were manufacturing firms. Approximately 57 percent of the firms surveyed had been located in the community for fewer than seven years. Firms located in the interior of the community had generally been in operation for the longest duration; with the manufacturer's located in the southern portion of the community being the newest entrants into the local economy.

A majority of the businesses surveyed indicated a locational advantage as both the primary advantage of operating in the Far Eastside and their primary reason for investing in the community. (See Graphics 7.04 and 7.05) Based on survey responses the location advantage of the Far Eastside includes the general location within the community, road and interstate access, access to residents, and the visibility of the individual firms. Also listed as advantages to operating locally were land prices and availability, access to other businesses, parking, and the abundant labor force. The retailers of the Shadeland Avenue/ Pendleton Pike corridor and the manufacturers of the south mentioned primarily advantages relating to the regional focus of their businesses and the price of land. Firms located in the interior of the community were more concerned with the relationship between their businesses and the local population.

The primary problems with locating in the Far Eastside, as described by survey respondents were all associated with crime and deteriorating social conditions in the community. Aside from a perception of crime in general, firms listed theft, vandalism, gangs, and idle youth as their primary problems. These issues affected the retailers of Pendleton Pike and the interior of the community more so than the industrial firms. Generally, all of the owners and managers surveyed were concerned with the safety of their customers and employees, focusing the discussion of area problems on public safety. Drug use and trafficking, parking lot robberies, and shoplifting were described as increasing in severity locally.

The responses of business owners and managers to the Purdue University survey reinforce the significant role played locally by the access to interstate transportation and available land. The presence of this locational advantage indicated the potential for local economic growth based on the introduction and expansion of firms with a regional focus. The increased presence of these firms can bring increased money into the community, and has the potential to increase local incomes and the market for locally focused
goods and services. Based on the results of the survey, the abundance of land and the access to primary transportation routes provided the best incentives for operating businesses locally and therefore should be the focal point of economic development marketing activities.

![Image of highway signs](image)

A symbol of the Far Eastside's most significant business incentive - access to interstate transportation

The implications of the Purdue University survey are complemented by a December 1995 survey completed by SPEA. The SPEA survey took the form of interviews with 23 "key informants and business leaders". These informants were interviewed on a number of economic development related topics including: (1) potential barriers to economic development, (2) the quality and quantity of the local labor supply, (3) the desired role of public and private institutions, and (4) possible goals and objectives for Far Eastside Community Development Council economic development policies.

- **Barriers to Economic Development**

The participants cited several potential and actual barriers to economic development in the Far Eastside. Many stated that the community lacked the resources which were essential to economic development. These absent resources included capital, skilled labor, homeownership, infrastructure planning, public transit, and worker training. The most significant barriers listed by participants were the characteristics of the local labor force and the negative perceptions of the community. Those surveyed believed that the area was generally characterized as unstable as a result of low homeownership, vacant buildings, business departures, high crime, gang activity, and the presence of low income residents. These perceptions severely limit the ability of the community to attract large scale private investment. Responses to the survey question - What do you see as barriers to economic development in the Far Eastside area included:

- "There is a lack of home ownership in the area; it has become a transient area. Therefore the community has become less stable."
- "There is a high crime, gang activity perception - overabundance of low cost, subsidized housing and apartments."
- "Do not see enough employment here - low skills and low homeownership"
- "In retail areas, crime, theft, and gangs. Appearance problems."

- **Labor Force and Resource Quantity & Quality**

Those interviewed were described as "split" on the availability of resources for economic development. Many believed that the area lacked the capital and financial resources to support internally serving development such as retailers. Those that believed the resources were present pointed out characteristics of
those resources that limited their usage. For example, although the area has an abundant labor supply, available land, and existing infrastructure, the workforce requires more training, some land must be re-zoned, and infrastructure planning for future development is necessary (McFadden p7).

The participants generally agreed that the work force development needs of local businesses were not being met by the existing labor force. The relationship between businesses and workers was characterized by a gap resulting from a lack of training and education. The participants cited the need for better training and more high tech jobs locally, but described the labor force as currently lacking the skills to earn these jobs. The informants stated that unskilled jobs were equally difficult to fill because local residents were not willing to work for the equally low pay and benefits. In general, the participants described a gap between the labor skills of the local workforce and the demands of the local employers. Businesses with job opportunities beyond minimum wage, entry level positions can not find the necessary labor skills in the local market. The local labor force has a significant need for higher education, more technical skills, and basic skills. Also listed as needed were better day care services and improved public transit. Graphic 7.06 provides a listing of participant perceived labor force strengths and weakness, in addition to ways to overcome those weaknesses.

<table>
<thead>
<tr>
<th>Strengths</th>
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<tbody>
<tr>
<td>High rates of high school completion</td>
</tr>
<tr>
<td>Diverse workforce (economically &amp; racially)</td>
</tr>
<tr>
<td>Large youth population</td>
</tr>
<tr>
<td>Blue-collar expertise</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low education and skills level</td>
</tr>
<tr>
<td>Ineffective public transportation</td>
</tr>
<tr>
<td>Worker aversion to low wage jobs</td>
</tr>
<tr>
<td>Lack of work ethic/ motivation</td>
</tr>
<tr>
<td>Presence of low income households</td>
</tr>
<tr>
<td>Poor community appearance</td>
</tr>
</tbody>
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<table>
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<tr>
<th>Action Steps</th>
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<tbody>
<tr>
<td>Training</td>
</tr>
<tr>
<td>Community sponsored job fair</td>
</tr>
<tr>
<td>School-to-work partnerships and programs</td>
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<tr>
<td>Community pride programs</td>
</tr>
</tbody>
</table>

The opinion of the participants was mixed regarding the role of the public sector in economic development. The options discussed included the offering of tax incentives for private companies investing in the area to the management of a school-to-work program linking education and employment. Most expressed the need for government to play a role in the improvement of the workforce through either sponsoring programs for public school students or funding training services. Some participants saw the
public role as one of coordination - supplementing services where the private market failed and coordinating all agencies operating in the area.

- Economic Development Goals and Objectives

The goals and objectives for the Far Eastside's economic development effort, as described by the participants, focused on improving the quality of the labor force and stabilizing the neighborhood's social condition. The most prominent goal listed was also the most obvious - attract new businesses to the area. Other goals included infrastructure improvements, the tearing down of unused structures, code enforcement, the use of John Marshall Middle School for worker training, increased youth activities, improved recreation facilities, and improved day care.

Participants were also concerned with the future usage of area vacant land and the inefficiency of the public transportation system. Responses varied, with most of the participants expressing the desire to use the land as natural green space, developed parks, or recreation centers. Other options for the land included the continued development of single family homes, a retirement facility, or an industrial park. The participants believed that some of the vacant plots should be set aside for a health facility, grocery stores, and a police substation. Regarding the public transportation system, the participants generally felt that it did not effectively link residents and job opportunities. They expressed the need for more flexible scheduling and the possible use of private vans and jitneys to supplement the existing routes.

- - -

The SPEA report on issues of economic development concluded that the community faced increasing stagnation and decline. The participants believed that a solid basis for economic development could be created through the addressing of five critical issues. First, the participants believed that it was imperative that the skills and education of the area's workforce be improved. Some options for accomplishing this included the use of John Marshall Middle School for job training programs and the development of a schools-to-work program. Second, a guide needs to be developed for the usage of the community's vacant and agricultural land. The key informants viewed this land as one of the community's primary assets, with the manner in which it is developed being crucial for future economic health. Third, the visibility of the local community development council needed to be increased in order to involve more area businesses in the redevelopment process. Fourth, the participants saw a need for the neighborhood to continuously prompt the city-county government for administrative, political, and financial support. They further saw the public provision of infrastructure, development incentives, and public transit as significant for future local economic health. Finally, the participants expressed the need for small scale public-private programs
that serve to build community confidence, awareness, and the capacity for future action. These programs would be small, but produce measurable results and serve to build momentum. Listed as one potential momentum-building program was the Far Eastside Community Development Council’s linking of area students with area corporations as the precursor of a school-to-work program.

Summary

The Far Eastside possesses several significant resources upon which to base programs of economic development. The primary local incentives for private sector investment are access to interstate transportation routes, an abundance of available land, and a large labor force. The impact of these characteristics are negatively affected by other community characteristics, however. For example, the access to interstate routes of transportation is limited by congestion and poor infrastructure conditions. Likewise, the potential benefits of the presence of a larger labor force are diluted due to the low education and skills levels of that labor force. Other factors posing barriers to local economic development are the perception of crime, the perception of instability, and the shortcomings of the public transportation system. The perceptions of crime and instability result from the declining social conditions locally. Based on the various surveys conducted in the area, current business operators were concerned with crime and viewed negative city-wide perceptions of the area as affecting the locational decisions of other firms.

Present in the community is a solid basis for developing programs and policies for economic development. The access to transportation routes and the abundance of inexpensive, available land have the potential to attract significant private sector investment into the area. The retail market analysis suggest that in addition to vacant land, the area possesses unfilled market niches. In particular, the finding suggest that
retailers of apparel, household furnishings, and personal care products would find an abundance of customers locally. A lack of fine dining and entertainment facilities also presents an option for economic development.

The most significant economic development issues for the Far Eastside are (1) the improvement of the education and skills of the local labor force, (2) the creation of a positive community image, (3) the improvement of public transportation, and (4) the development of a guide for the usage of the vacant and agricultural land. The development of the remainder of the community's land will play a vital role in the future of the Far Eastside. Graphic 7.07 displays the vacant commercial structures and commercially zoned undeveloped land present in the community. The manner in which this property is developed will determine whether or not the opportunity it represents becomes a community strength or weakness.
Transportation & Circulation Profile

Introduction

The transportation and circulation patterns of the Far Eastside have largely been dictated by the culture of the automobile present throughout the area’s development history. The first roads built in the area were Pendleton Pike (a former Indian trail) and the those defining the original mile square plat lines. These mile square roads include Post Road, Franklin Road, Mitthoeffer Road, 38th Street, and 46th Street. As physical growth occurred in the area, beginning in the 1950’s, the land within these mile squares was subdivided and developed. The result of this process was a collection of residential subdivisions being placed within each mile square. Commercial establishments were founded at the intersections of many of the primary roads. Each of the residential subdivisions was designed with an internalized circulation system of curvilinear streets and cul-de-sacs. One, and sometimes two outlet streets linked the subdivisions with the mile square grid and the remainder of the community.

The circulation pattern that resulted in the community place significant stress on the mile square streets, reinforces the culture of the automobile, and limits alternative modes of transit. With increasing physical development, the roads of the mile square grid have become increasingly congested. This congestion has led to progressively more traffic control devices and vehicle lanes. The pressure on these roads is a result of the limited circulation options available to area travelers. In order to move between subdivisions, to places of commerce and entertainment, or to the remainder of the city, individuals must travel these mile square roads. Other means of travel, particularly walking and bicycling are hindered by the hazards asso-
associated with the congestion on the mile square streets and the general lack of sidewalks throughout the community. The circulation patterns of the community continually reinforce the culture of the automobile by almost mandating the use of that means of transportation.

The transportation issues of the Far Eastside, therefore focus on the culture of the automobile that exists in the community and its implications for sense of place, efficient circulation, and the potential use of alternative means of travel. Based on citizen input, the effectiveness of public transportation is also an issue for the community. The most beneficial element of the area’s transportation profile is the access that is available to the interstate highway system. This feature played a primary role in the original development of the community and continues to be a significant local driving force.

**Public Transportation**

The residents of the Far Eastside are served by five City of Indianapolis bus routes. Route 30 moves along the southern border of the community via 30th Street. This is Metro’s only crosstown route, and provides Far Eastside residents access to sites such as the Veteran’s Hospital, the Indianapolis Children’s Museum, the Eastgate Consumer Mall, and the Indianapolis Network for Employment and Training (INET) job training facility. Route 39 passes through the area on 38th Street, linking the Far Eastside with the central business district. This route passes the State Fairgrounds, IUPUI’s 38th Street Campus, and the Children’s Museum. Metro route 4 travels on Post Road and links the community with the facilities at Ft. Benjamin Harrison, the Devington Shopping Center, Arlington High School, and Midwest Medical Center. Route 2 also links the Far Eastside with the facilities at Ft. Harrison. It moves through the community via 30th Street and Franklin Road before merging with Route 4 at Post Road. With the exception of Route 30, each of these options originates and terminates in the Indianapolis central business district. The remaining Metro Route affecting travel in the Far Eastside is Route 48, otherwise known as the Mithoeffer express. This route makes stops at the Raintree Shopping Center before shuttling riders to the downtown area.

The current public transportation system in the City of Indianapolis is designed based on the principle of linking traditional population centers with traditional employment centers. In this case, the bus system provides a connection between the residents of the Far Eastside and the downtown area, with stops at points in between. This system provides residents with access to job training facilities, additional consumer opportunity, culture, and the various amenities of downtown Indianapolis. From the downtown central station they basically have access to the amenities and services of the entire Indianapolis metropolitan area. Based on the comments of residents and business leaders, however, the central city focus of the system no longer effectively serves the needs of area residents. In recent decades, the suburb to suburb commute has become increasingly common. Far Eastside residents wishing to work in other suburban areas of the city and lacking personal transportation must ride one of the local routes downtown and then transfer to another route moving into the suburbs. This commute can take anywhere from forty-five minutes to one hour. Business leaders believe that jobs suited to the skills and desires of the local labor force are available in other suburban areas, but that these jobs are made difficult to reach by the outdated focus of the transportation system.

Public transportation becomes more important in the Far Eastside than other communities through the separation of land uses and activity centers locally. This separation promotes reliance on the automobile and limits the options of persons without personal transportation. Considering the comparatively large percentage of youth in the Far Eastside population, the separation of activity centers places even higher stresses on the public transportation system. With the current focus of the system, youth lack connections to recreation and socialization centers and potential job markets.
The Eastside Circulator - a Public Transit Alternative

The inefficiencies of the public transportation system are compounded by the financial characteristics of the Metro system. Like all forms of mass public transportation, Metro is highly subsidized and funds are scarce. The highest priority routes are those that link high activity centers; and despite increases in the suburb to suburb commute, the suburb to downtown routes still support a majority of the ridership. One proposed option to improve service for the residents of the Far Eastside is a route tentatively named the Eastside Circulator. This route would link the community with activity centers such as the Ransburg YMCA and Washington Square Mall. It would originate at the corner of 42nd and Mithoefer, move south on Mithoefer to Washington Square Mall, through the adjacent community, and then re-enter the Far Eastside on Post Road - turning east at 42nd Street. The estimated cost of the Eastside Circulator is $622,000 annually, with estimated yearly fare box receipts totalling only $75,000. Considering the current state of Metro funding, this option is not feasible. Options for supplementing this route would include the use of church vans and buses, or vehicles owned by area apartment complexes or social service centers.
Circulation

The vehicle circulation patterns of the Far Eastside are largely dictated by the local street hierarchies. The traffic from the residential streets of the subdivisions is collected by the original mile square roads and then distributed across the city. A majority of the traffic moves in and out of the Far Eastside via 38th Street, 30th Street, or Pendleton Pike. These roads also are the preferred route of a majority of travelers passing through the community. While these streets provide the primary east-west transit, Post Road, Shadeland Avenue, and Interstate 465 represent the most heavily travels north-south routes. The primary circulation problems in the community result from the heavy burden placed on the collector streets and thoroughfares, such as Pendleton Pike and Post Road. As development increased, so did the traffic on these routes with few or no alternatives available to area travelers. (See Graphic 8.02) As a result of the still increasing pressure and congestion on these routes another circulation hazard - "rat racing" has become common practice in the community. The select locations where the weaving subdivision streets do link two of the collectors often become the sites of high speed automobile traffic as individuals attempt to avoid the delays of the primary routes. This practice poses a hazard for pedestrians and youth using these streets for recreation. The circulation patterns of alternative means of travel in the Far Eastside are limited by a lack of sidewalks, the distance between activity centers, and the hazards presented by the heavy traffic that crisscrosses the community. The same factors also limit bicycle travel.

The community as a whole, as primarily a place of residence is not a trip generator. Each day, a majority of the residents commute out of the Far Eastside to jobs elsewhere in the metropolitan area. While there is also an influx of persons which are employed at local manufacturers and commercial facilities, this affect is overwhelmed by the number of persons exiting the community. These local residents
likewise return home at the end of the day; resulting in the rush hours having significant implications for local circulation. At these times of day, the area is prone to increased congestion, "rat-racing", and other safety hazards. Within the community, however, does exist a set of trip generators. The industrial park in the southern portion of the community, the commercial centers of both the Pendleton Pike corridor and the interior, and the various educational institutions are such generators. The presence of these activity centers impacts local circulation patterns over the course of the day. Parents dropping students off at school, persons shopping for groceries, and the truck traffic from local industry each play a role in the efficiency of circulation in the community. For example, citizen comments suggest the presence of a circulation hindrance in the area of School 113 at 42nd Street, as students attempt to cross the street during rush hour. A similar situation exists as youth crisscross the street in the effort to follow existing sidewalks in route to the park at the intersection of 42nd and Mitthoeffer.

The primary problem spots for vehicular circulation in the community result from the congestion that occurs on the collector streets and Pendleton Pike. The congestion on Pendleton Pike is amplified by the presence of commercial facilities. The multiple curb cuts along the street result in considerable turning and merging traffic which increases the safety hazard. Local roads operating above capacity are Pendleton Pike between Post and Mitthoefer Roads, and 38th Street between Post and Mitthoefer Roads. In the near future, expansions of Franklin Road, Pendleton Pike, and Shadeland Avenue are planned to avoid the impacts of congestion. The inadequacies of the public transportation system, the lack of alternative means of transportation, and the separation of area land uses each contribute to the stresses on circulation patterns in the Far Eastside.
Capital Improvements

Infrastructure conditions in the Far Eastside are generally good to fair. The primary capital improvement issues relating to transportation are the increasing need for the maintenance and upgrading of collector streets and the installation of sidewalks. As development in the area continues, the physical quality of the road surfaces has come under increasing stress through higher usage. Although conditions are generally good, in the next decade many of the collector roads will be in need of rebuilding or at least repair. In some cases, additional traffic control devices will be needed. The most serious physical road conditions are found along Pendleton Pike where usage is the heaviest, and the surface is the oldest. At other locations, particularly in the easternmost portion of the community, roadways will require upgrading as development changes their usage from primarily agricultural to suburban (and in some cases urban). The truck routes present in the community are also the sites of increasing road surface maintenance needs. The presence of street lighting and sidewalks are also significant capital improvements issues in the community. In several locations, the area is under-served by street lighting. This is attributed to a moratorium on street light installation by the City of Indianapolis in response to increasing costs of operation and maintenance. Subdivisions wishing that additional street lights be installed must fund such improvements.

During the Indianapolis Department of Metropolitan Development sponsored series of community meetings, a listing of potential capital improvement project were developed. These projects were divided into groups by cost and ranked by the participants. Following is a partial list of the citizen perceived local infrastructure shortcomings by cost group.....

- **Major Cost Projects**

  1. 38th Street from Post to German Church Roads - widen to four lanes
  2. Intersection of 42nd Street and Franklin Road - relieve congestion
  3. Intersection of Pendleton Pike and I-465 - add turn lanes

- **Moderate Cost Projects**

  1. Intersection of 42nd Street and Mitthoeffer Road - install traffic signals
  2. Intersection of 42nd Street and Mitthoeffer Road - install sidewalks
  3. Intersection of 38th Street and Mitthoeffer Road - install turn lanes

- **Least Cost Projects**

  1. Intersection of 42nd Street and Mitthoeffer Road - study intersection safety
  2. Intersection of 42nd Street and Mitthoeffer Road - install crosswalk
  3. Intersection of 38th Street and Mitthoeffer Road - re-stripe center lane for continuous left turns in either direction

The other items listed take the form of lane widenings, the installation of turn lanes, and the addition of traffic control devices. In addition to these capital improvements, area residents listed portions of 38th Street, 42nd street, Post Road, Franklin Road, and Mitthoeffer Road as being in need of resurfacing. Of particular concern for residents was the intersection of 42nd Street and Mitthoeffer Road, where surface conditions, congestion, and pedestrian conflict issues were perceived to exist. Also listed by residents as priority projects were the installation of additional lighting at intersections along Mitthoeffer and 38th Streets, the enforcement of a parking ban along 42nd Street east of Mitthoeffer, and the enforcement of speed limits on Mitthoeffer between 42nd and 46th Streets. (See Graphic 8.03)
Summary

While some elements of the local transportation system represent the greatest community assets, other pose significant threats to local quality of life. The proximity of the interstate highway to the Far Eastside provides residents and manufacturers with access to the entire metropolitan area and beyond. Commercial establishments are likewise provided access to a large customer base. This access has provided a significant driving force since the first development in the community, and will remain very influential in the future. The automobile culture that is dominant locally, and the resulting congestion, infrastructure stress, and limitations on alternative methods of travel pose significant threats to the community. The local automobile culture is self-reinforcing in that it limits the feasibility other options of travel and mandates the use of the car. The separation of land uses locally and the physical design of the circulation system are responsible for local reliance on the automobile. This reliance increases the significance of shortcomings of the public transportation system and options for pedestrian travel.

Significant for the future of the Far Eastside is the development of alternative options of transportation, the improved effectiveness of the public transportation system, and the relief of stress on the transportation system. The process of improving local transit options is dependent on changes in land use and growth management techniques. The automobile culture developed due to the lack of linkages between home and work, school, and entertainment. The adoption of mixed land use policies will aid in overcoming this community problem. Also significant for the future will be growth management guidelines which limit the impacts of continued development on local infrastructure.
Community Character Profile

Introduction

Each physical element of the Far Eastside contributes to sense of place and community character. Locally, that character is dominated by strip commercial facilities, the model homes of the subdivisions, the collection of apartment complexes. Although most of the commercial centers and subdivisions posses the architectural features that build strong community character, the sense of identity in the Far Eastside as a whole is weak. The community exists in a geography of nowhere. The original driving forces of local development resulted in the creation of a set of architectural features that are not unlike those found in dozens of other communities in Indianapolis, and thousands of other communities across the nation. The local character is that of the 1960's residential subdivision as characterized by generic commercial centers, wide sweeping streets, and high density ranch style homes. The development patterns that built a majority of the community provided little opportunity for the preservation of historic elements or the development of structures of unique architectural significance. While within each subdivision can be found gateways, focal points, architectural themes, and linkages, the community as a whole is without the unity that builds a strong sense of place. The Far Eastside possesses boundaries, but no gateways; central places; but no focal points; and a variety of activity centers; but no hierarchy of places. Likewise, there are miles of roads, but few linkages. Present in the community are numerous opportunities for the development of the physical elements that are the basis for strong community character. Following is a visual profile of the dominant physical themes in the Far Eastside, as well as some opportunities for the development of community character.
The intersection of Pendleton Pike and Interstate-465, a significant community entrance and potential Far Eastside gateway.
Other potential community gateways (1) the intersection of Shadeland Avenue and 38th Street, (2) the intersection of Post Road and Pendleton Pike, and (3) the intersection of Post Road and 30th Street.
The intersection of 38th Street and Post Road (1) currently represents the geographic center of the community. The presence of a grocery store (2) and other convenience type goods also make it a significant informal gathering space. This space has the potential to become the Far Eastside focal point and activity center.
Abandoned vehicle service stations at the intersection of 38th Street and Post Road.

Current relationship between the commercial facilities of 38th Street and Post Road and the adjacent residential subdivision.

The current status of natural features near the intersection of 38th Street and Post Road.
An example of the typical Far Eastside residential areas and housing type.

The Wingate Village apartment complex - one of twenty such facilities contributing to community character.

One of several original farm houses still present in the housing stock of the Far Eastside.
The agricultural land of the easternmost portions of the community serves as a driving force for growth and a potential provider of community character.

Summary

The community character of the Far Eastside developed out of the driving forces of the postwar development boom. The community is primarily characterized by ranch-style tract housing, strip commercial centers, and minimal streetscaping and signage. In general, the community character that is present locally provides a poor basis for social interaction and the development of community pride. While each residential subdivision and commercial center is designed based on a theme that includes focal points, gateways, and a hierarchy of spaces, the area as a whole lacks these features. The absence of a strong community character presents a barrier to revitalization efforts in the community. Identity of place is needed as the foundation for economic development, land use planning, and social programs. Community character is also an important element of quality of life.

The characteristics of the Far Eastside include several distinct edges, entrance points, and central focuses. The conversion of points such as the intersection of I-465 and Pendleton Pike into a gateway, and the intersection of 38th Street and Post Road into a focal point and activity center would enhance community character. These physical changes, in combination with neighborhood unique signage and streetscaping would provide an identity for the area and the basis for improved community pride. The recognition of the Far Eastside as an element of the hierarchy of place in the Indianapolis area would also aid in the development of stronger socialization patterns within the community. In essence, the community requires a definition of its role in the metropolitan region. The defining of the community's roles for residents, business owners, city officials, and potential investors can provide a basis for the more tangible elements of stabilization programming.
Resources & Issues

Summary

Introduction

The current conditions and trends displayed by the Far Eastside community are largely the result of the driving forces that shaped local development in the years following the conclusion of World War II. As recent as the 1930’s, the area was primarily agricultural in character. Gently rolling corn fields were interrupted only occasionally by farmsteads and county roads. The most significant physical development was located along the route of Pendleton Pike, where commercial establishments benefited from the traffic on one of Marion County’s most significant roads. Some nonfarm residences could also be found in this northern portion of the area - the fringe of the growing City of Lawrence.

Following the close of the war, national policies of housing and transportation combined with regional conditions to dramatically alter the character of the area. At the national level, pent-up demand for housing combined with national guarantees on mortgages to result in an unprecedented building boom. This building boom primarily took the form of rapid suburbanization, as developers sought out the abundant and inexpensive land at the fringe areas of existing communities. The process was supported nationally by the federal funding of the construction of the interstate highway system and the proliferation of "the American dream". The interstate highway system opened formerly rural areas to development by providing them with access to city amenities and markets. Industry and warehouses located in these fringe areas to take advantage of the inexpensive land and convenient access to regional market places. Households were attracted to the combination of inexpensive housing, rural amenities, and access to jobs and entertainment in the larger metropolitan area. The postwar building boom relieved the shortcomings that had developed during the depression and war years, and supplied thousand of households with the ability to experience the American dream. Comfortable, efficient homes in the suburbs with white picket fences and all the urban amenities became readily available.

These national occurrences mixed with local characteristics to significantly alter the development characteristics of American’s urban communities. The Far Eastside experienced this alteration immediately in the form of Interstates 70 and 465, in addition to the nearby establishment of the manufacturing facilities of several national corporations. By the 1960’s, residential development in the area was occurring at a rapid pace. Developers flocked to the Far Eastside to take advantage of its abundance of inexpensive land and access to interstate travel. A combination of several developers quickly subdivided the area and established a collection of subdivisions - each designed based on the significance of automobile travel and the efficiency of a set of model home plans. Thousands of families soon followed; eager to possess a comfortable home in an area without the congestion and ills of the city, but convenient access to jobs, recreation, and enter-
tainment. A majority of the Far Eastside's new residents were young couples and their young children. Most were first time homeowners in search of places to raise their families. Most were also entry level professionals beginning careers.

The alteration of the characteristics of the Far Eastside was swift and significant. The rolling countryside was graded, farmsteads were raised, woodlots were removed, and streams were culverted to make way for development. In the interior of the area, this development took the form of a collection of residential subdivisions dominated by single family homes. These homes were of simple design and sited in high density configurations around cul-de-sacs and sweeping curvilinear roads. In the 1970s this residential development was slightly altered - taking the form of apartment complexes. Most of the community edges, as well as a few key intersections became the location of strip commercial development. At the corner of 38th Street and Post Road a strip of grocery and convenience stores was established to service the growing population. Development along Pendleton Pike became dominated by gas stations and fast food restaurants. Largely absent from the development trend were sidewalks, parks, and facilities of recreation and entertainment. The influence of the auto culture overcame the need for these physical elements as residents could simply drive to the nearest museum or community park. The development process however, did neglect numerous pieces of property locally - standing them as islands of prairie grass or agriculture in a sea of single family homes.

In the 1980s, the City of Indianapolis as a whole experienced an economic downturn. The manufacturers that had employed many of the residents of the Far Eastside closed their local operations. The 47 percent housing stock expansion of the 1970s slowed to only 5 percent in the 1980s. Development continued locally only in the form of gated apartment complexes and light industrial facilities benefiting from the local access to interstate transportation. While this access to transit and the available land remained significant local driving forces, they became dominated by the increasing urbanism of the Far Eastside.

The current characteristics of the community have resulted from the evolution of the physical features of the original development. The area is dominated by the culture of the automobile. Home is separated from work, school, shopping, and recreation by a community-wide dependency on the car. This local car culture has resulted in poor land use interactions, a lack of transit alternatives, and a comparatively weak sense of community. The local land use and socialization patterns are those of a collection of subdivisions rather than a true community. While sense of community is strong within each of the Far Eastside's subdivisions and apartment complexes, alone this does not provide a strong basis for community-wide stabilization programming. Also present in the community, however, are a number of significant resources. Those resources include an abundance of vacant land, some remaining natural features, the benefits of access to transportation routes, and the recognition by city leaders that stabilization is needed. The value of the City of Indianapolis initiative is increased by the investment that it brings to the community. The future of the Far Eastside is dependent on the ability of revitalization efforts to encourage investment in the existing community while managing growth on the still abundant undeveloped land.

Far Eastside Conditions & Trends

The dominant conditions and trends impacting the Far Eastside are consistent with the concept of the urbanization of the local community. Over the course of the last two decades, the characteristics of the community have evolved from those of a suburban development to resemble the conditions of the City of Indianapolis as a whole. The urbanization of the Far Eastside is displayed by local demographic characteristics, housing stock and infrastructure conditions, social service needs, and circulation conditions. The conditions currently dominating the Far Eastside are comparable to those of an urban neighborhood
The Far Eastside has evolved from a rural to suburban to urban community over the course of the last fifty years.
experiencing an early stage of decline - (1) the housing stock and infrastructure generally show signs of deferred maintenance and repair, (2) homeownership, incomes and the effectiveness of community services have declined, (3) changes in local racial composition have occurred, and (4) the real estate market has lost strength. In all cases, the trends in the community display a transition from the conditions that established it as a unique community in the 1960's to conditions that increasingly equate those found in the city as a whole. Between 1970 and 1990, the process of urbanization in the Far Eastside has taken the form of:

- a 60% increase in the senior citizen population;
- a 21% decrease in the youth population;
- a 4.767% increase in the African-American population;
- a 20% decrease in the number of married couple households, with a corresponding 278% increase in the number of female headed households;
- a 2% increase in the local unemployment rate;
- a 17% decline in median household income in comparison with Indianapolis as a whole;
- a 9% increase in the poverty rate;
- an increasing diversity of social service needs and shortcomings;
- a 23% decline in median home value in comparison with the city as a whole;
- a 20% increase in the rental occupancy rate;
- a 41% increase in the African-American rental occupancy rate;
- a 5% increase in the residential vacancy rate;
- an overall decline in the quality of building conditions;
- a resident noted increase in the perception of crime;
- a resident noted increase in traffic congestion;
- a resident noted decrease in sense of community and interaction between individuals.

- Demographics

The exploration of Far Eastside socioeconomic conditions and trends reveals several factors that threaten the local quality of life. During the 1950's and 1960's, the community developed as a home to lower-middle class working couples and their young children. These families were primarily Caucasian, as ethnic minorities were typically excluded from the suburbanization process. Since that time, the area has evolved to include more urban characteristics and a greater incidence of special needs populations. The diversification of local age and ethnic groups, households, and occupations, in combination with increases in poverty status and unemployment, have resulted in the development of several population subgroups displaying special needs. These special needs populations include (1) persons under the age of 18, (2) persons over the age of 65, (3) female headed households, and (4) members of the labor force who were unable to adjust to changes in the local mix of employment opportunities. While the presence of youth has decreased over the last three decades, the current youth population remains comparatively larger than the Indianapolis average and includes a higher percentage of threatened youth. These youth require primarily programs of recreation and transportation. Also, while the local senior citizen population remains below the city-wide average, it has been increasing in presence locally. In the near future, these residents will require specialized transportation, socialization, public safety, and health care programs. Female headed households are in need of programs that assist them with arranging quality, affordable child care and locating job opportunities with flexible work hours. Finally, the unemployed and underemployed in the community require programs of job training and skill update. Their needs may also include more efficient means of transportation to alternative job sites. Despite the development of these special needs populations, the area has retained a strong foundation of homeowners and a diverse occupation mix which could serve as a basis for revitalization programming.
Services

The Far Eastside displays several shortcomings in the bundle of services provided. Particularly significant in the case of the Far Eastside are shortcomings in parks and recreation, consumer opportunity, health care, and employment opportunities. The area is characterized by a general absence of parks and recreation facilities, with those that are available locally inaccessible to certain segments of the population. Consumer opportunity shortcomings in the area focus on the absence of retailers of high order goods. Most significant is an absence of clothing and home furnishing stores. The retail establishments that are available locally supply mainly lower order goods, are of questionable quality, and are accessible only by car for a majority of residents. Job opportunities available locally are primarily the result of regular turnover. They are typically at entry level with comparatively low wages and small benefit packages. Other social service issues result for a lack of services for the area's special needs populations and the absence of a local library and post office.

Land Use & Housing

The primary land use and housing issues in Far Eastside focus on the age and condition of the housing stock, the poor physical relationship between uses, and the potential threats and opportunities of the undeveloped land. The abundance of available land, need for efficient/affordable housing, access to transportation routes, and culture of the automobile were dominant factors in the design of the community. Land use types are generally separated from each other and reliant on the automobile for linkage. Natural features have been neglected or destroyed. Little accommodations are available for pedestrian movement. While the majority of the housing stock remains in excellent condition, the presence of decline signals a threat to the community. As the services offered locally have declined, the shelter value of the housing stock becomes of increasing importance. In the Far Eastside, that shelter value is limited by the design of the units and lack of expansion and upgrading options. However, the local housing stock remains very affordable, and housing options are available locally for the accommodation of the demands of a diversity of income groups.

The primary land use issue for the Far Eastside is the need to manage growth in a way that directs reinvestment to the established portions of the community while limiting new development on the agricultural land. Any new growth needs to occur in a manner which builds community linkages, allows for the establishment of park space, and does not contribute to stress on local infrastructure. This growth management may also aid in the relief of land use conflicts that are occurring in the community. Local zoning regulations have traditional not played a significant role in dictating the design of the community. In the Far Eastside, zoning regulations have taken a reactionary rather than pro-active role in the development of the area. Redevelopment plans for the community must include increased code enforcement and the creation of zoning regulations that serve as a guide for development.

Economic Development

The Far Eastside posesses several significant resources upon which to base programs of economic development. The primary local incentives for private sector investment are (1) access to interstate transportation routes, (2) an abundance of available land, and (3) a large labor force. In many cases, however, the impact of these characteristics are negatively affected by other local conditions. For example, the access to interstate routes of transportation is limited by congestion and poor infrastructure conditions. Other factors posing barrier to local economic development are the perception of crime, the perception of instability, and the shortcomings of the public transportation system. Based on he various surveys conducted in the area, current business operators were concerned with crime and viewed negative city-wide
perceptions of the area as affecting the locational decisions of other firms.

Present in the community is a solid basis for developing programs and policies for economic development. The access to transportation routes and the abundance of inexpensive, available land have the potential to attract significant private sector investment into the area. The implications of the retail market analysis suggest that the area poses unfilled market niches. In particular, the findings suggest that retailers of apparel, household furnishings, and personal care products would find an abundance of customers locally. A lack of fine dining an entrainment facilities also presents an option for economic development.

- Transportation & Circulation

While some elements of the local transportation system represent the greatest community assets, other pose significant threats to local quality of life. The proximity of the interstate highway to the Far Eastside provides residents and manufacturers with access to the entire metropolitan area and beyond. Commercial establishments are likewise provided access to a large customer base. The automobile culture that is dominant locally, and the resulting congestion, infrastructure stress, and limitations on alternative methods of travel pose significant threats to the community. The local automobile culture is self-reinforcing in that it limits the feasibility other options of travel and mandates the use of the car. This reliance increases the significance of shortcomings of the public transportation system and options for pedestrian travel. Significant for the future of the Far Eastside is the development of alternative options of transportation, the improved effectiveness of the public transportation system, and the relief of stress on the transportation system. The process of improving local transit options is dependent on changes in land use and growth management techniques. The automobile culture developed due to the lack of linkages between home and work, school, and entertainment. The adoption of mixed land use policies will aid in overcoming this community problem. Also significant for the future will be strict growth management guidelines which limit the impacts of continued development on local infrastructure.

- Community Character

The community character of the Far Eastside developed out of the driving forces of the postwar development boom. The community is primarily characterized by ranch-style tract housing, strip commercial centers, and minimal streetscaping and signage. In general, the community character that is present locally provides a poor basis for social interaction and the development of community pride. While each residential subdivision and commercial center is designed based on a theme, the area as a whole lacks these features. Identity of place is needed as the foundation for economic development and social programs.

The characteristics of the Far Eastside include several distinct edges, entrance points, and central focuses. The conversion of points such as the intersection of I-465 and Pendleton Pike into a gateway, and the intersection of 38th Street and Post Road into a focal point and activity center would enhance community character. These physical changes, in combination with neighborhood unique signage and streetscaping would provided an identity for the area and the basis for improved community pride. The recognition of the Far Eastside as an element of the hierarchy of place in the Indianapolis area would also aid in the development of stronger socialization patterns within the community.

Community Resources

The circumstances of the Far Eastside's development, in addition to recent occurrences, have led to the presence of several significant community resources. These resources represent opportunities for improv-
ing quality of life, and can serve as the basis for stabilization and revitalization programming. The most significant community resources are (1) continued convenient access to interstate transportation routes and the larger metropolitan area, (2) an abundance of developable land, (3) the presence of natural features, and (4) increasing public investment. The original driving forces that guided growth in the area resulted in the misuse of these resources and damaged their availability. The future use of local natural features, vacant land, and public investment will determine the extent to which these community opportunities become local strengths.

■ Access to Transportation

The Far Eastside benefits greatly from convenient access to the larger metropolitan area and interstate transportation. This access was a significant driving force in the original development of the community and remains an important incentive for private investment. The interstate highway system provides residents with access to jobs, culture, entertainment, and recreation. Retailers are provided convenient access to a large customer base. Manufacturers and distributors locating in the Far Eastside are provided inexpensive transportation for both incoming raw materials and outgoing finished products. Evidence of the significance of this community resource is provided by the ongoing development of light industrial facilities in the southern portion of the community and residences in the eastern portion of the community. In both cases, these developments were driven in part by the convenient access to transportation routes, and the amenities of the city as a whole.

■ Developable Land

The access to transportation routes is complemented by an abundance of yet undeveloped land in the community. Of the 5,800 acres of land included in the Far Eastside, 2,010 acres (35 percent) is either vacant or used for agriculture. This land is an opportunity for providing infill housing, parks and recreation facilities, health care centers, or any number of items currently absent from the community. It provides incentives for private investment through the presence of a complete set of utilities, low assembly costs, and the convenient access to transportation routes. Significant portions of the developable land are currently zoned for light industry or commerce, presenting an option for filling local shortcomings in consumer and employment opportunity. In several instances, this land also presents the opportunity to incorporate natural features and rural character elements into the fabric of the community.

■ Public & Nonprofit Investment

The primary supply of non-private investment into the Far Eastside is through the Neighborhood Preservation Initiative (NPI) sponsored by the Pew Charitable Trust. The Indianapolis Foundation was one of eight such groups in the nation selected to participate in the $8.5 million project. The Indianapolis Foundation is directing the application of grant monies received from Pew to the Far Eastside through the local community development council. The area will receive $800,000 over three years, terminating in 1997. The local matching requirement for the Pew grant was $400,000 over the same time period. To date these funds have been used to finance staff expansion and programming at the Far Eastside Community Development Council, in addition to the funding of studies of the community. Development council officials view the Pew funds as a basis for injecting additional public and nonprofit funds into the community. One of the reasons the Indianapolis Foundation (and the Far Eastside) were selected was the scope of partnerships that were created through the application process. The proposal submitted by the community was the combined work of numerous city agencies and represented an informal commitment to the area. It is anticipated that, as the grant funds are closed out, programming will continue in the area through the financial and in kind contributions of the numerous city agencies that supported the original grant application. The
actions that result from the application of the Pew funds will serve as momentum builders and the basis for financial support by local agencies.

The only other significant source of non-private funds in the community is the Greenleaf Community Center. As a division of the Community Centers of Indianapolis, Inc., it is funded through contributions from the United Way, the City of Indianapolis, and the State of Indiana. The annual budget for the sum of city-wide community centers totals approximately $8 million. The input of non-private sector funds also occurs regularly in the community in the form of public education, road maintenance, and police and fire protection.

Decline occurs in the Far Eastside, or any community, because of shortcomings in the input of the private sector into the market place. In the event of this occurrence, other sources of financial input are needed to stabilize or revitalize the functions of the open market. Public and nonprofit investment into the community in the form of infrastructure improvements, youth programs, or housing revitalization provide an incentive for a renewal of investment activity by the private sector. In the case of the Far Eastside continued public investment into the community can serve as a platform from which the private sector can be encouraged, and the functions of the market can be re-enforced.

### Natural Features

Source: U.S. Geological Survey

The undeveloped land in the Far Eastside contains several significant natural features that serve as resources and could complement revitalization programming. The easternmost portion of the community is characterized by gently rolling agricultural land, isolated woodlots, and several streams. Each of these
elements provides the opportunity to inject elements of character into future developments in the community. They compliment the rural qualities that present-day home buyers are seeking out, and have been moving to the Far Eastside to find. The streams that wind through the agricultural land provide an opportunity to create linkages within the community. Branches of these waterways also make their way through some of the existing subdivisions; forming a potential route for pedestrian or bicycle paths. These streams have the potential to provided much needed linkages between the various subdivisions, local activity centers, and commercial facilities. The largest of the streams, Indian Creek, originates in the eastern portion of the Far Eastside and represents the basis for a greenway that could connect the community with Geist Reservoir, Fall Creek, and recreation sites across the city. These natural features have the ability, if so developed, to provide the entire community with a common element and a physical connection. (See Graphic 10.01).

Issue Development

The current characteristics of the Far Eastside display a number of interrelated social, physical, and economic issues. These issues are largely derived from the process of urbanization that is occurring locally. Their resolution will determine whether current area opportunities and threats evolve into strengths or weaknesses. In many cases, these issues build upon each other. In all cases, they represent the underlying cause of the community characteristics identified by area residents.

■ Social Issues

The dominant social issues of the Far Eastside focus on the alterations occurring in the local population. As a whole, area residents are older, more ethnically diverse, and less prosperous than they were twenty years ago. As the characteristics of the population changed, so did their service requirements. Social issues result from shortcomings in the services provided to the community’s population and include:

- the increasing needs of the youth population;
- the increasing presence of senior citizens in the population;
- the increasing presence of female headed households;
- declining rates of home ownership;
- the shortcomings of the skills of the labor force.

■ Physical Issues

The dominant physical issues present in the community are the result of the evolution of the driving forces that originally shaped the community. The subdivision process, the culture of the automobile, and the patterns of land use that were induced by the postwar development environment have led to the current physical conditions of the community. The most significant physical issues facing the Far Eastside are:

- the absence of strong community character and sense of place;
- the future usage of currently undeveloped land;
- the dominant role played by the culture of the automobile;
- the ineffectiveness of the public transportation system;
- the aging of the housing stock;
- the decline of infrastructure conditions.
- **Economic Issues**

The dominant economic issues that characterize the Far Eastside focus on the comparatively low levels of consumer and employment opportunity available locally. The local economic issues are closely linked with social and physical changes. The perceptions of the area and the conditions of infrastructure and housing in particular have had implications for the success of financial investments by the private sector. The most significant local economic issues, therefore, are:

- the absence of strong employment opportunity;
- the absence of strong consumer opportunity - particularly with regard to high order goods;
- the high turnover rates present in local commercial centers;

These social, physical, and economic issues serve as the basis for strengths and weakness in the local quality of life. In many cases, they also represent opportunities and threats for the future of the Far Eastside. From these issues are derived resident perceptions of crime, declining incomes, declining home values, and expanding unemployment. In the next five years, the strategic management of these issues and their manifestations will play the central role in ensuring the vitality of the community.
Section Three:

Far Eastside Strategic Action Plan

Community Goals
Social Programming
Economic Programming
Physical Programming
Conclusion
Community Goals

Introduction

The future quality of life in the Far Eastside is dependent on the development of both short-term and long-term goals, objectives, and action steps. In the short-term, the community requires a set of strategic goals which can be accomplished in a period of approximately five years. The purpose of the next five chapters of this document is the outlining of this short-term strategic action plan. In essence, the short-term future of the Far Eastside will be a time for managing changing. Current community weaknesses will be assessed against opportunities and resources; local strengths will be used to manipulate potential threats to quality of life. The strategic action plan is a means of providing stabilization to the changing social, physical, and economic conditions that characterize the area. It is the foundation upon which to base long-term comprehensive plans for community vitality, character, and prosperity. While the focus of this document is the strategic response to issues of change, also needed is a long term plan for the sustainability for local quality of life.

S.W.O.T.

The Far Eastside community profile reveals the subsets of strengths, weaknesses, opportunities, and threats present locally. These S.W.O.T. elements served as the basis for community issue development, and will likewise serve as the basis for strategic action planning. Local strengths and weaknesses provide the basis for community goals and objectives. Opportunities and threats support the resulting action steps.

- Community Strengths

The strengths of the Far Eastside primarily revolve around the incentives for development that remain present in the area. These development incentives provide a basis for attracting private investment to the community. These and other community strengths include.....

- an abundance of undeveloped land in large parcels;
- convenient access to routes of metropolitan and interstate travel;
- a somewhat preserved network of natural water features;
- a stable core of home ownership;
- a diverse occupational mix;
- a comparatively large labor force with some college education;
- a variety of housing options.
Community Weaknesses

The set of community weaknesses are largely derived from the shortcomings of the local services bundle that has resulted from recent demographic changes and the urbanization process. A majority of the weaknesses of the Far Eastside can be attributed mismatches between community resources and the still evolving social, physical and economic characteristics of the area. These weaknesses include:

- a mismatch between the skills of the local workforce and the requirements of local employers;
- an absence of activities and transit options for the youth population;
- a perception of declining public safety;
- a reliance on the automobile;
- a comparatively weak identity of place;
- declining rates of home ownership;
- declining housing stock and infrastructure conditions;
- inadequate public transportation.

Community Opportunities

The opportunities available for improving local quality of life result from the presence of resources locally that have the potential to counteract community weaknesses. Several community strengths, particularly the access to transit routes and abundance of available land, also represent opportunities for reversing weaknesses. Other opportunities available locally include:

- incentives for private investment;
- increasing investment by the public and nonprofit sectors;
- a large number of locally based firms with the capacity for philanthropy and skill update programming;
- the availability of a framework of agencies and institutions with the ability to meet community needs and build local activism.

Community Threats

The potential for the negative aspects of the local urbanization process to continue unabated presents the largest threat to future community prosperity and quality of life. The Far Eastside has entered only an initial stage of decline. Continued increases in rental occupancy, residential vacancies, and poverty status and unemployment rates are a realistic possibility for the community. Following is a listing of community threats - elements that have the potential to become weaknesses:

- the increasing presence of female headed households;
- the increasing presence of senior citizens;
- the absent sense of place;
- fragmented community activism and political jurisdictions;
- an aging infrastructure and housing stock;
- negative interaction between built and natural features.

Strategic Goals

The most significant forces currently affecting conditions and trends in the Far Eastside are (1) the growth pressures resulting from the abundance of available land and convenient access to transportation routes, (2)
a weak sense of community resulting from segregated land use patterns and an absence of community linkages, and (3) an increasingly negative perception of the community on the part of both residents and potential investors. Much of the decrease in the quality of perceptions of the community stem for shortcomings in the provision of social and public services and consumer and employment opportunity. Because of their significant influence of the quality of life in the Far Eastside and their implications for the future stability of the community, these driving forces serve as the basis for the goals, objectives, and action steps of the Far Eastside strategic action plan. The goals for the community’s future focus on managing change. This effort includes the stabilization of social conditions, the reinforcement of existing physical elements, the provision of additional physical character elements, and the focusing of economic development. The strategic management of the Far Eastside’s short-term future is based on three interrelated goals:

- **Growth Management**

The combined abundance of available land and access to transportation routes represents a significant community strength and an opportunity upon which to base future prosperity. At the same time, however these characteristics also have the potential to become a threat to local quality of life. The community currently is characterized by increasing service needs and congestion. The unmanaged development of the vacant and agriculture properties in and around the Far Eastside will place increasing stress on local infrastructure, public and social services, and natural systems. The establishment of comprehensive guidelines for the development of these properties, however, can lead to valuable private sector investment, expanded employment and consumer opportunities, and the creation of the physical elements of sense of place. These parcels of land also offer the opportunity to increase the physical capacity of the area to provide for the needs of its population. The undeveloped land represents potential sites for parks, a community center, and entertainment facilities. Successful growth management in the Far Eastside requires (1) the provision of guidelines and limitations for new development, (2) the encouragement of the use of private capital for the redevelopment of existing structures, and (3) the establishment of design standards for the building of community identity and sense of place.

- **Community Building**

Currently, residents of the Far Eastside recognize the roles of their particular subdivisions and their presence within metropolitan Indianapolis. Absent is the middle level of that hierarchy - a recognition of the role of their subdivisions within the Far Eastside. The weakness of existing social and physical linkages between the various subdivisions presents a significant barrier to the stabilization programming by limiting the potential of resident activism. The fragmented socialization patterns of the community and lack of physical identity also affect the perceptions of potential investors. Therefore, the development of community-wide identity of place and patterns of socialization becomes significant for the future of the Far Eastside.

- **Services Expansion**

The quality and quality of several aspects of the Far Eastside’s bundle of community services are insufficient for both meeting the needs of the local population and encouraging private investment. In particular, existing consumer opportunity, employment opportunity, and parks and recreation options limit the attractiveness of the area to potential new residents and businesses. These characteristics, in addition to shortcomings in the availability of social services harm the existing population. Significant for the future prosperity of the area will be the expansion of the capacity of social services, the development of new parks and recreation options, and the reinforcement of consumer and employment opportunity.
Introduction

The population trends of the Far Eastside portray a growing diversity of ethnicity, age, income, and household relationships. Accompanying these alternative characteristics are an increasing set of social service needs. Of particular concern are an increasingly threatened youth population, an expanding senior citizen population, and the increasing presence of female headed households. Other local social issues focus on the shortcomings in the skills and education of the local labor force and absence of sense of community. The expansion of these population characteristics is of increased significance due to shortcomings in the services available in the community to accommodate the special needs groups. Particularly lacking in the community are effective public transportation, programed and informal activities for youth, and opportunities for un- and under-employed laborers to update their skills. The short-term stabilization of social conditions in the Far Eastside is based on.....

- Social Objectives

1. providing expanded opportunities for residents to interact and develop identity of place;
2. providing expanded services for the youth population;
3. providing expanded opportunities for the labor force;
4. providing expanded services for the female heads of households;
5. providing expanded services for the senior citizen population.
Objective One: *Identity of Place*

The development of identity of place focuses on (1) the building of an awareness among residents of their inclusion in the Far Eastside community and (2) the role of that community in the larger metropolitan area. The development of this identity provides a foundation upon which to base social, physical, and economic programming. It also supports a significant aspect of overall quality of life - sense of community.

**Action Step 1: Neighborhood Association Development**

Establish a hierarchy of citizen groups within the community based on the existing organizations and the subdivisions and apartment complex orientations of residents. Each group will then provide a representative for the creation of the Far Eastside Neighborhood Association. The roles of this group will focus on the exchange of information and community consensus building for the resolution of community-wide issues. In particular, the group will:

- promote crime watches, block parties, and other socialization activities at the subdivision level;
- program and sponsor community-wide festivals and events;
- organize the local petitioning process for infrastructure improvements, street lighting, and code enforcement;
- provide for the sharing of resources and knowledge between population groups - such as senior citizens and youth, retired persons and female heads of households, renters and homeowners;
- support the publication of a monthly community-wide newspaper for the exchange of information between subdivisions, apartment complexes, and citizen groups.

**Action Agency:** Far Eastside Community Development Council will be responsible for providing technical support, funding for training activities, and serve in an advisory capacity.
Action Step 2: *Block Party Establishment*

Establish a schedule of annual subdivision/apartment complex block parties to build resident support for their subdivisions and the community as a whole. Such events would provide an opportunity for socialization, the establishment of neighborly relationship, and the discussion of community-wide issues and events.

*Action Agency:* Far Eastside Neighborhood Association with apartment complex tenant groups and subdivision resident associations.

Action Step 3: *Spring Cleanup Day*

Establish a regularly scheduled "Spring Cleanup Day" during which residents across the community rake yards and pick up litter. The event would contribute to community beautification efforts and perceptions, and build a recognition of the Far Eastside as a community.

*Action Agency:* Far Eastside Neighborhood Association would select the date and promote the event.

Action Step 4: *Community Night Out*

Establish a monthly "Community Night Out" during which residents turn on porch lights in the evening hours and sit on porches and lawns. The event is intended to provide residents with a means to discourage criminals and recognize their role in the Far Eastside community. The "Night Out" would be an element of an expanded crime watch program.

*Action Agency:* Far Eastside Neighborhood Association would establish and promote the "Night Out" dates with the Indianapolis Police Department facilitating the crime watch programming.

Action Step 5: *Council of Churches*

Establish a council of community churches to combine the resources of the various congregations and support local information exchange and consensus building. Such a church group would feature a hierarchy similar to that of the neighborhood association. Leaders would share information with each other and their respective congregations. When appropriate, this group could coordinate activities with the Far Eastside Neighborhood Association, business leaders, and social service providers.

*Action Agency:* Far Eastside Community Development Council would provide technical support and facilitate the gathering of church leaderships.
Establish an annual community-wide festival for promoting an awareness of the community and informal interactions between residents. One option for such an event would be the "Far Eastside Heritage Days Festival". Day one of the festival might focus on the agricultural roots of the Far Eastside and include displays of early 1900's agricultural and homemaking practices and tours of a restored community farmstead. Day two could have a postwar theme, and feature period music and fashion shows. The final day would feature a 1960's/1970's theme reflecting the most influential period in the community's history. A vacant commercial structure would become a disco for the evening, complete with leisure suit clad dancers and spinning disco ball. This day might also feature a car show reflective the area's automobile culture or a display of some of the home models that originally shaped the physical features of the community.

*Action Agency:* Far Eastside Community Development Council and Far Eastside Neighborhood Association would facilitate the event with the aid of private sector exhibitors, merchants, and entertainers.
Community socialization at the events of the "Far Eastside Heritage Days Festival"
Objective Two: Youth Services

The expansion of social services addressing the needs of area youth is intended as a response to the increasing threats this population group faces. While decreasing in presence locally, persons under the age of 18 are, however, increasingly characterized by poverty status and unstable household conditions. They lack transportation to activity centers and are the primary source of growing negative perceptions of local public safety.

Action Step 1: Greenleaf Center Expansion

Expand the programming of the Greenleaf Community Center focusing on the needs of the local youth population. Although Community Centers of Indianapolis Inc. has programmed significant numbers of youth activities for its other centers, Greenleaf has not traditionally had this focus. This expansion will need to involve both personnel and locational changes as the current Greenleaf facility and staff would be unable to manage the expanded programming. The CCI programs to be added are:

- School Age Child Care 547 - a program providing Latchkey care before and after school, in addition to a summer day camp;
- Social Involvement 551.1 - a program of social involvement and recreation;
- Summer Day Camp 553 - provides daily activities for youth in the summer months.

Stage 1 of this services expansion may involve a partnership with the Indianapolis Public Schools "Bridges to Success" program allowing the use of John Marshall Middle School after classes and during the summer months. The final implementation of the additional programming would require the construction of a new facility (potentially co-located with other area services as a multi-service center) in a more central location with access to informal activity centers of all age groups and public transportation routes.

Action Agency: Community Centers of Indianapolis Inc.

The Martin Luther King Multi-service Center - an potential example of Greenleaf's future role.
Action Step 2: Transportation Study

Study the feasibility of establishing a system of transportation for youth that complements the current public transit option available. Such a system could take the form of a bus funded by the CDC or a church group which makes regular trips to activity centers such as the Ransburg YMCA and Washington Square Mall. Elements of the feasibility study would include an identification of destinations and potential local pickup points and an exploration of agencies which could fund and operate the system.

Action Agency: Far Eastside Community Development Council would fund the study.

Action Step 3: Life-skills Center

Establish a life-skills center from which area youth could be exposed to concepts such as cooking, gardening, financial management, and a variety of cultural activities. The center could be operated from an area storefront, the Greenleaf Community Center, or a future local multi-service center. The skills could be taught by area senior citizens, religious clergy, and business leaders.

Action Agency: Far Eastside Community Development Council would facilitate the program.

Action Step 4: Youth Gathering facilities

Promote the development of neighborhood commercial facilities for informal youth gatherings and activities. New businesses could include a ice cream store, a recreation center (darts, pool tables), an arcade, and a movie house. The location of this collection of facilities near the programed activities of Greenleaf or a future multi-service center would provide maximum benefits for the youth population.

Action Agency: Far Eastside Community Development Council would provide marketing of spaces with private developers providing the eventual services.

Action Step 5: "School-to-work" Program

Establish a school-to-work program by which area schools form partnerships with area businesses for mentor programs, exposure to skills, and potential future employment opportunities. Youth could be matched with a mentor in a field of their interest. To successfully complete the program, the youth would be required to spend a set amount of time with the mentor and display the resulting product/skills/knowledge at an annual fair.

Action Agency: Far Eastside Community Development Council would facilitate the partnership between Indianapolis Public Schools and area businesses.

Action Step 6: Summer Employment Program

Provide youth with expanded access to summer and after school jobs through partnerships with area businesses, Indy Parks, and other area agencies. An example of this type of programming would be the hiring of area youth by the Department of Capital Assets Management for the collection of litter along roadways.

Action Agency: Indianapolis Network for Employment and Training regularly facilitates such a program throughout the City of Indianapolis.
Objective Three: *Labor Force Development*

The programming for the labor force of the Far Eastside focuses on both finding alternative sources of employment and matching the characteristics and skills of the workers with those desired by local employers. Local workers are disadvantaged through both actual shortcomings in skills and education and negative perceptions on the part of employers. Labor force development requires the marketing of the existing workers for the purpose of attracting jobs to the community and the eventual securing of those local jobs for local workers.

**Action Step 1: Partnership Development**

Establish a partnership between the CDC, Greenleaf Community Center, and a provider of job training and skill updates for the expansion of such services to the local population. The Indianapolis Network for Employment and Training is the leading such agency in the city and operates a facility in close proximity to the Far Eastside.

Action Agency: Far Eastside Community Development Council and Greenleaf Community Center would facilitate the initial contact and programming with the agency.

**Action Step 2: Marketing Program**

Prepare a marketing package of the local labor force for distribution to existing area businesses and potential employers. The marketing package would include statistics describing educational attainment and skills, in addition to profiles of several "model" workers and their families. The package might also describe some other aspect of Far Eastside quality of life and its locational advantages.

Action Agency: Far Eastside Community Development Council

**Action Step 3: Skill Update Program**

Develop partnerships between city employment and training agencies (INET) and area businesses for the updating of the skills of the local labor force. The unemployed would receive instruction from city-wide employers with the potential for on-site training and employment opportunities upon completion of the program. Elements of the skill update would include both generalized training of various business processes and an understanding of work ethic and time management.

Action Agency: Far Eastside Community Development Council would facilitate the initial partnership between city agencies and local businesses.

**Action Step 4: Skills Workshop**

Establish an annual or semi-annual job skills workshop which provides residents with information on the preparation of resumes, interviewing techniques, and work habits and time management. This program could be combined with those of skill update and worker training and would also include input from employers and business owners in the form of resume critiques and descriptions of desirable work habits.

Action Agency: Far Eastside Community Development Council and Greenleaf Community Center would provide referrals to the program operated by a city training agency.
Action Step 5: Educational Support

Provide support for un- and under-employed workers attempting to complete college degrees or update their skills. Approximately 30 percent of the local labor force has a partial college education, but no degree. This program would help facilitate the completion of that education by providing or subsidizing day care for parents taking classes and making available low interest loans for tuition and fees and as supplements for any temporarily lost work hours.

This program could take the form of a variation of CCI's program of Job Guidance, Placement, and Referral 112 which includes pre- and post- assessment, training, referral, and placement. Currently, this program is offered at two other CCI facilities and focuses on the 16 to 21 age group. For the Far Eastside, this program would be expanded to accommodate those age 16 to 45.

Action Agency: Far Eastside Community Development Council and Greenleaf Community Center would aid in counseling and referrals and provide funding for day care and loans.

Action Step 6: Transportation Study

Study the feasibility and potential usefulness of establishing a network of workers traveling to similar portions of the metropolitan area. Currently inefficient public transportation could be supplemented with ride sharing or a type of jitney service.

Action Agency: Far Eastside Community Development Council would partnership with the Metro Bus System for the conducting of the study.

Action Step 7: Job Fair

Establish an annual community job fair for the purpose of matching both local and city-wide firms with unemployed area residents. Included as elements of the job fair would be displays by firms and the conducting of interviews. At this time, the un- and under-employed may also apply to be profiled in the community marketing materials.

Action Agency: Far Eastside Community Development Council would sponsor the event with the aid of local employers and training agencies.
Objective Four: Female Headed Household Services

The expanding presence of female headed households in the community represents a threat to area health due to the limits placed on the quality of employment and family environment these women can provide through the dual roles that they are required to assume. Action steps for the accommodation of the needs of this population subgroup focus on relieving some of the responsibilities placed on these individuals in the effort to assist with the acquiring of quality employment and the establishment of stable household living conditions.

Action Step 1: Expanded Day Care

Provide expanded day care facilities with flexible rate schedules and service hours to accommodate the needs of working mothers. Some options for this program include the creation of such a facility through CCI or the subsidizing of a private business with such characteristics. A similar program is currently offered by CCI at its Flanner House facility and is designated Day Care 542.1.

Action Agency: Greenleaf Community Center would evaluate its capacity and that of other area agencies and select the most appropriate implementation option.

Action Step 2: Job Referral

Include the consideration of female heads of households in the establishment of job referral and training services. This population group would require employment opportunities with a level of flexibility, in addition to time management, budgeting, and life-skills courses.

Action Agency: Far Eastside Community Development Council and Greenleaf community Center would initiate a partnership with a city training agency and then provide referrals as needed.

Action Step 3: Grandparenting Study

Study the feasibility of a "Grandparenting Program" through which the female heads of household would be paired with retirees. These senior citizens would assist the single parent with household chores, life skills, and child care.

Action Agency: Greenleaf community center would make the initial contact for the study and implement the program as deemed appropriate.
Objective Five: Senior Citizen Services

The expanding presence of senior citizens in the local population provides an indication that, in the future, programs serving this group will require expansion. At present, however, the programs offered in the community through Greenleaf, other public agencies, and the private sector more than adequately accommodate the over 65 population. Programming for this age group focuses on building capacity for the anticipated future expansion of needs. Also significant is the recognition of the resource that this age group represents in terms of knowledge and life experience which could be shared with the younger residents.

Action Step 1: Health Care Study

Explore the options for increasing the scope of health care services available. An expanded senior citizen population will require a local health center and/or the availability of a mobile health clinic and annual health fairs and screenings.

Action Agency: Greenleaf Community Center and Marion County Health and Hospital Corporation.

Action Step 2: Transportation Study

Explore options of transportation for senior citizens. Of particular concern will be the transit linkages between growing nodes of senior citizens and health facilities, socialization activities, and convenience goods. Options to be explored include the feasibility of a shuttle operated by CCI or area churches and the establishments of a network through which elderly residents could contact each other for transportation to grocery stores or social events.

Action Agency: Greenleaf Community Center and CCI

Action Step 3: Resource Data Base

Establish a data base of senior citizens who are willing and able to donate their time and skills for community betterment projects. Some of these projects might include a life skills center, a mentoring program for youth, or the adopt-a-grandparent program for female heads households.

Action Agency: Greenleaf Community Center
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Social Programming Benchmarks

The social programming benchmarks provide a measure of success and progress, in addition to a basis for determining the point at which stabilization has been achieved and long-term goals can be addressed. The following benchmarks represent the completion of the proposed action steps such that the shortcomings between the needs of the populating and the services available have decreased significantly. These benchmarks also measure progress made toward the recognition of the roles of the Far Eastside as a community.

- All area residents are represented by a neighborhood or tenant association which participates in community-wide events.
- A council of church leaderships has been established.
- The first annual "Spring Cleanup Day" has been held.
- The first annual "Community Night Out" has been held.
- The first annual "Far Eastside Heritage Days" has been held.
- A comprehensive transportation alternatives study has been completed.
- A school-to-work and summer employment program has been established.
- A job training and skill update partner has been identified.
- The local labor force marketing package has been completed.
- The first annual job fair has been held.
- A source of day care subsidies has been identified and made available to female headed households and parents attempting to complete college degrees.
- A senior citizen resource database has been established.
Economic Programming

Introduction

Economic issues in the Far Eastside are closely linked with the social changes that have occurred in the area in the last three decades. The economic status of the community is best described by its declining incomes and increasing unemployment and poverty rates. Also a significant economic issue is the declining investment in existing structures. Currently, a majority of the jobs which become available locally are the result of regular turnover and are at entry level wages and benefits. Consumer opportunity is characterized by an absence of higher order goods. In the short-term, the community requires a stabilization of its economic characteristics. Action steps for the immediate future need to facilitate the increasing of local household incomes and the reinforcement of local commercial marketplaces. Economic programming for the Far Eastside, therefore focuses on restoring the opportunities available to the local labor force and building additional options for local consumers. Also a priority is the provision of incentives for encouraging reinvestment in existing commercial and residential structures. The short-term economic stabilization of the community focuses on.....

- Economic Objectives

1. Expanding local consumer opportunity;
2. Expanding local employment opportunity;
3. Promoting reinvestment in existing commercial properties and structures;
4. Promoting maintenance and reinvestment in residential structures.
Objective One: *Consumer Opportunity Expansion*

The expansion of consumer opportunity focuses on the provision of a more diverse selection of goods and services to area residents. In particular, this expansion focuses on higher order goods such as apparel, household furnishings, and culture and entertainment. The action steps for this expansion are intended to provide private sector businesses with an awareness of local market short-comings and incentives to operate outlets in the Far Eastside.

**Action Step 1: *Promotional Program***

Create a promotional program for the Far Eastside targeting the suppliers of the currently absent aspects of consumer opportunity. The promotion would take the form of a pamphlet, brochure, or newsletter, sharing with retailers relevant aspects of the Far Eastside's market analysis. Also included in the promotional material could be a demographics profile and the exploration of the needs of one particular household. A portion of the publication might also describe the characteristics of some of the commercially zoned vacant structures and land in the community.

*Action Agency:* Far Eastside Community Development Council would create and circulate the publication.

**Action Step 2: *Financing Package***

Provide a financial package of tax incentives and low interest loans as encouragement of the investment of businesses supplying goods and services that were identified as insufficient by the market analysis. The incentive package would be limited to retailers providing:

- apparel and related services;
- household furnishings and/or appliances;
- home improvement supplies;
- high order dining or entertainment.

*Action Agency:* Far Eastside Community Development Council would facilitate the program with the aid of city-wide taxing and economic development agencies.

**Action Step 3: *"Community Culture Fund"***

Establish a fund for the support of institutions interested in the development of cultural or entertainment facilities locally. This fund might assist with land acquisition, the rehabilitation of an existing structure, or marketing activities. Some examples of the application of this funding would be the restoration of one of the several local farmsteads to its historic past or the support of the opening of a branch of the Children's Museum. This "Community Culture Fund" would be limited to cultural and culturally orientated entertainment uses.

*Action Agency:* Far Eastside Community Development Council would facilitate the application of the fund and guide the effort to maintain its supply of donations and grant monies.
Objective Two: Employment Opportunity Expansion

Current job opportunities in the Far Eastside are primarily the result of regular turnover at area retailers and industrial establishments. The expansion of consumer opportunity requires both the attraction of new jobs to the area (either in the form of new businesses or business expansions) and the building of relationships between those employers and the local labor force. The improvement of the general skills and education of the labor force is one aspect of this programming. The other is the matching of these labor force characteristics with the needs of business and the building of social relationships between business owners and the community.

Action Step 1: Business Roundtable

Promote the building of linkages between area businesses and residents through the roundtable discussion of issues. These discussions would build relationships between the various businesses located in the area and contribute to their recognition of the Far Eastside as a community. These gatherings also have the potential for establishing relationships between these business and providing the community with the opportunity to market its labor force.

Action Agency: Far Eastside Community Development Council would facilitate the roundtables with the occasional participation of church, resident, and labor groups.

Action Step 2: Philanthropic Database

Establish a database of businesses willing and able to participate in philanthropic relationships with community organizations. These activities might include financial contributions to local job training or social programs, the sponsoring of a little league team, or the operation of booths at local festivals. These activities would serve to build a recognition of the role of the businesses in the community and provide exposure to the local labor force.

Action Agency: Far Eastside Community Development Council would organize the data base and match the appropriate agencies and businesses.

Action Step 3: Worker Training Grant

Establish a mini-grant program for the training of local workers by local firms. The employment of the local labor force would be encouraged through the provision of a fund that split the costs of training that would be incurred by the business. Only local businesses hiring local workers would be eligible for the program.

Action Agency: Far Eastside Community Development Council would manage the mini-grants and facilitate the program.

Action Step 4: Community Commitment Award

Establish a means to recognize a local employer for commitment to the community. Each year a business displaying a commitment to the local labor force would receive an award that included advertising in Indianapolis newspapers.

Action Agency: Far Eastside Neighborhood Association would select the award recipient.
Objective Three: *Reinvestment Incentives*

The private sector reinvestment in existing commercial structures and vacant lots contained within the developed area of the community serves as a means to preserve open space, minimize impacts on infrastructure, and promote community character. The action steps of this reinvest strategy include aspects of information management and a set of incentives and disincentives designed to guide development to the selected target areas. The accomplishment of this objective requires the provision of information to potential investors, in addition to the influencing of locational decisions once a business has committed to the community.

**Action Step 1: Window Displays**

Create a design theme for the show windows of vacant commercial structures. This theme could either serve as a promotion of the community and community events or provide information on the characteristics of the structure. Incorporated into the display could be a telephone number to call for additional information regarding the property or the community.

*Action Agency:* Far Eastside Community Development Council would create and maintain the displays.

**Action Step 2: Marketing Guide**

Establish a marketing guide of local vacant commercial lots and structures providing potential investors with information on the property and the local market and labor force conditions. This marketing device could be combined with those describing the local labor force and market conditions to form a comprehensive community economic development profile. An additional aspect of the profile could be a listing of incentives available for potential local investors.

*Action Agency:* Far Eastside Community Development Council would create and circulate the document.

**Action Step 3: Financing Package**

Establish a package of tax incentives, grants, and low-interest loans for private sector businesses interested in revitalizing existing properties. Grants and loans may be specified for remodeling and renovation costs.

*Action Agency:* Far Eastside Community Development Council would facilitate the creation and distribution of the fund.

**Action Step 4: "Parade of Properties"**

Establish a "Parade of Properties" through which potential private sector investors are introduced to local vacant lots and structures. At this time, CDC officials would be available to discuss local market conditions and reinvestment incentive packages.

*Action Agency:* Far Eastside Community Development Council would facilitate the event.
Action Step 5: Overlay "Impact Zone"

Study the potential local implications of the establishment of an overlay impact zone in Marion County which would include the agricultural portions of the Far Eastside community. Any development in this zone would be required to pay fees in support of local infrastructure improvements and natural systems modifications. The impact zone would include a time aspect - expiring after a set term, as the capacity of the local infrastructure increases. (See Graphic 13.01) (See Appendix for Impact Zone implementation guide)

*Action Agency:* Far Eastside Community Development Council would facilitate the study of the option.
Objective Four: Residential Maintenance

During the 1990's, a majority of the Far Eastside housing stock will require maintenance and at least some type of external repair. Decreasing rates of home ownership, combined with the decreasing incomes of those that do own their homes, provides the foundation for the deferral of maintenance. This deferral will result in declining home values, decreased community character, and the development of more serious structural problems. The action steps of residential maintenance are intended to provide home owners with both incentives for upkeep and the ability to afford minor repairs. Also significant is the support and expansion of home ownership.

**Action Step 1: "Resource Center"**

Establish a "home improvement resource center" from which area residents could check out tools and receive technical support for home maintenance and renovations. Borrowers would be required to supply only a small security deposit for the materials they check out.

*Action Agency:* Far Eastside Neighborhood Association would fund and operate the resource center.

**Action Step 2: "Housing Fair"**

Establish an annual "housing fair" at which residents could participate in sessions describing home maintenance and remodeling methods, home improvement loan acquisition, and personal finance management. The event would also include a parade of homes through which residents could learn from their neighbors successful methods of maintaining and renovating homes.

*Action Agency:* Far Eastside Community Development Council would organize the events with the support of city-wide contractors and financial institutions.

**Action Step 3: "Financing Package"**

Establish a package of home improvement financing options for local home owners. This package would include mini-grants and assistance with acquiring low interest loans from private sector financial institutions. Banks may offer loans over extended periods of time increasing the accessibility of home improvement funds to low and middle income home owners. This program would be divided into two sections. One would support owners of single family detached homes; the other would provide options for the owners of local apartment complexes.

*Action Agency:* Far Eastside Community Development Council would facilitate the program, make initial contacts with area banks, and provide referral to participating private sector institutions.

**Action Step 4: "Homefit" Program**

Establish a "Homefit" program which sends a contractor to the residence of a home owner who has previously requested assistance with a minor repair. The home owner would be required to be present at the time and learn from the contractor how to independently complete similar repairs in the future. This program may be an element of the home improvement resource center.

*Action Agency:* Far Eastside Community Development Council would facilitate the program.
Action Step 5: *Housing Counselor*

Develop a partnership with the Indianapolis Neighborhood Housing Partnership (INHP) which would make a housing counselor available to area residents through the CDC office at regular times during the week. This counselor would supply interested residents with information and advice on housing program and options.

*Action Agency:* Far Eastside Community Development Council with the Indianapolis Neighborhood Housing Partnership.

Action Step 6: *Tenant Support Program*

Develop a program of tenant training and support which would counsel renters on relations with management, the care of their units, and (if appropriate) information and advice on avenues to home ownership. This program could be combined with the provision of the housing counselor.

*Action Agency:* Far Eastside Community Development Council with the Indianapolis Neighborhood Housing Partnership.

Action Step 7: *Energy Forum*

Establish an energy forum to educate home owners and renters on efficient material and practices. The forum would provide advice for remodelers and contribute to the affordability of the local housing stock. Through this event, residents could make contact with agencies providing evaluations and recommendations of individual homes. The forum could take the form of an annual event in conjunction with the housing fair or become a responsibly of the part-time housing counselor.

*Action Agency:* Far Eastside Community Development Council with the Indianapolis Neighborhood Housing Partnership.

Action Step 8: *"Handyman." Program*

Establish a local "Handyman" program which would assist area residents with home maintenance while also training select residents in the construction industry. The program would be targeted to the un- and under-employed. Participants would serve an apprenticeship under a contractor and receive membership in the Remodelers Guild. (A similar program is currently operated by the Mapleton - Fall Creek CDC).

*Action Agency:* Far Eastside Community Development Council would organize the program with the aid of INET and the Remodeler's Guild.
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- Organizational Date
- Duration
Economic Programming Benchmarks

The benchmarks for the economic progress of the community provide a definition of self-sufficiency, as these benchmarks are reached, the community has progressed closer to the point where stabilization has been accomplished and long-term design has become feasible. Each benchmark denotes progress made toward the expansion of consumer and employment opportunity and the provision of incentives for commercial reinvestment and home maintenance.

☐ A community marketing program including labor force, market analysis, and property conditions has been created and distributed.

☐ Financing packages for commercial reinvestors, new retailers, and home owners have been established and publicized.

☐ The "Community Culture Fund" has been established.

☐ The philanthropic database and referral program has been completed.

☐ Worker training mini-grants are available.

☐ The first annual "Community Commitment Award" has been provided to a local business.

☐ The overlay "Impact Zone" has been studied for legality, feasibility and implications.

☐ The "Parade of Properties" has been established.

☐ The "Home Improvement Resource Center" is in operation.

☐ Housing counseling is available to local residents on a regular basis.
Physical Programming

Introduction

The physical issues of the Far Eastside are dominated by shortcomings in identity of place, shortcomings in the availability of park space, a lack of physical linkages between subdivisions, and questions regarding the usage of an abundance of undeveloped land. While each subdivision, apartment complex, and commercial center possesses its own character elements - signage, focal points, architectural themes - no such cues exist to identify the community as a whole. Also, travel between the various physical elements of the community is restricted to the automobile. Subdivisions are separated from each other, commerce, school, church, and recreation by the need to travel by car. Pedestrian and bicycle transit in particular are limited by the continued dominance of the automobile. The abundance of available land included within the community represents both a potential opportunity and threat. Unmanaged development in the area could place additional stress on infrastructure and natural systems, in addition to compounding issues of identity of place. This land does, however, offer the potential to provide absent park and recreational facilities and reintroduce natural systems into the community.

The accommodation of the physical issues of the community may require a comparatively complex and costly series of action steps. While the majority of social and economic objectives can be accomplished through programs and policy changes, physical objectives require time and the building of broad partnerships between a variety of city agencies and the private sector. The altering of the physical fabric of the established community may also require considerable amounts of money and the participation of a large percentage of the population. The physical program is based on the building of capacity for large scale, long term projects. Also provided are examples of the form long term physical changes may take. The physical program for the community is based on.....

- Physical Objectives

1. Promoting the development of identity of place;
2. Building community linkages;
3. Expanding park and recreation options;
4. Providing guidelines for growth management.
Objective One: Identity of Place

The development of identity of place focuses on the creation of physical elements which define and promote the presence of the Far Eastside as a community. Most significant is the building of a recognition of the role the region plays in the larger metropolitan area. The action steps are intended to provide a foundation for physical changes which will assist area residents in identifying the linkages between their subdivision and the surrounding developments, and between these places and the city as a whole.

Action Step 1: Logo Creation

Establish a community logo for use on area signage, community newspapers, and CDC business cards and letterhead. The process of creating the logo could take the form of a contest among area residents. The winning entry would receive a set of discounts at local businesses.

Action Agency: Far Eastside Community Development Council would facilitate the contest, establish the prize package, and select the winner.

Action Step 2: Signage Program

Establish a signage program for the community to identify significant physical features and provide information on area events and issues. All aspects of the signage program would be similar in design and appearance, and feature the community logo and a visual theme complimentary to the styles of the area. The signage program would be executed in phases and include:

- the establishment of kiosks and newsstands at significant community gathering spaces to inform residents of area happenings. Primary locations for these kiosks include the commercial centers at Pendleton Pike, and the intersection of 38th Street and Post Road.
- the creation of signage at the intersections of 38th Street and Post Road and Pendleton Pike and I-465. This signage would identify area features such as parks, the Little League Complex, a future multi-service center, and new developments by the private sector.
- establish a way-finding system for the community based on the features identified by the primary signage elements. The way-finding system would take the form of smaller signs posted throughout the community showing the way to significant features (Little League Headquarters, Multi-service Center, etc.).

Action Agency: Far Eastside Community Development Council would solicit funds and designs for the project and facilitate its completion as appropriate.
Initiate a study of re-design and redevelopment options for the intersection of 38th Street and Post Road. This location forms a natural community gathering space and focal point which has the potential to become a quasi "town center". Redesign studies should include the possibilities of mixed use development, the creation of a public transit hub, the increasing of densities, the development of site specific lighting and signage, the location of a community branch post office and library, linkages with future green spaces and routes of pedestrian movement, and linkages with a future multi-service center.

**Action Agency:** Far Eastside Community Development Council would commission the study and facilitate implementation as appropriate and feasible.
Objective Two: Linkage Creation

Linkage building involves the development of physical connections between points within and around the Far Eastside. Linkage creation could also be described as the provision of alternate means of transit throughout the community. While the signage program accomplishes some of this objective through providing way-finding along vehicular transit routes, the following actions steps focus on the pedestrian and the bicyclist. Linkage creation is based on the identification and development of alternative means of moving residents from their homes to the homes of their neighbors, commercial centers, school, church, and recreation.

**Action Step 1: Sidewalk Installation**

Promote the installation of sidewalks throughout the community. This sidewalk construction could occur as a element of regular street maintenance. As each roadway is resurfaced or expanded, the new construction would include the placement of sidewalks on both sides of the street as appropriate.

*Action Agency:* Far Eastside Community Development Council would facilitate the petitioning of the Dept. of Capital Assets Management for the inclusion of sidewalks with street repairs.

**Action Step 2: Street Furniture**

Establish a program for the installation of street furniture throughout the community. This furniture would feature a design theme similar to that of the signage and include benches, trash receptacles, bicycle racks, and a system of pedestrian orientated crosswalks. The bicycle racks, benches, and trash receptacles would be placed at significant community gathering places such as the commercial centers of Pendleton Pike and 38th Street and Post Road. The pedestrian crosswalk system would aid in the movement of people across heavily traveled streets. It would include pavement type changes to aid in the identification of pedestrian versus vehicle spaces.

*Action Agency:* Far Eastside Community Development Council would facilitate the design and installation of the street furniture.

**Action Step 3: Pedestrian Transit System**

Initiate a study of options for creating a pedestrian and bicycle transit system that would exist independently of current road patterns. This alternative transit system would link subdivisions, parks, schools, and commercial centers by developing pathways along stream channels, through vacant properties, and between subdivision property lines. This transit system would include way-finding signage, emergency phones, and intermittent benches, rest areas, and trash receptacles. Indian Creek and its tributaries would serve as the basis for the system; providing the potential to link the Far Eastside with the city-wide greenway system.

*Action Agency:* Far Eastside Community Development Council will facilitate the study and its implementation as appropriate.
Potential Pedestrian Transit System

[Diagram]

Potential character of pedestrian/greenway system
Objective Three: *Parks Development*

The Far Eastside as a whole is under-served by the parks and recreation options available to the population. These shortcomings are the result of (1) the presence of limited developed park space within the community and (2) the ineffectiveness of public transportation routes. The community includes a small collection of neighborhood parks which serve the residents living within the immediately surrounding subdivisions. An absence of sidewalks and limited bus service restrict the access of a majority of residents to local parks. Also absent from the community is an indoor recreation center capable of accommodating the activity needs of a variety of age groups. Matching the absence of developed park space is the abundance of vacant land and a variety of design options for overcoming the service gaps. The parks development action steps focus on increasing the accessibility of existing facilities and developing a foundation for the future expansion of services.

**Action Step 1: Recreational Excursions**

Establish a shuttle system through which church groups or local businesses sponsor excursions to recreational facilities across the city. These excursions could utilize church vans or business-chartered buses and would include outreach to recreational centers, golf courses, swimming pools, or sledding hills. The program would both supply access to recreational features and build connections among residents.

*Action Agency:* Far Eastside Community Development Council would facilitate the program with the support of area churches and businesses.

**Action Step 2: Greenways Plan**

Promote the development of a Greenways Plan for the Far Eastside sub-area as an element of the county-wide Comprehensive Parks, Recreation, and Open Space Plan. The plan would be assembled by the Indianapolis - Marion County Parks Department and would include.....

- physical designs for future area parks;
- a purchase plan for future park properties;
- alternatives for providing area residents with access to the completed system.

*Action Agency:* Far Eastside Community Development Council would pursue the development of the parks plan with the Indianapolis - Marion County Parks Department.

**Action Step 3: Parks Re-zoning**

Provide for the rezoning of proposed park and greenway properties to PK and LP (linear park) to preserve such sites from other forms of development.

*Action Agency:* Far Eastside Community Development Council would promote and monitor the re-zoning process.
Objective Four: Growth Management

Growth management can also be described as the planned use of resources. The Far Eastside’s most significant resource is the considerable amount of undeveloped land in, and adjacent to the area. This land (in combination with access to transportation routes) serves as the primary incentive for economic development. In recent years, this development has taken the form of light industrial facilities and residential subdivisions. Growth management focuses on the provision of guidelines for this growth - ensuring that new developments are complimentary to existing physical, social, and economic conditions. The action steps for growth management include those designed to guide both the location and character of investment. These action steps are based on the concept of delaying the development of the agricultural properties while focusing on the redevelopment of vacant lots and the building of local infrastructure and service capacities. As the stabilization of the community progresses, restrictions on new development would be incrementally lifted.

Action Step 1: Capital Asset Management Plan

Develop a capital assets management plan for the Far Eastside in conjunction with economic incentives and disincentives. The plan would provide a time table for the extension of city roads, water, and solid waste services to the current agricultural properties of the community and a schedule for the repair of existing roads, curbs, and sidewalks. Developments occurring in an area not designated for improvement would be responsible for financing roads and sewer and water connections to the site (in addition to paying impact fees for traffic generated, etc.).


Potential Infrastructure Management Zones
Action Step 2: *Land Use & Zoning Plan*

Establish a Far Eastside Land Use and Zoning Plan as an element of city-wide planning activities. The plan would form the basis for physical growth in the community establishing target areas for commercial, residential, and industrial development. Included as elements of the land use plan would be the Greenways Plan, the Capital Assets Management Plan, and the locational aspects of economic development disincentives and incentives. The establishment and implementation of the plan would include:

- the identification of land use target areas;
- the alteration of zoning designations to reflect land use target areas;
- the completion of a Far Eastside development guide describing the provisions of the plan to potential private investors.

*Action Agency*: Indianapolis DMD with Far Eastside Community Development Council.
Action Step 3: "Suburban Redevelopment Overlay Zone"

Investigate the feasibility of establish for the Far Eastside a "Suburban Redevelopment Overlay Zone" as a guide to the character of new development and redevelopment. This zone would apply to all construction and renovation in the Far Eastside. It would provide a set of design guidelines for the area intended to promote community character, alternative means of transportation, and identity of place. Aspects of these guidelines would direct development toward the creation of integrated shopping centers (including parking, marketing, and signage), mixed use developments, human scale landscaping, lighting, and signage, and pedestrian access to facilities throughout the community. Sections of the overlay zone would address commercial, residential, and industrial development based on the geography of land uses defined by the Land Use Plan. Potential specifics of each aspect of the zone would include.....

Residential: New residential subdivisions and large scale rehabilitation projects would be required to (1) provide a physical linkage to existing and proposed greenways as designated by the Greenways Plan, (2) conform to design standards of reflective development by echoing the general architectural features of existing structures, (3) provide for sidewalks on both sides of every street within the development, and (4) provide human scale lighting and signage.

Commercial: New commercial centers and rehabilitation projects encompassing a set number of square feet would be required to (1) create and conform to a circulation plan which includes a coordinated system of curb cuts, provisions for temporary bicycle storage, and linkages to existing and proposed greenways as designated in the Sub-area Greenways Plan, (2) conform to design standards of reflective development by echoing the general architectural features of existing structures, and (3) provide human scale lighting, signage, and sidewalks. Businesses would be encouraged through tax incentives and accelerated permitting processes to provide upper story residences as feasible and appropriate.

Industrial: All new industrial construction and rehabilitation projects would be required to (1) provide landscaped buffering between their sites and conflicting adjacent land uses, (2) provide a physical linkage to existing and proposed greenways as described by the Greenways Plan, (3) conform to design standards of reflective development by echoing the general architectural features of existing structures, and (4) provide sidewalks along streets within the development.

Action Agency: Far Eastside Community Development Council would facilitate the study of overlay zone costs, benefits, legal basis, and specific design standards.
Implementation Profile

The combination of economic incentives/disincentives, greenway provisions, capital assets plans, land use plans, and Overlay zoning poses a potentially significant barrier to private sector investment in the community as a whole. While the measures are intended to direct investment to the established portion of the community for the short-term, a possible side affect is the creation of an anti-growth stigma for the community as a whole. For this reason, the implementation of these measures must be concise, of a strictly limited time-frame, and accurately publicized. The Far Eastside Community Development Council should assume the role of guide to private sector investors.

- Example

The most complex development situation possible, given full implementation of the growth management measures, would be the case of a new apartment complex sited on currently agricultural property, in the impact zone, outside of the capital improvement area. During the process of site selection, the developer would contact FE CDC based on the promotional material they have received concerning the characteristics of the area. A staff member of the CDC will visit the site with the developer and discuss financing, zoning, and impact requirements associated with the site. The development does conform to existing zoning and is adjacent to a proposed but not completed greenway. The development would first have to be approved by city code enforcement authorities, at which time plans would be presented to the local design standards board for approval. To receive local approval, the development must (1) echo some basic architectural theme generally found within the area, (2) provide access to the area of the proposed greenway, (3) provide sidewalks along all internal streets, and (4) provide human scale lighting and signage. Upon approval, the developer is assessed an impact fee as appropriate to the additional traffic load it is anticipated the development will place on neighborhood streets. The developer is also responsible for any road upgrades to the site (including curbs and sidewalks) and the funding of connections to city water and solid waste management. Finally, the developer will pass the increased costs on to the consumers of the product.
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- Organizational Date
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Physical Programming Benchmarks

The benchmarks for the physical alteration of the community are based on identifying the point in time at which short-term studies and planning processes are completed and long-term implementation can begin. The benchmarks represent the building of a capacity for creating significant physical change.

☑ A community logo has been selected and applied to area newspapers, letterheads, etc.

☑ Informational kiosks and newsstands are in place around the community.

☑ The "Town Center" design study has been completed.

☑ Street furniture designs have been completed.

☑ The pedestrian transit program is completed.

☑ Sponsors for the recreational excursions have been identified.

☑ The Greenways Plan has been completed.

☑ The Capital Assets Management Plan has been completed.

☑ The Land Use & Zoning Plan has been completed.

☑ The feasibility study of overlay zoning possibilities has been completed.
Conclusion

Introduction - Defining Community

Approximately one half century ago, the process of rapid expansion resulting from pent-up housing demand, changes in the mortgage market, and the federal funding of highway construction significantly altered the development of the American city. The 1940’s also mark a turning point for American society as a whole. The proliferation of the automobile, the growing presence of women in the workplace, and the generally increasing complexity of modern living initiated a dramatic alteration of the relationship between city dwellers and their neighborhood.

Over the course of the last fifty years, the expanding mobility and activity of the population has resulted in a broadening of the meaning of community and the alteration of the roles of the "community" that is the area in which one lives. Prior to the 1940's, the neighborhood was the basis for social interaction in America. City dwellers identified themselves by the area in which they resided. In most cases, this was also the general area in which they worked, recreation, prayed, and shopped. It was the neighborhood in which their children went to school, the neighborhood where they had gone to school, and the neighborhood where many of their families had lived for several generations. The separate "communities" of family, work, school, and worship were united by a common geography. The mobility offered by the automobile, in addition to other changes in the basic elements of society created a division in these communities. Increasingly, one's neighborhood is not in the same city as that of their parents, and employment, worship, and shopping may be an hours drive or more away from home. In many cases, the neighborhood school has also become a thing of the past. With this division, the linkages between neighborhood and community have weakened. In terms of a sense of community, the place of employment, education, recreation, or programmed socialization has replaced the neighborhood as the dominant element. Husband, wife, and children exit their garage by car in the morning in route to work or school and return in the evening - not to leave the home again until the cycle is repeated the following day. Weekends are spent in a similar fashion - with residents traveling out of the neighborhood for recreation and socialization.

Most of the pre-1940's neighborhoods retain their sense of community in the form of an abstract sense of place. Many of the physical elements of community are also still present in those neighborhoods. The corner store, pedestrian transit system, front porches, history, and family ties support identity of place and provide a foundation for resident recognition of the roles the area plays in the larger metropolitan area. The underlying creator of community is a set of commonalities shared by people. Prior to 1940 the neighborhood was community as those who lived their often shared schools, churches, places of work, and recreation activities with their immediate neighbors. While lacking most of the physical elements of com-
munity, the subdivisions created following World War II did initially possess a strong sense of community. The residents of these new developments were predominately young Caucasian first-time homeowners. They each were in the very early stages of starting careers and families. They gathered to modify each others homes as their incomes grew, and to discuss the oddities of life as their families grew. The maturation of these communities, however, has resulted in the diversification of the characteristics of the population and the dissipation of the community that had been present. In many cases, sense of place development in these areas has been considerable weaker than in the pre-1940 neighborhoods, as the subdivisions were built not based on pedestrian transit and front porches, but rather the swift and efficient movement of the automobile and the strict separation of land uses.

Therefore, the 1990's represent the fiftieth anniversary of the diversification of the "community". Where this community was once united based on the geography of the neighborhood, it is now separated based on the personal associations with family, co-workers, and recreational partners. These personal associations are without geography and have led to a long overdue re-evaluation of the roles of neighborhood. Community has not been destroyed, but rather altered as an element of a changing society. One significant consequence of this diversification of community are the implications it has for the social, economic, and physical revitalization of neighborhoods. In traditional neighborhoods, the family ties and sense of place that remain serve as a basis for more tangible renewal programming. This recognition of place by residents and outsiders alike is a foundation for organizing citizen participation in the planning process, petitioning for city government attention, and the promotion of economic development. For postwar subdivisions, renewal programs are limited by a weak recognition of the roles of the area by residents, potential investors, and governmental agencies.

The Far Eastside - An American Community

The conditions and trends of the Far Eastside provide an example of the relationship between the diversification of community and the social, economic, and physical roles of neighborhood. As the subdivisions were developed in the Far Eastsid, a sense of community was present as neighbors worked together to move into and customize their homes and develop their families and careers. The maturation of the community coincided with a breakdown in the commonalities of the residents and the dissipation of the sense of community.

Over the course of the last thirty years, the societal changes affecting the Far Eastside have combined with a process of urbanization and decline as displayed by.....

- a 60% increase in the senior citizen population;
- a 4,767% increase in the African-American population;
- a 20% decrease in the number of married couple families, with a corresponding 278% increase in the number of female headed households;
- a 17% decline in median household income as compared with Indianapolis as a whole;
- a 9% increase in the poverty rate;
- a 20% increase in the rental occupancy rate;
- an overall decline in the quality of building conditions.

The result has been a socially, economically, and physically declining community which lacks the physical elements and personal associations which are the basis of identity of place, in a context were increasingly less value is placed on geographically orientated "community". The most pressing issue for the Far Eastside is the lack of sense of place as held by both residents and potential investors. This absent identity of place
represents a barrier to the organization of area residents for the exchange of information. It limits the area's ability to generate support for the petitioning of city officials and identifying resources. The weak identity of place also represents a barrier to economic development, as it limits marketing, cooperation between existing businesses, and the building of relationships between local consumers and retailers.

Key to any revitalization process is the recognition of the area to be revitalized, the efficient exchange of information within that area, the building of local resident support for action steps to be taken in that area, and a unified approach to the reinforcement of the local economy. The strong sense of place found in traditional neighborhoods typically serves as a facilitator of these requirements. The issue dominating the Far Eastside is not one of sense of community, but rather one of sense of place. A true geographically based community is not feasible (and perhaps not desirable) in America's 21st century cities. The future of the Far Eastside depends not on the building of a small town community character of the type that dominated neighborhoods prior to 1940, but rather the creation of a more shallow identity of place. This identity of place is needed to facilitate information exchange and the other aspects of revitalization. True community now lies with the church, school, family, or workplace regardless of geographic location. The community of place has been substituted with an identity of place in the traditional urban neighborhoods. The creation of this place in the declining postwar suburban neighborhoods is the first step in their revitalization process.

Goals, Objectives, & Action Steps

The goals, objectives, and action steps designed for the short term stabilization of the Far Eastside are based on the building of a sense of place upon which to develop more tangible revitalization programming. These program elements focus on (1) the capacity for information exchange, (2) the capacity for lobbying and soliciting government attention, (3) the identity of place within the larger metropolitan setting, (4) the relationship between local businesses and local consumers, (5) the relationship between local businesses and the local labor force, and (6) the relationship between local businesses and each other. Projects such as the neighborhood association development, the "Community Night Out", the council of churches, and the "Heritage Days Festival", as proposed for the Far Eastside, are intended to build the identity of place among the residents and facilitate the sharing of information. Likewise promotional programs, marketing guides, and financing packages are intended to build a recognition of the Far Eastside with potential investors. A number of other action steps such as the numerous land use and transportation studies and senior citizen and business databases are designed to identify resources present within the area. Without the creation of this identity of place and the location of resources, the overriding goals of growth management, community character building, and service provision are dramatically complicated.

The Community of the Future

The community of the future (and increasingly the present) is not one based on geography, but rather the social and economic commonalities between persons. The use of the automobile and the increasing complexity of society as a whole has diversified community from its pre-1940 neighborhood basis. Rather than being participants in one all-encompassing community that is neighborhood, individuals are involved in several communities based on work, recreation, family, and education. Often the restoration of sense of community is seen as vital to the revitalization of distressed neighborhoods. This goal of building sense of community, however, flies in the face of American society. Place based community is a thing of the past. The key to revitalization programming has become the creation or reinforcement of an identity of place as a foundation for information exchange and economic development.
The communities developed as a part of the postwar subdivision process represent a new frontier for neighborhood planning through the absence of the physical elements upon which more traditional neighborhoods rely on for their identity of place. While in many cases, traditional urban neighborhoods require the reinforcement of this identity of place, the declining suburban communities are in need of comprehensive programs to build self-recognition on the part of residents and place recognition on the part of potential investors. Place development in the suburban communities is complicated by the segregation of land uses and automobile culture that dominate the local characteristics. The successful neighborhood of the future is that which is able to identify the commonalities among its residents and use those commonalities as the basis for building an identity. In some cases, these commonalities may be shared needs, shared demographics, shared goals for the future, or the combination of a group of people with a set of needs and a group with the resources to meet those needs.
Appendices

Historic Structures Inventory
Financing Options
Impact Zone Implementation Guide
As identified by the Historic Sites and Structures Inventories for Warren and Pike & Lawrence Townships of Marion County, the following Far Eastside structures are of historic quality. Properties are listed by their historic rating and described by address, name (if appropriate), and the date of construction. The Inventory assigns an "O" rating to properties of outstanding significance. These properties are most likely listed on the National Register of Historic Places or are in consideration for such a listing. Above average properties not eligible for national recognition, but of local or regional importance receive an "N" rating. A "C" rating is assigned to properties meeting the basic criteria of being built prior to 1940, but not being of a particular significance. These properties are important in the contributions they make to the continuity of a community's historic fabric. A majority of the historic sites and structures in the Far Eastside are of significance as contributors to the sense of history.

### Outstanding Structures & Sites

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### Notable Structures & Sites

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<tr>
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The Indian Creek Cemetery
- East 52nd Street

The neighborhood of the Dwight Mowrey House - 8928 East 46th Street
Local Financing Options

Introduction

Several local sources of financing are available for the programming proposed for the Far Eastside community. Local funding sources do not include CDBG grants or other forms of federal assistance and are largely based on the status of the area as the subject of activities of a non-profit redevelopment group. Following is a listing of options that are available to the Far Eastside and similar Indiana communities. The appropriateness of these options varies with the conditions in the individual communities. Not listed are the numerous funds which the City of Indianapolis can apply for and use toward improvements in the area. The ability to create special taxes, such as food and beverage taxes, and taxing districts (Tax Increment Financing Areas) also lies with the city; with revenues from these alternatives also representing possible funding sources for local improvements. The Indianapolis law firm Baker & Daniels prepares a directory of local funding sources annually. The following options represent an overview of those that are available to non-profit agencies regardless of city or county affiliation and involvement. They are excerpts from the 1995 Baker & Daniels Local Government Funding Sources directory.

Special Taxing District Bonds

For certain types of projects, Indiana law authorizes the establishment of a special taxing district with the authority to finance a project by issuing its own special taxing district bonds payable from a special tax levied on all of the taxable property in the district. The project must involve a local public improvement that is not political or governmental in nature and that provides special benefits to the taxpayers in the special taxing district. The improvement must not be of a type normally provided for the general public by the government. Examples of special taxing districts include park, sanitation, flood control, and redevelopment districts. Uses such as schools and hospital are typically exempt from the tax. (Baker & Daniels p1)

Indiana Department of Commerce

The Department of Commerce administers a variety of state and federally funded programs that assist local areas with economic development, business expansion, and business attraction. The department evaluates all aspects of the project including (1) the total planned dollar investment by the business, (2) the number and type of new jobs created and the wages of the new jobs, (3) the relationship between the new business and existing facilities, and (4) the overall impact the industry will have on the community. The Department of Commerce offers financial assistance to both local units of government and businesses in the form of
programs funded through appropriations of the Indiana General assembly. Some of the IDOC financial assistance programs are:

- **Industrial Development Grants**

  Eligible entities (including special taxing districts, economic development commissions, and non-for-profit corporations) may apply for grants for off-site infrastructure projects to support new business development. This new business development includes the expansion of an existing facility and the location of a new manufacturing facility.

- **Industrial Development Loans**

  Eligible entities (including economic development commissions and special taxing districts) may apply for off-site infrastructure development in support of new business development. Each loan must be approved by the State Board of Finance; with a single project generally being limited to $1,000,000 in outstanding loans.

- **Indiana Strategic Development Grants or Loans**

  Eligible entities (including non-for-profit corporations whose purpose is industrial/business development in Indiana) may apply for grants or loans to pay for costs of industry-wide or sector-wide economic development, including marketing programs, technology development or deployment programs, training programs, and export development program. The grant or loan funds must not exceed 50% of the cost of the program. The maximum grant amount is $250,000 and the maximum combined grant and loan amount is $500,000. Any grant or loan requires a one-for-one match by the recipient and must involve the cooperative involvement of two or more Indiana businesses.

- **Training 2000 Grant**

  New or expanding Indiana businesses may apply for grants for reimbursement of eligible training costs, including instructor wages, tuition, and training materials for basic skills, transferable skills, company-specific skills, and quality assurance skills. Grants are limited to 50% of total eligible training costs for the project and require submission of a two-year training plan with the application.

- **Growth Investment Program**

  Eligible entity (businesses that propose to create new jobs in Indiana) may apply for projects for grants to support new business development. Grant proceeds must be used for the modernization of capital investments, new business formation, purchase of new technology, industrial land assemblage, infrastructure projects, or training programs. (These grants are only available on counties designated as having been in economic stress by the IDOC. Generally, a business may not have at any time a grant total in excess of $250,000.)

- **Economic Development for a Growing Economy ("EDGE") Tax Credits**

  Eligible entities (businesses that propose to create new jobs in Indiana) may apply for credit against certain state tax liability. The credit is limited to a duration of (10) tax years and to the incremental tax withholdings attributable to the new project. Tax credits may only be made available if the applicant is considering at least one other state for the project, the local governments have committed significant local
incentives for the project, and if the applicant does not receive the credit they will not create new jobs in Indiana.

Special Improvement Districts

In 1987, Indiana law was modified to allow Redevelopment commissions to request the legislative body to establish a Special Improvement District for redevelopment purposes. Such Special Improvement Districts are to encompass improvements proposed to be made which will provide special benefits to property owners in the District. Once the Special Improvement District is established, the unit may assess individual property owners for the direct benefit they receive from the special improvements. In essence, the motivation behind the Special Improvement District is traceable to the beginning of Special Taxing Districts by which a group of taxpayers band together and tax themselves for the improvements they need.

Economic Improvement Districts

The Economic Improvement District is similar to the Special Improvement District, however, it is governed by a Economic Improvement Board consisting of three members appointed by the local legislative body. The majority of board members must own real property in the district. Economic development projects are funded through the assessment of benefited taxpayers. Eligible projects include:

- designing, landscaping, beautifying, constructing, or maintaining public areas or public ways;
- promoting commercial activity or public events;
- supporting business recruitment and development;
- providing security and/or lighting for public areas;
- planning or managing development or improvement activities;
- acquiring, constructing, or maintaining parking facilities;
- constructing, rehabilitating, or repairing residential properties.
Impact Zone Implementation Guide

An impact fee may be imposed on new real estate development by a county, township, city, or town (a unit) to defray or mitigate the capital costs of infrastructure needed to serve the new development. The revenue derived from an impact fee may be used directly to pay the cost of infrastructure, or may be used to pay debt service on an obligation issued to provide infrastructure. Infrastructure refers to capital improvements owned or leased by a unit that compose:

- a sanitary sewer system or waste water treatment facility;
- a park or recreation facility;
- a road or bridge;
- a drainage or flood control facility;
- a water treatment, water storage, or water distribution facility.

An impact fee ordinance is adopted by the units legislative body. The determination of the appropriate legislative body to adopt the ordinance is dependent on the unit responsible for planning and zoning in the target area. A unit may not adopt an impact fee ordinance unless the unit has adopted a comprehensive plan. The unit must also establish an impact fee advisory committee, appointed by the executive of the unit and composed of not less than five and not more than ten members with at least 40% of the membership representing the development, building, or real estate industries.

An impact fee ordinance must establish one or more impact zones for each infrastructure type covered by the ordinance. The ordinance must apply to any real estate development in the impact zone for which the unit may require a structural building permit, and may apply only to an improvement that creates the need for additional infrastructure. The ordinance may take effect not earlier than six months after adoption and remains in effect for not more than five years. (A replacement ordinance may be adopted.)

A unit may not adopt an impact fee ordinance unless the unit has prepared or substantially updated a zone improvement plan (ZIP) for each impact zone during the immediately proceeding year. Generally, the ZIP must contain information relating to current infrastructure, estimated development in the following ten years, infrastructure needs with respect to the development during that period, and sources and amounts of money used to pay for infrastructure during the previous five years. A ZIP that provides for raising the level of infrastructure services must provide for completion of the necessary infrastructure within ten years, indicate the nature, location, and cost of the infrastructure necessary to raise the
level of serve, and identify the revenue sources and estimate the amount of revenue that the unit intends to use to raise the level of service. Generally, if other revenue sources are identified in the ZIP, the assessment and collection of an impact fee is conditioned on those sources being put in place and used. A unit may make a significant change to an impact fee schedule or formula or designate or alter the boundary of an impact zone only if a new or substantially updated ZIP has been approved within the immediately preceding year.

An impact fee may not be used to improve the level of infrastructure service in the impact zone with respect to real estate improvements in existence at the time the impact fee is assessed. In addition, an impact fee must be calculated to generate only the difference between the infrastructure costs and the amount of local and non-local revenues that will be available to dedicate to those costs. An impact fee ordinance may provide for the reduction of an impact fee for a development that provides sale or rental housing at a price affordable to those earning less than 80% of the median income in the county.

A unit that adopts an impact fee ordinance must establish a three member impact fee review board appointed by the executive of the unit, composed of a real estate broker licensed in Indiana, an engineer licensed in Indiana, and a certified public accountant. The board hears appeals of the amounts of impact fees, refunds and credits. A refund of an impact fee is payable in the event that reasonable progress is not made toward completion of the infrastructure of the fee-payer is unreasonably denied the use of the infrastructure. A credit applies if infrastructure or improvements are constructed relative to the development of a type (1) for which the unit imposed an impact fee in the impact zone, or (2) if the improvement allows the removal of a component of the infrastructure planned for the impact zone, is a useful addition to the ZIP, or is reasonably likely to be included in a future ZIP for the impact zone.
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