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

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

*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 relocated. 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

<table>
<thead>
<tr>
<th>Use</th>
<th>Number of Establishments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail &amp; General Commercial</td>
<td>31</td>
</tr>
<tr>
<td>Commercial Services</td>
<td>42</td>
</tr>
<tr>
<td>Automotive Sales/Service</td>
<td>8</td>
</tr>
<tr>
<td>Restaurant/Service</td>
<td>25</td>
</tr>
<tr>
<td>Office/Financial</td>
<td>56</td>
</tr>
<tr>
<td>Medical Office</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>169</td>
</tr>
</tbody>
</table>

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

TABLE 15: BUSINESS HISTORY, INGERSOLL AVENUE

<table>
<thead>
<tr>
<th>Years</th>
<th># Business Starts</th>
<th># Business Closures</th>
<th>Net Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>14th to 23rd</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1988-1989</td>
<td>6</td>
<td>8</td>
<td>-2</td>
</tr>
<tr>
<td>1990-1991</td>
<td>12</td>
<td>13</td>
<td>-1</td>
</tr>
<tr>
<td>1992-1993</td>
<td>4</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>1994-1995</td>
<td>11</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td>1996-1997</td>
<td>14</td>
<td>15</td>
<td>-1</td>
</tr>
<tr>
<td>1998-1999</td>
<td>3</td>
<td>11</td>
<td>-8</td>
</tr>
<tr>
<td>2000-2001</td>
<td>5</td>
<td>8</td>
<td>-3</td>
</tr>
<tr>
<td>Total</td>
<td>55</td>
<td>67</td>
<td>-12</td>
</tr>
</tbody>
</table>

| 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.
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 19th 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 19th Street. Ingersoll’s traffic volume drops to about 14,300 vehicles per day between 24th and 26th Streets and increases to about 16,400 vehicles per day between 29th and 31st Streets. West of 31st Street, traffic levels on Ingersoll taper to 16,200 vehicles per day between 31st and Crescent, 15,300 between 34th and 35th Streets, 13,900 between 35th and 36th Streets, and 12,200 between 41st and 42nd 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.
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 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
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:

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](image)
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.
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...
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.
The Concept Plan uses input from the Ingersoll Corridor Planning Committee and other key stakeholders to develop principles to guide an improvement program for Ingersoll Avenue. The Plan is a guide to public and private development policies which can lead to a comprehensive improvement of the corridor. This chapter consists of a series of Development Principles, that will provide a framework for the comprehensive improvement strategy, and a specific Concept Plan, with established improvement concepts for each segment of Ingersoll Avenue.

IMPROVEMENT CONCEPTS

The improvement strategy for the Ingersoll Avenue corridor is built on certain key concepts, defined during the planning process. Because development takes place incrementally, these concepts and patterns provide a needed common thread to unify individual decisions.

These key concepts include:

- A Unified, Pedestrian-Friendly Street
- Mixed Uses and “Main Street” Character Areas
- Open Space and Neighborhood Commons
- Attractive, Renewed Streetscape
- Strategic, Well-Located Parking Facilities
- An Outdoor Gallery
• Redevelopment of Vacant and Underutilized Sites
• Rehabilitation and Preservation of Important Buildings
• Regulatory Framework

**A UNIFIED, PEDESTRIAN-FRIENDLY STREET**

From an urban function perspective, major streets can be viewed along a continuum ranging from forming a barrier to forming a bridge between its adjacent neighborhoods. Along this continuum, Ingersoll Avenue displays many characteristics of acting as a barrier; traffic speeds are often high and pedestrian crossings are infrequent. While both sides of Ingersoll Avenue are lined with important residential and commercial uses, the north and south sides are not well-connected in many areas. Thus, the Plan recommends making the street more pedestrian-friendly and to unify its two sides, including:

- *Adding crosswalks and installing pedestrian-actuated traffic signals* in four areas where traffic speeds are particularly high and pedestrian crossing is difficult—just west of 24th Street, just west of 29th Street, midway between Crescent Drive and 34th Street, and just east of 37th Street. Map 6 illustrates these locations.

- *Adding crosswalks* with a differentiated paving surface at key intersections.

- *Providing enhanced landscaping* between the curb and sidewalk along much of the corridor to provide a more attractive environment and a better demarcation between pedestrian and vehicular traffic. The detailed plan should include bus shelter locations and additional street furniture.

- *Adding “bulb-outs”* which narrow intersection throats and reduce pedestrian crossing distance at certain intersections where on-street parking is not necessary. Bulb-outs can increase the amount of open space for pedestrians at important commercial nodes, increase pedestrian safety, and slow traffic through intersections. Ingersoll Avenue’s intersection with 28th Street, a key commercial area, presents such an opportunity for bulb-outs.

- *Resolving the street lane configuration issue.* Ingersoll Avenue was recently restriped to accommodate added traffic due to the closing of Grand Avenue. This action added turn lanes at all signalized intersections and an eastbound morning peak bus lane. Most observers believe that Ingersoll handled this temporary increase in traffic well, and that the current striping should be made permanent. The planning process included considerable discussion of alternate lane configurations, most notably striping three lanes, with one traffic lane in each direction, a bike lane in each direction, and a center turn lane. A traffic engineering analysis to test this concept concluded that the three-lane alternative would not adequately handle peak traffic levels. Therefore, the current four-lane configuration should remain in place.

- *Improving bicycle accommodation.* Ingersoll Avenue is the logical bicycle link between the downtown and west side neighborhoods and regional trails and is currently a designated bike route. The City’s Recreational Trails Facilities map indicates a “Planned Bike Lane” on Ingersoll from M.L. King Jr. Parkway to 59th Street. Standard 5 foot bike lanes can...
only be accommodated on Ingersoll between M.L. King and 42nd Street if the street is reconfigured for three-lanes, which cannot handle anticipated traffic levels. This plan recommends that better bicycle accommodation be achieved through a signed “share the lane” designation for the outside traffic lane in each direction.

**MIXED USES AND “MAIN STREET” CHARACTER AREAS**

Ingersoll Avenue's typical land use pattern features higher-density commercial development, focused around key intersections that once were streetcar stops, and residential and lower-density commercial development toward the middle of blocks. Despite its mix of uses, the Ingersoll corridor as a whole does not represent a “Main Street” district with a single period of architecture and buildings that abut the sidewalk. However, the corridor does contain several smaller “Main Street” character areas, such as the 28th Street intersection, the area between 36th and 38th Streets, and, to some degree, 31st Street. While these “Main Street” areas, illustrated by Map 6, provide a unique pedestrian identity to the corridor as a whole, most of Ingersoll Avenue includes small-scale buildings set back a short distance from the sidewalk. Unlike typical strip commercial development, these uses rely heavily upon on-street parking. The Concept Plan proposes preservation and enhancement of these development patterns and the street’s unique environment for both business and living. Where more parking is needed, additional on-street angle parking is proposed.

**OPEN SPACE AND NEIGHBORHOOD COMMONS**

Ingersoll Avenue presently offers very little public open space. Public space can stimulate pedestrian activity and accommodate special events or outdoor festivals. Potential future neighborhood open space areas are indicated by Map 6 and include:

- The present site of the Citgo gas station on the north side of Ingersoll east of 28th Street. This would improve the buffer between the Linden Street residential area and businesses and parking facilities along Ingersoll.

- The present site of the Phillips 66 gas station at 37th and Ingersoll. The building on the northwest corner of 37th and Ingersoll would be demolished to allow for a realignment of 37th Street to the west. The existing gas station building would be retained and the surrounding area utilized as a public open space and outdoor seating area. Because, the Phillips 66 station currently contributes to the quality of the area, this improvement would likely occur upon abandonment of the gas station.

**ATTRACTIVE, RENEWED STREETSCAPE**

At present, much of the Ingersoll corridor has little landscaping and presents a harsh environment for both pedestrians and motorists. A few areas, such as the area between 35th and 37th Street, contain a continuous row of trees between the curb and sidewalk and provide a much more pleasant setting. The Concept Plan proposes several enhancements to Ingersoll’s overall streetscape and street landscaping, including: