THE INGERSOLL AVENUE IMPROVEMENT PLAN

PREPARED WITH
THE CITY OF DES MOINES,
THE INGERSOLL AREA ASSOCIATION,
AND
AREA NEIGHBORHOOD ASSOCIATIONS
BY
RDG PLANNING & DESIGN

JULY 2004

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CHAPTER 1 ▪ DEMOGRAPHIC AND MARKET ISSUES

A strategic physical improvement program for Ingersoll Avenue should be investment and market-based. Such an approach requires an understanding of the current and evolving nature of the markets at work in the area and their current and evolving characteristics. This section describes key demographic and market issues in areas of Des Moines related to Ingersoll Avenue, concluding:

- Population and Household Characteristics
- Age Composition and Migration Patterns
- Race and Ethnicity Characteristics
- Income Characteristics
- Housing Issues

Major conclusions of this analysis include the following:

- The market area's population and number of households have remained relatively stable since 1990—a positive indicator for future neighborhood retail development. However, an analysis of the area's age composition suggests that individuals in many age groups, particularly middle-aged adults in mature households, migrated out of the market area during the 1990's. In contrast, the area experienced in-migration of young adults, as well as elderly residents.

- The Ingersoll market area can be grouped into three somewhat distinct subareas for most demographic factors: Tracts 26 and 27 east of 28th Street; tracts 28 and 29 between 28th and 42nd Streets; and the remainder of the area south of Grand Avenue and west of 42nd Street.

- While the market area's racial and ethnic composition largely reflects that of Des Moines as a whole, certain subareas are racially diverse. Diversity can foster development of additional specialty retail development, drawing customers from a wide area and bolstering Ingersoll Avenue's balance of trade.

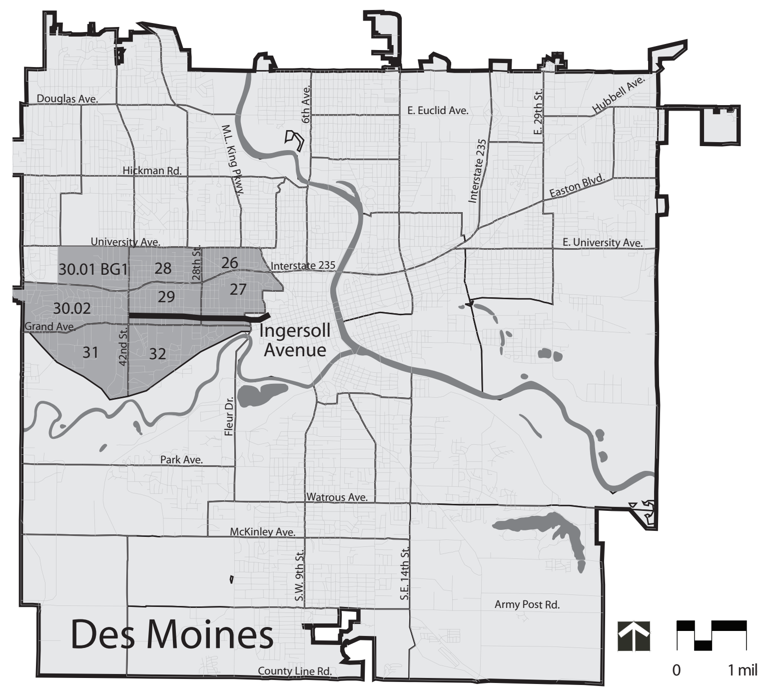
- Ingersoll Avenue serves an economically diverse market. Certain subareas have median household incomes of only about 60% of the citywide median, while others are at about 160% of the citywide median. However, the relatively low-income tracts increased at a higher rate during the 1990's than higher income tracts, suggesting a diminishing gap. The presence of high-income households within the market area suggests that additional professional office development would be viable along the street.

- The Ingersoll market area has a very high rate of renter-occupancy and a large number of multi-family housing units, attributable to a large number of students and elderly residents. Conservation of owner-occupied housing in nearby stable residential areas is essential. However, improving existing multi-family housing and developing new multi-family units along Ingersoll Avenue is equally important to the street's improvement. While housing affordability should be considered in development of new housing, current rent levels and home values are relatively moderate in the market area. In addition, the area exhibits a wide range of housing values.

- The market area's overall stability and subsequent demand for additional development will help improve Ingersoll Avenue's business and physical environment and repairing aspects that contribute negatively to its functioning as a mixed-use urban street.

MARKET AREA DEFINITION

In order to examine important demographic and economic trends affecting Ingersoll Avenue, U.S. Census data for various geographic areas were utilized. The market area examined in this section includes neighborhoods in Des Moines that are closely tied to Ingersoll Avenue. This area is shown at right and includes Census Tracts 26, 27, 28, 29, 30.02, 31, and 32, and block group 1 of tract 30.01. This area roughly corresponds to the Sherman Hill, North of Grand, Greenwood, Salisbury Oaks, Linden Heights, Westwood, Woodland Heights, Ingersoll Park, Waterbury, Drake and Drake Park neighborhoods and part of the Waveland Park neighborhood.



POPULATION AND HOUSEHOLD CHARACTERISTICS

The Ingersoll market area's population remained stable during the 1990's, increasing by 0.5%.

Table 1 presents the 10-year population trends in the Ingersoll study area and the City of Des Moines. Overall, the Ingersoll market area's population remained fairly stable between 1990 and 2000, increasing by 129 people, from 23,809 to 23,938. Tract 26, including areas east of 28th Street between Interstate 235 and University Avenue, experienced a substantial 13.1% population gain during the period, while Tract 31, which includes areas south of Grand Avenue and west of 42nd Street, experienced a 5.8% loss. The entire City of Des Moines gained 5,495 residents during the period, a 2.8% increase.

TABLE 1: POPULATION CHANGE 1990-2000

	1990	2000	Change	% Change
Tract 26	2,306	2,608	302	13.1%
Tract 27	3,936	3,823	-113	-2.9%
Tract 28	3,700	3,753	53	1.4%
Tract 29	4,417	4,596	179	4.1%
Tract 30.01 BG 1	1,231	1,176	-55	-4.5%
Tract 30.02	3,543	3,436	-107	-3.0%
Tract 31	1,910	1,799	-111	-5.8%
Tract 32	2,766	2,747	-19	-0.7%
Market Area Total	23,809	23,938	129	0.5%
City of Des Moines	193,187	198,682	5,495	2.8%

Source: U.S. Census Bureau

Overall, the market area's number of households experienced almost no change during the 1990's.

Table 2 illustrates changes in the number of households between 1990 and 2000. The change in the number of households in a neighborhood has a large effect on demand for all types of development, but especially on housing and retail development. The Ingersoll market area as a whole lost 39 households during the 1990's, or a loss of 0.3%. Within the market area, tract 29 experienced the largest gain probably because of new senior housing construction, with an increase of 56 households, or 2.3%. Tract 32 experienced the greatest loss, with a decline of 83, or 6.1%. Tract 26 displays an increasing household size, possibly attributable to new immigrants who reside in larger households. The number of households citywide increased at a faster rate than any of the market area tracts.

TABLE 2: HOUSEHOLD CHANGE 1990-2000

	1990	2000	Change	% Change
Tract 26	1,042	1,050	8	0.8%
Tract 27	1,885	1,903	18	1.0%
Tract 28	1,654	1,672	18	1.1%
Tract 29	2,468	2,524	56	2.3%
Tract 30.01 BG 1	540	524	-16	-3.0%
Tract 30.02	1,500	1,467	-33	-2.2%
Tract 31	777	770	-7	-0.9%
Tract 32	1,351	1,268	-83	-6.1%
Market Area Total	11,217	11,178	-39	-0.3%
City of Des Moines	78,453	80,504	2,051	2.6%

Source: U.S. Census Bureau

AGE COMPOSITION AND MIGRATION PATTERNS

While the market area's population has remained stable since 1990, the market area has experienced out-migration of certain age groups. The area also has a relatively young population.

Population trends can be analyzed by comparing a community's expected population (based solely on predicted changes in births and deaths) with the actual outcome of the 2000 Census. Table 3 below summarizes the results of such an analysis for the primary study area. These estimates are based on the following assumptions:

- A cohort-survival forecast method is used to forecast population. This method "ages" a five-year age range of people by computing how many of them will survive into the next five-year period. Cohort survival rates used were developed by the National Center for Health Statistics.

- Estimated birth and death rates for the population developed by the U.S. Bureau of the Census.

As shown in Table 3, the cohort-survival forecast methodology indicates that, without migration, the Ingersoll market area's population would have naturally increased by 1,257 people, or 5.3%, between 1990 and 2000. However, the 2000 Census indicates that the total population increased by only 129 people. The difference between these two growth rates is the result of net out-migration from the area. This difference, 1,128, represents a migration rate for the decade of about -4.5%.

However, this migration rate may be exaggerated for a variety of reasons. First, many Des Moines University and Drake University students, who comprise a portion of the market area's population, do not remain in the area after graduating. Thus, a large number of persons in the family-formation cohorts between ages 20 and 29 in 1990 moved out of the area shortly thereafter and did not have children while residing in the market area. This trend would limit the number of births in the area, resulting in a population less than that predicted based on typical survival and birth rates.

Table 4 compares predicted and actual population change for each age group in the study area. The predicted population indicates how many people would be in each age group in 2000 if the area had not experienced in- or out-migration. The variance percentage indicates the accuracy of the prediction, or whether people in a particular age group were more likely than others to move in or out of the market area.

The analysis shows that the Ingersoll market area's 2000 population displayed considerable net in-migration of young adults between ages 20 and 29, attributable to a large amount of housing in the area occupied by students at Des Moines University and Drake University. The area also experienced in-migration of older adults aged 75 and over, a result of a large amount of senior housing in the area. Every other age cohort displayed negative migration patterns, contributing to an overall migration rate for the market area of -4.5. The area saw significant out-migration among middle-aged adults, as well as young children. This suggests that while many individuals reside in the market area when they're young, they move out of the area as they establish families.

TABLE 3: PREDICTED AND ACTUAL POPULATION CHANGE

	1990	2000	Change	% Change
Predicted Population (based on survival and birth rates)	-	25,066	1,257	5.3%
Actual Population	23,809	23,938	129	0.5%
Predicted Male Population	-	11,947	811	7.3%
Actual Male Population	11,136	11,551	415	3.7%
Predicted Female Population	-	13,119	446	3.5%
Actual Female Population	12,673	12,387	(286)	-2 3%

Source: U.S. Census Bureau, RDG Planning & Design

TABLE 4: PREDICTED AND ACTUAL AGE COHORT CHANGE

Age Group	1990 Actual	2000 Predicted	2000 Actual	Actual minus Predicted	% Variance (Actual/Predicted)
Under 5	1,729	1,606	1,571	(35)	-2.2%
5-9	1,473	1,885	1,400	(485)	-25.7%
10-14	1,310	1,725	1,408	(317)	-18.4%
15-19	1,264	1,469	1,458	(11)	-0.7%
20-24	2,111	1,302	1,963	661	50.8%
25-29	2,414	1,253	2,097	844	67.3%
30-34	2,349	2,092	1,866	(226)	-10.8%
35-39	2,103	2,390	1,832	(558)	-23.4%
40-44	1,824	2,320	1,915	(405)	-17.5%
45-49	1,180	2,066	1,851	(215)	-10.4%
50-54	848	1,772	1,509	(263)	-14.8%
55-59	832	1,124	1,020	(104)	-9.2%
60-64	858	782	693	(89)	-11.3%
65-69	852	732	667	(65)	-8.9%
70-74	739	703	624	(79)	-11.2%
75-80	687	630	654	24	3.9%
80-84	583	474	578	104	22.0%
85+	653	742	832	90	12.2%
Total	23,809	25,066	23,938	(1,128)	-4.5%

Source: U.S. Census Bureau; RDG Planning & Design

Additional analysis examines the age groups that accounted for the largest share of the study area's population change during the 1990's. This helps to predict the area's population makeup if current trends continue into the future. In addition, it helps determine development needs in the area.

Table 5 displays changes in the age distribution of the primary study area's population between 1990 and 2000, and Figure 1 illustrates this data graphically. Young adults between ages 20 and 39 comprised a large proportion of the area's population in both 1990 and 2000, while young children and older adults make up smaller proportions. The area's large amount of affordable rental housing, discussed later in this chapter, is attributable to young adults.

Figure 2 illustrates the market area's age distribution by subarea. Due to similarities in demographic composition, Tracts 26 and 27 are combined; Tracts 28 and 29 are combined; and Tracts 30.02, 31, and 32, and block group 1 of Tract 30.01 are combined. This analysis indicates that Tracts 26, 27, 28, and 29 have a much younger population than the City of Des Moines at-large and Tracts 30.01, 30.02, 31, and 32 have older populations.

The market area's population aged somewhat during the 1990's. Those 40 to 59 years old made up the fastest growing share of the total population. However, this is attributable to the aging of a large "baby boom" cohort, and these age groups experienced out-migration from the market area during the decade. The number of children between ages 10 and 19 also increased considerably during the 1990's, despite out-migration of individuals in these cohorts. In addition, the market area gained older adults over age 85.

TABLE 5: AGE COMPOSITION AS PERCENT OF TOTAL POPULATION

Age Group	1990 Population	2000 Population	Change 1990-2000	% of Total 1990	% of Total 2000
Under 5	1,729	1,571	(158)	7%	7%
5-9	1,473	1,400	(73)	6%	6%
10-14	1,310	1,408	98	6%	6%
15-19	1,264	1,458	194	5%	6%
20-24	2,111	1,963	(148)	9%	8%
25-29	2,414	2,097	(317)	10%	9%
30-34	2,349	1,866	(483)	10%	8%
35-39	2,103	1,832	(271)	9%	8%
40-44	1,824	1,915	91	8%	8%
45-49	1,180	1,851	671	5%	8%
50-54	848	1,509	661	4%	6%
55-59	832	1,020	188	3%	4%
60-64	858	693	(165)	4%	3%
65-69	852	667	(185)	4%	3%
70-74	739	624	(115)	3%	3%
75-80	687	654	(33)	3%	3%
80-84	583	578	(5)	2%	2%
85+	653	832	179	3%	3%

Source: U.S. Census Bureau, RDG Planning & Design

Figure 1: Cohort Change, Ingersoll Market Area, 1990-2000

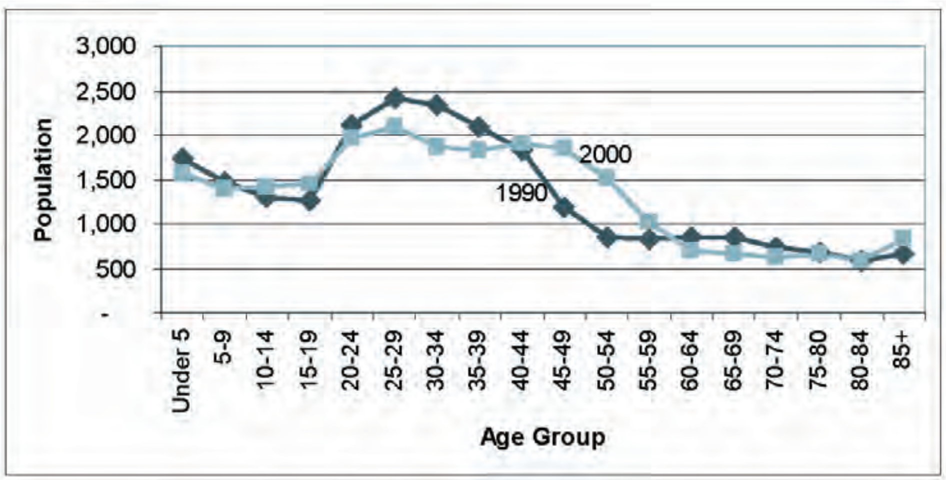
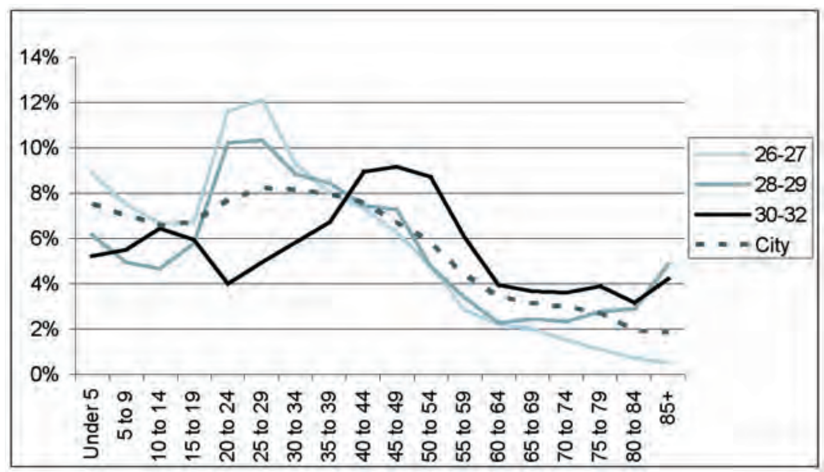


Figure 2: Age Distribution, Ingersoll Market Area Census Tracts and Des Moines, 2000



RACE AND ETHNICITY CHARACTERISTICS

Overall, the Ingersoll market area's racial makeup mirrors that of Des Moines at-large. However, certain subareas within the broader market area are very racially diverse.

Table 6 illustrates changes in the racial composition of the market area's population by tract. By and large, the Ingersoll market area resembled the entire City in both 1990 and 2000. However, Tracts 26 and 27 have particularly large black and Asian populations. Tract 26 experienced a notable decrease in its percentage of white residents during the 1990's. In contrast, Tracts 30.03, 30.03, 31, and 32 are notably less diverse than Des Moines at-large with white residents comprising over 95% of their populations.

The percentages of black and Asian residents increased in nearly every market area Census tract. Overall, the percentages of white residents in these tracts, as well as the City declined to some degree during the 1990's. However, these nominal decreases may be partially explained by the ability of individuals to indicate more than one race in the 2000 Census.

While the market area's Hispanic population is increasing, Hispanic residents comprise a smaller percentage of the Ingersoll market area's total population than Des Moines' total population.

Table 7 shows trends in the Hispanic populations of the market area Census tracts in relation to those of the City as a whole. Except for tract 29, all tracts within the market area experienced increases in their Hispanic populations between 1990 and 2000. While the market area's Hispanic population more than doubled during the 1990's, the City's Hispanic population nearly tripled. Within the Ingersoll market area, only tract 26 has a higher percentage of Hispanic residents than the City as a whole. Although most of Des Moines' recent Hispanic immigrants have settled in neighborhoods east and southeast of downtown, the recent increase in the west side's Hispanic population presents important challenges and opportunities.

TABLE 6: RACIAL MAKEUP OF POPULATION

	Asian Alone		Black Alone		White Alone	
	1990	2000	1990	2000	1990	2000
Tract 26	4.9%	6.8%	29.1%	36.4%	63.5%	43.6%
Tract 27	6.5%	9.9%	31.1%	28.2%	60.2%	54.1%
Tract 28	1.9%	2.3%	6.5%	7.5%	90.5%	84.9%
Tract 29	2.1%	1.8%	6.2%	6.7%	90.6%	86.7%
Tract 30.01 BG 1	0.5%	0.3%	1.5%	1.4%	98.1%	96.4%
Tract 30.02	0.4%	0.8%	0.6%	1.0%	98.7%	97.2%
Tract 31	0.6%	1.1%	0.5%	0.4%	98.7%	96.8%
Tract 32	0.5%	0.9%	0.7%	2.4%	98.7%	95.1%
Market Area Total	2.4%	3.3%	10.4%	11.5%	86.1%	80.2%
City of Des Moines	2.4%	3.5%	7.1%	8.1%	89.2%	82.3%

Source: U.S. Census Bureau

TABLE 7: HISPANIC AND FOREIGN-BORN RESIDENTS

	Hispanic Residents				Foreign-Born Residents			
	1990		2000		1990		2000	
Tract 26	78	3.4%	319	12.2%	143	6.2%	771	29.6%
Tract 27	125	3.2%	169	4.4%	267	6.8%	548	14.3%
Tract 28	69	1.9%	229	6.1%	36	1.0%	275	7.3%
Tract 29	88	2.0%	154	1.1%	183	4.1%	526	11.4%
Tract 30.01 BG 1	7	0.6%	23	2.0%	40	3.2%	20	1.7%
Tract 30.02	23	0.6%	37	1.1%	13	0.4%	106	3.1%
Tract 31	12	0.6%	15	0.8%	55	2.9%	48	2.7%
Tract 32	16	0.6%	33	1.2%	63	2.3%	41	1.5%
Market Area Total	418	1.8%	979	4.3%	800	3.4%	2,335	9.8%
City of Des Moines	4,629	2.4%	13,138	6.6%	6,076	3.1%	15,713	7.9%

Source: U.S. Census Bureau

The Ingersoll market area has experienced a dramatic increase in its immigrant population since 1990.

Table 7 also indicates changes in the market area's foreign-born population. Overall, the market area experienced a near threefold increase in its foreign-born population between 1990 and 2000. Eastern portions of the market area had the most significant increases during the decade. By 2000, foreign-born residents comprised nearly 30% of Tract 26's total population. This ethnic diversity can help broaden the economic opportunity for urban corridors such as Ingersoll Avenue.

INCOME CHARACTERISTICS

While household incomes in the Ingersoll market area vary greatly by Census tract, subareas with low median incomes increased at a faster rate during the 1990's than those with high median incomes.

Perhaps the most important determinant of demand for retail development is household income. Household income distributions help to highlight specific development needs in the area, including required housing pricing.

Table 8 presents median household income data for the Ingersoll market area. Median household incomes range widely, from $23,472 in Tract 26 to $69,899 in tract 30.02. Both Tracts 26 and 27 have median income figures of about 60% of the citywide median of $38,408, while Tracts 30.02, 31, and 32 display figures over 160% of the citywide median. Low incomes in the eastern Census tracts are at least partially caused by a large student population. Some parts of the market area also have a large number of retired persons on fixed incomes. In any case, Ingersoll Avenue serves a very economically diverse market.

In addition, Tracts with low median incomes had higher rates of increase during the 1990's than those with high median incomes.

TABLE 8: MEDIAN HOUSEHOLD INCOME

	1989	% of City Median	1999	% of City Median	% Change 1989-1999
Tract 26	$15,131	56.7%	$23,472	61.1%	55.1%
Tract 27	$13,293	49.8%	$23,256	60.5%	74.9%
Tract 28	$26,331	98.6%	$40,362	105.1%	53.3%
Tract 29	$21,974	82.3%	$33,620	87.5%	53.0%
Tract 30.01 BG 1	$41,346	154.8%	$49,615	129.2%	20.0%
Tract 30.02	$49,712	186.2%	$69,899	182.0%	40.6%
Tract 31	$52,862	198.0%	$67,917	176.8%	28.5%
Tract 32	$47,442	177.7%	$61,809	160.9%	30.3%
City of Des Moines	$26,703	100.0%	$38,408	100.0%	43.8%

Source: U.S. Census Bureau

HOUSING ISSUES

This analysis summarizes important housing variables within the market area. Housing rehabilitation and improved housing values will retain and attract population and will increase the potential retail market.

Overall, the Ingersoll market area is stable in terms of number of housing units. Although occupancy characteristics vary significantly by census tract, several of the market area tracts have very high percentages of renter-occupied units.

Table 9 displays housing occupancy and tenure characteristics for the Ingersoll market area. The entire market area has a higher rental-occupancy rate than the City as a whole. In the market area, 47.7% of all units were renter-occupied in 2000, compared with 33.4% citywide. Tracts 26 and 27 have the highest rates of rental-occupancy in the market area, at 67.7% and 71.9% respectively. In contrast to the rest of the market area, tracts 26 and 27 experienced slight increases in renter occupancy. These two tracts also have relatively high vacancy rates, while the broader market area's vacancy rate mirrors that of the City. The market area's overall vacancy rate declined between 1990 and 2000.

TABLE 9: HOUSING OCCUPANCY CHARACTERISTICS

	Total Units		% Owner Units		% Renter Units		% Vacant Units	
	1990	2000	1990	2000	1990	2000	1990	**2000**
Tract 26	1,257	1,168	16.4%	22.2%	66.5%	67.7%	17.1%	10.1%
Tract 27	2,187	2,061	16.6%	20.5%	69.6%	71.9%	13.8%	7.7%
Tract 28	1,796	1,755	44.2%	50.0%	47.9%	45.2%	7.9%	4.7%
Tract 29	2,599	2,674	33.4%	35.5%	61.6%	58.9%	5.0%	5.6%
Tract 30.01 BG 1	549	531	69.0%	69.1%	29.3%	29.6%	1.6%	1.3%
Tract 30.02	1,535	1,512	76.2%	78.4%	21.6%	18.6%	2.3%	3.0%
Tract 31	785	787	74.3%	76.9%	24.7%	21.0%	1.0%	2.2%
Tract 32	1,433	1,396	58.4%	60.7%	35.9%	30.2%	5.7%	9.2%
Market Area Total	12,141	11,884	42.8%	46.4%	49.6%	47.7%	7.6%	5.9%
City of Des Moines	83,289	85,067	58.4%	61.3%	35.8%	33.4%	5.7%	**5.4%**

Source: U.S. Census Bureau

The Ingersoll market area has a particularly high percentage of multi-family units.

Table 10 presents the distribution of housing types in the area. A significantly higher proportion of the market area's housing units are in multi-family structures than that of the entire City—46.6% compared with 25.1%. About one-fourth of all apartments in Des Moines are located within the Ingersoll market area. Student occupancy and high-end rentals to older adults account for many of the multi-family units. Single-family detached units make up less than half of the market area's housing units, compared with nearly two-thirds of units citywide.

TABLE 10: HOUSING TYPES, 2000

	1-Family Detached		1-Family Attached		2-Unit		Multi-Family	
	Number	%	Number	%	Number	%	Number	%
Tract 26	293	25.1%	23	2.0%	102	8.7%	744	63.7%
Tract 27	511	24.8%	45	2.2%	84	4.1%	1,417	68.8%
Tract 28	951	54.2%	13	0.7%	117	6.7%	668	38.1%
Tract 29	898	33.6%	28	1.0%	95	3.6%	1,645	61.5%
Tract 30.01 BG 1	352	66.3%	7	1.3%	63	11.9%	111	20.9%
Tract 30.02	1,141	75.5%	34	2.2%	94	6.2%	239	15.8%
Tract 31	626	79.5%	0	0.0%	39	5.0%	119	15.1%
Tract 32	756	54.2%	14	1.0%	29	2.1%	597	42.8%
Market Area Total	5,528	46.5%	164	1.4%	623	5.2%	5,540	46.6%
City of Des Moines	55,251	64.9%	2,376	2.8%	3,415	4.0%	21,378	25.1%

Source: U.S. Census Bureau

Housing costs in the market area as a whole are quite moderate. However, median rents and home values vary greatly among the market area Census tracts.

Table 11 displays housing costs and values for the Ingersoll market area. While average housing costs in the area are similar to those of the entire City, they vary widely by subarea. Median rent figures range from $411 per month, or 77.3% of the City median in tract 26 to $753, or 141.5% of the City median in Tract 32. Similarly, median housing values range from $57,000, or 70.3% of the City median in Tract 26 to $204,000, or 251.7% of the City median in Tract 32.

Table 12 presents data regarding the assessed values and sales prices of residential class properties throughout the Ingersoll market area. The map below depicts the location of zones used by the Polk County Assessor's Office. This data further illustrates moderate housing values in areas north of Grand Avenue and east of 42nd Street and higher values both west of 42nd Street and south of Grand Avenue.

TABLE 11: HOUSING COSTS AND VALUES, 2000

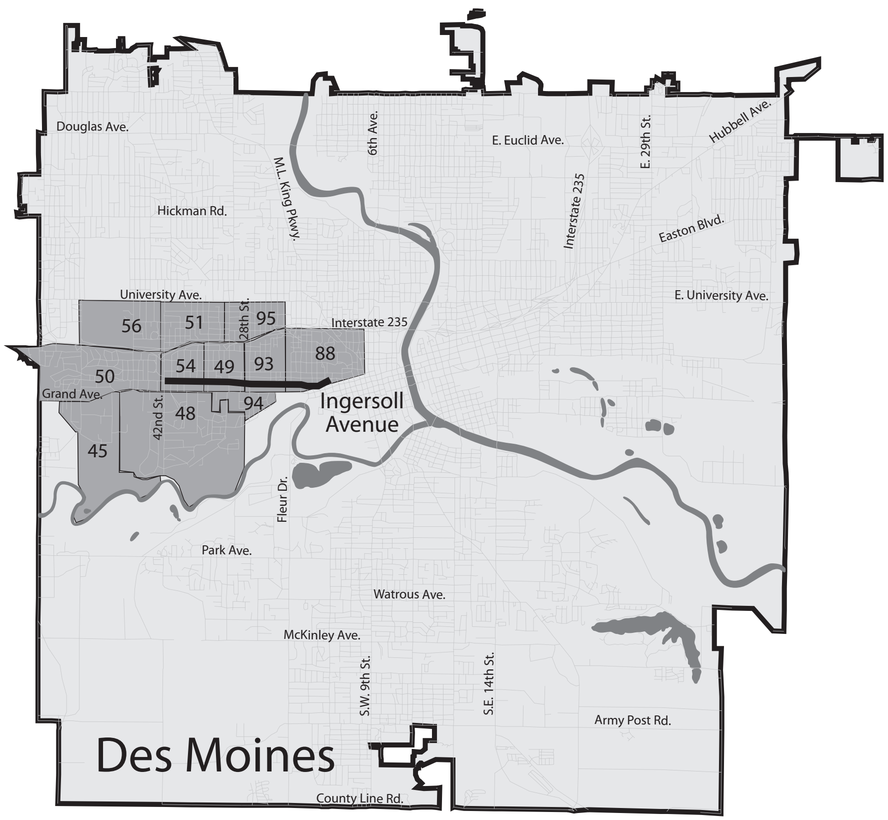
	Median Gross Rent	% of City Median	Median Value of Owner Units	% of City Median
Tract 26	$411	77.3%	$57,000	70.3%
Tract 27	$426	80.1%	$66,500	82.0%
Tract 28	$450	84.6%	$90,200	111.2%
Tract 29	$543	102.1%	$79,600	98.2%
Tract 30.01 BG 1	$516	97.0%	$109,200	134.6%
Tract 30.02	$540	101.5%	$152,300	187.8%
Tract 31	$498	93.6%	$177,000	218.2%
Tract 32	$753	141.5%	$204,100	251.7%
City of Des Moines	$532	100.0%	$81,100	100.0%

Source: U.S. Census Bureau

TABLE 12: SALES AND ASSESSMENT DATA FOR RESIDENTIAL CLASS PROPERTIES, 2003

Zone	Median Assessment	Median Sale Price
DM45	$145,640	$164,000
DM48	$197,400	$227,000
DM49	$83,020	$101,000
DM50	$184,660	$230,000
DM51	$95,770	$107,900
DM54	$94,700	$110,000
DM56	$132,830	$142,900
DM88	*	*
DM93	$62,190	$80,000
DM94	*	*
DM95	*	*

Source: Polk County Assessor's Office
**Sales volumes for certain areas were inadequate to produce an accurate average.*



Map 2:
Assessment Zones

CHAPTER 2 ▪ EXISTING CONDITIONS

Ingersoll Avenue is a a mixed use street with exceptional urban scale, making it especially significant in Des Moines. However, different parts of the street have different personalities. An overall concept plan for the street should:

- Establish unified themes and principles to guide overall development.

- Within a unified concept, define specific development features and opportunities that reflect the individual qualities of the street's urban setting.

This section examines the fabric of Ingersoll Avenue and identifies development issues for the street. Major elements include:

- Urban Context
- Land Use Character
- Parking Supply
- Business Environment
- Historic Resources
- Street Environment
- Urban Design

INGERSOLL AVENUE IN ITS URBAN CONTEXT

Ingersoll Avenue is an important mixed-use corridor linking Downtown Des Moines with neighborhoods on the City's west side. The street's land use pattern reflects its historical role as a major streetcar line with a relatively high-density and mix of commercial, residential, and civic land uses. It includes space for downtown support and retail, personal services and office employment locations for stable neighborhoods west of Downtown. While most of the corridor developed in the first half of the 20th century and reflects the traditional neighborhood pedestrian character with relatively small setbacks, the street also includes free-standing buildings surrounded by parking. Commercial development originally clustered around the major intersections, with high-density residential growth occurring between those clusters, taking advantage of the varied services and transportation access offered. In some places, commercial development has occurred between major intersections, but many fine multi-story apartment buildings remain.

LAND USE CHARACTER

The overall mixed use character of Ingersoll Avenue includes some more specific, fine-grained features. Maps 3, 4, and 5 display land uses along Ingersoll Avenue and intersecting streets. Major land use characteristics are as follows:

- The east end, between 14th and 23rd Streets is dominated by automotive uses and downtown support services. The area east of 18th Street has a particularly large number of auto sales and auto repair establishments. A vacant tract of land lies on the northeast corner of Ingersoll Avenue's intersection with M.L King Jr. Parkway.

- The central portion, between 23rd and 30th Streets, contains the largest concentration of retail commercial uses. Ingersoll's intersection with 28th Street represents an important commercial node, with a variety of retail, office, service, restaurant and entertainment uses.

- While the west end, between 30th and 42nd Streets, includes several retail uses, its dominant land uses involve multi-family residential development and small offices. In particular the area west of 37th Street contains a large number of single-family homes that have been converted to offices.

PARKING SUPPLY

As in any commercial district, adequacy of parking facilities is important to Ingersoll Avenue. Maps 3, 4, and 5 illustrate the location and approximate size of on- and off-street parking facilities along the street based on data from the City of Des Moines and verification by RDG Planning & Design. Table 13 compares the existing number of on- and off-street parking

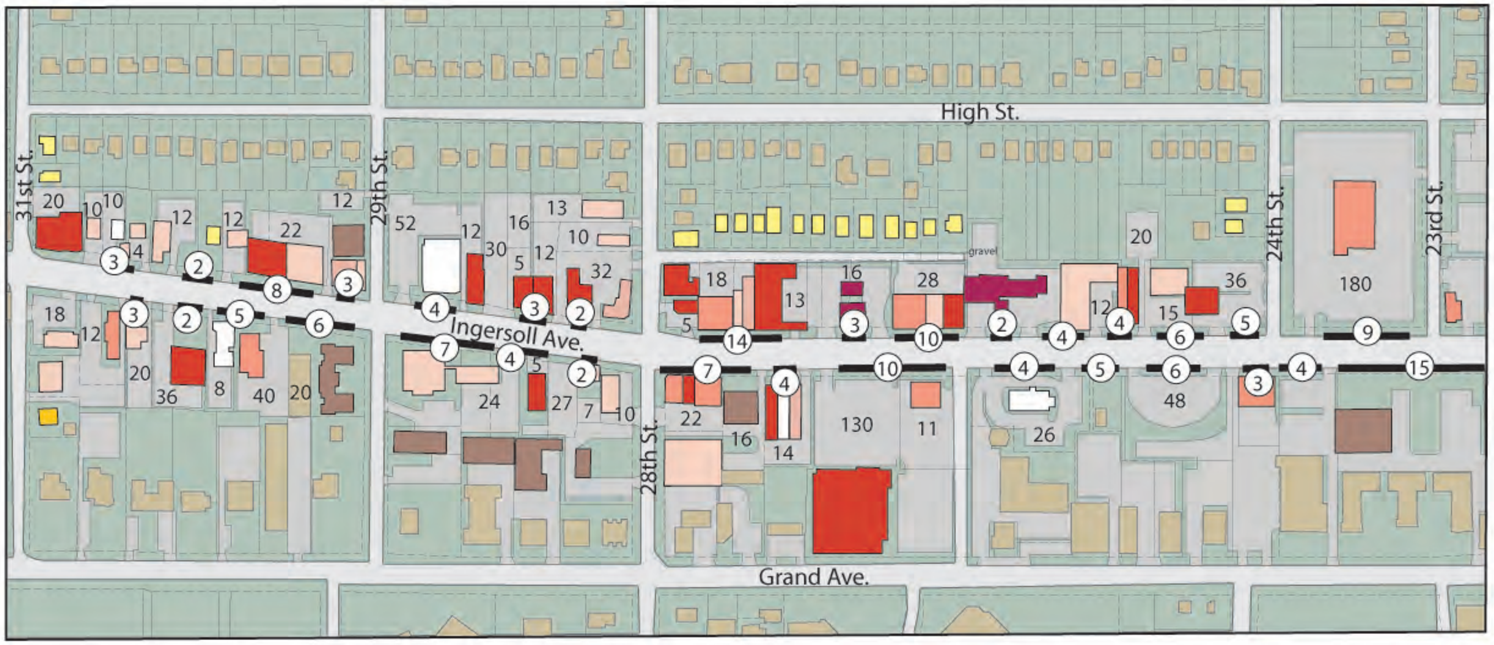
14th to 23rd Streets

MAP 3: EXISTING LAND USE & PARKING

0' 200' 400'

NORTH

- Single-Family Residential
- Multi-Family Residential-Conversion
- Multi-Family Residential
- Civic Uses
- Office/Financial
- Service
- (6) Number of On-Street Spaces
- Restaurant/Entertainment
- Retail
- Automotive
- Light Industrial
- Storage
- Vacant
- 11 Number of Off-Street Spaces



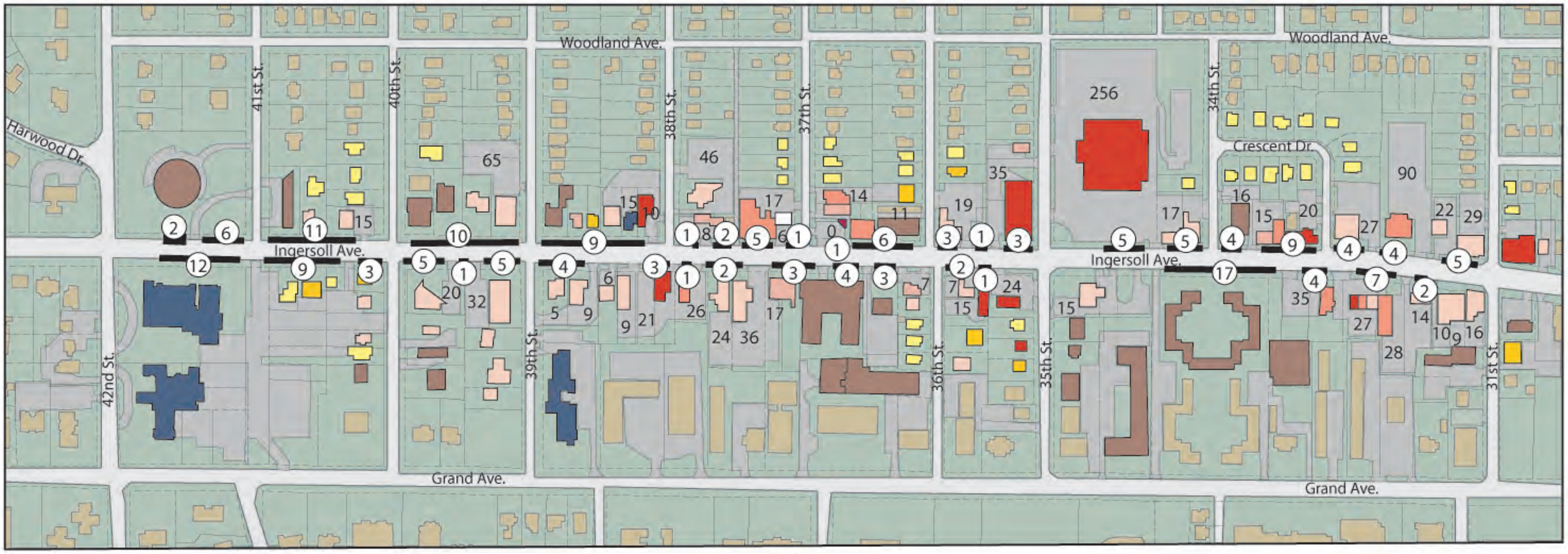
23rd to 30th Streets

MAP 4: EXISTING LAND USE & PARKING

0' 200' 400'

NORTH

- Single-Family Residential
- Multi-Family Residential-Conversion
- Multi-Family Residential
- Civic Uses
- Office/Financial
- Service
- (6) Number of On-Street Spaces
- Restaurant/Entertainment
- Retail
- Automotive
- Light Industrial
- Storage
- Vacant
- 11 Number of Off-Street Spaces



30th to 42nd Streets

MAP 5: EXISTING LAND USE & PARKING

0' 200' 400'

NORTH

- Single-Family Residential
- Multi-Family Residential-Conversion
- Multi-Family Residential
- Civic Uses
- Office/Financial
- Service
- (6) Number of On-Street Spaces
- Restaurant/Entertainment
- Retail
- Automotive
- Light Industrial
- Storage
- Vacant
- 11 Number of Off-Street Spaces

spaces on a block-by-block basis to the amount required for each block according to standards set forth by the City of Des Moines' zoning ordinance. Because parking requirements vary by zoning district, figures in Table 15 reflect the zoning of each block face along Ingersoll Avenue. The portion of the street generally west of 23rd Street is zoned Neighborhood Pedestrian Commercial (NPC), which is intended to preserve the street's character by improving pedestrian access, promoting retail density, and protecting the character of the adjacent residential streets. In order to achieve these goals, the minimum number of off-street parking required in the district is 60% of what is otherwise required by the ordinance. In addition, on-street parking located directly in front of that use may be included in the total number of spaces. Areas at the east end of Ingersoll Avenue, however, are zoned for general retail (C-2) and thus do not allow for reductions in the required amount of parking. Further, on-street parking does not count toward required parking in the C-2 district.

Although most areas of the street have a surplus of parking spaces, a few blockfaces experience parking deficiencies. Areas of concern include:

- Several areas east of 19th Street. This area contains several automotive uses which include parking facilities for long-term storage of vehicles. While these lots are not included in this analysis, small portions of them may be used for short-term parking. In addition, while NPC parking regulations do not apply in this area, several businesses rely on street parking along Linden Street. Several on-street spaces also exist on the north side of Ingersoll between 18th and 19th Streets. Thus, the apparent parking shortage in this area likely does not pose problems for businesses.

- The north side of Ingersoll just east of 28th Street. While this analysis indicates a surplus of 2 spaces on this block face, the orientation of parking spaces in the area contributes to a perceived shortage.

- Both sides of Ingersoll between 36th and 37th Streets. Commercial buildings on both sides of Ingersoll between 36th and 37th Streets experience parking shortages. The Tudor apartments on the north side of the street has only a small amount of parking, contributing to this shortage.

- Isolated areas near multi-family buildings. Minimal amounts of off-street parking for apartment buildings in several locations contribute to isolated parking deficiencies on the north side of Ingersoll just east of 34th Street, just west of 36th Street, and just east of 39th Street. These shortages do not appear to affect the parking supply for neighboring businesses.

- While only a few portions of Ingersoll Avenue experience actual parking deficiencies, several areas suffer from a perceived shortage of spaces, as well as poor configuration of facilities and poor circulation between lots. These include commercial areas on the northwest corner of 28th and Ingersoll, the south side of Ingersoll between 31st and Crescent, and the north side of Ingersoll between 37th and 38th Streets. Subsequent sections of this plan address these issues and offer possible solutions.

TABLE 13: PARKING ADEQUACY ANALYSIS

Block	Block Face	Existing Off-Street Spaces	Existing On-Street Spaces	NPC Requirement	Standard Requirement	Surplus/ Deficit NPC	Surplus/ Deficit Standard
14th-15th	south	18	-	-	22	-	(4)
14th-15th	north	22	-	-	20	-	2
15th-16th	north	76	-	-	66	-	10
15th-16th	south	23	-	-	37	-	(14)
16th-17th	south	52	-	-	31	-	21
18th-19th	south	116	-	-	103	-	13
18th-19th	north	56	-	-	71	-	(15)
19th-M.L.King	south	72			70		2
M.L.King-NPC zoning	south	20	-	-	12	-	8
M.L.King-NPC zoning	north	0	-	-	5	-	(5)
NPC zoning-23rd	south	31	15	41	-	5	-
NPC zoning-23rd	north	159	11	78	-	92	-
23rd-24th	south	0	19	0	-	0	-
23rd-24th	north	180	9	44	-	145	-
24th-26th	south	74	19	34	-	59	-
24th-26th	north	63	21	59	-	25	-
26th-28th	south	193	21	163	-	51	-
26th-28th	north	80	27	105	-	2	-
28th-29th	south	73	16	37	-	52	-
28th-29th	north	182	9	58	-	133	-
29th-31st	south	154	16	62	-	108	-
29th-31st	north	102	16	91	-	27	-
31st-Crescent	south	104	9	51	-	62	-
31st-Crescent	north	168	13	51	-	130	-
Crescent-34th	south	35	21	12	-	44	-
Crescent-34th	north	51	13	56	-	8	-
34th-35th	south	15	18	5	-	28	-
34th-35th	north	256	5	144	-	117	-
35th-36th	south	46	3	24	-	25	-
35th-36th	north	54	7	43	-	18	-
36th-37th (excluding Ingersoll Towers)	south	7	7	12	-	2	-
36th-37th	north	25	7	58	-	(26)	-
37th-38th	south	103	6	50	-	59	-
37th-38th	north	77	9	38	-	48	-
38th-39th	south	50	7	31	-	26	-
38th-39th	north	30	9	31	-	8	-
39th-40th	south	52	11	45	-	18	-
39th-40th	north	65	10	36	-	39	-
40th-41st	north	15	11	10	-	16	-

Source: City of Des Moines, RDG Planning & Design

BUSINESS ENVIRONMENT

An analysis of business characteristics and business change helps to illustrate the dynamics of business enterprise in the area. Table 14 presents an inventory of business types along Ingersoll Avenue between 14th and 42nd Streets based on Polk's Des Moines City Directory data. While City Directory information is generally reliable, it may not include all businesses. Thus, field verification was completed by RDG Planning & Design.

Along Ingersoll Avenue, about 169 establishments cover a variety of retail categories. Adequate choices are apparent in many retail and service categories for area consumers. In the broad category of general retail, there are approximately 31 businesses, ranging from a grocery store and pharmacies to specialty stores. The street includes 56 professional offices and financial institutions exist along the street, along with 42 service retail establishments (such as barber and beauty shops, dry cleaners, and printers), and 25 restaurants or lounges. Small, locally owned retailers comprise a substantial amount of Ingersoll Avenue's businesses.

Ingersoll Avenue contains a mixture retail and service uses, along with multi-family residential property. This section examines the supply of retail and other commercial property along the street. A historical analysis of business successes and failures on the street will illustrate some of the strengths and weaknesses in regard to its business environment.

Table 15 presents the history of business starts and closures along Ingersoll Avenue. The inventory of the supply of business types and locations was compiled using Polk's Des Moines City Directories. This analysis includes all commercial uses, including offices, business services, general retail, restaurants and lounges, and automotive uses.

This analysis indicates that the number of businesses along Ingersoll Avenue as a whole has remained about the same since 1988. While a total of 222 businesses began operation along the street between 1988 and 2001, a total of 226 businesses closed or reloacated. This represents a net decrease of 4 businesses along the street during the period, suggesting a generally stable business environment.

A more detailed analysis pinpoints the location of these business starts and failures indicates that the central portion of Ingersoll Avenue, between 23rd and 30th Streets, was the most successful at retaining and attracting businesses between 1988 and 2001, while the east and west ends of the street were less successful. Both the area between 14th and 23rd Streets and the area between 30th and 42nd Streets experienced net losses of 12 businesses during the period. The portion between 23rd and 30th Streets, however, gained 12 businesses. As indicated in the previous section, this stretch of Ingersoll Avenue currently contains the highest concentration of retail businesses.

TABLE 14: BUSINESS INVENTORY, INGERSOLL AVENUE, 2003

Use	Number of Establishments
Retail & General Commercial	31
Commercial Services	42
Automotive Sales/Service	8
Restaurant/Entertainment	25
Office/Financial	56
Medical Office	7
Total	169

Source: Polk's City Directory; RDG Planning & Design

TABLE 15: BUSINESS HISTORY, INGERSOLL AVENUE

Years	# Business Starts	# Busliness Closures	Net Change
14th to 23rd			
1988-1989	6	8	-2
1990-1991	12	13	-1
1992-1993	4	4	0
1994-1995	11	8	3
1996-1997	14	15	-1
1998-1999	3	11	-8
2000-2001	5	8	-3
Total	55	67	-12
23rd to 30th			
1988-1989	3	3	0
1990-1991	6	6	0
1992-1993	2	6	-4
1994-1995	12	9	3
1996-1997	9	7	2
1998-1999	12	11	1
2000-2001	25	7	18
Total	69	49	20
30th to 42nd			
1988-1989	7	7	0
1990-1991	13	21	-8
1992-1993	4	5	-1
1994-1995	20	16	4
1996-1997	11	18	-7
1998-1999	16	17	-1
2000-2001	27	26	1
Total	98	110	-12
Grand Total	222	226	-4

Source: Polk's City Directory

HISTORIC RESOURCES

To a significant degree, the future of Ingersoll Avenue will depend on a sympathetic and productive merging of traditional development patterns with new development. As a result, the historic character of the street and the unique architectural resources of the study area represent a major component of an improvement program.

Listed Historic Districts. While Ingersoll Avenue does not include any districts presently listed on the National Register, the Ingersoll Place historic district abuts the street, including both sides of High Street between 2513 and 2724, the north side of Linden Street between 2601 and 2727, and 559, 561, and 563 28th Street.

Potential Historic Districts. The Ingersoll area contains one district that displays characteristics which make it potentially eligible for National Register listing. Greenwood Park, which includes the south side of Ingersoll Avenue between 3900 and 4200, the north side of Grand Avenue between 3900 and 4200, and the 500 blocks of 39th and 40th Streets.

Other Significant Properties. Ingersoll Avenue does not include any structures that are listed on the for National Register. However, it contains several well-preserved properties which are of historical or architectural significance, some of which may be eligible for National Register listing. These structures are as follows:

- 521-533 14th Street, Murillo Apartments
- 1906 Ingersoll Avenue, Office Building
- 1910 Ingersoll Avenue, Triad Productions
- 1922 Ingersoll Avenue, Office Building
- 2205 Ingersoll Avenue, Mediacom
- 2809 Ingersoll Avenue, Art House
- 2821 Ingersoll Avenue
- 3612 Ingersoll Avenue, Wright Apartments
- 3709-11 Ingersoll Avenue, Ingersoll Dinner Theater
- 4016-20 Ingersoll Avenue, residential
- 4021 Ingersoll Avenue, apartments
- 4126 Ingersoll Avenue, Plymouth Congregational Church
- 535 40th Street, Carithers Facial Surgery

Most of these historically and architecturally significant structures are commercial structures in relatively good condition. Others are multi-family residential buildings which may require minor rehabilitation in the future. Rental rehabilitation loans may be focused on rehabilitation of these important buildings.

The inventory of the dispersion and character of historic resources along Ingersoll Avenue strongly suggests that the most appropriate strategy involves an integration of preservation with new development. A policy that relies solely on preservation activities or attempts to preserve structures that are either not feasible for rehabilitation or diverts resources that can be used more successfully for other projects will not work successfully.

Apartments with architectural significance.

STREET ENVIRONMENT

The analysis in this section has concentrated on the nature of buildings and land uses along Ingersoll Avenue. As such, it has focused on the private environment of the street. This discussion will outline important issues in the public environment that have an impact upon the quality and character of this street.

Ingersoll Avenue provides a 60' street channel that includes two relatively wide lanes in each direction, as well as an eastbound bus lane during peak travel times. Although Interstate 235 is a few blocks to the north and Grand Avenue is one block to the south, Ingersoll links several neighborhoods of Des Moines' west side to Downtown. In 2000, Ingersoll Avenue carried an average of 21,900 vehicles per day between 19^{th} Street and M.L. King Jr. Parkway. This relatively high traffic volume will probably decline upon completion of M.L. King Jr. Parkway across the Raccoon River because through traffic to Fleur Drive will no longer need to use Ingersoll and 19^{th} Street. Ingersoll's traffic volume drops to about 14,300 vehicles per day between 24^{th} and 26^{th} Streets and increases to about 16,400 vehicles per day between 29^{th} and 31^{st} Streets. West of 31^{st} Street, traffic levels on Ingersoll taper to 16,200 vehicles per day between 31^{st} and Crescent, 15,300 between 34^{th} and 35^{th} Streets, 13,900 between 35^{th} and 36^{th} Streets, and 12,200 between 41^{st} and 42^{nd} Streets. Because these levels are expected to remain stable over the next 20 years, Ingersoll's present lane configuration should provide an acceptable level of service into the future.

However, despite its satisfactory level of service, Ingersoll Avenue's current configuration presents several adverse impacts:

- Along portions of the street, sidewalks abut the curb and are relatively narrow in width.
- Property setbacks are relatively shallow in some areas and the street's width makes connectivity of its two sides difficult.
- High traffic speeds on several stretches of Ingersoll Avenue and the automobile orientation of several businesses detract from the pedestrian environment.

Later sections of this Plan will address ways in which the street's public environment can be improved.

URBAN DESIGN ENVIRONMENT

In many ways, Ingersoll is a signature street in Des Moines, distinctive for its scale, mix of uses, relationship to neighborhoods, and function for both vehicles and pedestrians. The street has features and patterns that both encourage and inhibit this unusual "community street" role in the City. Dimensions and design patterns that contribute to Ingersoll's character and provide a canvas for urban design planning include:

The relationship of the sidewalk and street. Typically, Ingersoll includes a residential width sidewalk (usually 5 feet), separated from the curb by a greenway strip that varies in width along the corridor. This gives the streetscape something of a residential character, even in areas that are predominantly commercial.

Setbacks. Some of Ingersoll's commercial buildings are built on the property lines, while others are set back behind a relatively shallow front yard. The best of these yards are landscaped or designed as plazas without parking. As a result, Ingersoll is not a conventional urban "main street," but displays a neighborhood, almost residential character.

Building scale. The street's buildings range from grand, multi-story apartment buildings to a variety of commercial structures. However, most of these commercial buildings are also single-story, and a number of them are detached.

Lighting and electrical services. Lighting and wiring generally weaken the design character of the street. Street lighting is provided by conventional "cobra head" fixtures, attached unattractively to wood poles. The densest electrical service is on the south side of the street. Consequently, overstory trees, where they exist, are generally located on the north side.

Pedestrian amenities. Although Ingersoll is often thought of as a pedestrian scaled street, evidenced by the number of pedestrians and runners who use it, it lacks features in the public environment scaled to pedestrians.

THE INGERSOLL AVENUE IMPROVEMENT PLAN

CHAPTER 3 ▪ THE INGERSOLL AVENUE STAKEHOLDER SURVEY

The policies recommended by a district plan should be largely based on opinions and perceptions of those who know the neighborhood and community best--its residents and businesses. In order to gauge these opinions and perceptions, a survey was distributed to 25 members of the Ingersoll Planning Committee and 264 business and property owners along the street. Completed surveys were received from 14 members of the Planning Committee and 60 businesses and property owners. The 60 business and property owners included 22 business owners, 5 property owners, and 29 individuals who own both businesses and properties. Of the property owners, 26 own only one property along Ingersoll Avenue, while 9 own more than one property. This section summarizes major survey findings.

The survey leads to the following conclusions about the current situation and future of Ingersoll Avenue.

- *Respondents place a high value on Ingersoll Avenue's proximity to downtown, urban character, storefront environment, and business variety and quality.* Preserving and maintaining important buildings and assuring top-quality appearance of new buildings are fundamental to an improvement strategy. Similarly, maintaining the street's current urban mixed-use environment with a variety of neighborhood and community retail businesses, small offices, and residential buildings is important to members of the Ingersoll community.

- *An inadequate parking supply, poor utilization of existing parking, and poor circulation were frequently stated as liabilities of Ingersoll Avenue.* According to survey participants, other weaknesses include poor streetscape improvements, unattractive appearance of some building facades, poor bicycle accommodation, and lack of funding for improvements.

- Members of the Ingersoll community generally viewed areas west of 28th Street as positive contributors to the overall health and quality of the district. The area east of 28th Street, however, is viewed as a detriment to the area's quality.

- Just over half of the property owners who responded indicated that they plan to make physical improvements to their properties in the next 2 years, with landscaping and exterior painting the most commonly stated improvements. In addition, just over half of business owners stated that they experience a good relationship with their landlords when working out arrangements for physical improvements.

- The overriding priorities of survey respondents include improving Ingersoll Avenue's streetscape, adding parking and better utilizing existing parking, improving the appearance of building facades, and adding landscaping and street trees. Just over half of survey respondents indicated a willingness to participate in the funding of improvements. In order to accomplish these actions, a comprehensive improvement strategy must be undertaken.

- The key components of an improvement strategy for Ingersoll Avenue include:

  - Improving pedestrian features, lighting, street trees and landscaping, public open spaces, and other physical enhancements to improve safety and overall appearance.

  - Providing additional on- and off-street parking facilities in strategic locations and reconfiguration of several existing parking lots to allow for maximum efficiency. While these facilities should accommodate for demand, they should be designed in a manner that does not detract from the pedestrian environment.

  - Rehabilitating and preserving important buildings and provision of programs and financial incentives to encourage improvements.

  - Assuring that new commercial and residential buildings are designed in a manner that complements the character of surrounding structures and maintains the street's urban mixed-use feel.

  - Redeveloping of key vacant and underutilized sites with commercial and residential buildings that contribute positively to the area's overall quality.

RATING OF FEATURES

Stakeholders place a high value on Ingersoll Avenue's proximity to downtown, and business variety and quality. The street's bicycle accommodation, adequacy of parking facilities, streetscape, and directional information are considered major shortcomings of Ingersoll Avenue.

Survey participants completed a "report card" question, asking respondents to rank various features of Ingersoll Avenue on a "5" to "1" scale. On an aggregated basis, features with a cumulative rank above 3.5 are considered substantial strengths; those with ranks between 3.0 and 3.5 are either neutral or moderate strengths; and those ranking below 3.0 are weaknesses of this district. Figure 1 illustrates the results of the rankings among both Planning Committee members and business and property owners. Overall, rankings were similar among both groups of participants.

Survey participants identified the following as substantial strengths of Ingersoll Avenue:

- Access to Downtown
- Business Variety
- Quality of Existing Businesses
- Transit Service Accommodation

Consistently low rankings were received by the following features:

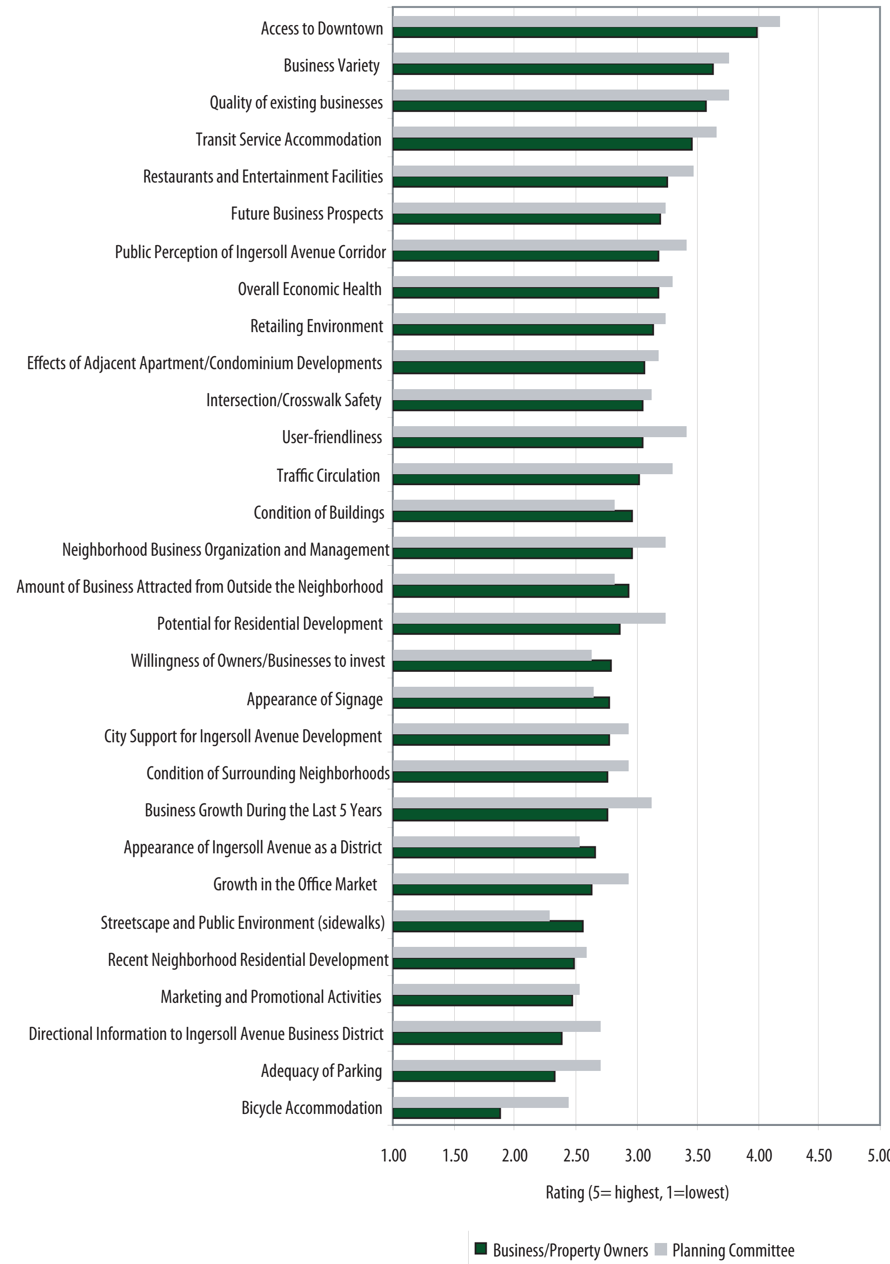
- Bicycle Accommodation
- Adequacy of Parking
- Directional Information to the District
- Marketing and Promotional Activities
- Recent Neighborhood Residential Development
- Streetscape and Public Environment
- Growth in the Office Market
- Appearance of Ingersoll Avenue as a District

Survey participants generally viewed areas west of 28th Street as positive contributors to the overall health and quality of the area. The area east of 28th Street, however, is viewed as a detriment to the area's quality.

Survey participants were also asked to rate geographic areas surrounding Ingersoll Avenue on the same "5" to "1" scale in terms of their overall health and quality. An understanding of these perceptions helps to identify target areas for improvement. Figure 2 displays the results of the rankings.

Portions of Ingersoll Avenue between 28th and 35th Streets and between 35th and 42nd Streets received the highest ratings overall. Planning Committee members

Figure 1: Ingersoll Report Card, Ranking of Key Features



rated the area between 28th and 35th Streets highest, while business and property owners gave the highest rating to the portion between 35th and 42nd Streets. The area between M.L. King Parkway and 28th Street received a moderate rating among both groups of participants, while the section east of M.L. King Parkway was rated very low.

INGERSOLL AVENUE'S ASSETS

Respondents identified Ingersoll Avenue's location within the City, business mix, urban character, and high-quality surrounding neighborhoods as key assets.

The survey included an unprompted question asking participants to list Ingersoll Avenue's three greatest assets. By far, the most frequently stated responses addressed the street's variety of businesses and its location within the City. Ingersoll Avenue's friendly businesses and people were also frequently listed as major assets.

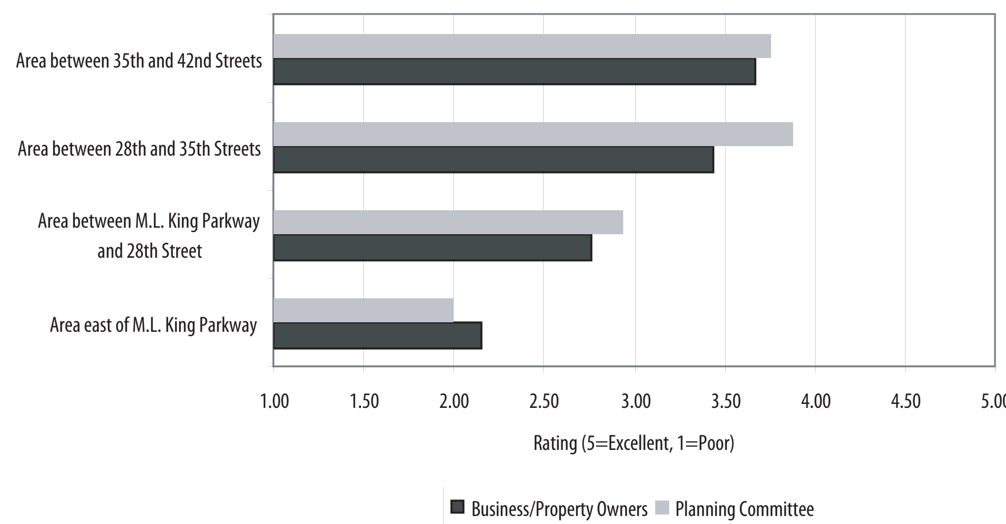
Business and property owners along Ingersoll Avenue felt that the area's location and business mix were its greatest assets. The list of responses of business and property owners organized by frequency is as follows:

1. Location, access to downtown, Interstate 235, Drake and Des Moines Universities (34 responses).
2. Business mix (29).
3. Storefront environment and urban character (13).
4. Potential for revitalization (7).
5. History of area (6).
6. Established, locally owned businesses (6).
7. Quality of surrounding neighborhoods; residents are loyal to businesses (6).

Responses among Planning Committee members were largely similar to those of business and property owners. Their responses are as follows:

1. Business mix (11 responses).
2. Location, access to downtown and Interstate 235 (8).
3. Quality of surrounding neighborhoods (6).
4. Friendly businesses (5).
5. Business association; business owners are committed to the area (3).

Figure 2: Rating of Geographic Areas based on Overall Health and Quality



INGERSOLL AVENUE'S LIABILITIES

An inadequate parking supply, poor appearance of building facades, volume and speed of traffic, and lack of funding for improvements were mentioned most frequently as liabilities.

In contrast to a consideration of its assets, survey participants were asked to list Ingersoll Avenue's three greatest liabilities. Business and property owners listed the following as key weaknesses of Ingersoll Avenue:

1. Lack of parking; poor utilization of existing parking (20).
2. Physical deterioration of buildings (7).
3. Perceived crime; safety concerns (5).
4. Poor bicycle accommodation (4).
5. Lack of a unified appearance (4).
6. Unattractive business signage; too many billboards (4).
7. Lack of design standards; many new developments are unattractive (4).

Planning Committee members were also asked about the street's three greatest liabilities. Although their responses were somewhat similar to business and property owners' responses, Planning Committee members felt that a lack of funding for improvements and the street's traffic flow were greater detriments to Ingersoll's overall quality. The list of responses is as follows:

1. Lack of funding for improvements (5).
2. Lack of parking; poor utilization of existing parking; poor circulation (4).
3. Too much through traffic; high traffic speeds (4).
4. Poor appearance of storefronts; poor upkeep of commercial properties (4).
5. Poor pedestrian accommodation (2).

PROPERTY INVESTMENT AND FUNDING FOR IMPROVEMENTS

Just over half of the property owners who responded indicated that they plan to make physical improvements to their properties in the next 2 years, with landscaping and exterior painting the most commonly stated improvements. In addition, just over half of business owners stated that they experience a good relationship with their landlords when working out arrangements for physical improvements.

Property owners were asked about plans for improving their properties. Just over half (20 of 39 respondents who answered the question) indicated that they have plans for improvement within the next 2 years. Types of improvements listed included:

1. Landscaping improvements (10 responses).
2. Exterior painting (5).

3. Façade improvements (2).
4. Replace roof (2).
5. New signs (2).
6. Interior updates (2).

Property owners who indicated that they have no plans for improvements were asked about their reasons for not making improvements. The distribution of responses was as follows:

a. Improvements are not needed (15 responses).
b. Lack of funds (4).
c. Uncertain business future (4).
d. Uncertain commitment to this location (3).
e. Concern regarding value of investment in this area (3).

Property owners who do not intend to make improvements in the next 2 years overwhelmingly stated that improvements are not needed. A few respondents, however, suggested that a lack of funds, uncertain business future in their present location, and concern regarding the value of investment contributed to their decision not to make improvements.

Another question asked business owners about the market for their business along Ingersoll Avenue. The range of responses was as follows:

a. Good, and getting better (10 responses).
b. Good, and stable (21).
c. Good, but declining (12).
d. Marginal (4).

While 45% of business owners selected option "b," good, and stable, several also chose options "c" and "a." A total of 66% of business owners stated that their business is either good, and getting better or good, and stable. Only 8% of business owners indicated marginal business at their locations.

Business owners were also asked about their relationship with their landlords when dealing with physical improvements to their properties. Just over half (52%) indicated a good relationship, in which there is little difficulty in working out arrangements for improvements. However, 24% of business owners indicated a fair relationship and some difficulty in working out arrangements for improvements and 24% indicated a poor relationship, in which it is very difficult to arrange for improvements.

PROGRAMS AND ACTIONS

Survey respondents favor the continuation of the Ingersoll Avenue largely as it is today, with a mix of restaurant, entertainment, service, office, retail, and residential uses. There was also strong support for increasing the amount of community and regional niche retail businesses along the street.

The survey included three questions pertaining to future activities and development programs along Ingersoll Avenue. The first asked survey participants to indicate which of the following they believe would be the most logical future for the street. The options and distribution of responses among business and property owners were as follows:

1. A continuation of the district pretty much as it is today, with a mix of restaurant, entertainment, service, office, retail, and residential uses (27 responses).
2. An increase in community and regional niche retail and services (17).
3. An increase in neighborhood support retail and services (7).
4. An increase in restaurants and entertainment facilities (7).
5. An increase in the amount of housing (2).
6. An increase in the number of offices (1).

Responses of Planning Committee members included:

1. A continuation of the district pretty much as it is today, with a mix of restaurant, entertainment, service, office, retail, and residential uses (6 responses).
2. An increase in community and regional niche retail and services (5).
3. An increase in neighborhood support retail and services (0).
4. An increase in restaurants and entertainment facilities (1).
5. An increase in the number of offices (1).
6. An increase in the amount of housing (0).

A plurality of survey participants favored continuation the district largely as it is today. About 44% of business and property owners and 46% of Planning Committee members selected this option. There was also relatively strong support for increasing the amount of niche retail and services along Ingersoll Avenue (28% of business and property owners and 40% of Planning Committee members). Few supported options emphasizing increasing the amount of housing and office uses

Another open-ended question asked participants which types of new businesses are most needed along Ingersoll Avenue. In response to this question, participants indicated that new high-end specialty shops would be an appropriate addition to the street. Participants also strongly indicated that restaurants and nightclubs, a bookstore, and clothing and shoe stores are needed. A few respondents suggested that a gas station or convenience store and a movie theater would also be appropriate along Ingersoll Avenue.

Landscaped sidewalk by Noah's Ark.

Survey participants generally considered Ingersoll Avenue's highest priorities to be improving streetscape, adding parking and reconfiguring existing parking facilities, improving the appearance of building facades, and adding landscaping and street trees.

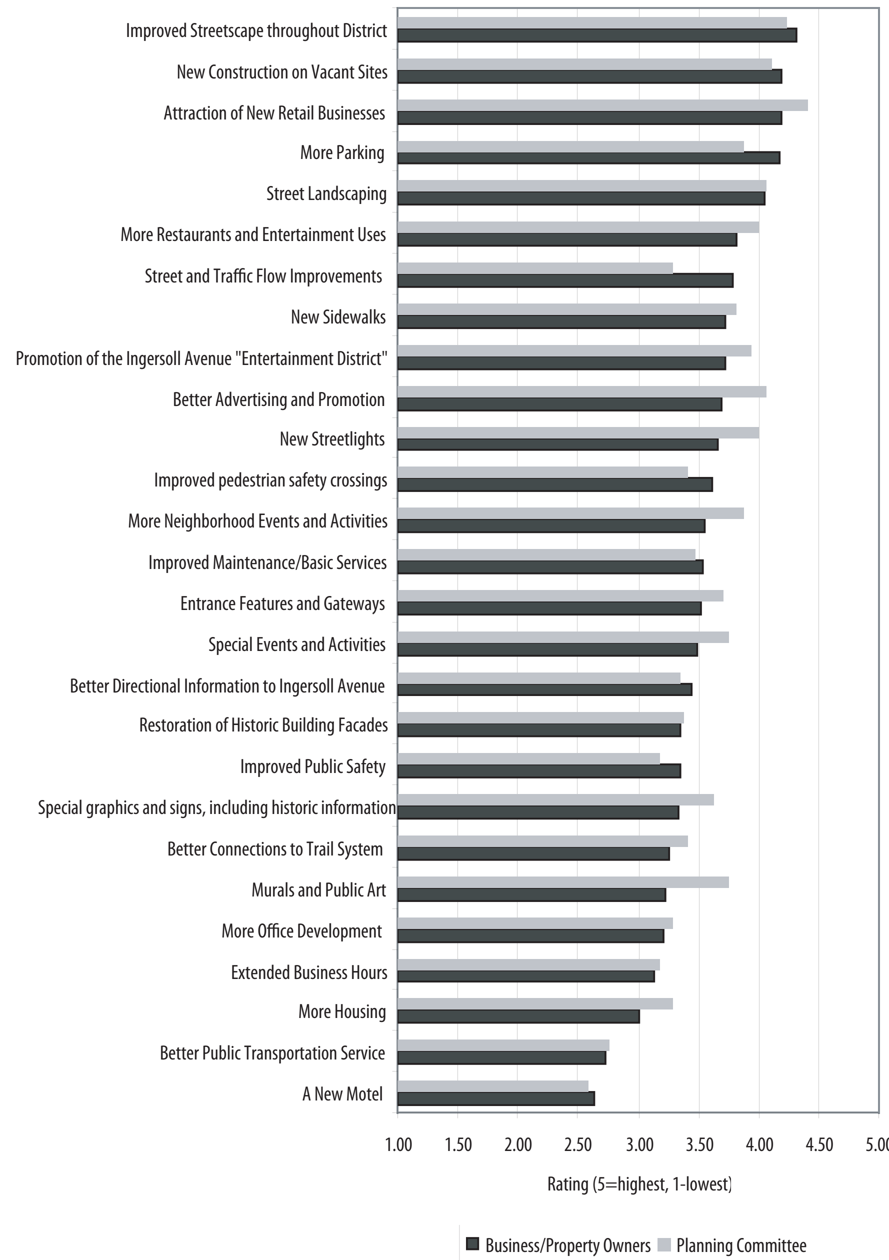
Another question addressing Ingersoll Avenue's future asked survey participants to rate a variety of possible actions on the basis of their importance. As with the Report Card, responses were ranked on a "5" (most important) to "1" (least important) scale. Items receiving an aggregate rating of 3.5 or above were considered by most to be important to Ingersoll Avenue's future. Figure 3 displays the results of these ratings. According to the survey, the most important actions included the following:

- Improved Streetscape throughout the District
- New Construction on Vacant Sites
- Attraction of New Retail Businesses
- More Parking
- Street Landscaping
- More Restaurants and Entertainment Uses
- Street and Traffic Flow Improvements
- New Sidewalks
- Promotion of Ingersoll Avenue as an Entertainment District
- Better Advertising and Promotion
- New Streetlights
- Improved Pedestrian Safety Crossings
- More Neighborhood Events and Activities

The survey concluded with an unprompted question asking participants to list the three most important actions or projects that should be completed along Ingersoll Avenue during the next five years. The most frequently stated responses addressed physical improvements, such as streetscape improvements and street landscaping. The prioritized list of actions suggested by business and property owners is as follows:

1. Increase parking supply; improve utilization of existing parking supply (13 responses).
2. Improve streetscape, including sidewalk improvements, addition of benches and street lighting improvements (12).
3. Improve the appearance of building facades and adopt building design

Figure 3: Ratings of Suggested Actions based on Importance to the Corridor



standards (5).
4. Add landscaping and street trees (5).
5. Add housing (4).
6. Redesign traffic flow and parking areas; improve circulation (4).
7. Attract more retail and improve business mix (4).
8. Improve perceptions of crime and safety concerns (4).
9. Redevelop vacant sites (3).

The list of changes stated by Planning Committee members organized by frequency is as follows:

1. Improve streetscape, including sidewalk improvements, addition of benches and street lighting improvements (13 responses).
2. Improve the appearance of building facades and adopt building design standards (5).
3. Increase parking supply; improve utilization of existing parking supply (4).
4. Organize events and increase promotion as a destination district (4).
5. Add entrance features (3).
6. Add landscaping and street trees (2).
7. Attract more retail and improve business mix (2).
8. Redesign traffic flow, calm traffic, and improve circulation (2).

Business and property owners who completed the survey were asked about their willingness to participate in the funding of improvements along Ingersoll Avenue. A total of 53% of respondents stated that they are willing to assist with funding, while 47% are unwilling to participate.

CONCLUSIONS

The survey's conclusions about the current situation and future of Ingersoll Avenue suggest that an improvement strategy should include:

- Improving streetscape, including pedestrian accommodations, lighting, street trees and landscaping, public open spaces, and other physical enhancements to improve safety and overall appearance.

- Providing additional on- and off-street parking facilities in strategic locations and reconfiguration of several existing parking lots to allow for maximum efficiency. While these facilities should accommodate for demand, they should be designed in a manner that does not detract from the pedestrian environment.

- Rehabilitating and preserving important buildings and provision of programs and financial incentives to encourage improvements.

- Assuring that new commercial and residential buildings are designed in a manner that complements the character of surrounding structures and maintains the street's urban mixed-use feel.

- Redeveloping key vacant and underutilized sites with commercial and residential buildings that contribute positively to the area's overall quality.