

# EAST 10<sup>TH</sup> STREET COMMERCIAL REVITALIZATION WORK PROGRAM



JUNE 2004

**EAST 10<sup>th</sup> STREET  
CIVIC ASSOCIATION**

**LISC**  
*Helping neighbors  
build communities*

**DCI**   
development**concepts**inc

# ACKNOWLEDGEMENTS

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## Purpose and Process of Study

The purpose of the *East 10<sup>th</sup> Street Commercial Revitalization Work Program* is to: 1) Update priorities and provide a progress report on work completed to date along East 10<sup>th</sup> Street; 2) Identify unexplored opportunities; 3) Evaluate organizational capacity; 4) Develop a core group for Work Program implementation; and 5) Prepare a task list for implementation. The result of this three-month planning process is a Work Program with physical, and organizational recommendations that are derived from the corridor's physical and economic constraints, as well as residents' and stakeholders' needs and desires.

The *East 10<sup>th</sup> Street Commercial Revitalization Work Program* process began in February 2004 with field reconnaissance by the consulting team. Four Strategic Planning Sessions were held starting in March and ending in May 2004. Participants of the Strategic Planning Sessions included area stakeholders, business owners, and residents along East 10<sup>th</sup> Street. Individuals attending the Strategic Planning Session; were briefed on the plan's progress, provided feedback on recommendations and offered input to shape the Work Program. It is intended that many of these individuals become champions of this plan and continue their involvement with the revitalization effort of East 10<sup>th</sup> Street through the Work Program's implementation.

The *East 10<sup>th</sup> Street Commercial Revitalization Work Program* is a continuation of previous planning projects including the *East 10<sup>th</sup> Street Study*, *Near Eastside Neighborhood Retail Study* and the *Ten East Main Street Design Workshop*. The previous studies provided basic market information and potential sites for focusing redevelopment. Other initiatives focused on defining priority areas, potential development directions, and urban design solutions. See the East 10<sup>th</sup> Street Planning Process diagram on page 6 of this report.

## Findings

East 10<sup>th</sup> Street offers a mix of neighborhood serving retail, specialty shops, and food and beverage establishments. Historically, East 10<sup>th</sup> Street has been a retail and entertainment destination with many stores, restaurants, bars and a prominent theatre; however increased competition from other retail and specialty destinations have drawn new investment to other parts of the City. Furthermore, existing retail services are spread along the two-mile 10<sup>th</sup> Street corridor. The result is a struggling neighborhood commercial corridor that lacks identity, a sense of place and defined center that meets social, economic, and cultural needs of its surrounding neighborhoods.



*Subway, at the corner of 10<sup>th</sup> and Oxford Streets, is one of many neighborhood retail establishments located along the East 10<sup>th</sup> Street corridor.*

Many aging commercial corridors struggle to maintain a viable position within the larger retail market. As populations have shifted and commercial development has followed residential development, many once-vibrant commercial centers are now underutilized and struggle to redefine their purpose. This is the case for the East 10<sup>th</sup> Street corridor. In particular this is the case for East 10<sup>th</sup> Street between Temple Avenue and Olney Street, the focus area for this study.

### **Revitalization Goals and Strategies**

Revitalization of East 10<sup>th</sup> Street must address economic, physical, and organizational aspects of the corridor. As a result, the recommendations in this Work Program provide goals, strategies, and action steps for addressing the issues identified throughout the process. The three revitalization goals presented in this report are:

- Reinforce existing retail direction.
- Define corridor identity.
- Improve the physical environment.

The Work Program offers input on how to better organize existing capacity to address the issues that confront revitalization of East 10<sup>th</sup> Street. The Work Program organizes the current capacity around existing tasks identified from past studies and new tasks presented in this study to achieve the goals of this report. The work program also identifies additional external capacity necessary for implementation of the suggested revitalization strategies that support three goals mentioned above. The action steps then provide a method for implementation of the identified strategies.

### **Redevelopment Strategy**

In order to better direct the limited resources available along East 10<sup>th</sup> Street, the Work Program concentrates its efforts in a smaller area within the two-mile corridor, known as the focus area. Limiting the effort to a smaller section of the corridor allows for the creation of a critical mass of new investment. The idea is to create a core of investment that can generate additional development through a well-defined and established center. The focus area was chosen for this Work Program because it has a higher concentration of existing retail and a significant number of recent or planned investments. The focus area is broken into three sub-areas. The central sub-area is a two-block segment between Parker and Dearborn Streets. This sub-area should be the initial location to begin strategic property acquisition. The east and west sub-areas provide a supporting role to the central sub-area. The central sub-area is identified as the prime location for initial revitalization efforts in this Work Program.

### **Next Step**

The “Next Steps” chapter outlines the necessary action steps for implementation of the Work Program. The action steps are the centerpiece of the “Next Steps” chapter and provide the impetus for capacity organization, funding, and roles and responsibilities. Task completion will require a collaborative effort among the East 10<sup>th</sup> Street Civic Association, area business/property owners and other entities as identified in the “Next Steps” chapter.

# East 10th Street Planning Process

## Planning Initiatives

**East 10<sup>th</sup> Street Study -- August 2000**

- Priority areas
- Problems & potentials
- Potential development directions for priority areas



**Near Eastside Neighborhood Retail Study -- October 2001**

- Market information to identify potential uses supported by study area
- Sites for focusing retail development



**Ten East Main Street Design Workshop -- March 2003**

- Façade & streetscape improvement recommendations
- Business recruitment
- Corridor unification



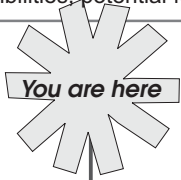
**East 10<sup>th</sup> Street Design Guidelines -- January 2004 (draft)  
July 2004 completion**

- Baseline for redevelopment activity
- Renovation and development
- Protect & enhance existing architectural character



**East 10<sup>th</sup> Street Commercial Revitalization Work Program -- March - May 2004**

- Evaluate and update work completed to date & update priorities
- Identify unexplored opportunities
- Evaluate organizational capacity
- Develop core group for implementation
- Prepare detailed task list for implementation (retail attraction & retention strategies; thematic/niche retail opportunities & marketing directions; real estate status & suitability for investment; public improvements; aesthetics & beautification; roles & responsibilities; potential funding sources)



## Next Steps

**Implementation -- June/July 2004**

- Execute tasks identified in *Work Program*
- Organize leadership to be development ready
- Approach & partner with developers

## Development Projects

10<sup>th</sup> & Rural Pocket Park -- August 2004 (tentative)

Rivoli Theatre Feasibility Study (in process)

## Development Projects

Construction of Brookside Elementary School #54 -- 2006 completion

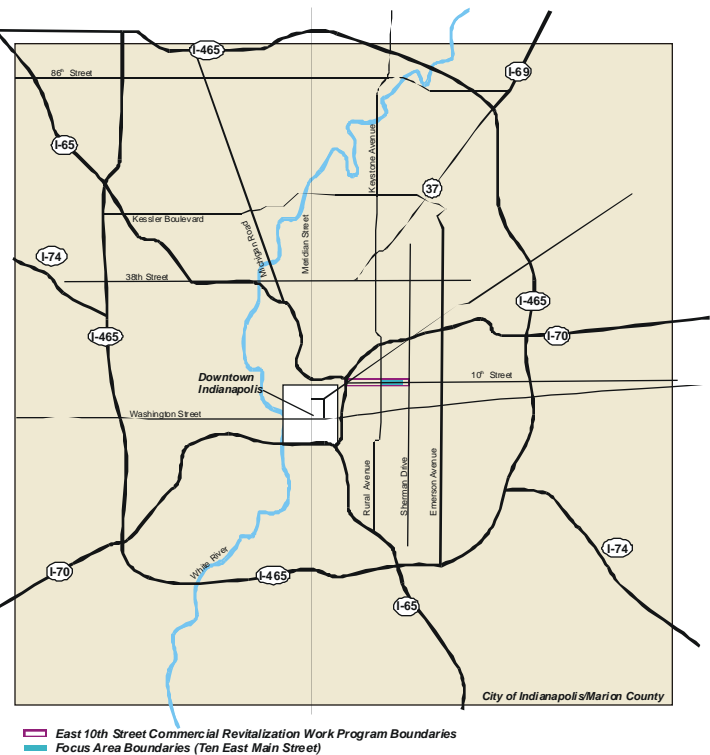
John H. Boner Community Center Expansion -- 2006 completion

## Context

The *East 10<sup>th</sup> Street Commercial Revitalization Work Program* study area spans approximately two miles of East 10<sup>th</sup> Street between Interstate 65/70 on the west and Sherman Drive on the east. The study area encompasses one-half block north and south along East 10<sup>th</sup> Street.

Since 2001, East 10<sup>th</sup> Street has been represented by the East 10<sup>th</sup> Street Civic Association, a not-for-profit charitable, educational, and community based organization. The community-led organization was created to help revitalize the Indianapolis Eastside by stimulating growth through the implementation of various physical and economic development initiatives. East 10<sup>th</sup> Street Civic Association is improving the Eastside through collaboration and partnerships with other public and private entities throughout Indianapolis. The East 10<sup>th</sup> Street Civic Association established Ten East Main Street, a portion of East 10<sup>th</sup> Street between Temple Avenue and Olney Street. Ten East Main Street is comprised of a concentration of historic buildings that house neighborhood services and retail. Ten East Main Street is not an entity or group of individuals -- it is one of several commercial and residential corridors throughout the City of Indianapolis with a significant amount of redevelopment potential. The East 10<sup>th</sup> Street Civic Association has engaged the community through this and other planning efforts in order to utilize this potential and return Ten East Main Street to a vital and healthy commercial corridor.

East 10<sup>th</sup> Street Context Map



Although the entire study area was considered during the development of this Work Program, the majority of the planning effort is dedicated to the focus area between Temple Street on the west and Olney Street on the east. The Focus Area is synonymous with Ten East Main Street. See the Focus Area Boundaries map located after this page.

The focus area is comprised of residential homes, churches, and a variety of retail and commercial buildings. Some of the more prominent buildings include Brookside Elementary School and the Rivoli Theatre at 10<sup>th</sup> Street and Dearborn Avenue. Recent investment activity in the Work Program boundaries include the 10<sup>th</sup> and Rural Pocket Park and renovation of Mzingo Place at 10<sup>th</sup> and Rural Streets.

Located near Downtown Indianapolis, East 10<sup>th</sup> Street is a vital east/west vehicular corridor. According to the *Near Eastside Neighborhood Retail Study*, approximately 15,500 vehicles travel East 10<sup>th</sup>

Street per day. East 10<sup>th</sup> Street provides access to Downtown Indianapolis and Historic Irvington. The East 10<sup>th</sup> Street study area is accessed from Downtown Indianapolis by way of Massachusetts Avenue or College Avenue. Sherman Drive and Rural Street Provide access from the north and south. The Study area is accessible from the east by way of 10<sup>th</sup> street via Emerson, Arlington and Shadeland Avenues.

### ***Issues Impacting Development***

East 10<sup>th</sup> Street's development status is related to its public image. Many perceive the corridor to be unsafe, poor, and lacking stability, making it difficult to market to potential investors. Several issues stem from a missing sense of place while others are related to lack of private investment. The issues that most directly impact future development of East 10<sup>th</sup> Street are summarized below. Although many other conclusions can be drawn about the east 10<sup>th</sup> Street Corridor, these five are the most significant issues impacting development.

#### *1. The corridor lacks visual continuity.*

Development along East 10<sup>th</sup> Street has occurred without attention to maintaining the architectural integrity of the corridor. Many modifications have been made to older buildings that detract from the corridor's historic character. Newer buildings are designed and constructed of materials not consistent with the surrounding development. Inappropriate signage also creates discontinuity and visual clutter. Signage along East 10<sup>th</sup> Street is often of inappropriate scale and style to their accompanying buildings and the overall corridor. Consistent streetscape elements including lighting, banners, and signage would also improve the visual continuity of East 10<sup>th</sup> Street.

#### *2. East 10<sup>th</sup> Street lacks a defined neighborhood/corridor center.*

The East 10<sup>th</sup> Street study area spans approximately two miles and includes a mix of neighborhood, institutional and commercial uses with no real critical mass that can be identified as a center. A commercial and cultural node of East 10<sup>th</sup> Street must be defined in order for the corridor to be successful. The area within the Ten East Main Street boundaries was historically a neighborhood retail center and still possesses the ingredients to, once again, become a neighborhood destination. The center should be demarcated from the rest of the corridor in terms of architecture, mix of uses, and streetscape treatment.

#### *3. Debris and litter frame the corridor in a negative manner.*

Debris and litter contribute to the negative image of the corridor by conveying a lack of interest and community involvement. East 10<sup>th</sup> Street is a significant pedestrian thoroughfare. The prominence of litter throughout the study area is largely a result of the pedestrian traffic, vacant land and buildings, and lack of trash receptacles.

#### *4. Vacant/underutilized buildings and lots are an opportunity for reinvestment.*

Like other urban corridors, vacant/underutilized properties present many problems for redevelopment efforts. Redevelopment of East 10<sup>th</sup> Street is no different. However, vacant properties along East 10<sup>th</sup> Street also present a significant opportunity for reinvestment. Vacant properties can be marketed to attract development that enhances or is compatible with the goals and desires of the neighborhood. Many vacant or underutilized properties along East 10<sup>th</sup> Street are attractive to developers because they are located on intersections or are architecturally significant.

#### *5. The corridor struggles to attract private investment.*

Like many older commercial corridors, East 10<sup>th</sup> Street has changed from its original role as a neighborhood retail center. In order for it to be competitive and successful, it must not live in the past or try to directly compete with large discount retailers. Today's neighborhood commercial corridors must be unique, sensitive to the local context, contemporary in development approach and delivery, and understanding of current retail trends. In order to attract new investment, public/private partnerships must be formed to pioneer investment along East 10<sup>th</sup> Street.

# CURRENT RETAIL DIRECTION

## chapter 3

### **Existing Retail**

A large percentage of commercial uses along East 10<sup>th</sup> Street are located within the Ten East Main Street Boundaries. Commercial buildings are predominantly older retail structures that have been modified or altered for their current use. Newer buildings include a mix of chain and local retail boxes like Village Pantry at 10<sup>th</sup> and Rural Streets and Speedway gas station and 10<sup>th</sup> Street and Parker Avenue.

An inventory of existing uses resulted in three basic categories for summarizing the retail trend along East 10<sup>th</sup> Street. The three categories were reinforced by discussions with area stakeholders. The three categories include: 1) neighborhood serving retail; 2) specialty retail; and 3) food and beverage.

The most common commercial category found within the focus area is classified as neighborhood serving retail. This category consists of convenience retail establishments, floral gift stores, dentist offices, laundry services, appliance shops, and gas stations. Examples of neighborhood serving retail include Community Choice Federal Credit Union at 10<sup>th</sup> and Rural Streets, and Food Stop Mart at 10<sup>th</sup> and Olney Streets.

East 10<sup>th</sup> Street has been known for many years as a location for acquiring secondhand and antique items. Along the East 10<sup>th</sup> Street corridor, this niche or specialty retail includes antique and thrift stores, and art and frame shops. These shops include Utrillo's Art between Lasalle and Tuxedo Streets, Audrey's Place at Lasalle and 10<sup>th</sup> Streets, and TenEast Antiques between Lasalle and Dearborn Streets.

A significant number of retail destinations along East 10<sup>th</sup> Street can be classified as food and beverage establishments. Food and beverage establishments include bars and restaurants like Peppy Grill at 10<sup>th</sup> and Tuxedo Streets, Rib House at Oakland Avenue and 10<sup>th</sup> Street, and O'Daly's Pub at Lasalle and 10<sup>th</sup> Street.



*TenEast Antiques contributes to East 10<sup>th</sup> Street's identity as a corridor that offers a variety of antique and thrift items.*

## **East 10<sup>th</sup> Street Progress Report**

Prior to the *East 10<sup>th</sup> Street Commercial Revitalization Work Program*, a number of tasks or recommendations were identified in the *East 10<sup>th</sup> Street Study*, *Near Eastside Neighborhood Retail Study* and the *Ten East Main Street Design Workshop*. The tasks provide immediate actions that can be implemented by the East 10<sup>th</sup> Street Civic Association and other organizations in the Near Eastside to engage residents and business owners in the revitalization of East 10<sup>th</sup> Street. The tasks are largely designed to: generate private investment along East 10<sup>th</sup> Street, rejuvenate social and cultural activities in the area, and beautify the corridor.

The progress report summarized in the following table, is a compilation of the tasks given in each of the previous planning studies, and the status of their completion as identified by the East 10<sup>th</sup> Street Civic Association. Most tasks are in-process or have been completed. Several items need to be revised or have been deferred to a later date.

As a response to the issues facing revitalization of East 10<sup>th</sup> Street, the East 10<sup>th</sup> Street Civic Association assembled six committees comprised of 35 community leaders, property owners and residents. These committees have worked toward improving the physical, economic and social climate of East 10<sup>th</sup> Street by securing funding for projects, facilitating façade improvements and commencing many other important initiatives. The six committees include:

- Organization Committee
- Economic Restructuring Committee
- Promotions Committee
- Design Committee
- Parks Committee
- Arts Committee

# East 10<sup>th</sup> Street Progress Report

Recommendations from East 10 <sup>th</sup> Street Study (August 2000)					
	Complete	In-Process	Defer	Revise	Notes
Zone/rezone property			✓		Per sites determined in Development Work Program
Reduce parking requirements for specific uses desired by the neighborhood			✓		Per site needs determined in Development Work Program
Review signage requirements					
Transition front, side & rear yards					
Encourage traditional sitedscape		✓			As described in Corridor Design Guidelines
Encourage mixed-use development		✓			As appropriate per Development Work Program
Increase land/amenities to increase building areas		✓			As appropriate per Development Work Program & Design Workshop
Create annual neighborhood homecoming party	✓			✓	Revised as annual holiday event - Tinsel Town on Ten East - celebrating retail component
Celebrate the arts on East 10 <sup>th</sup> Street		✓			Civic Association created Arts Committee focusing on recommendation
Create a neighborhood parade on East 10 <sup>th</sup> Street			✓		Not appropriate for the organization
Build capacity for plan implementation		✓			Civic Association Committee Structure; Development Work Program Partners
Share ideas, resources & successes of & with other neighborhoods		✓			On-going thru Indiana Main Street Community Exchange events
Celebrate the diversity, history & vitality of East 10 <sup>th</sup> Street		✓			On-going thru all Civic Association activities, as well as in collaboration with other organizations (i.e. Feast of Lanterns)

Recommendations from Near Eastside Neighborhood Retail Study (October 2001)					
	Complete	In-Process	Defer	Revise	Notes
Create 10 <sup>th</sup> Street business association	✓				East 10 <sup>th</sup> Street Civic Association (incorporated 11/27/2002)
Utilize discussions with business association to finalize development themes		✓			
Formulate redevelopment strategy for the Rivoli Theatre		✓			Partners with the newly-formed Rivoli Theatre & Concert Hall, Inc. Hired Tammi Hughes 8/2002
Consider creation of a commercial district manager position to focus on area	✓				
Prepare public improvements 'wish list'	✓				List is complete - have begun conversations with DPW & other City departments
Create list of potential types of businesses that are complementary to desired themes		✓			Per needs determined in Development Work Program
Create inventory of available space & keep brokers regularly informed of vacancies		✓			Current business inventory complete; LISC assisting CA with building inventory scheduled to begin 3/2004
Create business district incentive program such as façade improvements, design assistance, etc.	✓				Sign program funding 3 new or revised business signs in 2003; additional incentives to be created per Development Work Program results
Create marketing program including map of area & services			✓		TBD
Stay actively involved with the planning of the Market Square Area site		✓			
Establish database for neighborhood information		✓			
Meet with brokers			✓		As appropriate per Development Work Program
Create partnership with broker(s)		✓			As appropriate per Development Work Program
Publish promotional report		✓			
Identify group to receive CDE for New Market Tax Credits			✓		As appropriate per Development Work Program
Host open house for franchise opportunities			✓		Coming soon
Continue NESCO Business Awards				✓	Now the East 10 <sup>th</sup> Civic Awards
Develop small business assistance program		✓			

# REVITALIZATION GOALS & STRATEGIES

## chapter 5

The “Corridor Profile” chapter of this Work Program identified the following principal redevelopment issues:

- The corridor lacks visual continuity,
- East 10<sup>th</sup> Street lacks a defined neighborhood/corridor center,
- Debris and litter frame the corridor in a negative manner,
- Vacant/underutilized buildings and lots are an opportunity for reinvestment, and
- The corridor struggles to attract private investment.

Although many other conclusions can be drawn about the east 10<sup>th</sup> Street Corridor, these five are the most significant issues impacting development. This section of the Work Program will focus on addressing these issues by outlining goals and developing strategies to achieve those goals. Specific action steps to implement each strategy will be discussed in the “Next Steps” chapter.

### **Focus Area**

Although, the Work Program provides organization and direction for the entire east 10<sup>th</sup> Street corridor, it is recommended that three critical sub-areas within the focus area (west, central and east) become the priority for redevelopment efforts (See map located after page 14 of this report). Proposed revitalization goals, strategies, and action steps for these three sub-areas constitute key elements of this Work Program.

The proposed Work Program overlays the following goals for revitalization onto these sub-areas:

- Reinforcing the existing retail direction,
- Defining an identity for the corridor, and
- Improving the physical environment.

In support of these goals, strategies are identified that partner physical improvements with a programmatic direction that will help to attract additional investment. This includes identifying roles for public and private sectors.

### **Goal: Reinforce Existing Retail Direction**

As already indicated, current commerce along East 10<sup>th</sup> Street can be categorized as neighborhood serving retail, specialty retail, and food and beverage establishments. Strengthening these three retail categories is integral to successful revitalization of the corridor for the following reasons:

- Surrounding neighborhood residents depend on existing services,
- The corridor is identified throughout the area as the location to acquire antiques and thrift items, and
- Independently-owned specialty retail has become an important part of the corridor’s identity.

The success of East 10<sup>th</sup> Street as a commercial corridor is contingent upon retaining the existing commercial base and attracting new businesses that serve to enhance the East 10<sup>th</sup> Street business climate. Businesses that meet neighborhood residents’ needs and generate a larger draw from surrounding areas should be encouraged.

*Strategy: Improve Corridor Business Climate*

East 10<sup>th</sup> Street competes with other commercial locations for retaining and attracting businesses. Improving the business climate is an effective strategy for reinforcing the existing retail direction of East 10<sup>th</sup> Street that would give it an edge over competing locations. Improving the business climate involves removing limitations that inhibit business growth and providing basic support for fostering commerce. An improved business climate provides direction, support, and basic functions for growing, expanding or forming businesses.

The *East 10<sup>th</sup> Street Commercial Revitalization Work Program* recommends forming a “one-stop business center” to house all activities associated with business development. The one-stop shop would be responsible for marketing, developing, and administering all business development related services.

*Strategy: Enhance Community Based Activities*

The John H. Boner Community Center currently offers many community-based activities that target improving the workforce and business capacity of East 10<sup>th</sup> Street. Expanding those programs to include activities focused on creating jobs through business development will directly reinforce the existing retail direction.

**Goal: Define Corridor Identity**

Many communities struggle with revitalizing an aging commercial corridor. As populations have shifted and commercial development has followed residential development, many once-vibrant commercial centers are now underutilized and struggle to define a clear identity. This is the case for East 10<sup>th</sup> Street.

*Strategy: Establish a Sense of Place*

Fortunately, in this situation there is an existing fabric from which to build a sense of place. There is a clear physical sense about the types of former commercial uses and the building stock is predominantly historic, setting the context for future development and redevelopment. Remnants of East 10<sup>th</sup> Street’s commercial heyday provide an outstanding opportunity to create an identity that is more obvious than along commercial corridors with less historic fabric.

*Strategy: Beautify Corridor*

Like many other old urban areas the physical qualities that demarcate East 10<sup>th</sup> Street from other areas are often overpowered by visual clutter, litter and haphazard streetscaping. Fortunately,



*A core number of older commercial buildings along East 10<sup>th</sup> Street define the corridor's historic character.*



active citizens and civic groups have already established efforts to mitigate some of these issues. However, programs targeted at reducing litter and defining consistent streetscape elements will enhance the corridor's identity.

### **Goal: Improve Physical Environment**

The most evident, but difficult, goal in struggling commercial corridors is improving the physical environment. In many cases it requires many years and several public and private entities to improve the physical conditions of an area. However, complex situations don't always require complex solutions. In some cases, development is ready to occur and only needs a little nudge to make it happen.

#### *Strategy: Reuse Strategic Properties*

Older commercial corridors often struggle to attract private investment to revitalize an aging area. When the private sector alone cannot provide investment, public/private partnerships become an important tool for initiating development projects that are not otherwise likely to occur. The Work Program recommends the formation of public/private partnerships aimed at acquiring and developing strategic properties along within the focus area. In public/private partnerships the public entities often help reduce risk to private entities, thus making otherwise difficult and risky projects viable.

#### *Strategy: Identify Public Improvements*

Revitalization of commercial corridors also includes initiating public improvements that are necessary for the proper function and overall attractiveness of an area. Studying parking needs and right-of-way enhancements early on will help to plan where to better place future public and private investments by providing an understanding of physical and economic constraints.

### **Redevelopment Strategy**

In order to establish priorities for implementation of key action steps, the Work Program provides a strategy for redevelopment of the East 10<sup>th</sup> Street Corridor. Key elements of this strategy are illustrated in the 1 to 3 Year Redevelopment Opportunities diagram located after page 14 of this report. The key principals inherent in this diagram were developed in response to the Revitalization Goals & Strategies discussed previously in this section of the Work Program.

The Overall Strategy for Redevelopment suggests focusing 10<sup>th</sup> Street Corridor redevelopment activities in the focus area (Ten East Main Street) (see District Boundaries diagram after page 7). This district is naturally organized into three distinct sub-areas (east, central, and west). The central sub-area is bound by Parker and Dearborn Streets. Gateway opportunities at Rural and Sherman Streets can be developed to define the western and eastern boundaries respectively.

The physical conditions and market configuration suggest prioritizing redevelopment activities by sub-areas within the focus area. The commercial and physical continuity of the focus area is weakest within the central sub-area. This condition is both a threat and an opportunity; it offers the flexibility to create a node that reinforces a sense



*Consistent lighting and streetscape elements along East 10<sup>th</sup> Street will improve the overall appearance and lend to a more pedestrian friendly environment.*

of place as a catalyst for redevelopment of the entire East 10<sup>th</sup> Street Corridor. The central sub-area is higher in priority to the other sub-areas, it will be the catalyst that defines the entire corridor and enhances its identity. Planned investments like the new Brookside Elementary School and the Rivoli Theatre feasibility study in the central sub-area also offer additional impetus for redevelopment. A critical mass of new investment can stabilize the central sub-area and generate be a catalyst for development to the east and west.

As previously mentioned the central sub-area provides the greatest opportunity for redevelopment. The three vacant or underutilized properties in the central sub-area, identified in red squares on the Redevelopment Opportunities diagram, lend to its weak physical continuity. Acquisition and development of these three key properties will improve the overall character of the central sub-area and begin to define it as the centerpiece of the entire East 10<sup>th</sup> Street Corridor. As investment in the central sub-area occurs, additional investment is recommended in the four buildings identified as strategic reuse opportunities. Redevelopment or reuse of these four buildings will further increase the attractiveness of the focus area and its physical continuity.

Thus far, the *East 10<sup>th</sup> Street Commercial Revitalization Work Program* has outlined several goals and strategies for addressing issues along the East 10<sup>th</sup> Street corridor. The Work Program has also developed a strategy to maximize redevelopment efforts based on physical, economic, and organizational constraints for the next one to three years. The “Next Steps” chapter ties organizational capacity to the goals and strategies by identifying several key action steps. The action steps are designed to implement the Work Program strategies already discussed. These action steps provide the impetus for the “Next Steps” chapter.

The *10<sup>th</sup> Street Commercial Revitalization Work Program* is a road map for the East 10<sup>th</sup> Street Civic Association and the community for implementing several revitalization strategies and identifying catalyst projects that anticipate an overall strategy for redevelopment of this corridor over the next three years. If done well, and representative of the community's hopes and desires, this Work Program will begin the evolution of this corridor as a place that offers residents a place that anchors their community.

Previous planning efforts indicate that creating such a place does not just happen. The marketplace, without a roadmap, will often seek the path of least resistance. When market forces are not providing additional opportunities, the public and not-for-profit sectors needs to step in and “wake-up the market”, ideally in partnership with the private sector, to provide a setting conducive to new development that would not otherwise occur if left to prevailing forces.

Community plans that do not include recommendations for initial action steps and identify the capacity for accomplishing goals often result in failed expectations and skepticism. A Work Program must provide a vision with strategies tied to specific projects or actions about which the community will support. These projects and actions should serve as the building blocks for realization of the ultimate goal of a healthy and economically vital commercial and residential corridor.

### **Work Program Capacity Organization**

The 1 to 3 Year Work Program Capacity Organization diagram (located after page 16 of this report) defines the connection between the various entities involved in revitalization of East 10<sup>th</sup> Street and their relationship to the Work Program goals, strategies and action steps. As seen in the Capacity Organization Diagram, the capacity needed to implement the Work Program extends beyond East 10<sup>th</sup> Street Civic Association – it includes individuals and corporations from the private sector, and entities from the public and non-profit sectors. The diagram depicts the necessity for the formation of partnerships for implementation of development projects. The diagram also suggests the formation of a one-stop business center for improving the Corridor business climate. The one-stop business center would provide one location for all existing and prospective businesses along East 10<sup>th</sup> Street to gain information about the corridor, available business development tools and services, and assistance programs.

### **Key Actions Steps**

The 1 to 3 Year Work Program Capacity Organization diagram identifies several action steps for implementing the Work Program strategies. The Work Program strategies ultimately support a climate conducive to achieving the goals of the Work Program. The key action steps are grouped under their corresponding strategies and Work Program goals. The action steps include actions already underway and new actions necessary to support the Work Program strategies.

An important component of the 1 to 3 Year Work Program Capacity Organization diagram is the relationship between the capacity and the Work Program goals, strategies, and action steps. No one single organization can be responsible for revitalization of East 10<sup>th</sup> Street and implementation of the Work Program. Revitalization will be the product of a culmination of many different organizations and individuals coming together to improve the East 10<sup>th</sup> Street corridor. Revitalization requires that the

various private, public, and non-profit organizations, local residents, and business owners understand their role in the larger revitalization process. The roles and responsibilities diagram further delineates the role of the key entities involved in the implementation of the Work Program.

### ***Roles & Responsibilities***

The successful implementation of the recommendations contained in this Work Program will rely on the determined coordination and collaboration of a number of public and private sector entities. It is hoped that this Work Program will focus the efforts of those parties committed to the revitalization of East 10<sup>th</sup> Street on achieving the goals defined herein.

The Proposed Roles and Responsibilities table on page 17 in this Work Program proposes roles (leadership, support, or advisory) of the various stakeholders and other interested groups charged with directing development activities.

### **Work Program Timeline**

The proposed timeline of action steps shown on page 18 reflects all the action steps described within the Work Program for the entire Work Program district and the three focus areas. As such, it is organized around a three year timeframe; however some action steps are ongoing or reoccur beyond the initial three years. The timeline also delineates between current actions already implemented along the corridor, and new initiatives recommended in this Work Program. The flow of the timeline places a priority on the central focus area as a catalyst to define the corridor and to enhance its identity.

### **Tools for Implementation**

Proposed tools for implementing the Work Program action steps are outlined in the table on page 19. The table identifies potential tools that may assist in alleviating some of the financial burden of implementing the Work Program. These tools represent resources available from local, state, federal and not-for-profit entities. It is not intended to be inclusive of all potential non-private financing available to support the Work Program and its action steps.

**East 10th Street Commercial Revitalization Work Program**  
**1 - 3 Year Proposed Roles and Responsibilities**

Work Program Goals, Strategies and Key Actions	East 10th Street Civic Association		City of Indianapolis		Boner Center		NESCO		Private Sector		Public & Non-Profit Sector		Development Partnership		Rivoli Theatre & Concert Hall, Inc.	
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
<b>Improve Business Corridor Climate</b> > Expand Small Business Assistance Program > Complete Feasibility Study for Rivoli Theatre > Initiate Redevelopment Strategy for Rivoli Theatre > Continue Signage Assistance Program > Initiate Web Development Program > Refine Facade Improvement Programs > Market Business Development Programs (One-Stop Shop) <b>Enhance Community Based Activities</b> > Initiate Job Creation Program > Utilize Individual Development Accounts (IDA) > Expand Workforce Development Programs	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	S		S		S		S		S		S		S		S	
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	A	L	A	L	A	L	A	L	A	L	A	L	A	L	A	L
	S	A	S	A	S	A	S	A	S	A	S	A	S	A	S	A
	S		S		S		S		S		S		S		S	
	A		A		A		A		A		A		A		A	
<b>Establish Sense of Place</b> > Establish District Plan > Define Corridor Center > Initiate Gateway Definition > Refine Marketing & Image Building Material <b>Beauty Corridor</b> > Initiate Mural Program > Organize Consistent Neighborhood Cleanup > Initiate Landscape/Streetscape Plan > Redefine & Organize "Tidy Fridays" > Initiate Business Beautification Campaign	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
<b>Reuse Strategic Properties</b> > Define Strategy for Property Acquisition > Initiate Strategic Property Redevelopment Plan > Market Properties to Developers > Develop Property <b>Identify Public Improvements</b> > Initiate Parking Study > Identify Right-of-Way Enhancements	A/L	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
	L	A	L	A	L	A	L	A	L	A	L	A	L	A	L	A
	L	S	L	S	L	S	L	S	L	S	L	S	L	S	L	S
	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
	L	A	L	A	L	A	L	A	L	A	L	A	L	A	L	A
	S		S		S		S		S		S		S		S	

L = Leadership Role, S = Supporting Role, A = Advisory Role

**Work Program Goals, Strategies and Key Actions**

**THE NEXT 3 YEARS**

**FUTURE**

	2004	2005	2006	2007	2008	2009	2010
<b>Reinforce Existing Retail Direction</b>	> Expand Small Business Assistance Program						
	> Complete Feasibility Study for Rivoli Theatre						
	> Initiate Redevelopment Strategy for Rivoli Theatre						
	> Continue Signage Assistance Program						
	> Initiate Web Development Program						
	> Refine Facade Improvement Programs						
	> Market Business Development Programs (One-Stop Shop)						
	<b>Enhance Community Based Activities</b>						
	> Initiate Job Creation Program						
	> Utilize Individual Development Accounts (IDA)						
> Expand Workforce Development Programs							
<b>Establish Sense of Place</b>	> Establish District Plan						
	> Define Corridor Center						
	> Initiate Gateway Definition						
	> Refine Marketing & Image Building Material						
	<b>Beautify Corridor</b>						
	> Initiate Mural Program						
	> Organize Consistent Neighborhood Cleanup						
	> Initiate Landscape/Streetscape Plan						
	> Redefine & Organize "Tidy Fridays"						
	> Initiate Business Beautification Campaign						
<b>Reuse Strategic Properties</b>	> Define Strategy for Property Acquisition						
	> Initiate Strategic Property Redevelopment Plan						
	> Market Properties to Developers						
	> Develop Property						
	<b>Identify Public Improvements</b>						
	> Initiate Parking Study						
	> Identify Right-of-Way Enhancements						

New Initiative  
 Current Action (planned or active)  
 > Corridor  
 > Center  
 >E/W  
 Action that addresses entire corridor  
 Action that addresses center sub-area  
 Action that addresses east & west sub areas

**East 10th Street Commercial Revitalization Work Program**  
 1 - 3 Year Proposed Tools for Implementation

	Community Development Action Grant (CDAG)	Rehabilitation Investment Tax Credit (RITC)	Tax Increment Financing (TIF)	Local Initiatives Support Corporation (LISC) Corridor Tool Box	Federal Save America's Treasures Grants (NEA)	Urban Resource Partnership (URP)	Local Foundations	Build Indiana Fund	National Trust for Historic Preservation	Neighborhood Assistance Program (NAP)	Seed Capital Fund	Transportation Equity Act for the 21st Century (TEA-21)		
<b>Reinforce Existing Retail Direction</b>	<b>Improve Business Corridor Climate</b> > Expand Small Business Assistance Program > Complete Feasibility Study for Rivoli Theatre > Initiate Redevelopment Strategy for Rivoli Theatre > Continue Signage Assistance Program > Initiate Web Development Program > Refine Facade Improvement Programs > Market Business Development Programs (One-Stop Shop) <b>Enhance Community Based Activities</b> > Initiate Job Creation Program > Utilize Individual Development Accounts (IDA) > Expand Workforce Development Programs	X			X			X			X			
			X			X								
										X				
<b>Define Corridor Identity</b>	<b>Establish Sense of Place</b> > Establish District Plan > Define Corridor Center > Initiate Gateway Definition > Refine Marketing & Image Building Material <b>Beautify Corridor</b> > Initiate Mural Program > Organize Consistent Neighborhood Cleanup > Initiate Landscape/Streetscape Plan > Redefine & Organize "Tidy Fridays" > Initiate Business Beautification Campaign													
							X							
<b>Improve Physical Environment</b>	<b>Reuse Strategic Properties</b> > Define Strategy for Property Acquisition > Initiate Strategic Property Redevelopment Plan > Market Properties to Developers > Develop Property <b>Identify Public Improvements</b> > Initiate Parking Study > Identify Right-of-Way Enhancements													



*Located near the intersection of 10<sup>th</sup> and Rural Streets, recently rehabilitated Mazingo Place (above) is one of several mixed-use buildings along East 10<sup>th</sup> Street.*



*The East 10<sup>th</sup> Street corridor offers the Near Eastside community and its residents a variety of neighborhood and specialty retail services.*

For more information on the East 10<sup>th</sup> Street Civic Association or the East 10<sup>th</sup> Street Commercial Revitalization Work Program, please contact Tammi Hughes, Executive Director, 317.633.8162 or [thughes@teneast.org](mailto:thughes@teneast.org).

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**EAST 10<sup>th</sup> STREET  
CIVIC ASSOCIATION**