



Technical Assistance Panel Report | NOVEMBER 4-6, 2020

NEAR SOUTH SIDE INDIANAPOLIS

ABOUT US

About the Urban Land Institute (ULI) and Advisory Service Panels

The Urban Land Institute (ULI) was founded in 1936 and is an independent, global, nonprofit professional association of members representing the cross section of real estate development and land use disciplines, including developers, architects, engineers, attorneys, financiers, public officials and academics.

Mission: Shape the future of the built environment for transformative impact in communities worldwide.

Mission Commitments:

- Connect active, passionate, diverse members through the foremost global network of interdisciplinary professionals.
- Inspire best practices for equitable and sustainable land use through content, education, convening, mentoring, and knowledge-sharing.
- Lead in solving community and real estate challenges through applied collective global experience and philanthropic engagement.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn and Instagram.

ULI's Advisory Services are an example of how we lead—and leverage our members' expertise to help those needing fresh insights and innovative solutions to complex real estate development and land use challenges. At the national level, Advisory Service Panels are available for 3-5 day assignments and draw from members across the U.S. who volunteer their time and expertise to serve as panelists and provide candid and unbiased input.

About ULI Indiana and Technical Assistance Panels (TAPs)

ULI Indiana was founded in 2007 and is one of 53 ULI District Councils in North America. The Indiana district council is supported by over 45 corporate and philanthropic sponsors and by contract assignments like Technical Assistance Panels (TAPs).

Local TAPs are available for assignments ranging from 1/2 day to 2 days. Panelists are drawn from members across Indiana and surrounding states.

ULI Indiana also offers over 15 general audience events per year, as well as affinity groups such as the Women's Leadership Initiative (WLI) and Young Leaders Group (YLG). In 2020 ULI Indiana launched a Real Estate Diversity Initiative to expand the number of minorities and women working in real estate development. Our other signature program is UrbanPlan, an interactive workshop about the development process.

Learn more at Indiana.uli.org, and follow us on Twitter, Facebook, LinkedIn and Instagram.

ON THE COVER: View of Downtown Indianapolis looking north from the study area. *(Image credit ULI Indiana.)*

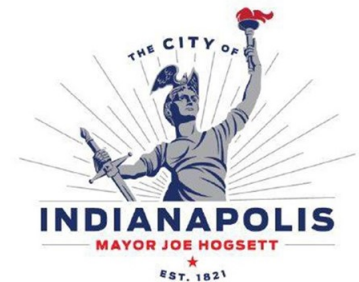
INTRODUCTION

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City of Indianapolis, Department of
Metropolitan Development



Acknowledgments

ULI Indiana would like to thank the City of Indianapolis Department of Metropolitan Development for their sponsorship of this effort.

Special appreciation goes to the host organizations listed below for their help in planning/organizing the TAP, their insights, and their support.

- The Old Southside Neighborhood Association was the primary impetus behind this project (led by Judith Essex).
- The Stadium Village Business Association provided additional practical and financial assistance (led by Steve Alexander).
- The Bates-Hendricks Neighborhood Association is located just outside the study area but participated in planning the TAP and provided additional insight (led by Matt Nunley).

HOST ORGANZATIONS



INTRODUCTION

VOLUNTEERS AND STAFF

Acknowledgments (continued)

The TAP process was organized by ULI Indiana's TAP committee, with particular assistance from:

- Deb Kunce, Managing Principal, CORE Planning Strategies
- Aletha Dunston, Executive Director, Ft. Harrison Reuse Authority
- Andrea Wesson, Intern, CORE Planning Strategies

The project manager for the City of Indianapolis was:

- Andrea Miller, Long Range Planner, Department of Metropolitan Development

ULI Indiana staff support was provided by:

- Jennifer Milliken, Senior Director, ULI Indiana
- Megan Adams, Events Contractor, ULI Indiana
- Holly Bolton, Communications Contractor, ULI Indiana

PANELISTS

Beginning with the establishment of the assignment, ULI Indiana identified a panel of its members with expertise related to the questions, and with no conflicts of interest with regard to the targeted area. The panelists donated their time for the duration of the TAP assignment.



**ERIC
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MKSK



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MURPHY & TILLY



**BRAD
VOEGELSMEIER**

VP OF DEVELOPMENT
MILHAUS

Additional assistance provided by Aaron Kowalski, Associate, MKSK

Acknowledgments (continued)

The host organizations and City project manager identified area stakeholders who should be interviewed by the panelists during the TAP. They provided input to the process through three virtual focus groups:

Large Institutions & Developers

Vincent Ash, Develop Indy
Andrew Baker, Rolls Royce
Tyler Bowers, TWG Development
Meaghan Hobbs, BWI Development
Jonathan Isaacs, M/I Homes
Lisa Laflin, West Indy Community Development Corporation
Jason Larrison, CORE Planning Strategies
Andy Mallon, Capital Improvements Board
Hallie Robbins, Concord Neighborhood Center
Stephen Van Soelen, Eli Lilly

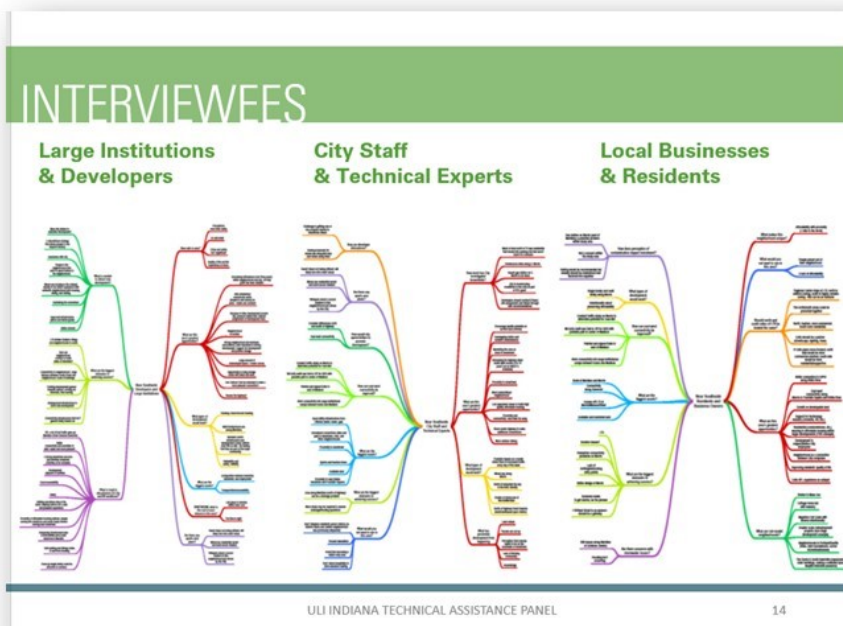
City Staff & Technical Experts

Ryan Basore, Citizen's Energy
Daniel Hedglin, Department of Metropolitan Development (DMD) - Long Range Planning
Piers Kirby, DMD - Brownfields
Carmen Lethig, DMD - Long Range Planning
Isaac McCoy, Mayor's Office - Mayor's Neighborhood Advocate
 Jamey McPherson, Department of Public Works (DPW)
Beth Neville, DMD - Community Investments
Colin O'Sullivan, DPW

STAKEHOLDERS

Local Businesses & Residents

Alex Bashenow, Developer/Investor - Morris Street
John Bragg, John Bragg Photography
Dennis Burton, Goldman Jewelry
Judith Essex, Old Southside resident
Jed Fuller, IMPACT Old Southside
Katie Harris, Iozzo's Garden of Italy
Peter Marbach, Old Southside Neighborhood Association
Matt Nunley, Bates-Hendricks Neighborhood Association



Conceptual diagram of the interview process

BACKGROUND

Summary of the Problem

History

The “Old Southside” was settled by German and Irish immigrants in the 1830s. Early residents found jobs associated with the railroad and the canal. Later, the area became one of Indianapolis’s first racially integrated neighborhoods.

Construction of Interstate 70

- Houses demolished, residents displaced, and streets removed
- Split the area from north-south (separating it from downtown) and west-east (separating it from Fountain Square)
- Connection between neighborhood and nearby jobs diminished, vacancies increased



Today

Despite large traffic generators (Lucas Oil Stadium, Eli Lilly Corporate Center, proximity to downtown) struggles continue with vacant and underutilized land and buildings.

Positive Momentum

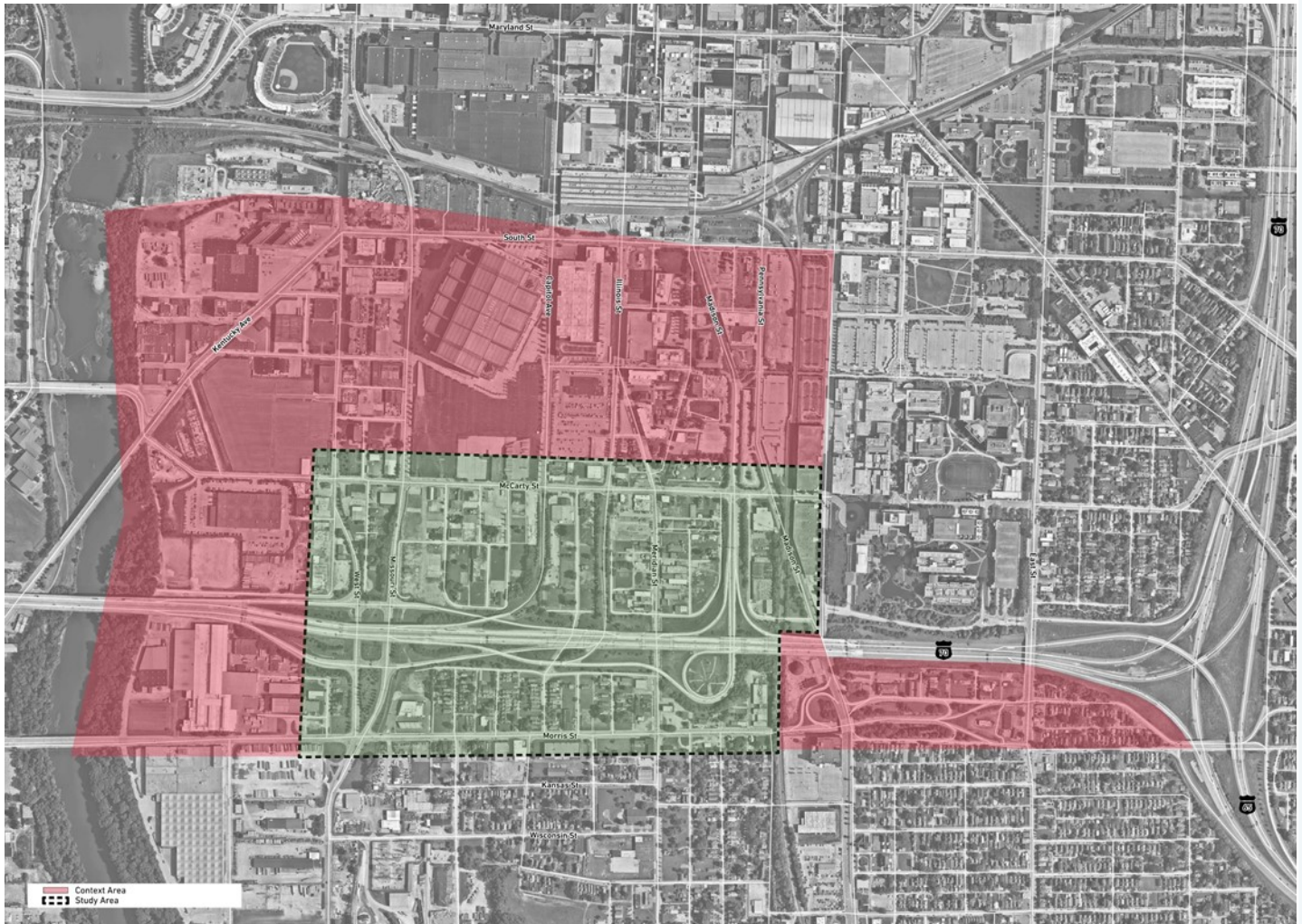
Lift Indy – A community development investment program through the City of Indianapolis that will direct \$4 million in investment

- In October 2018, selected as the second target to the area.
- The program is designed to fund economic development opportunities, affordable housing, and infrastructure improvements.

ULI TAP – To further advance these Lift Indy objectives, the City of Indianapolis, the Old Southside Neighborhood Association, and the Stadium Village Business Association have come together in the creation of this ULI TAP.

The community asked the panel to address the following five questions:

1. What is the **VISION** for the Study Area?
2. What **TYPES OF DEVELOPMENT** are both desired by the community and feasible for the market, within the Study Area?
3. How do we **ATTRACT THE DESIRED DEVELOPMENT** to the Study Area?
What will it take to bring that development?
4. How might **FUTURE PROJECTS/PLANNING PROJECTS BE ENHANCED AND LEVERAGED** in this Study Area/Context Area?
5. Where are **ESSENTIAL CONNECTIVITY POINTS AND FEATURES** for the impact area and context area? How can these be enhanced through development?



Goals for this ULI Technical Assistance Panel

1. Define the vision for the Morris Street and McCarty Street corridors.
2. Address the connectivity issues plaguing the area.
3. Provide a blueprint for the type of development that's both desired by the community and feasible for the market.

STUDY AREA

The study area (in green) surrounded by the context area (in red).

BACKGROUND

Agenda

Wednesday, Nov. 4 – (In-Person) Driving Tour & Debrief with Sponsor/Hosts

2-2:30pm – Met at Sacred Heart Parish Hall; Introductions

2:30-4pm – Driving tour

- The group traversed the study area and context area in a rental trolley, wearing masks, and stopped to get out at certain pre-arranged locations along the way.
- Representatives of the host organizations narrated the tour, with panelists asking questions along the way

4-5pm – Panelists debriefed with hosts and one another at Sacred Heart Parish Hall



Because of unseasonably warm weather, the panelists were able to gather in person after the trolley tour on the outdoor patio at area restaurant Iozzo's Garden of Italy.

Thursday, Nov. 5 – (Virtual) Stakeholder Interviews and Panel Work Sessions

8-9am – Panelists Zoom meeting to share observations from previous day

9am-12 noon – Virtual stakeholder interviews

- 9-10am – Large institutions & developers
- 10-11am – City staff & other technical experts
- 11am-12pm – Local businesses & residents

12-1pm – Lunch break

1-5pm – Panelist work session

- Dialogue
- Research/information gathering
- Begin individual Powerpoint presentation slides

Friday, Nov. 6 – (Virtual) Finalize Presentation & Present to Sponsor/Hosts

8-10:30am – Panelists Zoom meeting to finalize presentation

10:30-11:30am – Break/rehearsal

11:30am-12:30pm – Final Presentation & Q&A (recorded and [available here](#))

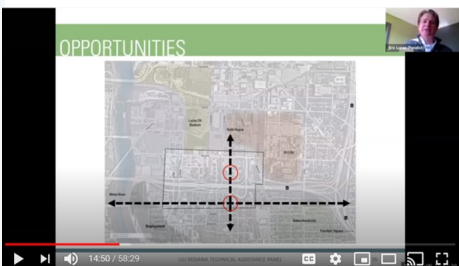


Image of the final presentation
via Zoom

Research

Findings of the TAP were formed on the basis of research:

- Prior to the TAP, a briefing book was prepared by ULI volunteers and staff, with the assistance of the City's project manager and the host organizations. The briefing book comprised essential data and information about the area for the panelists to review.
- The in-person tour of the study area and its context was essential to forming panelist's impressions of the area.
- The panelists conducted additional research during the TAP, each in their own area of expertise, to confirm hypotheses and bring forth examples of their recommendations.



BACKGROUND

Neighborhood Character

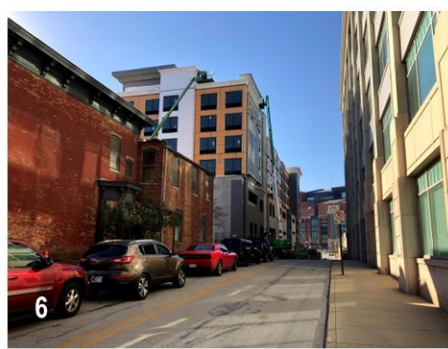
Images taken during the tour demonstrate the area's challenges, but also some reasons for optimism.

CHALLENGES

- (1) The prominent corner of Meridian Street and Morris Street lacks an identity or landmark.
- (2) Looking north on Meridian Street one can see Lucas Oil Stadium but must pass under I-70 to get there.
- (3) There are still affordable homes in the Near South Side but residents say they lack an identifiable architectural style.
- (4) A typical section of corridor in the neighborhood.
- (5) A typical residential section.
- (6) Even when it is well maintained the large amount of vacant land in the neighborhood is a challenge to bringing activity and character to the area.



Neighborhood Character (continued)



ASSETS & OPPORTUNITIES

- (1) Proximity to downtown (looking north on Meridian Street)
- (2) There are major businesses in the context area, in addition to the tourist attractions like Lucas Oil Stadium.
- (3) and (4) There has been momentum in the area around Meridian and Merrill.
- (5) Character of South Meridian Street at Merrill.
- (6) Merrill Street provides a potential corridor between the Lilly Campus to the east and Lucas Oil Stadium to the west.

BACKGROUND

Demographics

The area has a low population and small number of households, and it contains more jobs than it does residents.

The housing units in the study area have a 25% vacancy rate, while those in the context area have a 35% vacancy rate.

	Study Area	Context Area	Total
Population	340	647	987
Households	128	221	349
Housing Units (Total)	171	341	512
Jobs	270	4,355	4,375

Employment

Top Employment Sectors by Number of Businesses (Study Area + Context Area) based on SIC code

	# of businesses	% of businesses
Services	61	39%
Retail	25	16%
Unclassified	21	14%
Finance/Insurance/Real Estate	16	10%
Government	14	9%

Top Employment Sectors by Number of Employees (Study Area + Context Area) based on SIC code

	# of employees	% of employees
Services	1,448	33%
Government	942	22%
Finance/Insurance/Real Estate	713	16%
Manufacturing	428	9%
Retail	423	9%

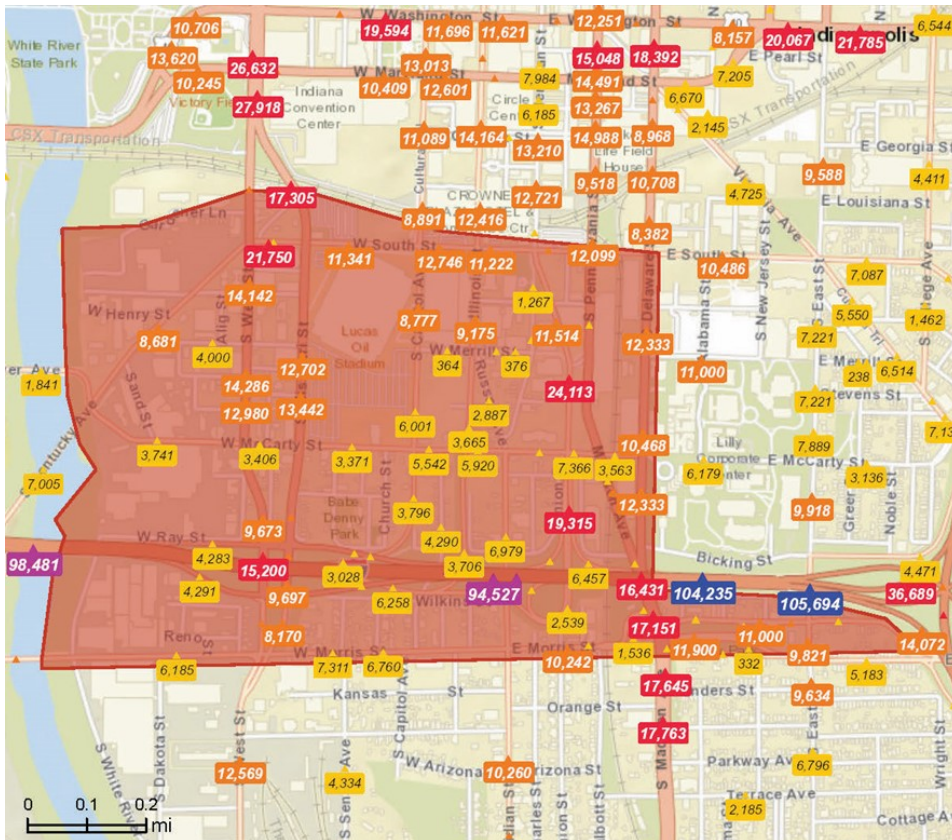


All data from ESRI

BACKGROUND

Development Potential

To help determine the area's development potential, the panelists studied traffic counts and third-party market studies for multi-family, retail and office development.



Multi-Family Submarket Report

Downtown Indianapolis

Indianapolis - IN



Retail Submarket Report

CBD

Indianapolis - IN



Office Submarket Report

CBD

Indianapolis - IN

ANSWERING THE QUESTIONS

What is the **VISION** for the Study Area?

- Embrace your unique location between Fountain Square and the White River. Link along Morris to effectuate this connection.
- Leverage the proximity to downtown. It's close and walkable.
- North and south of Interstate 70 can and should be different. Regional destinations and the neighborhood can connect along Meridian.
- Think creatively about development. Patterns here may look different than other parts of the city.
- Get out ahead of Interstate 70 changes. Consider workable solutions that fundamentally change the relationship of highway and neighborhood.
- Partner with surrounding anchor institutions (i.e. Lucas Oil Stadium, Eli Lilly, Rolls Royce, State of Indiana) to build a better district. The decision by Elanco to base their global headquarters at the former GM stamping plant site on West Washington (announced after the TAP) adds them to this list.
- Stay true to your roots and emphasize history, affordability, working-class character, and ethnic diversity.

What **TYPES OF DEVELOPMENT** are both desired by the community and feasible for the market, within the Study Area?

- The full spectrum of potential development types can and should be embraced here. This will help to alleviate potential hesitancy by developers and investors.
- Most any sector of employment would work well here and be able to leverage proximity to regional transportation networks and a regional workforce.
- Housing of numerous types and price points would also work well here for similar reasons as employment.
- Because of the available land here, mixed-use development can take on horizontal patterns instead of just vertical ones, which may be more cost effective and less risky for developers.
- Development should be expected and allowed to take place incrementally and organically.

How do we ATTRACT THE DESIRED DEVELOPMENT to the Study Area? What will it take to bring that development? How might FUTURE PROJECTS/ PLANNING PROJECTS BE ENHANCED AND LEVERAGED in this Study Area/ Context Area?

- Incrementally build demand. Lift Indy is a great start to promoting Meridian Street as the neighborhood’s “Main Street.”
- Explore brownfields assistance programs.
- Work with surrounding anchor institutions (i.e. Lucas Oil Stadium, Eli Lilly, Rolls Royce, State of Indiana, Elanco)
- Explore developing a more robust nonprofit community development corporation to serve the area.
- Brand this area and execute a strategic marketing campaign.
- Consider the possibility of proactively rezoning parcels to fit your vision.
- Be authentic and maintain your enthusiasm – it is being noticed!
- Be an ally for development and planning projects that support your vision.

Where are ESSENTIAL CONNECTIVITY POINTS AND FEATURES for the study area and context area? How can these be enhanced through development?

- Morris, McCarty, and Meridian – these are your primary connections within the study area which connect it to the context area. Re-make these into people-oriented corridors with sidewalks, street trees, streetlights, and bicycle facilities.
- Make your way to the river and promote the neighborhood as proximate to this incredible resource. McCarty and Morris can provide this connectivity.
- Connect to the planned Elanco site (former GM stamping plant site) on West Washington Street via: a) McCarty/Oliver and South White River Parkway West Drive, and b) Morris to Drover Street.
- Strengthen Morris, McCarty, and Meridian through thoughtful vertical development that is appropriately sized, appropriately positioned, and well designed.
- Over time, and with future INDOT enhancements, stitch streets back together under the Interstate 70 corridor.

VISION

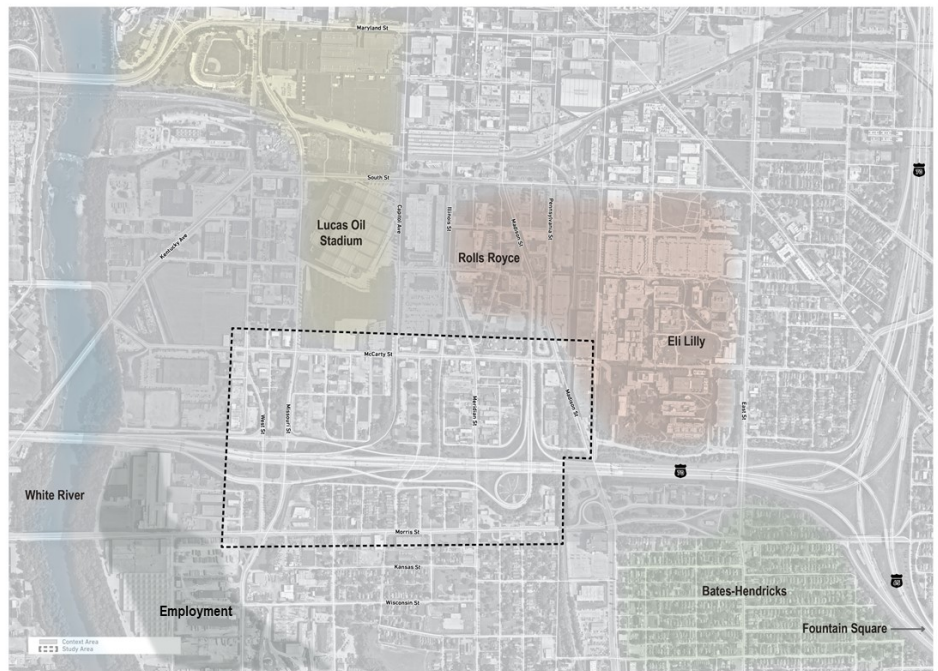
VISION

The following pages show the high-level overview and thought process behind the TAP panel recommendations. They focus on connectivity, land use, and approach to future development.

Beginning on page 26, you'll find more detailed recommendations behind these concepts.

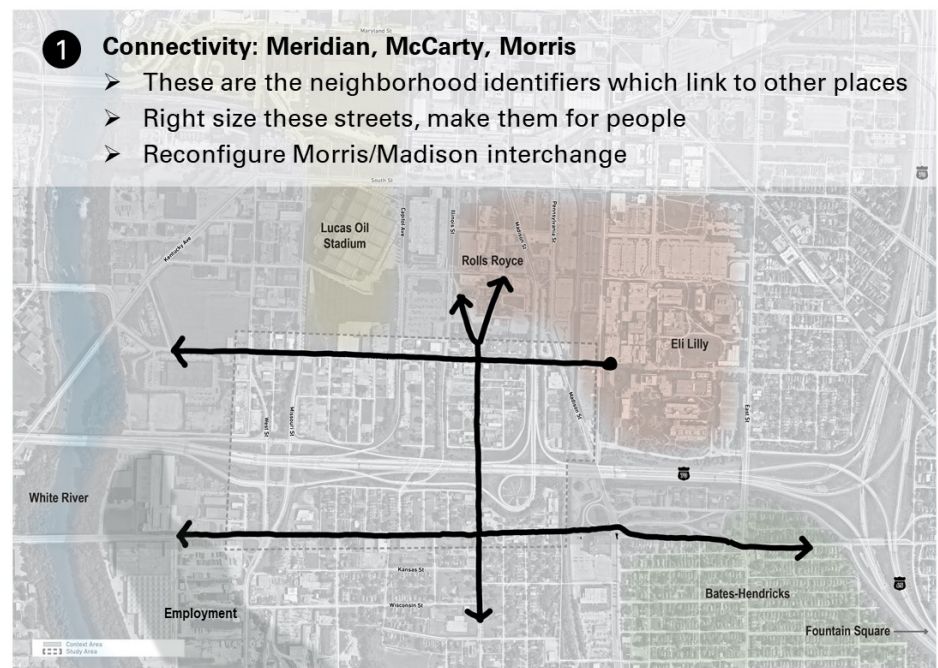
The context area is filled with community assets that represent a great opportunity for the near south side if connectivity is improved.

(Not pictured: The Elanco global headquarters site announced after the TAP will be just off this map, on the west side of the river and south of West Washington Street)



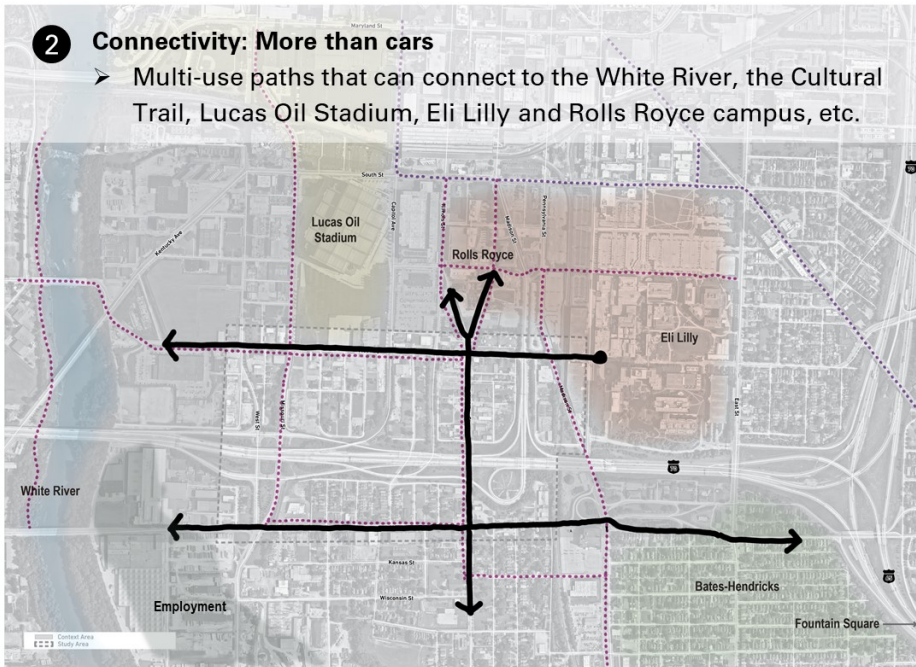
STREET CONNECTIVITY

Focus on these three corridors.



2 Connectivity: More than cars

- Multi-use paths that can connect to the White River, the Cultural Trail, Lucas Oil Stadium, Eli Lilly and Rolls Royce campus, etc.



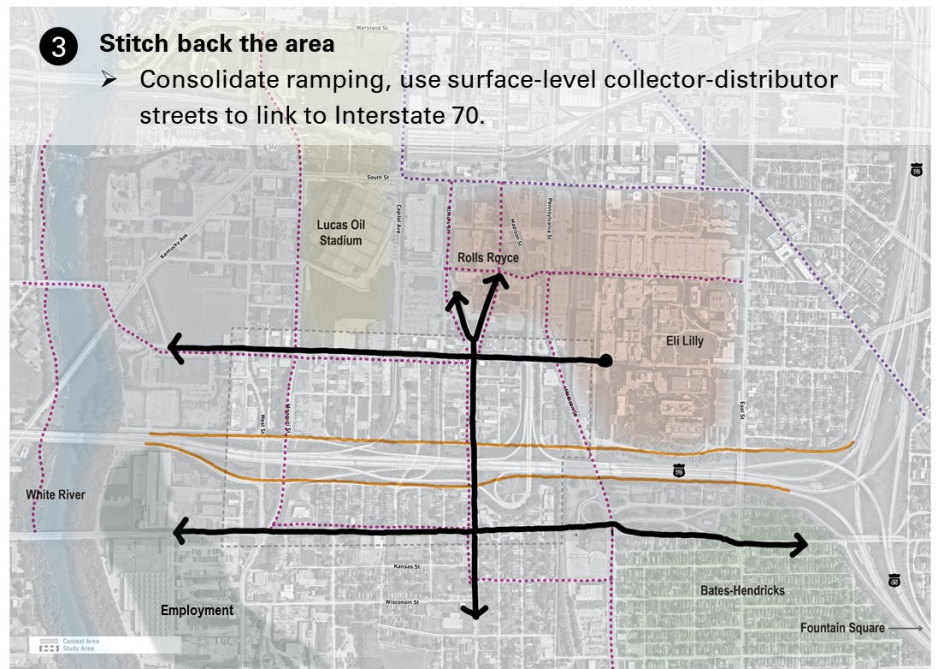
ACTIVE TRANSPORTATION

Multi-use paths such as the Cultural Trail and others

VISION

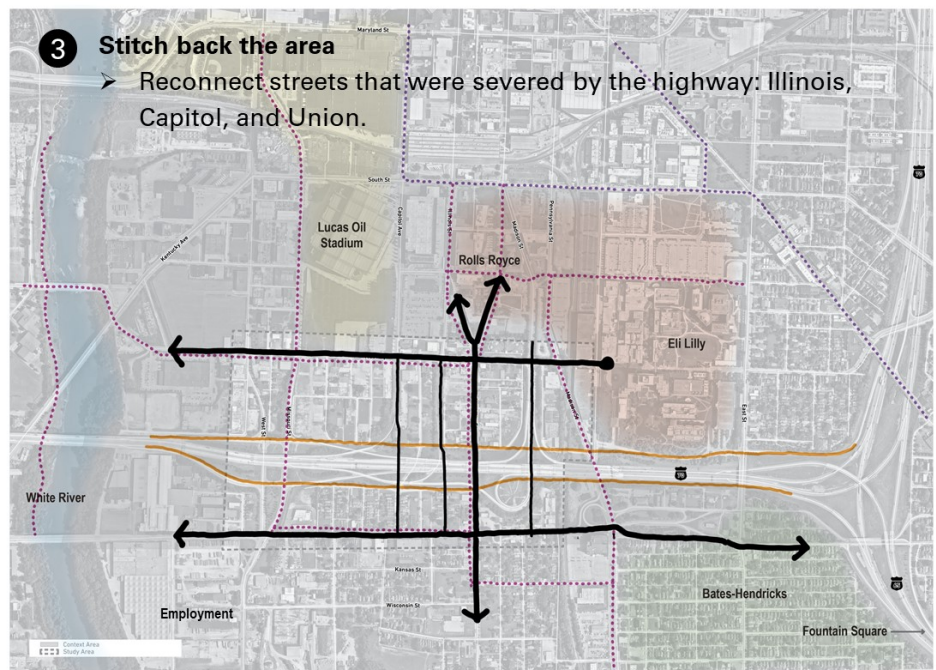
STITCH BACK THE AREA (1)

Work with INDOT's to influence future I-70 improvements; consolidate ramping



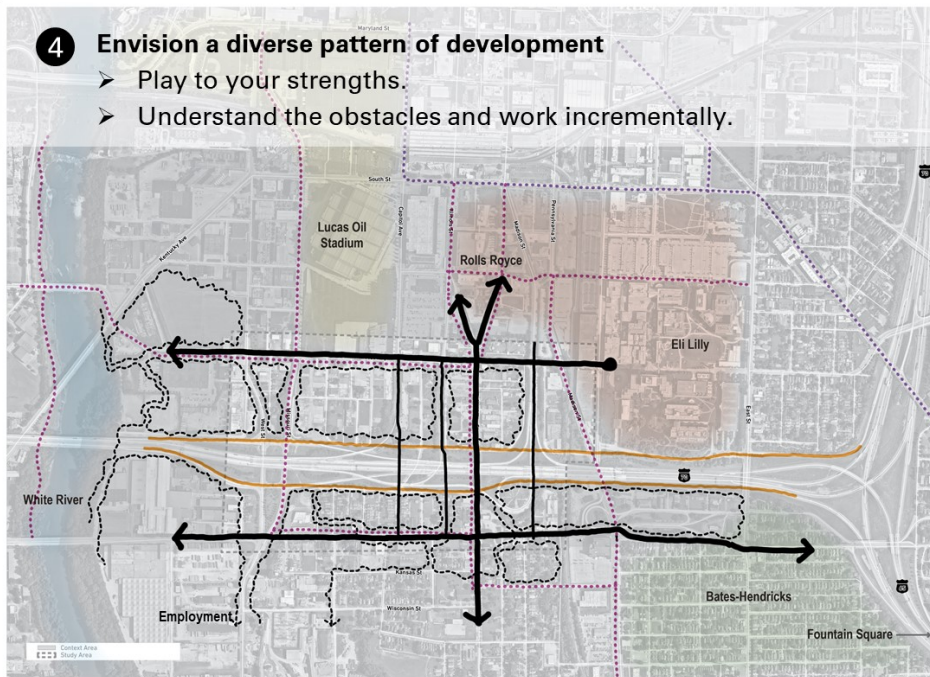
STITCH BACK THE AREA (2)

Reconnect streets that were severed by interstate construction—Illinois, Capitol and Union.



4 Envision a diverse pattern of development

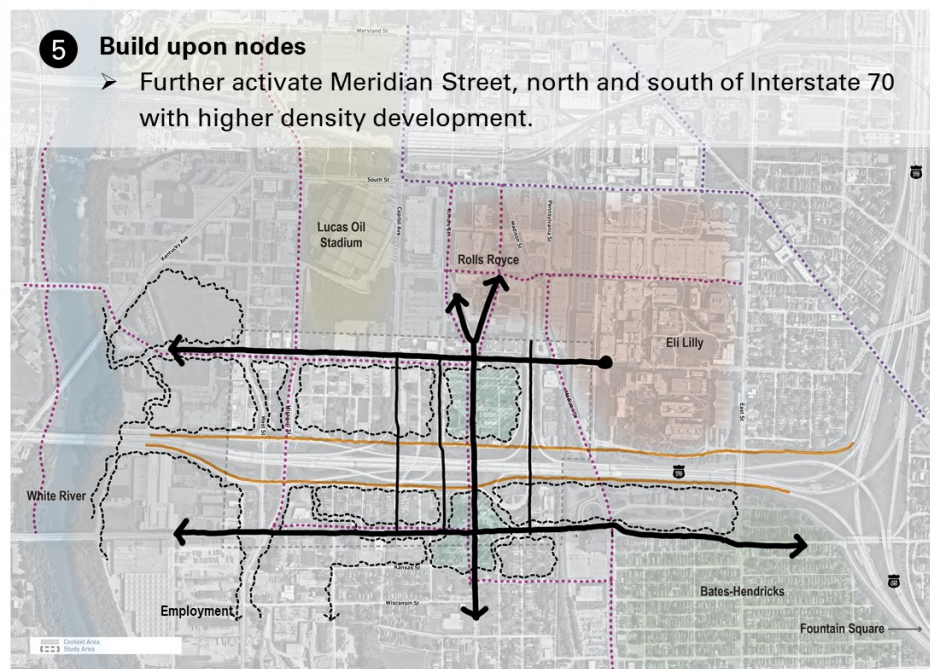
- Play to your strengths.
- Understand the obstacles and work incrementally.



INCREMENTAL DEVELOPMENT

5 Build upon nodes

- Further activate Meridian Street, north and south of Interstate 70 with higher density development.



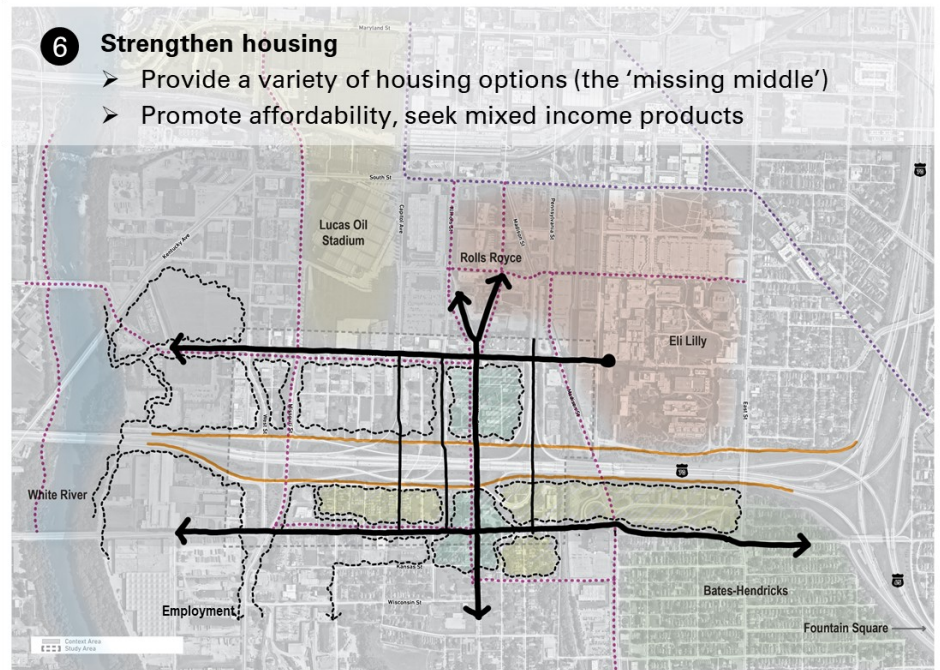
BUILD UPON EXISTING NODES

Concentrate on Meridian Street, both north and south of I-70, and encourage higher density development here

VISION

HOUSING FOR ALL

Provide a variety of housing options including both affordable and "missing middle" options



Stacked duplex



Townhome



Multi-plex



Four-plex



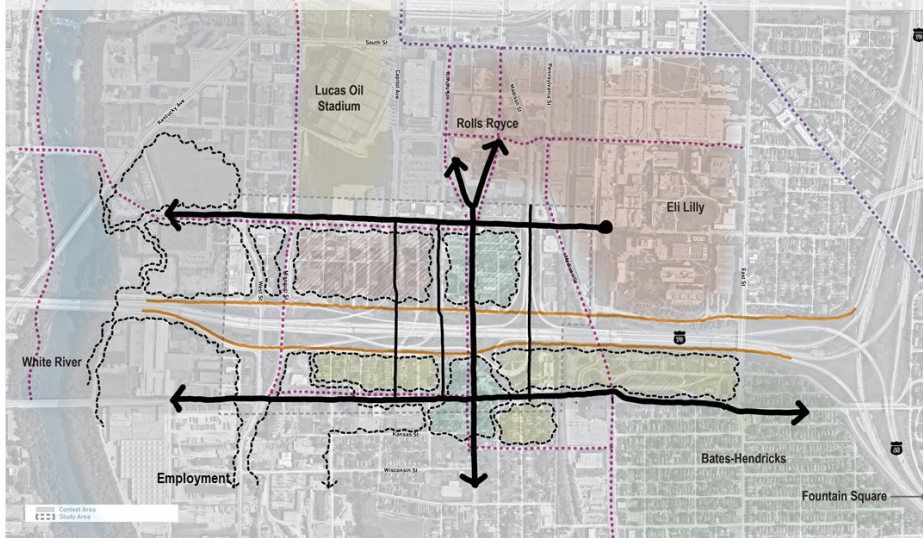
Live/work



Lofts

7 Encourage dynamic development north of Interstate 70

- Stadium-supportive development that diversifies offerings, provides a year-round population, and incorporates green spaces.



DYNAMIC, STADIUM-SUPPORTIVE DEVELOPMENT

Development north of I-70 should support Lucas Oil Stadium and related uses but provide more year-round opportunities and green space than what are there currently

8 Embrace your past and present

- Light industrial, tech, and flex spaces for local businesses seeking a cost-effective location



EMBRACE PAST AND PRESENT WORKFORCE

Provide space for light industrial, tech and flex space for local businesses seeking a cost-effective solution

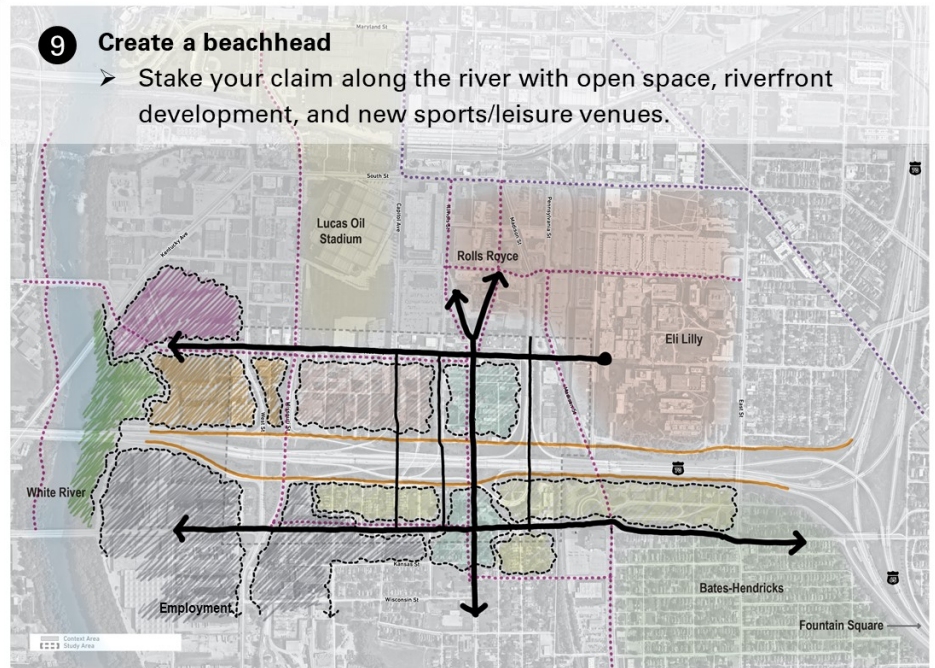
VISION

RIVER-ORIENTED DEVELOPMENT

Address this community asset and landmark with both open space and active recreational and entertainment development

9 Create a beachhead

- Stake your claim along the river with open space, riverfront development, and new sports/leisure venues.

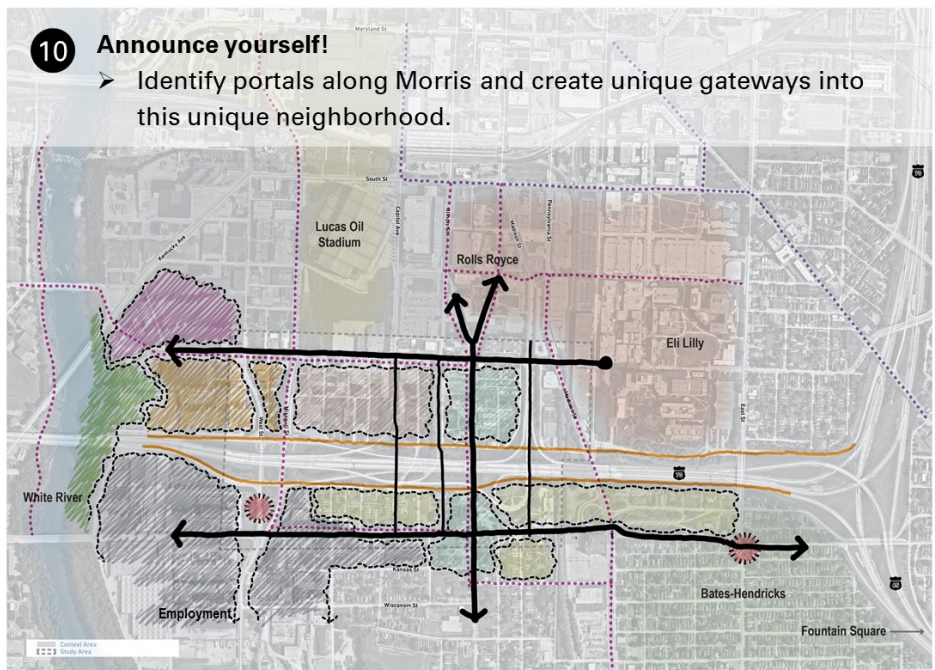


ANNOUNCE YOURSELF

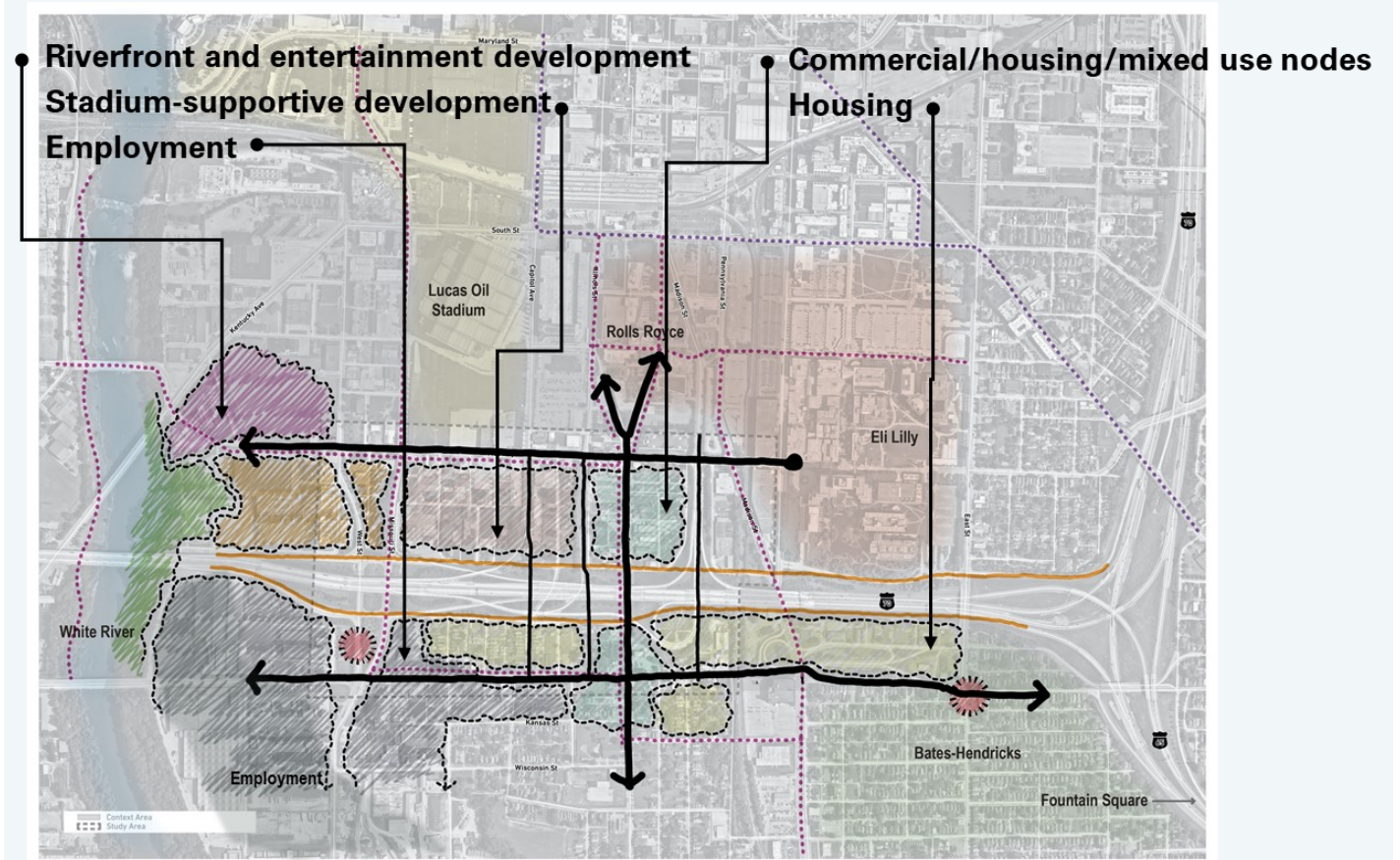
With unique gateways for a unique neighborhood

10 Announce yourself!

- Identify portals along Morris and create unique gateways into this unique neighborhood.



Land Use Vision



VISION

More Development Examples

(Left) Single family homes

(Below) Mixed-use development

(Bottom) Light industrial, tech and flex space



RECOMMENDATIONS

Development Recommendations

The panel's development recommendations are based on an assessment of the current market dynamics both in the Near South Side but also in the Downtown submarket from which the Near South Side could draw.

Downtown Development Assessment

Unfortunately, downtown especially is facing significant challenges because of the ongoing pandemic and related business disruption.

- Residential - Downtown has lost +/- 1,000 renters since 3/1/20.
- Office - The six largest employers in the downtown central business district (CBD) are not having their employees return to the office until potentially the third quarter of 2021. This has resulted in negative office absorption for first time since 2015 (i.e. demand is less than supply).
- Retail - Retail is expected to be oversupplied by 131,000 square feet, a 3% 3.0% rise in vacancy year-over-year. In addition to the results of the pandemic, this is partially driven by added square footage at one large downtown development project, Bottleworks on Mass Ave.

Near South Side Development Assessment

Within the Near South Side neighborhood, there is currently misalignment between the price that land sellers are asking and expecting, versus the price needed to create a viable project there. Market pricing for land in the study area in many cases is equivalent to certain CBD and Fountain Square locations.

As a result, viable development in the Study Area will likely require one or more of the following (today) as a result:

- Lower land price
- Public subsidy
- A lower cost to build product

Based on this, the panel's recommendation is to focus on an organic/incremental growth approach—i.e. be patient and don't expect it to all happen at once. Shepherd individual small developments and give developers the support they need.

Development Recommendations (continued)

Future Development Opportunities in the Near South Side

- 1) Leverage any development plans north of I-70 by the Colts organization and Indianapolis Capital Improvement Board.
- 2) Create a Flex/Tech corridor on Morris Street focused on logistics/tech-driven commercial space. This capitalizes on the area's great access and visibility and supports quality job growth while filling in the "missing teeth" of the streetscape.
 - This product type has a lower cost to build than some other commercial development
 - There is a possibility for some rehab of existing buildings
- 3) Create mixed-use nodes at Meridian/McCarty and Meridian/Morris, and within these allow for incremental retail growth, including both neighborhood and CBD-supportive and destination-driven businesses.
 - Both Mass Ave and Virginia Ave got their start with curation of independent art/retailers/commercial, not large-scale mixed use
 - Emphasize more horizontal mixed-use versus vertical mixed-use
 - Preserve and rehab existing building stock where possible
- 4) South of I-70 focus on "Missing Middle" housing, i.e. housing that suits the needs of middle-income households and families. This may be owner-occupied or renter-occupied and may take many physical forms from single family, duplexes, quads, townhomes and apartments.

Connectivity Recommendations

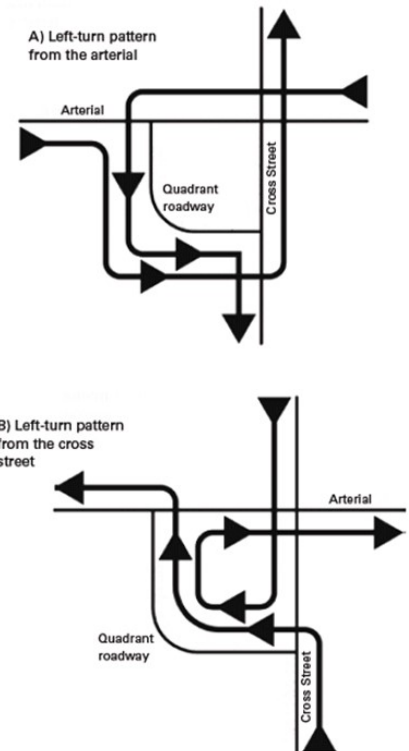
Madison at Morris Interchange

This interchange was built prior to I-70, and with today's average daily traffic (ADT) counts of around 17,650* vehicles per day on Madison Avenue, six lanes would no longer be required. On Morris Street, ADT varies from 5,200 to 7,300*. The panel recommends a "road diet" and other modifications to reduce the size and complexity of this interchange. This will make it safer and easier for pedestrians and others to navigate, and bring it back to a more human scale in keeping with its surroundings.

Two potential options are:

- The Morris underpass at Madison could potentially be turned into an at-grade intersection, but the grades may not work out due to going under the rail bridge just west of the intersection.
- Convert the free flow ramps into a quadrant intersection.

*per ESRI traffic counts



RECOMMENDATIONS

Connectivity Recommendations (continued)

Interstate Ramping along I-70

The panel believes this area would benefit greatly from a reduction and consolidation of interstate ramps, as has been done successfully in some other cities (see bottom image, with more greenspace and crosswalks).

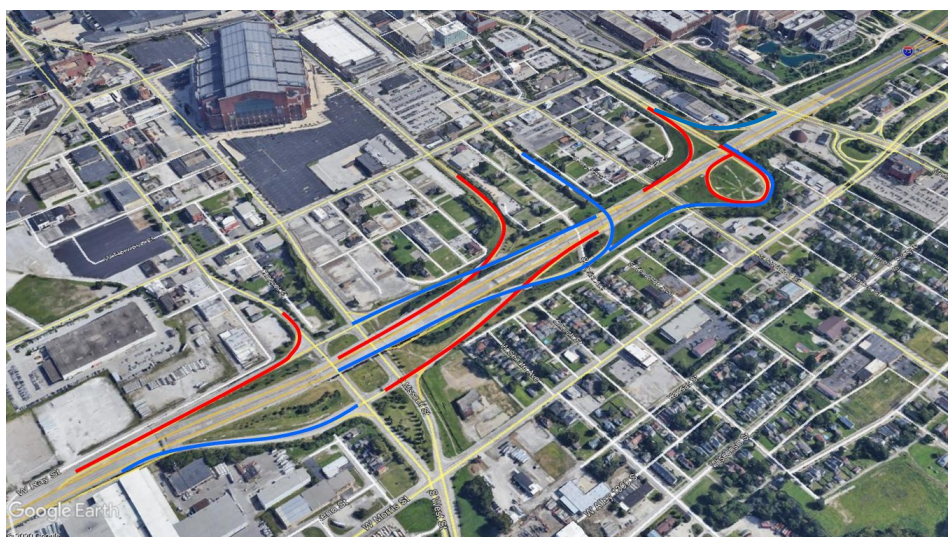
To determine if this is possible, a traffic study and safety study would need to be performed and should consider the capacity of the downtown streets at these exits. This may or may not be part of any INDOT study or already planned for future, but could be an INDOT “district-wide study.”

1 EB on-ramps between this stretch at
West Street

2 EB exit ramps between this stretch at
West Street and at Madison Avenue

2 WB exit ramps between this stretch at
Madison Avenue and West Street

3 WB on-ramps between this stretch at
Madison, Capitol & West



RECOMMENDATIONS

Connectivity Recommendations (continued)

Streets for People

The panel's recommendation for a "road diet" also applies to the two major corridors in the study area—McCarty Street and Morris Street—as well as to Madison Avenue. The overall objective is to match the roadway design with the intended or preferred function of the roadway for all users, including bicyclists and pedestrians.

In other areas where communities have undertaken a 4-lane to 3-lane road diet, community members felt the road diet conversions improved their quality of life. Conflicts between vehicles, bicyclists and pedestrians are reduced and the complexity of crossing maneuvers decreased.

In many cases vehicle users don't even experience a difference in their perceived level of service (LOS). One study determined that arterial LOS would decline when the two-way peak hour volume was more than 1,750 vehicles per hour (875 each direction), and this could be mitigated by signal timing optimization. Current average daily traffic (ADT) counts here are:

- Morris—5,200 to 7,300 ADT
- McCarty—3,400 to 7,400 ADT

Extra consideration should be made for higher levels of traffic during special events (i.e., Colts games). At those times, additional traffic control via police or other means may be necessary.



BEFORE AND AFTER

(Above) Madison, McCarty & Morris as they exist today.

(Below) A 4-lane to 3-lane road diet showing the addition of dedicated bike lanes in both directions.

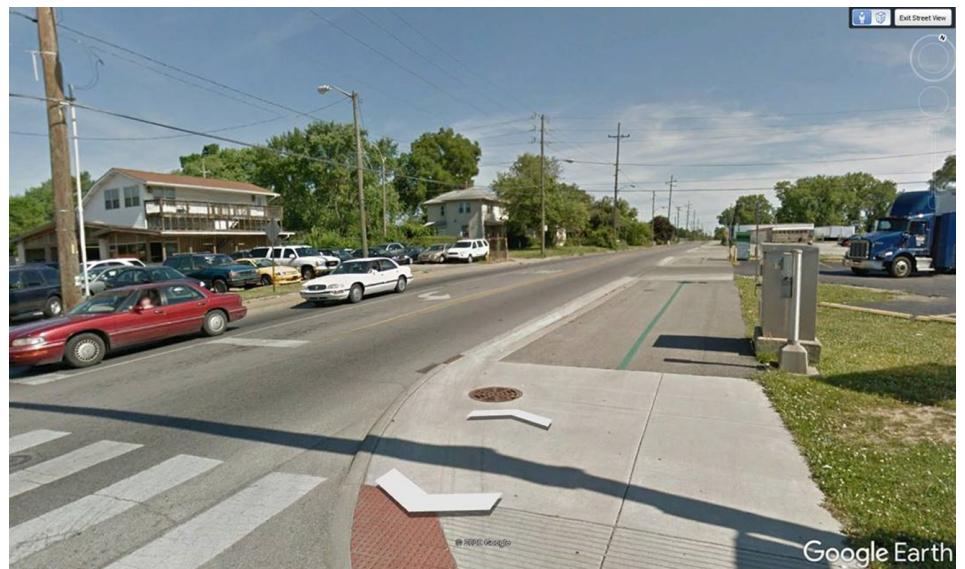


RECOMMENDATIONS

Connectivity Recommendations (continued)

BEFORE AND AFTER

Potential before-and-after the implementation of a 4-lane to 3-lane road diet and related design interventions.



Brownfields Recommendations

Existing studies are hopeful and helpful, but expect more study to be needed

A brownfield site is any property that has real or perceived contamination that limits a property's use or redevelopment. It can be an old industrial site or vacant property. The study area has several areas that would be defined as brownfields, and that could require additional time and costs to develop the properties.

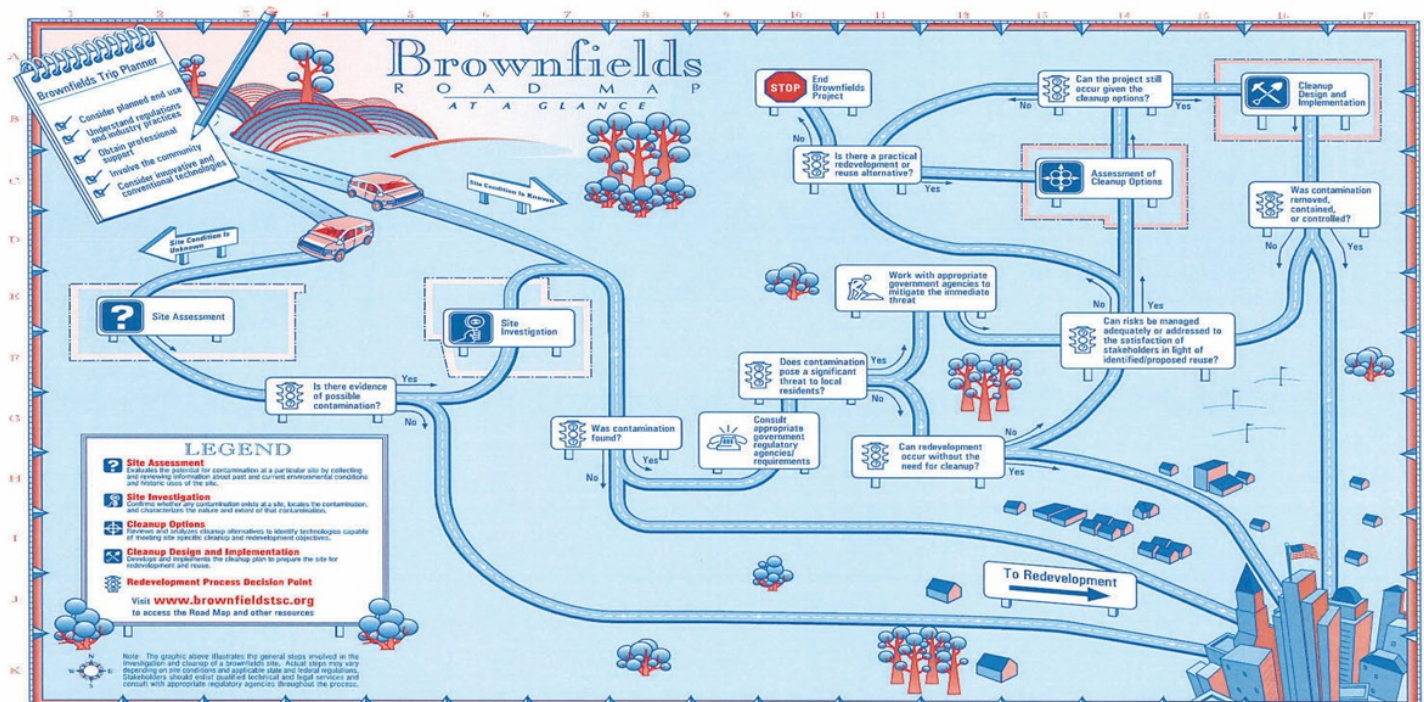
The first step in brownfield redevelopment is inventory. Fortunately, the City of Indianapolis has already started the inventory of brownfields in this area, and found limited properties with recognized contamination. Their study also recognized several opportunities where existing buildings could be repurposed. Having this work already completed by the City aids less experienced and smaller developers and entrepreneurs to move forward in making development investments with less risk and cost.

Still, those who are interested in developing in the area can expect to need more studies. For example, preliminary research using early Sanborn maps shows that most of the vacant land in the areas is from demolished homes—and could be redeveloped, but there should be additional research to prior to developing property. There are then a variety of technical, legal and financial challenges that may follow each brownfield property.

Fortunately, both the City of Indianapolis and Indiana Brownfields have technical and financial resources available to assist in brownfield redevelopment.

LEARN MORE

Visit: <https://www.epa.gov/brownfields/brownfields-road-map>



RECOMMENDATIONS

Brownfields Recommendations (continued)

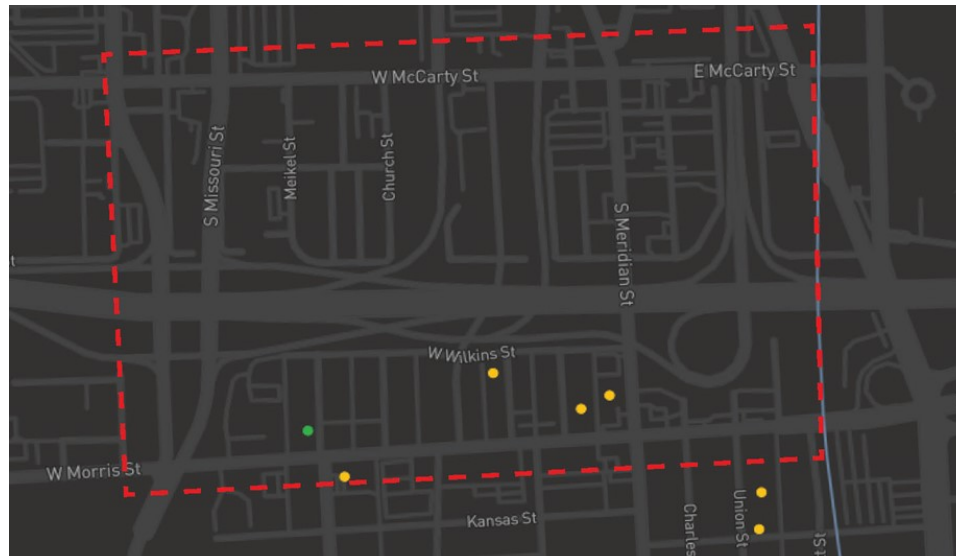
Although the City of Indianapolis has done some initial Brownfields Assessments, they may have access to more federal funding for assessments. They also have low interest loans available for environmental remediation.

Indiana Brownfields has funding opportunities, but they also have great technical and legal support. They are Indiana's greatest support system to safe, effective, cost efficient development that also protects the property owner's liability. Indiana Brownfields supports redevelopment. They will look at the proposed development and state contamination levels and provide a map to safe implementation. It gives some liability protection and limits the remediation need.

INDIANAPOLIS BROWNFIELDS INVENTORY

(Left) The City completed an inventory of abandoned buildings. These structures are perfect for reuse and repurpose for commercial and residential space that will retain unique character and history.

(Below) The inventory of high- and low-risk brownfield sites allows the community and developers to plan and market redevelopment.



Brownfields Recommendations (continued)

Even contamination does not prohibit redevelopment, though some controls may be needed

Many people don't realize that even if a site has suffered from environmental contamination, it can often still be redeveloped. For example, an environmental assessment can identify safe uses and recommend appropriate institutional controls.

It's important for anyone concerned with brownfield sites—the City, neighborhood, or prospective developers and users—to remain flexible on their expectations for the site in favor of the highest and best uses, given the site's potential limitations from old contamination.

For example, some communities are transforming former industrial space into outdoor food markets with food trucks, versus permanent structures. This supports small business owners that have limited funds to open brick-and-mortar locations. It's also a relatively low-cost placemaking opportunity and a potential family-friendly destination in the COVID era and afterwards.

BROWNFIELD SOLUTIONS

A solution to redevelopment on a former brownfield site.



Partnership & Policy Recommendations

The panel suggests that building certain partnerships will be key to improving the neighborhood, and different types of partnerships are recommended for north of I-70 versus south of I-70. In addition, implementing the recommendations in this report will require an understanding of and the ability to work within the context of certain City and regional policies for transportation, zoning and TIF investment.

North of I-70—Economic Improvement District

An Economic Improvement District (EID) is a private, legal mechanism to raise funding at a district scale and is authorized by Indiana Code. Property owners agree to pay a fee on top of what they pay to government in taxes, that fee is then reinvested in the district through a board of district members.

EID funds can be used to enhance and maintain public infrastructure (landscaping, lighting, streetscaping amenities, parks) and to address ongoing programming needs (activation of public spaces, marketing and promotion, safety/security). The existing EIDs in Indianapolis (Woodruff Place and Fountain Square) focus on these types of investments.

Models from many other major American cities position the EIDs (known in most other places as business improvement districts, or BID) as organizations with the expertise and capacity to develop, maintain, promote, and program the districts they represent.

The strength of these organizations is their ability to live beyond the initial development period and continue to maintain infrastructure and public spaces, support residents and businesses, and provide ongoing programming of public spaces and marketing of the district—all needed to sustain the initial vibrancy.

The best time to establish an EID is BEFORE major development occurs.

South of I-70—Anchor Partnerships

The Near South Side neighborhood is distinguished by its proximity to significant institutional anchors, including Fortune 500 employers and the Colts/Lucas Oil Stadium. Such anchors have a self-interest in the neighborhood's success, and therefore you should find ways to mutually benefit one another.

For example, the Indianapolis Neighborhood Housing Partnership (INHP) has an Anchor Housing program that helps major employers incentivize employees to live in adjacent neighborhoods.

Case Study: Nationwide Children's Hospital (Columbus, OH)

The Healthy Neighborhoods Healthy Families (HNHF) initiative started in 2008. Composed of faith-based organizations, community development organizations, workforce development programs, youth-serving non-profits and local public schools, it seeks to create positive health outcomes in the community.

HNHF began on Columbus' South Side, the area around Nationwide Children's Hospital, and has proven it can improve community, family and individual wellbeing. The initiative has now expanded to the Linden area where it will supplement and expand upon a community-developed plan.

The HNHF initiative targets five impact areas:

- Affordable housing: When a family is living in a safe, affordable house, it brings a sense of stability so the family can focus on other things like a child's education, a parent's job and the family's health.
- Education: The HNHF initiative supports a number of programs to improve educational outcomes focused around school readiness and mentorship.
- Health and wellness: Nationwide Children's Hospital works to improve access to health care through community and school-based services.
- Community engagement: Partnering with neighborhood and community stakeholders, HNHF works to support the social connections and the overall neighborhood experience for residents.
- Economic development: Work readiness training, career development, experiential learning, free tax preparation, credit education and financial coaching are available to help residents.



Healthy Homes

2008 to 2017 Investment

Hospital Contribution	\$6,663,000
United Way	\$1,759,000
City of Columbus	\$5,434,500
Franklin County Land Bank	\$425,000
Home Sales	\$8,179,000
Donations	\$220,000
TOTAL INVESTMENT	\$22,680,500



Condition Before Intervention



Condition Postintervention



Partnership & Policy Recommendations (continued)

Transportation Policy

Adopted city policy documents including the Indy Greenways Master Plan and the Indy Moves Transportation Plan, and the recent announcement of the Cultural Trail expansion, significantly encompass many of the connectivity projects envisioned in this report. However, questions remain:

- How could long-term reconstruction of I-70 and/or consolidation of the entrance/exit system promote better local connection and developable property?
- How does the West Street interchange, and parts of Morris Street, continue to serve the heavy industrial uses to the south while also serving as a welcoming gateway into the Near South Side neighborhood?
- How do we balance the need to support regional destinations like Lucas Oil Stadium, the Indiana Convention Center, and White River State Park, and major employers like Eli Lilly and Company and Rolls Royce, with the need to support locally-serving businesses and neighborhoods?

Zoning Policy

There is currently a range of inappropriate zoning in the Near South Side (that could include I3, I4, C5) for many properties that entitle property owners to develop property in ways that could be harmful or inhibit the development potential outlined in this vision.

Developers trying to rezone from an inappropriate zone to a more appropriate one face uncertainty and additional time in the process that adds to their costs and risk.

Any one of the potential governance structures (outlined on pages 37-38) could assist in this issue, and while the City of Indianapolis does not have a recent record of proactively rezoning property to encourage or incentivize appropriate development (largely tied to the fee-supported funding model of its planning and zoning functions), a city-led rezoning effort would likely be the most effective in this case.

TIF Investment Policy

A short and long-term funding strategy should be developed to set clear expectations of how and when TIF revenues will be deployed, that sets expectations for both neighborhood residents and future developers and helps sustain a TIF investment strategy over different political administrations.

Partnership & Policy Recommendations (continued)

The recently established tax increment finance (TIF) district in the area is critical. Its early revenue is anticipated to be used to retire Section 108 loans associated with infrastructure improvements on Meridian Street as part of the Lift Indy project.

Such infrastructure, connectivity, and placemaking investments are necessary to set the stage for private development, and TIF is often the only funding mechanism for such projects.

However, the only way the TIF generates revenue is through private development. With high land prices and unproven demand, particularly for mixed-use, multi-family development, it is likely early private development will require and request subsidy, including through TIF.

This presents a dilemma for both the city and the neighborhood: the TIF will not generate revenue without private development, which will likely be stunted without TIF-supported infrastructure projects and subsidy.

Potential Development Governance Structures

City-led

The City of Indianapolis, through its Metropolitan Development Commission, has served as the lead for district-scale redevelopment in the past. Recent examples include the Downtown Canal Walk, Fall Creek Place, and Keystone Enterprise Park.

The Town of Speedway, through its Redevelopment Commission, is also serving as a leader for its Main Street/SpeedZone redevelopment.

City-led models assist in large-scale land assembly, replatting of land, construction or reconstruction of infrastructure, and then the sale of parcels for development. Because significant expense must be covered up front, bonds are usually issued, with a tax increment financing district (TIF) or housing tax increment financing district (HOTIF) used to capture the value of the resulting private development to pay off the bonds. This presents significant risk to the City and its general funds, which must repay the bonds in the event the expected private development does not materialize.

Partnership & Policy Recommendations (continued)

Master developer

A master developer functions much like the city-led model, assembling land, replatting it into developable parcels, constructing or reconstructing infrastructure to serve those parcels, and then selling the parcels to other developers that actually build the buildings.

Their costs are recouped by the sale of the land.

This model works best for large single development or redevelopment properties (like an old industrial plant or a farm field) and where there is proven market demand, often demonstrated through the pre-sale or pre-lease of parcels.

Other

There are many more models, and most are hybrids of multiple models.

Funding limitations with local government limit both the technical and financial capacity of local government.

Land prices and fragmented ownership likely impede a master developer model.

Additional Resources

For the Marion County Land Use Pattern Book (provides explanation of typologies in Land Use Map): <https://citybase-cms-prod.s3.amazonaws.com/d55349b00251489ea6744d4a06826f95.pdf>

For the Neighborhood Investment Strategy: <https://citybase-cms-prod.s3.amazonaws.com/c8f0ca24f2e54b1292b5d84b3e454575.pdf>

For the Marion County Thoroughfare Plan: https://xmaps.indy.gov/ODP/GIS_Apps/Documents/PlanIndy/ResolutionDocs/2019CPSR003-ThoroughfarePlan.pdf

For additional elements of the Comprehensive Plan: <https://www.indy.gov/activity/comprehensive-plan-for-the-city-county>

For address-searchable maps of the Comprehensive Plan: <http://maps.indy.gov/PlanIndy/>



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