- Window glazing should be clear or slightly tented; dark mirror or reflective glass is not desirable.

Fences
- Low decorative fences compatible with the architectural style of a building are acceptable; chain-link fences and other industrial style fencing fronting Kentucky Avenue are unacceptable.

Retaining walls
- Retaining walls should complement the surrounding buildings and be constructed of durable materials such as brick and stone. Landscaping should accompany the wall to soften hard edges.

Awnings
- Awnings, canopies, or other single-story roof overhangs are encouraged.
- The location of awnings should respect the building's architecture, not blocking or covering a design element.
- Awnings and canopies should be a minimum of nine feet above the sidewalk and should not extend more than five feet away from the elevation.
- Construct awning frames out of durable materials such as metal or wood structure, cover with a weather resistance material.
- Awnings colors should complement the colors of the building. Colors that call more attention to the awning than the buildings are inappropriate.

Examples of signage

Recommendations for Sign Form Standards:
Signs should make a positive contribution to the general appearance of the street and commercial area in which they are located.
- Signs should be compatible in placement and size to the design of a building.
- Sign colors and materials should complement the building facade as well as be compatible with adjacent buildings.
- Using too many colors or typefaces (letter styles) on a sign can interfere with legibility.
Billboards are an undesirable form of advertising along Kentucky Avenue and are not recommended.
EVMS (Electronic Variable Message Sign) signs are strongly discouraged.
Temporary signs should not be used for more than two weeks because of their materials and appearance.
Pedestrian-oriented signs such as banners, wall and window graphics can be an effective means of communication. Design signs to complement the overall image of the business without adding clutter.
Stone and brick are preferred materials for monument signs. The addition of landscaping will provide contrast to the hard structure.
Integrated/Freestanding signs’ structure should be architecturally designed and incorporate design details, materials, and colors of the associated buildings (see the zoning ordinance.)
Pole/Pylon scale, height and materials should be compatible with the surrounding buildings without providing visual clutter.
Wall mounted signs are oriented towards pedestrians and do not need to be large. These signs should respect the design of the building and not obscure windows. Signs in multiple tenant buildings should complement the other signs on the building.
Way-finding signs should provide direction to various destinations without being obtrusive.

Commercial Development

The recently completed Decatur Township Comprehensive Plan 2005-2006, and the Wayne Township Comprehensive Plan 2006, are the land use plans of record for the Kentucky Avenue corridor area. The recommended land uses of those plans were evaluated against evolving planning standards and changing conditions in the corridor and were determined to still be valid.

However, over time, conditions may change and land uses not recommended in the plan may become more acceptable. Therefore, the following recommendations are made to supplement and enhance the existing land use recommendations from the Marion County Comprehensive Plan. These recommendations are for sites with perceived development pressure, high visibility, and the ability to promote further growth along the corridor. When new developments are considered for these sites that would lead to a deviation from the land use plan, the following development scenarios should be a priority.

3003 to 3201 Kentucky Avenue - Mars Hill neighborhood commercial strip:

The south side of Kentucky Avenue from 4th Avenue East to Lyons Avenue is currently zoned C-5 General Commercial District. The C-5 zoning is designed to provide areas for those retail sales and service functions whose operations are typically characterized by outdoor display or sales of merchandise; by major repair of
motor vehicles; by outdoor commercial amusement and recreational activities; or by activities or operations conducted in buildings or structures not completely enclosed. The types of uses found in this district tend to be outdoor functions, brightly lighted and noisy. Therefore, to provide a location where such uses can operate in harmony with the vicinity, they should be grouped on heavy commercial thoroughfares and should avoid locations adjacent to protected districts. The proximity of the adjoining residential districts to the businesses in this area is too close to adequately serve this zoning. The portion of the corridor from 3003 to 3201 Kentucky Avenue should be rezoned from C-5 to C-3. Changing the zoning to C-3 Neighborhood Commercial District, would allow for the return of neighborhood-based commercial activities that could be supported by the adjoining residential district without generating undue stress. Future redevelopment should include the internal integration of sites, and allow for shared driveways, accesses, parking, and sign structures among adjacent businesses.

4897 Kentucky Avenue – Golf driving range:
The parcel located at 4897 Kentucky Avenue is currently a golf driving range. The property is for sale and under development pressure. The current zoning is C4, which
is appropriate for the site due to its proximity to the I-465 interchange and a lack of protected districts nearby. This site should be developed with the following considerations:

All development should be integrated with a single entrance from Kentucky Avenue that continues through the development site with exits on to Mooresville Road and Norcroft Drive.

All development should include a frontage road for access to out lots in order to decrease the amount of curb cuts. If curb cuts other than the single entrance are allowed, they should be right-in/right-out only.

Pedestrian linkages should be provided to connect the parcel to the commercial area around the High School Road intersection and the civic area farther south, which includes Decatur Central High School and the Decatur Library. Additional pedestrian linkages should be provided to connect the parcel with the I-465 interchange to the north. The commercial destinations around these intersections should have safe and convenient pedestrian access, which will help alleviate traffic congestion.

A significant amount of high quality and natural woodlands occurs on the eastern boundary of this parcel. Conservation of the oldest and highest quality portions of the woodlands is of particular importance. Development within this area should provide substantial conservation of the tree canopy.

Development within the area of Dollar Hide Creek should not reduce the tree canopy. Dense vegetative cover along stream banks is important for erosion control, contaminant capture, water cooling (critical for retaining oxygen levels) and habitat preservation. Development within proximity of the Dollar Hide Creek should also be mindful of steep slopes. These slopes should be minimally developed, if at all, so that they may retain their forest cover and avoid soil erosion.

All development should consider providing accommodations for a farmers market. Accessibility to food is lacking in this area. A farmers market would enhance the connections to the adjoining residential communities, and provide additional draw for any new commercial entities that locate on this parcel. The parcel is large enough that it should accommodate all development including the addition of a farmers market.
**8032 Camby Road – Regional commercial development site**
The parcel located at 8032 Camby Road has frontage on Kentucky Avenue and is currently zoned D-A Dwelling Agriculture District. The D-A zoning is designed to provide areas for agricultural enterprises or single family dwellings. This district represents a very low density residential classification. The proximity of this parcel to Kentucky Avenue makes it unlikely to be used as an agricultural operation or a single family residence. The Comprehensive Plan recommends this parcel to be developed as Regional Commercial. Future redevelopment should also include the recommendations in the Design Elements and Public Spaces section.

**8900 Mooresville Road – Regional commercial development site**
The parcel located at 8900 Mooresville Road has frontage on Kentucky Avenue and is currently zoned C-4 Community-Regional Commercial District and C-S Community-Special District. The Comprehensive Plan recommends for this parcel to be developed as Regional Commercial. Future redevelopment should also include the recommendations found in the Design Elements and Public Spaces section.

For both of these locations, potential site plans should include the use of the following design elements:

- Integrated development
- Single entrance off Kentucky Avenue
- Frontage road
- Landscaped parking lots
- Sidewalks along interior streets
- Additional green space or community gathering space
- Scattered buildings to break up large amounts of parking
Appendix

Credits

City of Indianapolis
Gregory A. Ballard, Mayor
Bob Cockrum, City County Councilor
At-Large City County Councilors
Ed Coleman
Barbara Malone
Joanne Sanders
Kent Smith

Department of Metropolitan Development:
Maury Plambeck, AICP, Director

Division of Planning:
Michael Peoni, AICP, Administrator

Keith Holdsworth, Principal Planner II
Gina Bush Hayes, Planner
Alice Gatewood, Planner
Dennis Slaughter, AICP, Senior Planner
Robert Uhlenhake, Senior Planner

Bob Wilch, Principal Planner II
John Byrnes, Senior Planner
Kathleen Blackham, Senior Planner

Tammara Tracy, Principal Planner
David Hittle, Senior Planner
Paul Lambie, Senior Planner
Bob Merriman, Principal Planner
Jeremy Moore, Senior Planner
Melanie Mullens, Senior Planner
Maria Rusomaroff, Planner

Phil Roth, MPO Assistant Director
Steve Cunningham, Principal Planner
Amy Inman, Senior Planner
Catherine Kostyn, Senior Planner

Division of Neighborhood Services:
Deborah Fletcher, Mayor’s Neighborhood Liaison
Carlos May, Mayor’s Neighborhood Liaison

Office of Code Enforcement (formerly Division of Compliance):
Stefan Wolfia, Manager, Infrastructure Development
Danny Hayes, Manager, Zoning Inspections

Department of Parks:
Andre Denman, Principal Park Planner
Ben Jackson, Senior Planner

Community Members / Meeting Participants
Jason Holliday
Pat Andrews
Terry Sylvester

Steve Rink, Decatur Township Assessor
John Elliot, Kroger Grocery Stores, PIO
Jean Trusedell, Teacher, Lynwood Elementary
Crystal Neil
Marty Larch
Janet Larch,

Gary Pellico, Metropolitan School District of Decatur Township

Susan Adams, Metropolitan School District of Decatur Township

Chris Wilkes, Ameriplex

Dale Henson, Chief, Decatur Fire Department
Joe Griffith, Division Chief, Decatur Fire Department
Nancy Jones, Country Inn and Suites

Seerley Creek Church

(Place holder - More to be added)

Thank you to the Metropolitan School District of Decatur Township, Seerley Creek Christian Church on Lynhurst Drive, Goodwin Community Center and the Country Inn & Suites on Flight School Drive for the use of their facilities to conduct public meetings.