38th Key Connection

THE LINK THAT MENDS THE NORTH AND SOUTH SIDES OF THE CORRIDOR

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ABSTRACT

CREATIVE PROJECT: 38th Key Connection, The Link That Mends The North And South Sides Of The Corridor

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38th Key Connection is a mixed-use corridor that wedges livability, connectivity and economic viability between Keystone Ave and Meadows Drive. Currently 38th Street is an important thoroughfare in Indianapolis, IN traveling east and west with access north and south leading downtown and to surrounding suburbs. The corridor is diverse with social barriers based on income and ethnicity. This paper addresses policy issues, design issues and offers an alternative redevelopment plan with anti-displacement strategies for current residents.

Research has been conducted to answer three research questions and identify research aims regarding corridor redevelopment. Research questions account for current urban design issues including urban sprawl, lack of street connection and disconnect in aesthetic appeal. Research also touches on social reconstruction, the physical infrastructure and community rejuvenation. The outcome of the research is developing guidelines, policies and strategies that will mend the fragmented segments, resulting in cohesion along the 38th Street Corridor.
# TABLE OF CONTENTS

## ABSTRACT

### 1.0 INTRODUCTION

1.1 Research Context and Purpose ......................................................... 8
1.2 Quality of Life and Policy Issues ................................................... 11
1.3 Research Aim and Questions ............................................................ 20
1.4 Organization of Paper ....................................................................... 23

### 2.0 LITERATURE REVIEW ................................................................. 25

2.1 Scope of Review ................................................................................. 25
2.2 Motivation ......................................................................................... 25
2.3 Common Strategies ............................................................................ 30
2.4 Implementation .................................................................................. 35
2.5 Summary of Findings ........................................................................ 40

### 3.0 CASE STUDIES ............................................................................. 40

3.1 Case Study Methods ........................................................................... 41
3.2 Case Selection Criteria ....................................................................... 41
3.3 Case Studies ......................................................................................... 42
3.4 Results and Discussion ....................................................................... 58

### 4.0 CREATIVE PROJECT DESCRIPTION .............................................. 61

4.1 Community Context ........................................................................... 63
4.2 Opportunities and Constraints ......................................................... 65
4.3 Planning Objectives ............................................................................ 65
4.4 Concepts and Metrics ......................................................................... 70
4.5 Outcomes ............................................................................................ 72

### 5.0 SUMMARY AND CONCLUSIONS .................................................. 74

5.1 Summary of Findings .......................................................................... 74
5.2 Relationship to Current Knowledge .................................................. 77
5.3 Need for Future Research ................................................................. 79
5.4 Future Research of Topic ..................................................................... 80

## REFERENCES ....................................................................................... 81

## APPENDIX ........................................................................................... 84
# LIST OF FIGURES

| Figure 1.1 | Site Area.............................................................................................................9 |
| Figure 1.2 | Goals for 38th Key Connection...........................................................................23 |
| Figure 3.1 | MLK Legacy Apartments, North Lawndale Chicago.................................................44 |
| Figure 3.2 | Homan Community Center, North Lawndale Chicago.............................................45 |
| Figure 3.3 | Anacostia, D.C. Historic Building........................................................................47 |
| Figure 3.4 | SoFA District Streetscape.....................................................................................52 |
| Figure 3.5 | Vine St, Bus Stop, Cincinnati, OH........................................................................54 |
| Figure 4.1 | Framework..........................................................................................................61 |
| Figure 4.2 | Intersection of 38th Keystone Connection............................................................72 |
| Figure 6.0 | Diagrams............................................................................................................84 |
| Figure 6.1 | 38th Key Connection Images.................................................................................86 |
| Figure 6.2 | 38th Key Connection Site Plan..............................................................................89 |
| Figure 6.3 | 38th Key Connection Phasing...............................................................................89 |
38TH KEY CONNECTION

1.0 INTRODUCTION

Urban cities around the United States are redefining their corridors with improved transit options, cultural attractions and mixed-use facilities. The intersection of 38th and Keystone is a liaison with destination potential, however the following urban design issues exist, urban sprawl, street connections and aesthetic appeal. 38th and Keystone connects branches west to the Indiana State Fairgrounds, east to the suburbs of Indianapolis, south leading into downtown Indianapolis and north to the cultural arts district of Broad Ripple.

Background

Approximately 25,385 motorist, frequent the intersection of 38th and Keystone daily (Dept. Of Metropolitan Development, 2002). IndyGo’s, Route 39 conducts an average of 100,000 rides per month for cyclists and pedestrians that frequent the Corridor (IndyGo, Ridership and Service Data, 2014).

38th Street is diverse physically, socially and economically. Gaps reflecting extreme financial barriers are visually apparent along the east end of the corridor. Between 38th and Keystone Ave and Meadows Drive, the Meadows neighborhood, has a median household income of $21,882, which is less than half of the cities’ average median household income of $51,087. There are 3,387 housing units, 2,755 are considered occupied households and 632 are vacant (US Department of Commerce, 2012). The USDA defines the area as a food desert, because it lacks fresh food options for roughly 4 miles (USDA, 2012).
Since 2012, the Meadows have experienced a great deal of revitalization and rebranding as the “Avondale Meadows”. Two large apartment complexes that house moderate to low-income residents were revitalized, a YMCA was built and vacant buildings have been repurposed as charter schools but the community is isolated. Redevelopment has yet to touch the section of 38th Street between Keystone Ave and the Meadows Drive, which is less than a quarter of a mile from current development. To ensure the long-term success of the Avondale Meadows Community, the 38th Street Corridor should meet current development standards and motivate further development. The development should boost the economy, attract new businesses, new developers and provide services and resources that current and new residents can benefit from. By addressing urban design issues, Avondale Meadows can be programmed and designed to actively engage and link residents and employees living in and passing through the district.

Vision Statement- 38th Key Connection

The 38th Key Connection redefines the street as an economically viable address, a commercial corridor providing quality living options, with intentional connections. The Avondale Meadows Community is celebrated through the development of 38th Key Connection as a place that provides residents and consumers with local choices. The proposal is an iconic redevelopment project that sparks further growth and development on the eastside of Indianapolis. The 38th Key Connection provides opportunities for small local businesses and start-up businesses.
38TH KEY CONNECTION

38th Key Connection provides a unique living experience for current and future residents. There are a mixture of housing types including mixed-use units, townhomes and live/work units. New housing proposed will be financially accessible to all income levels and physical abilities. The 38th Key Connection proposal creates a dense, livable neighborhood that can increase the population and support newly established commercial uses.

The 38th Key Connection is a magnet that draws people from the north and south to shop while serving those currently residing on the eastside. Residents and consumers can access the districts dynamic commercial experience via public transit and designated bike trails connecting neighborhoods, downtown, the fairgrounds, and the north side.

New building designs and innovative technology will make 38th Key Connection sustainable. The design features also create a sense of place and pride. The corridor design includes a storefront street with pedestrian and bike friendly sidewalks with street trees. Photovoltaic panels are proposed in building and street designs to reduce the amount of carbon emissions and light pathways at night. A new alley system is proposed that activates all sides of buildings thereby increasing visibility and reducing crime.

38th Key Connection is integrating several land uses along the corridor. The primary uses proposed are multi-family residential, single family-residential, commercial retail, and parks/open space. The mixed-use buildings are medium density and consist of commercial retail on the ground level with multi-family housing units above. The live/work units are three stories with storefront or
commercial office on the ground level, rental units on the second floor and condos on the third floor.

1.1 Research Context and Purpose

Within the past 5 years the 38th Street Corridor has received attention from the City of Indianapolis and non-profit organizations such as the Forest Manor Multi-Service Center, UNEC (United North East Community Development Corporation), Meadows Community Foundation Inc., Purpose Built Communities, Strategic Capital Partners and concerned residents. The collaboration of community focused conversations, local government and various organizations resulted in intensive revitalization programming, which concentrated on the Meadows community. The programming and planning sparked the restoration of two blighted apartment complexes (Mills Crossing and Avondale Meadows) and construction of Avondale Meadows YMCA and several educational institutions that serve elementary children to adults. The redevelopment has laid a foundation for future growth in the Meadows community. However, majority of new construction projects, are contained within the neighborhood, and have not touched the 38th Street Corridor (Meadows Community Foundation, Inc, 2010). Revitalization efforts must ripple onto 38th street in order for the newly developed Avondale Meadows Community to be economically sustainable.
Project Setting

38th Key Connection lies on 38th Street between the two intersecting streets of Keystone and Meadows Drive. The majority of the project focuses on the intersection of 38th Keystone.

Figure 1.1
Site Area

The Meadows opened as a retail plaza right outside of downtown Indianapolis in 1957. During the late 50’s it was considered the largest retail center in Indianapolis with two grocery stores, two dime stores and other variety stores. By the late 70’s the Meadows shopping plaza was abandoned and rundown. The Meadows community experienced a glimmer of hope in 1992 when Cub Foods, a large grocery store chain purchased vacant properties and began construction. In 1995, Cub Foods opened a 74,000 square foot facility, which offered 300 jobs to local residents (Chicago Tribune, 1995). Unfortunately the Cub Foods closed just two years after opening, which caused economic devastation to the community.
Since approximately 1998 the Census Tracts 3225 and 3226, which consist of the 38th Street Corridor have been considered food deserts according to the USDA. A food desert is defined as no grocery store or fresh food options for more than 1 mile. The nearest grocery store to the 38th and Keystone-Meadows area is 3.3 miles away and not easily accessible via public transit. Also, the retail options are very minimal and lack the variety needed for a diverse customer base. There are several gaps and retail vacancies between Keystone and Meadows Drive resulting in missed opportunities. The sidewalks are inconsistent and cyclists usually ride in the street. There are no designated crosswalks or bus shelters for pedestrians (USDA, 2012).

IndyGo, is the public transportation bus system within the Indianapolis Metropolitan area, operating 31 routes. Three of the thirty-one routes have the highest ridership, Route 39: East 38th Street, Route 8: Washington St and Route 10: 10th Street. The three routes combined contribute to more than a third of the total IndyGo system. Route 39 ranks number one in monthly ridership with an average of 100,000 riders per month (IndyGo, 2014).

The Central Indiana Transportation Plan has identified 38th Street as the purple line for the Indy Connect Bus Rapid Transit (BRT) System (CIRTA, 2014). Based on the ridership demand along the 38th Street Corridor, Route 39 will continue to operate and run parallel to the Purple Line. Route 39 travels from East 38th and Mitthoeffer to Meridian, then continues downtown. Route 39 will service local stops and the Purple Line will provide riders with an enhanced option that runs more frequently with less stops. The purple line intersects three other
proposed BRT routes, the Orange Line: Keystone Ave, Green Line: Fall Creek Pkwy and Red line: College Ave (CIRTA, 2014).

The combined population of the Avondale Meadows Community and a portion of the Fairgrounds are nearly 6,000 in an area of 1.58 square miles. Of the 6,000 residents nearly 2,500 of them are households and 1,500 are families. The population is projected to increase by 50% in the next 5 years. The average household size is 2.27, which closely aligns with the state and national average of 2.26. The number of owner occupied housing is around 1,225 and renter occupied housing is 1,309 (Census, 2010).

Commercial retail is the dominant land use along 38th street between Keystone Ave and Meadows Drive. The commercial retail is low-density with large parking lots facing 38th street. Just one block north and south are low and medium density residential housing. There is one block of special-use zoning on 38th street amongst the commercial retail (ArcGIS, 2014).

1.2 Quality of Life and Policy Issues

Policy and regulation issues contribute to the blight along the 38th Street Corridor. There are five existing policy issues and regulations that create barriers to meeting overall growth and development goals. These include: setback requirements, onsite parking requirements, residential displacement, allowable land-use, and street design. The policy issues translate into three goals that are the focus of the research: Livability, Connectivity and Economic Viability.
Quality of Life

In the past ten years LISC (Local Initiatives Support Corporation) has leveraged public support and residential involvement to write “Quality of Life Plans.” The plans are written for communities with inadequate resources and amenities around Indianapolis. LISC is a national organization that focuses on local issues. “LISC serves urban neighborhoods in distress and the goals are to transform those neighborhoods into healthy communities that are great places to live, work, do business and raise a family” (LISC, 2014).

LISC-Indianapolis has secured funding through corporate, government and philanthropic support to help Indianapolis communities plan and implement their ideas. Within the past 20 years, LISC-Indianapolis invested $202 million and leveraged $727 million for programs and projects around city. LISC-Indianapolis financially supports communities and stakeholders in the form of grants, loans and new market tax credits (LISC, 2014).

The Quality of Life plans written with the support of LISC-Indianapolis include; the Brag, Crooked Creek, Near Eastside, Near Westside, Southeast, West Indianapolis, NE Corridor and the Avondale Meadows Community. The “Quality of Life” process is driven by LISC with several partnerships from neighborhood associations, community development corporations, local organizations and area residents (LISC, 2014). (Winston/Terrell Group, 2008).

The two Quality of Life plans that directly impact the 38th street corridor are the NE Corridor and the Avondale Meadows Community. These plans have a healthy balance of infrastructure redevelopment and support through community
engagement. The balance was created through a method known as “Asset Based Community Development” or ABCD, which focuses on discovering the strengths and assets already in the community, then using those for a means of sustainable development (Meadows Community Foundation, Inc, 2010).

The Avondale Meadows Community, located off 38th and Meadows Drive, has experienced a great deal of redevelopment that focuses heavily on the current residents and their needs. Two new apartment complexes with affordable components, a YMCA and a few charter schools have been built. The strength and success of the Avondale Meadows Community will ripple onto the 38th Street Corridor, however, for sustainability purposes and continued success in surrounding areas the 38th Street Corridor will need the same attention.

The Quality of Life plans were reviewed for approaches and methods for infrastructure programming and community development strategies that will provide resources for residents. In the Quality of Life plans there are reoccurring desires and demands affected by zoning, transportation and land-use (LISC, 2014).

Quality of Life desires and demands

- **JOB CREATION**
- **EDUCATION REFORM**
- **BETTER PUBLIC TRANSIT**
- **AFFORDABLE HOUSING**
- **OPEN SPACE/PARK SPACE**
- **REDEVELOPMENT OF ABANDONED HOUSING**
- **MORE PUBLIC RESOURCES** (LISC, 2014)
Indianapolis Comprehensive Plan

The Comprehensive Plan for the City of Indianapolis is a policy guide that is specific to the development of Marion County. The action items for the Comprehensive Plan are to improve, provide, act as a guide, promote, coordinate, insert and enhance Marion County. Indianapolis’s comprehensive plan for Marion County has fourteen land-use goals. The land-use goals focus on improving the built environment for area residents through adequate transit, economic development, housing, green spaces, art and culture. The purpose of the plan is to encourage implementation and not just suggestions. Listed below are seven of the fourteen goals relevant to addressing the 38th Street corridor.

These include:

1. **Integrate transportation system planning with land-use development strategies to increase industry access to local business markets.**
2. **Promote an appropriate level of land-use regulations to encourage the expansion of business and industry while ensuring compatibility with existing or proposed neighborhoods.**
3. **Designate land sites and provide infrastructure to encourage growth in the industry clusters that can be demonstrated as current or probable future strengths of the city.**
4. **Minimize deviations from adopted land-use plans by providing the City County Council, Metropolitan Development Commissions, and Board of Zoning Appeals with appropriate guidelines for making land-use decisions.**
5. **Provide all Marion County Residents, whether in established or developing neighborhoods, a variety of convenient parks and greenways.**
6. **Develop new venues for arts and cultural activities throughout the city.**
7. **Develop a range of housing types, for owners and renters of all income levels in each township, to support the diverse need for housing in communities and to encourage homeownership** (City County Council, 2012).

The Indianapolis Comprehensive Plan outlines six land-use strategies. The land-use strategies are a guide that will enhance current and future development. The goal of the land-use strategies are to improve the quality of life in Marion County.
38TH KEY CONNECTION

The land-use strategies listed all apply to the redevelopment, high-density mixed-use development and infill development of the 38th street Corridor (City County Council, 2012).

1. Higher Intensity Zoning along Transit Corridors
2. Mixed-Use, Compact Development Options
3. Infill/Brownfields Development in Urban Areas
4. Preserving Open Spaces/Farmland through Land Trust
5. Paths, Lanes and Sidewalk Options
6. Regional Planning with Model Zoning Ordinances (City County Council, 2012)

The Indianapolis Comprehensive Plan includes “Supporting Issues” that are an addendum to the land-use goals. The supporting issues are concerns voiced by the general public as areas of focus for future development around the city of Indianapolis. The keywords that surface throughout are:

- Transportation
- Culture
- Environmental
- Safety
- Partnerships (City County Council, 2012)

The Indianapolis Comprehensive Plan is compiled of policies, provisions and public input regarding the direction of current and future development in Marion County. The strategies were designed through public feedback, expert opinion and city officials. The land-use goals, strategies and supporting issues are used as a reference and guide for implementation of the 38th Key Connection proposal along the 38th Street Corridor.
38TH KEY CONNECTION

Policy Issues

The 38th Street Corridor has a variety of policy issues, some more prevalent than others depending on the residential demographics for the area. The neighborhood and businesses between 38th and Keystone and Meadows Drive are experiencing policy issues that are specifically impacting the residents in the immediate area. The policy issues addressed in 38th Key Connection are mobility and access to transit, workforce readiness, and social family services/economic mobility.

1. Mobility and Access to Transit

Does mobility and accessible transit have an impact on the future development?

Mobility and access to robust public transit have been the topic of discussion regarding future development in Indianapolis for quite sometime. Marion County residents desire public transit that is frequent, a variety of route options, extended hours and technologically advanced. As of 2013 Indianapolis (Marion County) has roughly 852,866 residents and is the largest county in the state of Indiana. Indianapolis is the 13th largest city in the United States however IndyGo’s public transit system does not serve even a forth of the population (Indianapolis Metropolitan Planning Organization, 2014).

Riding public transit in Indianapolis currently has a negative perception, which deters some from utilizing its services. The City of Indianapolis and IndyGo are working to change that perception by totally rebranding and the construction of the Downtown Transit Center scheduled to open late 2015 (IndyGO, 2014).
Currently, IndyGo is not very accessible for residents who live outside of interstate 465; therefore riders must walk several blocks to a bus stop. Indygo serves Marion County, with 31 local routes. The downtown area known as the “The Loop” converges 27 of the 31 IndyGo routes. 17 of the routes operate seven days a week, 10 operate six days a week and 4 only operate five days a week. The bus with the highest ridership averaging 100,000 rides monthly, is route 39, which serves the east end of the 38th Street Corridor. The bus operates from 5am-11:45pm. From 5pm until 11:45pm, Route 39 operates consistently overcapacity with all seats filled and riders standing in the aisle (IndyGo, Ridership and Service Data, 2014).

Public transit is not available or accessible for residents who work third shift or weekends. The inaccessibility poses a challenge for those working in fields such as hospitality, postal service and manufacturing.

Another obstacle prohibiting the accessibility of public transit is the lack of sidewalks and visible bus stops for riders. Specifically along the 38th Street Corridor between Keystone Ave and Meadows Drive the sidewalk ends abruptly in certain areas and there is only one bus stop equipped with a shelter. The inconsistencies in sidewalk design and bus shelters creates impossible challenges and emanate danger for children and people with physical disabilities.
2. Workforce Readiness

*Does the job market have positions and advancement opportunities for the average resident skillset?*

As of December 2014, Indianapolis added 4,500 jobs to the market. The measure of employment increased by 2,009 jobs. The total employment for Indianapolis is 969,100, which is an increase from 937,900 jobs reported in January of 2014. However, not everyone that is employed in Indianapolis is actually an Indianapolis resident. Therefore, the unemployment rate is 5.8%, which is slightly higher than the national unemployment rate of 5.5% (United States Department of Labor, 2014).

With the Indianapolis population around 852,866, the percentage of residents with advanced degrees is disproportionate to the types of jobs available. The city is not preparing its residents to assume positions or advanced degrees in the specialized job markets available in Indy.

The percentage of Indianapolis residents with a high school diploma is 29%, the state average is 35% and the national average is 85% (Urban Mapping, Inc, 2011). There has been a push in the last five years to attract young professional talent to Indianapolis specifically in the medical and sciences industry. The Downtown Medical District, along the West 10th Street, was redeveloped with new apartments, bike trails, mixed-use buildings and a pedestrian focused street design. The former Wishard Hospital was demolished and Eskenazi Health | Sidney & Lois Eskenazi Hospital was constructed. Remodeling is also being done to the Veterans
Hospital. Eli Lily and Company (pharmaceuticals) has expanded their campus with the construction of the Alexander Hotel/Condos and a new YMCA.

While these are great additions to the city, Indianapolis residents are not being considered to fill open positions. One factor challenging Indianapolis residents is lack of advanced education and preparation required to fill positions. With 25.4% of the Indianapolis population holding a Bachelors degree and only 13.4% with a graduate degree, the city is tasked with attracting employers who meet majority of the population’s skillset. The additional challenge is attracting employers who have the capacity to hire a significant amount of employees and provide a living wage for the city of Indianapolis (United States Department of Labor, 2014).

3. Social Family Services/Economic Mobility

*Are there city programs and funding sources established to prevent displacement or compensate displaced residents?*

When redeveloping a space it is important to consider the current residents and ways to retain them even if they are not homeowners. Developing Anti-displacement policies that require a percentage of new housing that is affordable, programs offering funding to assist low-income families becoming homeowners and homeowner repair programs should be developed and implemented to retain resident. Anti-displacement policies will help diversify neighborhoods and control the rate of gentrification.

Mixed-use affordable housing is one option being utilized to successfully diversify areas. Affordable housing is designed to provide current and future low-
income residents with equitable quality of life. Rent levels and mortgage financing are based on area median income (AMI), which determines financial support provided through local programming or HUD. The AMI calculates eligibility based on the number of individuals living in the household. The AMI for Marion County is $69,700. The average income for a family of four is $54,500. A family who’s AMI is between 30%-50% below the county’s average and within the income restrictions set for the housing applied to, are generally eligible (HUD, 2014).

The rent fee structure can vary based on the number of rental units, the market demand and policies defined by the community development corporation or local agency managing the property. Anti-displacement policies should be designed and utilized among areas experiencing revitalization to decrease the impact of gentrification.

1.3 Research Aim and Questions

Research Methods

Research informing proposals for the 38th street corridor consist primary and secondary sources. The sources were selected based on their relevance, time period, scale of project and population served. The source types are case studies, comprehensive plans, books, interviews, surveys, Census data, demographic data collected from Esri, canvassing and physical documentation through observational research and academic online journals.
**38th Key Connection**

**Literature Review**

The literature review is a combination of information collected from various sources such as books, reports, scholarly journals and websites. The information and data is qualitative and quantitative. The topics of research are BRT systems, revitalizing low-income areas, anti-displacement policies, successful mixed-use corridors and empowering communities.

**Case Studies**

There are several case studies that will contribute to the community development aspect of redeveloping the 38th Street Corridor. As mentioned earlier in the text, Indianapolis has eight “Quality of Life” Plans, which provide input from residents, demographics about the neighborhoods and comprehensive plans for redevelopment. The City of Chicago’s Local Initiatives Support Corporation (LISC) published another Quality of Life source that outlines the process for reshaping communities. Currently in Chicago, LISC is working on 14-neighborhood Quality of Life plans based on the American Planning Association standards (LISC Chicago, 2005).

**Site Analysis**

The site analysis approaches the area from a ground level perspective taking into considering the existing conditions, opportunities and constraints, an evaluation of business growth, economic trends, historical context, and community demands.
Observational Research

Observational research was conducted through canvassing the area to document the physical sidewalks, streets and buildings. A building inventory was conducted to determine the stock and quality available to reuse and revitalize. Also a traffic analysis was done to document the flow and frequency of traffic. In addition, observations and documentation of IndyGo riders, pedestrians and cyclists were conducted. This research helped determine needs assessment in the site area.

Research Aims:

Research aims have been identified to evaluate the capacity for redevelopment along the 38th Street Corridor and how changes will impact the surrounding neighborhoods and businesses.

- Determine the site capacity for increasing economic activity
- Understand how low-income communities are revitalized

Research methods and procedures used to inform livability, connectivity, and economic viability includes a review of literature and case studies.

Research Questions:

- What types of cities make pedestrians/bicyclists a priority but, also incorporate public transit and keep traffic moving?
- How can communities developing high-density mixed-use development serve current residents and fuel economic viability?
• How do communities use physical upgrades to make low-income neighborhoods aesthetically pleasing and interactive?

Figure 1.2
Goals for 38th Key Connection

1.4 Organization of Paper

This creative project is organized as five main chapters: introduction, literature review, case studies, creative project description, and summary and conclusions. Each chapter has four-five sections that further explain the chapter and its content.

The Introduction explains the current conditions of the 38th Street Corridor, provides demographics for the resident population, and highlights new development and long-term planning efforts for the Avondale Meadows neighborhood. The vision statement for the 38th Key Connection proposal is also included in the introduction providing a glimpse for the overall project objectives.

The literature review includes information gathered on topics regarding community development, revitalization, gentrification, income based housing, active streetscapes, mass transit, pedestrian and bike safety and resident lead engagement.
38TH KEY CONNECTION

The various sources in the literature provide scholarly and expert responses to the research questions, which serve as a foundation for development of 38th Key Connection.

The case studies are a combination of reports on communities comparable to the 38th street corridor. The communities’ studied faced similar challenges and adversities. Each community utilized planning methodologies to improve housing, business development, transportation, economic development, provide resources and amenities and job access.

The creative project description is a detailed narrative of 38th Key Connection. The narrative ties the social, economic, and design proposal to the current community with resolutions for urban design issues. Planning objectives and guiding principles are also defined in detail. Accountability for adhering to guiding principles are outlined in a series of concepts and metrics. Finally phasing for 38th Key Connection is defined and outlined providing a clear set of outcomes for the project.

The summary and conclusions highlight the research questions and identifies the findings gathered from the research. This section touches on relationship that the literature has to the current knowledge and future contributions. The need for future researching of the site location and topics impacting the 38th Street Corridor are also explained in this section.
2.0 LITERATURE REVIEW

The literature review is a combination of materials that addresses the three research questions, which focus on connectivity, livability and economic viability. The materials reviewed include the complete streets policy, public transit studies, blighted communities, and gentrification. The conclusions drawn from the readings identify successful planning tools and objectives, deemed useful for the 38th Street Corridor.

2.1 Scope of Review

The review includes materials and resources covering topics regarding community development, revitalization, gentrification, income based housing, active streetscapes, mass transit, pedestrian and bike safety and resident lead engagement. Primary data was gathered from the governmental agencies, secondary data was collected from reports and policy handbooks and tertiary data was selected from books, online journals, articles and websites.

2.2 Motivation

How do cities make pedestrians/cyclists a priority, incorporate public transit, and keep traffic moving?

In 2012, Indianapolis, IN was ranked #1 for developing a Complete Streets Policy with a score of 89.6 out of 100 (Seskin & Gordon-Koven, 2012). The Complete Streets Policy was later approved by the Indiana Regional Transportation Council (IRTC), on March 5, 2014, for the Central Indiana region. The policy approval set a standard for future developments and existing developments.
Completes Streets are safe roads and sidewalks for all users. The elements of Completes Streets include; sidewalks, bike lanes, special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, street medians, crosswalk signals, curb extensions, narrower travel lanes, and roundabouts (Indianapolis Metropolitan Planning Organization, 2014).

The conditions of the 38th street corridor are dangerous for pedestrians and bicyclists because there is not a continuous sidewalk, no bike lanes and very few crosswalks at intersecting streets. 38th Street has a high ridership on, IndyGo yet; the conditions for IndyGo riders are less than favorable with poorly marked bus stops and few bus shelters.

A Complete Streets Policy requires planning that accounts for the design, operation and maintenance of streets resulting in safer streets. The Complete Streets Policy is a guide that provides decision makers with tools for funding, planning, designing and constructing streets that accommodate all users. The users include but are not limited to pedestrians, bicyclists, public transit users, motorists, motorcyclists and freight vehicles (Seskin & Gordon-Koven, 2012).

The purpose of Complete Streets is to remove barriers that traditionally separate highways, transit, biking, walking, and transitions the focus on the desired outcomes of a transportation system that foster safe use of streets for all users. According to *The Best Complete Streets Policies*, “in 2012, 125 communities adopted Complete Streets policies, 488 communities nationwide, which includes 27 states, 42 regional planning organizations, 38 counties and 379 municipalities” (Seskin & Gordon-Koven, 2012).

*Complete Streets Policy* for Indianapolis measures its success in the total miles of bike lanes, new pedestrian accommodations, curb ramp installation, crosswalk improvements, transit stop availability via walking, decreased rate of crashes and increased rate of children walking and biking to school (Seskin & Gordon-Koven, 2012). The measurements of success can all be applied to the 38th street corridor design to make the street accommodating and safe for all users.

Based on the language of many city-planning documents it appears the city is headed in a direction that puts people at the forefront of public transit as a means to get places. It is noted in the City-County General Ordinance NO 208 “Indianapolis strives to be a “livable community” and a well-balanced and connected transportation system that allows for safe walking and biking and efficient, robust public transit is a vital component for a livable community” (Biesecker, 2012).

These types of ideas and policies must be applied to the redevelopment of the 38th street corridor. 38th Street will be a catalyst for major complete street designs within the city and around the world if approached from a holistic standpoint. Since the 38th Street Corridor stretches as far east as it does west to the
Marion County boundary, there should be uniformity in the street design that allows all users to consistently use the road without barriers.

Conversation surrounding mass public transit has been the center of many discussions regarding the future of Indianapolis. It is imperative that public transit improves beyond IndyGo if the city expects to retain and attract new residents. According to the 2010 Census, Indianapolis has a population of 820,445, ranking it the 12th highest populated city in the United States. Based on the population size, which is projected to have a steady increase in the next 5 years, reliable transit that is accessible and efficient is keen to the success of the city (U.S. Department of Commerce, 2014).

Based on effort from CIRTA (Central Indiana Regional Transportation Authority) the House Bill 1011, which authorized referenda on local funding for mass transit, passed through the House of Representatives with a 56-39 vote (CIRTA, 2014). Governor Mike Pence later signed legislation that will allow for funding of mass transit. The next hurdle that Central Indiana will have to jump is getting voters to approve an increase to income tax, which will fund the project.

In the fall of 2015 there will be a new Downtown Transit Center opening in Indianapolis. The Downtown Transit Center will be a hub for IndyGo and the future BRT Line. The proximity of the Downtown Transit Center will make it accessible for pedestrians, cyclists and bus riders in route to their desired destinations. The transit center will also offer various amenities such as retail, food and car/bike sharing offices (IndyGO, 2014).
Since 2012, Central Indiana has paved roughly 60 miles of greenway trails. The goal by the end of 2015 is to create safe connections stretching from the Monon Trail and Cultural Trail directly to city and county boundaries. The current greenway plans do not include the 38th Street Corridor. According to the *Indianapolis Complete Street Policy* there must be an addition of greenways or bike paths along or near corridors to accommodate ridership (Seskin & Gordon-Koven, 2012). The proposed BRT Purple Line, which runs along the 38th street corridor, will need a greenway trail that connects to the Monon and Fall Creek Trails to support ridership (CIRTA, 2014).

As of March 2014, the Complete Streets Policy was approved by IRTC to, influence future development and improve on existing. Safe roads that are accessible for all users with elements that include improvements to infrastructure and encourage various modes of transportation make people a priority. The 38th Street Corridor has public transit ridership demand, high frequency of daily traffic and proximity to Downtown Indianapolis, making the area feasible for Complete Street development. IRTC are making strides to influence development that accommodates all users and various modes of transportation. Within the past 10 years there has been an increase in greenways and trails, legislative support for regional transit, and a new Downtown Transit Center.
2.3 Common Strategies

*How do communities use physical upgrades to make low-income neighborhoods aesthetically pleasing and interactive for the first ring suburbs of Indianapolis?*

Built environments are areas or locations designed by humans with the functionality for daily live, work, and play. The built environment has a significant impact on the way people interact with their surroundings. “Community wellness and safety are influenced by built environment factors such as transportation, conditions of buildings, the presence of quality sidewalks, places to play or exercise, and the density of convenience stores, liquor stores and fast-food restaurants relative to grocery stores that sell fresh food” (Urban Land Institute, 2013). Improvements to the built environment in low-income neighborhoods significantly increase the quality of life for residents.

In the book *Comeback Cities*, the authors Paul S. Grogan and Tony Proscio, speak of emerging markets in low-income communities. The authors state that often low-income communities have more buying power than middle to upper-income communities because their purchases are within their neighborhood. Residents of low-income communities usually do not have the accessibility or time to travel for goods and services. Another reason Grogan and Proscio state there is more purchasing power is because low-income urban areas usually have higher population density than suburban communities with urban sprawl. Therefore, the customer base can be double, if not triple, based solely on the local residents (Grogan & Proscio, 2000, p. 104).
The ideas and methods in *Comeback Cities* offer strategies that can be applied along the 38th Street Corridor. 38th Street has an abundance of single-family homes. Many of the homes are not in the best shape, however majority of the homeowners are long-term residents with an invested interest in their community. Revitalizing homes and attracting residents into formerly abandoned homes will address some of the physical gaps in the community and lessen the opportunity for criminal activity. Also, attracting residents increases the community's buying power.

In the book *The Chicago Greystone in Historic North Lawndale* the authors Roberta M. Feldman and Jim Wheaton, focus on the importance of preserving historic and older housing stock in mature residential neighborhoods. The authors suggest that historic housing stock creates ethnic, social and economic diversity in communities, which is not evident in the suburbs or areas with solely new construction (Feldman & Wheaton, 2006, p. 55).

The text further suggests that historic and older homes are actually more cost efficient to restore than building new construction. Prospective homeowners are usually more inclined to purchase a revitalized or restored historic home because of its charm and character, unlike production housing, which lacks variety and are built with cheap materials. Historic or older homes are often in urban neighborhoods with close proximity to public transit and commercial corridors. Suburban homes are usually on the outskirts of the city, very auto-oriented with few sidewalks and little to no access to public transit (Feldman & Wheaton, 2006, pp. 53-56).
Feldman and Wheaton state there is evidence suggesting that preservation of existing housing stock is not the problem, but the solution. Preservation in many communities is a prominent and effective role to neighborhood revitalization without displacement (Feldman & Wheaton, 2006, p. 53). This methodology is exactly what the 38th Street Corridor needs in order to simultaneously retain current residents, attract new residents and develop an eclectic diverse neighborhood.

The 38th Street Corridor lacks a sense of belonging and community ambiance that is required for any neighborhood trying to build a successful community. Peter Block, the author of *Community: The Structure of Belonging* touches on the importance of relationship building within communities. Block states that even though the world is becoming smaller with more ways to engage and interact through social media, communities still lack a sense of belonging for most residents. Sectors such as businesses, schools, local organizations and government do not coexist. There are economic gaps between the sectors, which keep each entity operating near one another but not overlapping in resources or opportunities (Block, 2008, pp. 1-3). Children no longer have the opportunity to build natural friendships and parents have to schedule play dates, slumber parties and events for their children to meet other children (Block, 2008, p. 29).

One of the most priceless forms of capital is social capital. Social capital reflects a community’s health, educational achievement, local economic strength and other measures of community well-being that are contingent upon interpersonal relationship building and social interaction. Social capital is vital to
any thriving community because it builds a sense of belonging and independence that is extended through hospitality and affection for one another (Block, 2008, p. 47).

“Principles of Strategy,” build social fabric and encourage chosen accountability among citizens (Block, 2008, p. 30). The principles involve quality of aliveness, strong associational life, citizens who use their power to convene, small units of transformation, and community is essentially a conversation. Each of these strategies can be applied to the 38th Street Corridor as a first step in community development (Block, 2008, p. 30).

Quality of Aliveness is about knowing how, when and why people in the community gather. The surrounding neighborhoods along the 38th Street Corridor have many churches, schools and neighborhood associations that require people to gather for one reason or another. Residents and community members outside of these institutions must engage various groups such as these to inform them of community events and issues (Block, 2008, p. 30).

Strong Associational Life closely relates to the previous strategy because it is essentially being aware of how citizens and residents choose to build communities (Block, 2008, p. 30). Therefore, the people that attend churches in the area are building community based on their religious foundation and the people who attend neighborhood association meetings are building based on their passion for the neighborhood’s future (Block, 2008, p. 31).
Citizens who use their power to convene, this involves the citizens who may call a community meeting surrounding an issue or concern; an example would be crime or abandoned housing (Block, 2008, p. 31).

A Small Unit of Transformation, the size of a group is not necessarily a factor as long as the members have will and determination (Block, 2008, p. 31). There is a small group of seniors in a neighborhood within the 38th Street Corridor that decided to put garden beds on a vacant lot as a simple beautification gesture. The community garden has sparked community conversation and attracted youth.

Community is Essentially a Conversation, it is important to help residents and community leaders to shift the conversations surrounding problems, fear, and retribution to opportunities, hope, and collaboration (Block, 2008, p. 31). Along the 38th Street Corridor there is a great deal of criminal activity. Several organizations and residents have organized “Peace Rallies” to build more community awareness, involvement and increase the number of eyes on the streets.

Low-Income communities have stronger purchasing power because the population is dense and consumers shop close to where they live, unlike those living in suburbs who embrace commuting to big box retail. Creating a sense of belonging and a social network within a community that intersects social barriers helps residents invest in their area and take ownership of projects and activities. The built environment significantly impacts the way people interact with the community and the potential for economic development. Therefore business development/growth should be encouraged, homes should be revitalized and the people should be empowered to spark change in their community.
2.4 Implementation

How can communities developing high-density mixed-use development serve current residents and fuel economic viability?

Urban communities with robust commercial activity, adequate public transit and mixed-use development stimulate economic viability and growth in and around communities. However the challenge of redeveloping urban corridors are combating the negative impacts of gentrification on long-term residents. The other challenge is realizing the necessity of providing improving the quality of life through urban revitalization.

The 38th Street Corridor has land use and design character unsupportive of a transit-oriented district. There is a considerable amount of auto-oriented development and retail that does not serve the community’s needs. There is a lack of green space and streetscape. There is also a lack of housing variety. The corridor should be denser offering more retail and housing options that support future mass transit.

Gentrification

Revitalizing a low-income community’s local economy and improving the urban design should be accomplished without displacing existing residents. Andrejs Skaburskis, author of the article, Gentrification and Toronto’s Changing Household Characteristics and Income Distribution speaks on the issue of gentrification from several perspectives. Some believe that gentrification is what destroys communities, drains the poor, and redirects resources and access to the center of the city, which does not benefit the working class citizen. Others believe
gentrification is an antidote to reverse declining neighborhoods without the direct involvement of the government. Critics of gentrification believe that it is class warfare that is meant to remove the lower class and create a more prosperous city (Skaburskis, 2012). No matter what side of the argument is being advocated one thing is certain there will always be winners and losers.

There are several undeveloped large lots that do not contribute to the economic viability of the neighborhood or provide resources the residents need. The vacant lots are opportunity sites that can be sustainably redeveloped with commercial services and housing. Opportunity sites can result in projects that reap positive changes reveling a neighborhoods “sustainable and social mixture” (Skaburskis, 2012). Current residents can be protected and benefit from development by creating anti-displacement policies, offering affordable housing options and programs to combat the cost of living increase due to redevelopment.

Justin Glanville’s article Taking the Sting out of Gentrification explains strategies for preserving housing options for original residents. Granville states that job creation, workforce development, preserving and improving commercial corridors in neighborhoods help retain affordable housing (Glanville, 2013).

Glanville states there is evidence that displacement is a real side effect of redevelopment even when preventative measures are taken. Political leaders should be aware of displacement and develop policies and programming that combats the threat of gentrification. Example displacement policies increase in funding for affordable rental housing and down payment assistance for ownership housing in an area that is being redeveloped.
Providing people with communities to live in is important but it does not create job opportunities and training programs. Residents are still at a disadvantage of displacement overtime if they do not have employment comparable to the improved quality of life (Glanville, 2013).

BRT (Bus Rapid Transit) along the 38th Street Corridor is an important asset. Mass public transit attracts private developers and sparks major economic investment in the surrounding area. If city and transit planners work together BRT can reshape the 38th Street Corridor and redefine the surrounding neighborhoods. BRT has been successful in other urban areas within the United States such as Cleveland, Ohio, Charlotte, North Carolina and Louisville, Kentucky

Cleveland, OH's, RTA (Regional Transit Authority) Healthline opened along the Euclid Corridor in 2008. This BRT system runs the entire stretch of the corridor stretching 9.2-miles with an average of 15,000 riders per day. RTA Healthline services a population of 5,039 residents, which is fairly consistent with the population of 6,000 between Keystone Ave and Meadows Drive along the 38th Street Corridor. Cleveland's BRT system has 786 buses operating on 102 routes. To date the economic development and growth of RTA's Healthline is roughly $4.3 billion, 13,000 new jobs and 4,000 new residential units (RTA, 2014).

North Carolina's CATS (Charlotte Area Transit System) Southeast Corridor opened in December of 1998. CATS is a 2.6-mile, two-way express bus-only facility. CATS serves a population of 2,457 residents and averages 20,600 rides per day (FTA DOT, 2014). CATS has sparked the economic development of public/private partnerships, market place venues, public facility and housings (FTA DOT, 2014).
Louisville, Kentucky’s TARC (Transit Authority of River City) System runs in five counties and two states. The system services portions of Southern Indiana and Louisville, KY. The TARC system operates 41 routes with an average of 49,823 rides per day. The TARC system has been in existence since 1976 in various capacities. The BRT system has sparked development around the various stops in which it operates in historic districts, urban areas and union station (TARC, 2013).

Indy Connects proposed plan for Indianapolis includes five lines: the Red, Green, Orange, Blue and Purple. The Purple Line for the 38th Street Corridor is approximately 16 miles total extending West to Eagle Creek Airpark and East to the suburb of Lawrence. The Purple line will run parallel to IndyGo routes 38 on the West and route 39 on the East, which average over 150,000 riders monthly (Indy Connect, 2014).

Bus Rapid Transit is economically successful in many urban areas around the United States. BRT provides an enhanced transit option for residents, creates jobs and sparks development and change in surrounding areas. The Purple Line is the catalyst that the 38th Street Corridor needs to redevelop the area into a sustainable, interactive street suitable for all users.

How can communities developing high-density mixed-use development serve current residents and fuel economic viability? Anti-displacement policies are a way to retain and serve current residents in the mist of redevelopment. Mass transit along a corridor attracts new business and residents, which sparks economic viability while also increasing density. Bus Rapid Transit is a successful tool in other
cities around the United States and has the potential to impact Indianapolis communities in a positive way.

The literature review provided redevelopment concepts regarding the importance of *Complete Street* design policy and implementation. Streets, sidewalks and trails should be safe and accessible for all users, while bridging connections to various destinations. Successfully redeveloping low-income communities into aesthetically pleasing urban areas requires investing in the built environment, which improves the quality of life for current residents. A transformed built environment also increases the economic investment from developers and business owners. Finally mass transit along corridors sparks economic growth, attracts a diverse group of residents and can help stabilize the negative impacts of gentrification.

Through research of relevant material for the literature review there were gaps identified.

- Gap 1: The success rate of anti-displacement policies and transitional programming.
- Gap 2: The average quantitative financial impacts of BRT in urban neighborhoods.
- Gap 3: The likelihood of attracting new residents through improved mass transit, housing and retail options.
2.5 Summary of Findings

- Implementation of *Complete Streets Policy* and design
- Identifying and applying anti-displacement policy and programming to retain residents
- Mass public transit that creates connections to major destinations

The look, feel and ride along the 38th Street Corridor should change in order to support mass transit. The goal is to make the corridor a space that is accessible for all users and all modes of transit. In order to do so there should be a complete redesign of the right of way and sidewalks. The City of Indianapolis has a *Complete Streets Comprehensive Plan* that is ranked number one by Complete Streets; the city is equipped with the tools and methodologies. The redevelopment of the 38th Street Corridor will come with several sets of issues regarding policy, displacement, and funding that should be approached and addressed for long term success and sustainability.

3.0 CASE STUDIES

Four cities within the United States were researched regarding their policy issues, methodologies for redevelopment and residential involvement. The communities provide viable options and best practices for revitalizing urban neighborhoods with extreme blight.
3.1 Case Study Methods

The case study selection method consisted of identifying communities that displayed successful long-term planning efforts resulting in positive neighborhood transformation. The communities are all within urban environment with dynamic community centers, entrepreneurship opportunities, quality affordable housing, anti-displacement programs, redefined downtown districts and robust transportation.

The case studies selected take place in former low-income, blighted neighborhoods within the United States. The neighborhoods involved developed partnerships with their city, state and local organizations to redevelop, reuse and revitalize portions of their neighborhoods. The initial phase of development acted as a catalyst for further investment by business owners and private developers.

3.2 Case Selection Criteria

As mentioned in section 1.2 there are three major policy issues along the 38th street corridor, impeding on future success and growth. The inadequate mobility and access to transit are barriers to job access and workforce readiness, which also reduce the feasibility for social family services/economic mobility.

The following case studies include: North Lawndale Community of Chicago, IL, the Historic District of Anacostia, DC, San Jose, CA’s Downtown business district and Cincinnati’s Uptown Transit District. All of these locations embodied a feature
that resembled the current 38th and Keystone Ave intersection prior to redevelopment.

3.3 Case Studies

Case Study: North Lawndale Community, Chicago, IL

The North Lawndale community is located on the Westside of Chicago, IL, with a population of approximately 38,000. The resident population is predominately African American. The median household income is about $18,000 and the unemployment rate is approximately 18.5% (Lawndale Christian Health Center, 2012). These figures are relatively low when compared to the national median income of roughly $44,000 and a national unemployment of rate 5.9% (United States Department of Labor, 2014). The North Lawndale community is now faced with the task of attracting businesses and jobs back to the area after nearly 40 years of no economic activity (Lawndale Christian Health Center, 2012).

In the 1960’s the population peaked around 125,000 when the neighborhood was vibrant with thriving commercial activity. Big box retail such as Sears, Roebuck and Co’s world headquarters made their home in the North Lawndale community. The 41.6-acre site housed various uses such as athletic facilities, Sears Bank, the Sears Tower, a sunken garden, and parking decks and lots. It was considered a city within a city. The Sears, Roebuck and Co headquarters employed thousands of people in the North Lawndale suburbs (Lawndale Christian Health Center, 2012).

In 1974, the company moved to the Sears Tower and abandoned many of the buildings. The site was vacant for roughly 30 years. Hundreds lost their jobs and the once economically robust North Lawndale Community experienced significant
economic hardship. This resulted in extremely high unemployment and resident migration to other parts of the Chicago Metro area (Lawndale Christian Health Center, 2012).

A local church established the Lawndale Christian Development Corporation (LCDC) in 1987. Their mission was to “bring holistic revitalization to the lives and environments of Lawndale residents through economic empowerment, housing improvements, educational enrichments and community advocacy” (Lawndale Christian Health Center, 2012).

LCDC, other local organizations and residents worked diligently to restore the North Lawndale Community. The redevelopment and revitalization efforts in the North Lawndale Community stretch back to 1987 with the most recent project completed in 2013. Some of the major milestones include, college opportunity programs, various affordable housing apartment units, condominiums and single-family homes, community and technology center, mixed-use development, health center, local entrepreneurship and rehabbing existing properties (Lawndale Christian Health Center, 2012).

**Affordable Housing: Dr. King Legacy Apartments**

In 2011 the LCDC redeveloped a blighted historical apartment complex into the Dr. King Legacy Apartments. Dr. King and his family lived in the apartments in 1966 as a protest against slum housing. The redeveloped apartments consist of 45 units of affordable housing and five commercial spaces. The project was funded in part through the National Stabilization Program and other public/private partnerships. The commercial spaces are for small business owners and foster
economic development within the North Lawndale community (Lawndale Christian Health Center, 2012).

Figure 3.1
*MLK Legacy Apartments, North Lawndale Chicago*

The Lawndale Christian Development Corporation was able to redevelop historical apartments, make them affordable, and provide a mixed-use component that provides startup businesses with storefront options (Lawndale Christian Health Center, 2012). This affordable housing option also addresses the question of how communities developing high-density mixed-use development can serve current residents and fuel economic vitality.
Community Center: Homan Square Community Center

One of the major redevelopment projects within the North Lawndale Community was the redevelopment of the Sears, Roebuck and Co building into the Homan Community Center Campus (Homan Square, 2012).

Figure 3.2
Homan Community Center, North Lawndale-Chicago

Source: http://www.homansquare.org/files/03lobby.jpg

Finalized in 2001, the Community Center was developed in three stages and includes new housing, commercial development, community services, YMCA and Henry Ford Academy Power High charter school. The Henry Ford Academy was a
restoration and historic preservation effort that is LEED Certified, the project received several awards (Homan Square, 2012).

Redevelopment of the Homan Square Community Center was feasible through funding from public and private partnerships, federal tax credits, the Homan Arthington Foundation and the Illinois Facilities (Homan Square, 2012).

The North Lawndale community has experienced significant growth and programming through the efforts of the LCDC. The community has been able to benefit from the adaptive reuse of Sears Roebuck Headquarters into a community resource that provides programming and options for residents of all ages (Lawndale Christian Health Center, 2012). This case study addresses the question of how communities with high-density mixed-use development can serve current residents and fuel economic vitality.

Lessons Learned

- A community development corporation or non-profit must be accessible and equipped to support residents and the community during long-term redevelopment
- Affordable mixed-use developments provide quality housing for residents and financially reasonable retail space for business owners
- A community center that serves, educates, and provides recreational activities for residents is necessary to support the neighborhood
Case Study: Anacostia, DC Historic District

The Anacostia Historic District was the first suburb in the District of Columbia. Currently the population is around 8000 with a median household income of $30,000 (dhdc, 2013). The resident population is predominately African American with 24% owner-occupied and 57% renter-occupied rate. The suburb was developed and designed for the working class residents employed across the Anacostia River at the Navy Yard. The subdivision was started in 1854, during that time African Americans and Irish were restricted from renting or owning property.

Overtime there was a shift in the population as the District of Columbia experienced significant redevelopment and growth. Anacostia is now predominately African American (dhdc, 2013).

Figure 3.3
*Anacostia, D.C. Historic building*

Source: Photo taken by Cheria Caldwell
The Anacostia community has experienced significant economic barriers, poor access to housing, education and jobs has contributed to the communities decline. In the summer of 2009, the U.S. Department of Housing and Urban Development (HUD), U.S. Department of Transportation (DOT), and the U.S. Environmental Protection Agency (EPA) partnered to help communities nation wide improve access to affordable housing, increase transportation, and lower transportation cost while protecting the environment (dhdc, 2013).

Funding: Federal

The community of Anacostia applied for the Federal Challenge Grant Funds and was awarded the Community Planning Grant in the amount of $3 Million. The Department of Housing and Community Development (DHCD) and several partners matched an additional $3 Million (dhdc, 2013). The redevelopment efforts were slated to start in 2011 and projected to be complete by 2014 (dhdc, 2013).

The D.C. Department of Housing and Community Development created a proposal that addressed six livability principles that guide the Sustainable Communities Innovative and Anacostia was awarded the maximum grant of $3 million (dhdc, 2013).

The Livability Principles included:

- Provide more transportation choices
- Promote equitable affordable housing
- Enhance economic competitiveness
- Support existing communities
38th Key Connection

- Coordinate and leverage federal policies and invest
- Value Communities and neighborhoods (dhdc, 2013)

New Policy: Anti-Displacement Policy

Washington, DC implements policies to reduce gentrification. The District’s Anti-Displacement Policy combats gentrification and retains local residents. The policy requires community partners to make investments in low-income communities that respond to the needs of the existing residents. The Anti-Displacement Policy strengthens current policies and aligns with neighborhood revitalization goals (dhdc, 2013).

In 2009 there were over 2,500 properties in the Challenge Grant Target area, including single-family homes, condos, cooperatives, and apartments. The federal and district government, along with the private sector, have created and sparked development that has increased the cost of living within the Anacostia area. The Challenge Grant funded a number of outreach and counseling programs. These programs empowered current residents with the knowledge and resources to take advantage of housing programs to remain in the area (dhdc, 2013).

DC Anti-Displacement Programs

- Housing and Community Facilities
- Tenant Purchase Technical Assistance
- Housing Counseling, Façade Improvements & Small Business Assistance
- Anti-Displacement Housing Counseling for Challenge Grant Target Area (dhdc, 2013)
The city of Anacostia in DC has experienced significant barriers that stunted the growth and development of the city. There were several public/private partnerships and resident involvement that focused on a unified approach to rebuild the neighborhood. Programming was created to protect current residents and also make future housing options and developments affordable (dhdc, 2013). The urban design question addressed through this case study is: How did low-income communities use physical upgrades to make neighborhoods aesthetically pleasing and interactive?

**Lessons Learned**

- Gaining the trust of resident and public support are necessary to combat displacement
- Extensive research regarding community demographics, gaps in the local economy and the community’s needs must be conducted
- Special attention must placed on anti-displacement policies and programming to support and sustain current residents

**Case Study: SoFA District, Downtown San Jose, CA**

The South First Area (SoFA) in downtown, San Jose, CA in 2011 had a population of 867 in 0.071 square miles. The population was predominately Hispanic. The median household income was $48,504, while San Jose median household income is $76,593 (Urban Mapping, Inc, 2011).

The SoFA District had a history of being an economically vibrant interactive and walkable commercial corridor with bustling activity and a trolley line.
However, once the car was introduced and developers expanded housing options on the outskirts of downtown, the district failed economically after the 8-5 workday. Since the 1970s urban sprawl pulled much of the activity away from the core of the city. This left the downtown with vacant sites, dead frontage and uninviting streets, making downtown unattractive to visitors (San Jose Downtown Association, 2014).

South First Street of Downtown San Jose, CA was similar to 38th Street. The main thoroughfare had relatively low-density, difficult intersections for pedestrians and inactive streets. The SoFA District was developed to address these urban design issues (San Jose Downtown Association, 2014).

The street was narrowed from four to two lanes allowing a variety of improvements. The sidewalk is now wider and traffic is slower. Pedestrians have more space to walk and wait for public transit. The wider walkway has a “bike only” side, which gives cyclists an opportunity to bike in a safe/controlled area away from downtown traffic (San Jose Downtown Association, 2014).
Figure 3.4
_SofA District Streetscape_

Source: [https://yy2.staticflickr.com/5021/5689231543_0da91f1352_z.jpg](https://yy2.staticflickr.com/5021/5689231543_0da91f1352_z.jpg)

The vision for the SoFa District is to create an area that is activated during the day and sparks nightlife. The SoFA district has become a destination with cultural restaurants, art, fine dining, and retail. The SoFA District has been able to reactive their business corridor and currently has 64 businesses operating in the district. Design features resemble South First Street history (San Jose Downtown Association, 2014).

The SoFA district attracts a diverse crowd and is sparking further development within the downtown area (San Jose Downtown Association, 2014).
Case Study: Uptown District, Cincinnati, OH

The Uptown District in Cincinnati, OH serves the population of four major nodes, which include the University of Cincinnati, the Medical District, Clifton Heights Business District, and the heavily trafficked corridor of Martin Luther King Drive. Uptown has some of the worst traffic congestion in the region and the highest number of jobs, resources and amenities. Cincinnati is collaborating with Metro, the city’s transportation system, to plan and implement the Uptown Transit District. “The Uptown Transit District is a tangible result of strategic direction and commitment to innovation, technology and customer-driven enhancements” (Go Metro, 2013).

Cincinnati’s Uptown Transit District

Cincinnati’s Uptown Transit District opened on July 24, 2014. Riders board either a local bus that circulates through the Uptown District or a Metro Plus BRT system transporting riders to and from the district. The characteristics setting Uptown’s Transit District from others around Cincinnati are “distinctive sheltered boarding areas, real-time information, way-finding and rider kiosks, enhanced streetscape and sidewalk improvements, and ticket vending machines” (Southwest Ohio Regional Transit Authority, 2014). The transit district has four hub locations with two-four shelters at each hub (Southwest Ohio Regional Transit Authority, 2014). The key stakeholders in the project are City of Cincinnati, University of Cincinnati and Uptown Consortium. The total investment for Uptown’s Transit District was $7,090,712 (Southwest Ohio Regional Transit Authority, 2014)
Cincinnati transformed the Uptown District into a significant transit hub that provides access to employment, resources, and amenities. On May 31, 2013, the groundbreaking of a new highway interchange for Interstate 71 jumpstarted Uptown’s transformation. The interchange improved vehicular access, transit access and pedestrian access along MLK Drive. Redesigning the corridor provided an opportunity to improve both its image and access users to interact with the street and businesses (Williams, 2013).
The design firm, Sasaki Associates prepared a plan to revitalize and redefine the MLK corridor. The MLK corridor was redesigned as transportation facility, with an interactive public place for people. The plan includes vehicular traffic, public transit access, walking and biking to move safely.

Relationships were the focus of Sasaki Associates analysis. “The relationships between institutions and their host community; between economic growth, community vitality and the public realm; between the street as a transportation facility and as a place” (Sasaki Associates, 2013).

The public was involved in collaborative process, which included testing urban design and traffic management concepts. The concepts where then merged into a multilayered plan for land use, road design, transportation demand management, community economic stabilization and institutional growth (Sasaki Associates, 2013).

Go Cincinnati Market Analysis

“Go Cincinnati” conducted a market analysis and tax revenue study for targeted economic development. The market analysis identified the need for the City of Cincinnati to focus on economic development strategies that will result in greater financial return. The city experienced significant loss in tax revenues from the loss of roughly 8,000 jobs over five years, due to erosion of market share for new office space, industrial, and residential projects (Go Cincinnati, 2008).

Through a method known as “Place-Based development,” “Go Cincinnati” identified ways to increase the city’s tax revenue by focusing on investing in specific geographic areas, with the potential and capacity for new business development,
38th Key Connection

jobs, and housing. The economic study concluded that within five years there can be an increased net revenue of $146 million. The strategy could produce and support roughly 5,000 new jobs by capturing a greater share of nearly 45,000 regional jobs in key business sectors (Go Cincinnati, 2008).

In order for the city to achieve the increased tax revenue and growth the Go Cincinnati team identified four development strategies, including: Place-Based Development, Economic Development Delivery System, Workforce Development and Transportation and Infrastructure (Go Cincinnati, 2008). Place-Based Development strategies identify six “growth opportunity” areas. The “growth opportunity” areas consist of three existing areas: Downtown, Uptown, and Over-The-Rhine neighborhood. The plan recommends three new areas, these are Seymour/Reading Road Corridor, Queensgate/South Mill Creek and Madison Reading Corridor. All of these areas have strategies for business and housing growth (Go Cincinnati, 2008).

Case Studies connections to 38th Street

The neighborhoods that branch off the 38th and Keystone intersection are the Fairgrounds and the Meadows. The demographics of the Meadows resemble the North Lawndale community. The residents are predominately African American with a population of approximately 6,300. The median income is $21,882 (ArcGIS, 2014). Currently United North East is the community development corporation serving the residents and building partnerships with community stakeholders and
business owners. However the growth and development is isolated geographically and not visible along the 38th Street Corridor.

In 2009, the Avondale Meadows Foundation developed a partnership with Purpose Build Communities Indianapolis, an organization that “assist communities with developing strategies and partnerships needed to holistically transform neighborhoods suffering from intergenerational poverty and associated crime” (Strategic Capital Partners, 2009). Purpose Built Communities fostered partnerships with the City of Indianapolis, Strategic Capital Partners, LLC, the Meadows Community Foundation, as well as, several other stakeholders. Through the massive partnership two apartment complexes where rebuilt between 38th and Meadows Dr. and 38th and Sherman Dr. The apartment buildings target families, couples and young professionals ranging from two-four bedroom units. The previous apartments had an iron fence surrounding both complexes making it difficult to enter and exit the grounds. The new buildings have a streetscape with trees and other vegetation, parking is hidden behind the apartments and there is green space with playground equipment for children. The YMCA Meadows was also constructed and consists of a community space and office space for United North East CDC. The two apartment complexes and the YMCA were part of phases one and two. Phase three is scheduled to begin in 2016. There are a total of four phases, which have been organized through strategic planning to transform the Meadows area into a live, work play community (Strategic Capital Partners, 2009).
Lessons Learned

- Incorporating mass transit into a district that provides access to employment, resources and amenities fuels further development
- Economic investment from the city into a specific district will contribute to future job opportunities and business growth
- Identifying development strategies helps narrow the focus making projects more manageable

3.4 Case Study Results and Discussion

Connectivity and livability enhancements have resulted in more economically viable communities when looking at the case studies. Upon researching various urban locations the four case studies mentioned each actively display strategies and methodologies for achieving the three goals along the 38th Street Corridor: connectivity, livability and economic viability.

Connectivity

Revitalization of corridors along major thoroughfares is a process that is long overdue for many urban areas. The desire to incorporate mass transit into street designs requires a holistic approach that is inclusive to all users. The 38th Street Corridor has immense physical potential based on the landmass available. Also the resident and consumer capacity are quiet robust with the ability to sustain and grow with future development. The North Lawndale Community of Chicago and the Uptown District of Cincinnati are great examples of how resourceful and vital public mixed-use transit corridors can be.
Livability

Gentrification is the result of revitalization in any urban area, however, it is important to actively impose polices, guidelines and programming that retain residents and improve their quality of life. Anacostia, Maryland, is an example of a predominately African-American community that was in disrepair yet a prime location with its proximity to the riverfront and Downtown D.C. Anti-displacement polices and homeownership programs were developed as a first step to protect residents and actively engage them in the growth of their community.

Economic Viability

Creating vibrant streets with pedestrian friendly activated alleys are vital for business growth along any corridor. However it can be difficult if businesses only operate during normal business hours. People return to their homes in the suburbs leaving the opportunity to experience their purchasing power is amiss during entertainment hours. Business attraction is achieved through physical designs and layouts that are inviting with a sense of safety and fun. The SoFa District in San Jose, CA understood this very concept. The SoFa District designed attractive streetscapes, wider sidewalks for biking and pedestrians, and interesting street lighting after dark. The SoFA District created the space and the businesses begin to come, which created a ripple effect throughout the district.

The case study research included the development of the guiding principles flexible mobility, community and livability, health and safety, aesthetic appeal and vitality, sustainability, and economic development. Adhering to the guiding principles and applying them to the redevelopment of the 38th Street Corridor will
result in an active street that is suitable for all uses and successfully achieves the
goals connectivity, livability and economic viability.
38TH KEY CONNECTION

4.0 CREATIVE PROJECT DESCRIPTION

The 38th Street Corridor has a rich history that dates back to 1905, designed by George Kessler as Maple Road. Maple Road was part of the Indianapolis Parks and Boulevard System Plan, which linked boulevards to major parks. Maple Road received its name as a result of maple trees that lined the street creating a nice gateway to Fall Creek and White River. Maple Road was a thriving commercial corridor with local shops and restaurants that were easily accessible on foot or by streetcar. By the 1960’s, economic development along Maple Road began to decline, streetcars were replaced and the street was widened to allow vehicular access (Kessler Society of Kansas City).

Figure 4.1
Framework

Source: Map Created by Cheria Caldwell
Applying urban design methods utilized in the case studies selected should result in solutions for 38th and Keystone that create a successful intersection, which visually and physically functions as a destination that bridges connections to other locations.

Urban Design Issues: 38th and Keystone Ave, Indianapolis, IN

The intersection and surrounding blocks suffer from urban design issues related to urban sprawl, street connections and aesthetic appeal, which have stunted the corridors business development and growth for nearly 50 years.

Urban Sprawl

The layout of the commercial retail resembles suburbia along the 38th Street Corridor with auto-oriented designs that embrace big box retail. Large buildings consuming significant square footage sit on lots surrounded by pavement. All of the buildings have a single-use and are one story.

Street Connections

The intersection of 38th and Keystone handles a fast volume of traffic with a speed limit of 40 mph and traffic lights that aren’t synchronized. The sidewalks along the 38th street corridor are very narrow, poorly maintained and are very close to the vehicular traffic. Also, the pedestrian crosswalks on 38th and Keystone are not clearly marked or safe, which increases jaywalking and the likelihood of pedestrian fatality.

Aesthetic Appeal

The absence of a streetscape design or green space along the 38th street corridor makes it difficult to impose traffic calming. The median that lies east and
38th KEY CONNECTION

west along 38th street is very narrow and ends abruptly. Currently the northeast corner of 38th and Keystone has fast food restaurant surrounded by a parking lot. The other three corners have single-use facilities with large parking lots also facing 38th street.

38th and Keystone is heavily trafficked with an estimated 25,385 average daily trips (ADT) (Dept. Of Metropolitan Development, 2002). Route 39 of IndyGo, which, travels east and west along the 38th Street Corridor ranks number one in monthly ridership with an average of 100,000 riders by Marion County residents and commuters from surrounding suburbs (IndyGo, 2014). The level of traffic expresses the capacity and demand for expansion of controlled economic growth and development with the resolution of the urban design issues.

4.1 Community Context

38th Key Connection will rejuvenate the corridor to its Maple Road era by activating the street with local shops that provide unique dining experiences, multi-family housing, transit options, entrepreneur opportunities and job creation. The street design will be improved to support BRT (Bus Rapid Transit), bike lanes, boulevard medians and clearly marked crosswalks. The speed limit on 38th Street is 35mph however, motorist reach speeds of 45-50mph. An increase in pedestrian traffic will deter motorist from speeding, (See Figure 6.2).

An increase in building density with the development of mixed-use facilities will activate the street during non-business hours creating a sense of safety. Mixed-use buildings with retail and residential components will revive economic activity
38th Key Connection

on the north and south sides of 38th Street. Wide sidewalks with designated walking and bike areas allow pedestrians and cyclists to move freely at various paces interacting with the built environment.

Beautification features such as street trees, colorful wayfinding signage and neighborhood branding create a sense of character and charm. Visible from all four cardinal directions is the 38th Key Connection gateway accent with signage and street art. The streetscape resembles the original Maple Road, creating a nature ambiance on an urban corridor. The Avondale Meadows Community also has a gateway that welcomes residents and visitors and then funnels activity west to 38th Key Connection.

38th Key Connection is branded as a transit hub, which links commuters and residents in all four cardinal directions. 38th Key Connection provides links through BRT, local bus, bike lanes/trails or car. The 38th Key Trail connects to the Fall Creek Trail, which eventually leads to the Monon Trail going south. 38th Key Trail also connects the Avondale Meadows Community to the corridor and 38th Key Connection. The increased connectivity for cyclists provides safe and convenient route options for commuters. Cyclists can grab a bite to eat or drink at 38th Key Connection or exercise at the Meadows YMCA, then continue to their destination. The bike and walking trails also lead into public green spaces where employees, residents and shoppers can read a book, sip tea or catch-up with an old friend.

38th Key Connection is the missing link that mends the north and south side of the corridor while simultaneously increasing density, providing fresh food options, job opportunities and a safe space for all users.
38TH KEY CONNECTION

4.2 Opportunities and Constraints

There are several building vacancies and vacant lots along the 38th Street Corridor, specifically between Keystone Ave and Meadows Drive. The vacant lots result in design issues such as single-use buildings on large lots with parking facing 38th Street. The intersection of 38th and Keystone has single-use buildings on each corner that do not contribute to the economic development or growth of the corridor.

The 38th Key Connection design will increase density on the four corners of Keystone with a grocery store that has an outside farmers market and BRT Station as anchor uses. A cluster of live/work units will provide small business opportunities and bolster the local economy. Mixed-use buildings with consistent design features will line the corridor with one and two-bedroom affordable and market rate rental units, (See Figure 6.3).

4.3 Planning Objectives

Successful redevelopment of the 38th Street Corridor requires planning objectives that actively apply the guiding principles mentioned in section 3.4, which resulted from the case studies research.

Flexible Mobility

Objective- All users should have the ability and accessibility to safely travel the corridor with connections to other locations.
Guiding Principles

- Designated crosswalks at major intersections with appropriate signals
- Protected bike lanes and trails for cyclists
- Sidewalks with a buffer space between pedestrians and vehicular traffic.
  Pedestrians- should have wide sidewalks with buffers that protect them from traffic, visible crosswalks with signals for safe crossing and paths that allow for convenient travel to destinations such as residential, retail and mass transit.
  Bicycles- Streets should have clearly designed and visibly designated bike lanes, trails and paths that allow for convenient travel to destinations such as residential, retail and mass transit. Bike racks and bike share stations should be installed to further promote bicycles as a form of transportation.
  Corridor Accessibility- The corridor should support various options of travel and abilities for people of all ages with an interactive street design and streetscape. The corridor should have a mixture of uses that support a variety of lifestyles and entertainment. Density should be increased to encourage consistent activity surrounding live, work and play.
  Mass Transit- Mass transit should be composed of BRT (Bus Rapid Transit) and the local bus with clearly marked stations, stops, shelters and signage for easy accessibility of all users. BRT buses will offer more storage for commuters who choose to travel with their bikes to the next destination.
38\textsuperscript{TH} KEY CONNECTION

\textbf{Community & Livability}

Objective - An environment that embraces diversity and provides a sense of community and belonging.

\textbf{Guiding Principles}

- A village center that offers amenities and fresh food options within walking distance from work or home
- Community spaces that allow for multiple uses such as events, meetings and celebrations

The overall design and layout off the corridor celebrates diversity and promotes, a healthy lifestyle with options to walk, bike or participate in recreation. Places and spaces should be easily accessible for people of all ages and abilities. Ex: ramps, audio/visual crosswalks, braille on signage, large font in English and Spanish.

Celebrating a variety of differences, ex: race, socioeconomic status, gender, ability, education, age, and sexuality. A successful community is one that provides many people with a sense of welcome and celebration, which results in economic boost.

\textbf{Health and Safety}

Objective - A variety of green spaces and trails that promote recreational activity and activates the surrounding space.

\textbf{Guiding Principles}

- Urban spaces where people can gather or participate in recreational activity
- Local fresh food options and pop-up farmers market
38TH KEY CONNECTION

- Activated alley system with lighting that promotes safety

The overall design and layout of the corridor promotes health and safety for all users. The corridor and surrounding area offers walking/biking trails that connect to nearby trails, creating a trail network system. The corridor should have well-lit streets and pedestrian alleyways, minimizing blind spots in public spaces clearing traffic control and calming signals for pedestrians and bicyclist.

Aesthetic Appeal & Vitality

Objective- Beautification of the corridor with street trees, plants, public art, signage and gateways that celebrate the space.

Guiding Principles

- Street trees, bioswales with vegetation and planters should be planted to enhance the visual aesthetics of area
- Large colorful signage that is directional and easy to read
- Gateways that celebrate the community and notify visitors of the location and character

Rebranding communities with gateways help develop a neighborhood charm that distinguishes the district with aesthetic appeal. Residents can identify and have a sense of pride. Gateways also welcome visitors to an area. Along the corridor there should be various public spaces that incorporate green space, public art and the opportunities to meet old and new friends.
38TH KEY CONNECTION

Sustainability

Objective- Vegetation and solar energy are used to sustain the land and save energy.

Guiding Principles

• Solar panels are installed in various community spaces
• New construction is LEED Certified
• Greenhouses and other temporary structures are used to grow fresh food in the winter season

Creating a space that serves current residents and future residents, the infrastructure and physical layout should be a long-term sustainable design that can adapt and be flexible for future growth. A great deal of trees and vegetation should be planted to replenish the environment and help minimize pollution. Solar energy and energy efficient designs should be incorporated along the corridor.

Economic Development

Objective- Business growth and development supports the local entrepreneurs and fosters local businesses to boost the economy.

Guiding Principles

• Live/work units specifically for startup businesses
• Pop-up markets in the community that allow residents to sell or purchase goods and services
• Local businesses unique to 38th Key Connection, which attract outside residents to the destination.

Developing and fostering active business growth will invest dollars into the community and reap future business attractions. When businesses relocate to
the area more buying power is creating within the community. Also, job opportunities are formed that employ local residents. Increased purchasing power is vital to the success of local entrepreneurs.

4.4 Concepts and Metrics

Urban design concepts have been established as part of the strategic plan for the redevelopment of the 38th and Keystone intersection into 38th Key Connection. The urban design concepts identify land-use criteria, community branding and zoning modifications, (See Figure 6.1).

Zoning

Rezoning the 38th Street as a mixed-use district with high-density will address the issue of urban sprawl and capitalize on spaces of opportunity along the corridor. Introducing the concept of live, work, play into an auto-oriented environment will increase economic growth and pedestrian activity.

Land-use

Mixed use development that incorporates multi-family residential, commercial retail and office space result in land-use patterns that interact with people and transit. Developing high-density buildings and live/work units make excellent use of available space and create pocket communities.
38TH KEY CONNECTION

Community Branding

Branding the intersection of 38th and Keystone as 38th Key Connections gives current and future residents a sense of identity. The 38th Key Connect brand is applied to the transit station, which overtime transitions into a business/transit hub.

Metrics are used to identify the level of success regarding the redevelopment and revitalization of 38th Street into a mixed-use, mass transit corridor.

Economic Development

• Quantitative inventory of current businesses and future business growth
• Quantitative and qualitative analysis of business relevance to community and local economy
• Quantitative inventory of new startup businesses via local entrepreneurs
• Quantifiable system of new job creation

Mixed-Use Developments

• Compare and track revenue gained from multiuse and single-use facilities
• Measure the quality of life improvement from living, working and playing in one general area

Anti-Displacement

• Quantitative inventory of the retention of current homeowners and renters
• Identify the financial impact of property tax and market rate value increase on low-income residents
4.5 Outcomes

38 Key Connection will consist of five phases that transform the blocks into a transit-oriented, multi-family, commercial corridor that is affordable for all users, (See Figure 6.4).

Phase 1

38 Key Connection will generate over 300,000 square feet of retail space. The retail space will include a grocery store on the ground level of the transit station that sits on the northwest corner of 38th and Keystone Ave. The 38th Key Connection Transit Center will also have small-scale retail that includes four restaurants in the ground level storefronts. The second and third levels of 38th Key Connection Transit Center will be office spaces. The fourth and fifth levels will be upscale condos. The southwest corner of 38th and Keystone will also be a mixed-use space that includes retail on the ground level, income-based and market rate apartments on the third and fourth levels.

Figure 4.2
Intersection of 38th Keystone Connection

Source: Google Sketchup Model Created by Cheria Caldwell
Phase 2

In the second phase of 38th Key Connection, the street width will increase to improve right of way and setback. Dedicated BRT lanes will be color-coded based on the bus line. The sidewalks will include space to bike or walk similar to the Indianapolis Cultural Trail. The Key Connection trail will intersect the Fall Creek Trail and protected bike lanes will be included along Keystone Ave. The 38th Key Connection gateway will be complete with signage and public art.

Phase 3

Density will increase significantly to accommodate more residents and businesses to ensure 38th Key Connection really thrives economically. Key Connection Apartments will be apart of phase 3 and include 15 buildings with 450 units. The units are two and three bedrooms, which consist of market rate and income-based pricing structures. The apartments create a community with green space in the middle of each building cluster. The apartments will be accessible along Keystone Ave and Millersville Road however, there are connections that allow residents to walk and bike, to the 38th Street Corridor quickly and efficiently. Key Connection apartments will share parking with the mixed-use buildings in their specific lot.

Phase 4

The fourth phase is Key Living. East of Key Townhouses are 30 single-family townhouses that share a lot with Key Local Business & Artist Lofts, which are 15 live/work lofts along 38t Street and 5 artist lofts. A shared ally system is designed for parking in the rear of the live/work lofts and townhouses.
Phase 5

The fifth and final phase of 38th Key Connection is Keystone Village, which will include another mixed-use building that incorporates retail, office and residential on the southwest corner of 38th and Keystone Ave. This is the final stage because the market value is projected to increase within ten years. The vibrant transit corridor will attract residents and business owners who desire to live, work and play in close proximity to downtown without the hustle and bustle of downtown living.

38th Key Connection is projected to create more than 1000 permanent jobs, increase density, improve the economic development and growth and make roads safer for all users. The transformation will take approximately ten years and require funding leveraged from key stakeholders.

5.0 SUMMARY AND CONCLUSIONS

The information is organized by the three research questions, which drove the research process and assisted in formulating the conclusions and methodologies required to successfully redevelop the intersection of 38th and Keystone along the 38th Street Corridor.

5.1 Summary of Findings

Motivation

How do streets make pedestrians/cyclists a priority, incorporate public transit, and keep traffic moving?
Resident is turning their backs on the suburban lifestyle. People desire to live, work and play in relatively one area without long commutes or waits. There is a demand for bike and pedestrian friendly communities. Public transit is now the preferred form of transportation for millennials, professionals and those aging in place. For the City of Indianapolis this means that public transit no longer has a negative perception as a service used as a last resort. Therefore, the integration of public transit into street designs is vital for the success of urban neighborhoods. CIRTA is working to make public transit everyone’s first option just as those living in NYC and Chicago. However, residents must be willing to forego parking in excess and wide arterial roads in order to achieve complete streets that accommodate all users.

The City of Indianapolis has more bike lanes and trails than it did a mere five years ago with the Indianapolis Cultural Trail nationally recognized as a model to follow. The Indianapolis Cultural Train has bridged the gap between those cycling east, west, north and south by being the central trail that branches to other connections.

Indianapolis has an award winning Complete Streets policy, which happens to be an excellent model moving forward with any new development and adjusting existing street design development.

Indianapolis is equipped with the tools, polices and methodologies that are required to rebrand, rebuild and transform the 38th Street Corridor, specifically making 38th and Keystone a transportation hub that integrates transit while serving residents, commenters, business owners and visitors simultaneously and efficiently.
Common Strategies

*How do low-income communities use physical upgrades to make neighborhoods aesthetically pleasing and interactive for the first ring suburbs of Indianapolis?*

Through research it has been determined that when communities are aesthetically pleasing the environment is conducive to attracting new residents and business owners. Creating the attraction is critical for business development and growth in any community. People want to live, work, play and establish business where they feel safe and physically enjoy the area. Therefore, relatively inexpensive upgrades such as street beautification with trees and greenery give residents a sense of pride. Homeowner repair programs through local community development corporations that provide assistance to long-term and low-income homeowners help in mediating the decline of neighborhoods. Also, applying pressure on the city to intervene regarding abandoned and dilapidated homes significantly impacts the aesthetic appeal and regulates the *broken window theory.* Another strategy identified to make spaces aesthetically pleasing is providing a platform for people to gather in an urban space to build a sense of community and get to know their neighborhood. This is done through public art, block parties, farmers markets, community gardens etc. All the mentioned activities are resident led and organized, which creates a level of commitment and accountability.

Implementation

*How can communities developing high-density mixed-use development serve current residents and fuel economic viability?*

Mixed-use developments with high-density in urban areas are in demand. This type of life style improves the quality of life for those who benefit from its
convenience. High-density mixed-use developments help control growth and reduce urban sprawl.

The level of economic viability is determined by the population growth patterns and purchasing power of a community. This makes mixed-use developments with the capacity to support various income levels and local businesses that provide goods and services that residents need/want imperative. Income based housing and startup business options help curve the negative impacts of gentrification and assist in retaining as many of the original residents as possible. Communities with a variety of income levels are traditionally more diverse and economically sustainable.

Mass public transit will fuel an economy when it imports and exports people to and from a destination quickly and efficiently. Business owners and young professionals flock to locations where public transit is accessible and near activated corridors.

5.2 Relationship to Current Knowledge

Contributions

38th Key Connection produces a vision for an improved 38th Street Corridor that integrates public transit as a catalyst for economic development and revitalization. Ideologies and strategies that focus on retaining residents with anti-displacement policies, mixed-use high-density buildings that incorporate live/work/play and street designs that accommodate all users are the links that will mend fragmented segments along the corridor. The holistic approach for 38th Key
38TH KEY CONNECTION

Connection is unique because the plan embodies a vision for aesthetic change and social reconstruction, which holds all parties accountable to retain and empower current residents.

Relationship to Literature

Research has shown that urban communities across the United States are committed to revitalizing their urban areas and providing quality transit that moves people quickly and efficiently. Market studies also suggest that in order to economically revive an area and attract new businesses public transit must be accessible and housing must be in close proximity.

The lack of mass public transit in the City of Indianapolis has been an issue of concern for the last few decades. City officials and transit authorities are now addressing the issue and asking residents for input, resulting in CIRTA developing the Indy Connect strategic plan. The Indy Connect plan consists of five BRT lines on main thoroughfares and will allow quick entry and exit to the inner city. However, to ensure long-term sustainability of Indy Connects BRT plan there must be mixed-use development that consists of live/work/play facilities that will attract people and create a demand to use the services.

Relationship to Findings

38th Key Connect is one response of many responses that will assist in the stabilization of the BRT system long-term and the future growth of the transit line. The location of 38th Key Connection is prime because it captures commuters and residents from significantly diverse socioeconomic backgrounds and provides services that all users can benefit from. The 38th Key Connection plan factors in
physical construction yet brings the designs down to human scale to ensure that those living, working and playing in the area can appreciate and identify with the community in some aspect.

The 38th Key Connection plan is an approach that can be applied to various intersecting communities traveling east along the 38th Street Corridor. It would be advantageous for 38th Street to experience revitalization that ripples along the corridor providing the economic boost residents and business owners have yearned for. The proposed plan factors in the local economy, population growth, public space, transit, urban revitalization and anti-displacement. This systematic approach can be successfully applied to vacant plazas along 38th Street and underutilized intersections. Doing so will reintroduce the purchasing power that currently exists in the community and also attract new purchase power.

5.3 Need for Future Research

The redevelopment of the entire 38th Street Corridor will take quite sometime to successfully complete. Future research must be done regarding population growth patterns and place based planning. Researching these concepts will help the city and developers determine when the corridor has the capacity to sustain new projects or if development is going in another direction, as well as, how to branch off other successful models. More research concerning gentrification and anti-displacement policies must be identified because the majority of those residing along or near the 38th Street Corridor are considered low-income. The current residents have a right to benefit from development and not be displaced. That is why creating a community-based system to work with residents is vital.
5.4 Future Research of Topic

Future research regarding mass transit as an economic catalyst in low-income communities will have to be done. The City of Indianapolis must be involved with key stakeholders and empower residents to work on strategic planning models. The models must plan for 20, 30 and even 50 years from now. Having the ability to predict and influence growth patterns and population shifts are necessary for successful economic development.

Future Research Questions

• How will population growth and patterns be measured along the 38th Street Corridor?
• How will mass transit expand beyond BRT to increase and retain ridership?
• What can the city do to combat the negative repercussions of gentrification?
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38TH KEY CONNECTION

APPENDIX

The appendix includes additional diagrams and images that illustrate the final vision for 38th Key Connection.

Figure 6.1 - Diagrams

Circulation Diagram
Site Analysis Diagram

Lynch Diagram
Open Space Diagram

Figure 6.2 - 38th Key Connection Images
38<sup>TH</sup> KEY CONNECTION

Southwest Corner of 38<sup>th</sup> Key Connection

Northwest Corner -38<sup>th</sup> Key Connection Transit Center

Eastbound-Key Local Business & Artist Lofts
38TH KEY CONNECTION

Northeast-Key Connection Business District

Southeast- Keystone Village
38TH KEY CONNECTION

Figure 6.3 - 38th Key Connection Site Plan

Figure 6.4 - Phasing