

US EPA ARCHIVE DOCUMENT

Partnership *for* Sustainable Communities *EPA Brownfield Pilot*



Indianapolis Smart Growth Redevelopment District

Revitalization Strategy:
Prioritizing Actions to Support a Transit-Oriented Future

January 2011



Prepared Under:

Contract No. EP-W-07-023

Prepared for:

U.S. Environmental Protection Agency
Office of Solid Waste and Emergency Response
Office of Brownfields and Land Revitalization
Washington, DC 20460

Prepared by:



www.sra.com/environment

Vita Nuova

www.vitanuova.net

Contents

1. INTRODUCTION.....	1
1.1 Partnership for Sustainable Communities Brownfield Pilots.....	1
1.1.1 Partnership Livability Principles.....	1
1.2 Indianapolis Partnership for Sustainable Communities Brownfield Pilot	1
1.2.1 Study Area: Smart Growth Redevelopment District (SGRD)	1
1.2.2 Project Team and Advisory Committee.....	3
1.2.3 Pilot Scope	3
1.2.4 Information Sources Reviewed.....	4
1.2.5 Constituencies and Interviews Conducted	5
1.2.6 Relationship of SGRD Revitalization Strategy to Previous Studies.....	6
2. INITIAL FINDINGS AND ANALYSIS OF THE SGRD	8
2.1 Physical Characteristics of the SGRD	8
2.1.1 Development History of Indianapolis and SGRD.....	8
2.1.2 Understanding the SGRD in 2010	9
2.2 Revitalization Investments and Activities in the SGRD.....	16
2.2.1 Housing and Land Use-related Investments	16
2.2.2 Brownfield-related Investments.....	18
2.2.3 Transportation- and Infrastructure-related Investments.....	19
2.2.4 Community-based and Nonprofit Activities	22
2.2.5 Private Sector Activities	24
2.2.6 Potential Economic Development “Local Synergies”	25
2.3 Analysis of Initial Findings.....	25
2.3.1 The SGRD Historic Block Pattern	25
2.3.2 The SGRD Block Pattern in 2010.....	26
3. SGRD REVITALIZATION STRATEGY: STRATEGICALLY BUILD WALKABLE NEIGHBORHOODS TO SUPPORT A TRANSIT-ORIENTED FUTURE	28
3.1 SGRD Revitalization Strategy: Background.....	28
3.2 SGRD Revitalization Strategy: Prioritized Actions	30
Action 1: Identify locations for walkable neighborhood development sites adjacent to transit routes.....	30
Action 2: Develop design criteria for higher-density development within walkable neighborhoods	31
Action 3: Promote infill development on selected blocks to create walkable neighborhoods	32
Action 4: Increase usage of Monon Trail within the SGRD	33
Action 5: Develop communications and outreach strategy.....	34
APPENDICES	I
APPENDIX A: LOCAL SYNERGIES: ASSETS FOR ECONOMIC DEVELOPMENT	A-1
APPENDIX B: POTENTIAL FUNDING SOURCES TO SUPPORT SGRD REVITALIZATION STRATEGY IMPLEMENTATION	B-1

This page left blank intentionally.

1. Introduction

1.1 Partnership for Sustainable Communities Brownfield Pilots

The U.S. Environmental Protection Agency (EPA), Department of Housing and Urban Development (HUD), and Department of Transportation (DOT) are working together under the Partnership for Sustainable Communities to ensure that federal investments, policies and actions support development that is more efficient and sustainable. This partnership is based on "livability principles" that guide inter-agency collaboration and support the integration of: safe, reliable and economical transportation; affordable, energy-efficient housing; and sustainable reuse of idle or underutilized land. Pilot communities were selected by EPA's Brownfields Program with input from HUD and DOT. Pilots receive technical assistance and support from EPA, HUD and DOT. The three agencies are working with the pilot communities to build on past investments, as well as identify opportunities to link housing, transit, brownfields, and coordinate sustainability resources.

1.1.1 Partnership Livability Principles

The Partnership for Sustainable Communities has established a set of livability principles to guide the agencies' efforts and other infrastructure investments to protect the environment, promote equitable development, and help address the challenges of climate change. The Livability Principles are:

- **Provide more transportation choices.** Develop safe, reliable and economical transportation choices to decrease household transportation costs, reduce our nation's dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.
- **Promote equitable, affordable housing.** Expand location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities to increase mobility and lower the combined cost of housing and transportation.
- **Enhance economic competitiveness.** Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services, and other basic needs by workers, as well as expanded business access to markets.
- **Support existing communities.** Target federal funding toward existing communities—through strategies like transit oriented, mixed-use development and land recycling—to increase community revitalization and the efficiency of public works investments and safeguard rural landscapes.
- **Coordinate and leverage federal policies and investment.** Align federal policies and funding to remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices such as locally generated renewable energy.
- **Value communities and neighborhoods.** Enhance the unique characteristics of all communities by investing in healthy, safe and walkable neighborhoods—rural, urban or suburban.

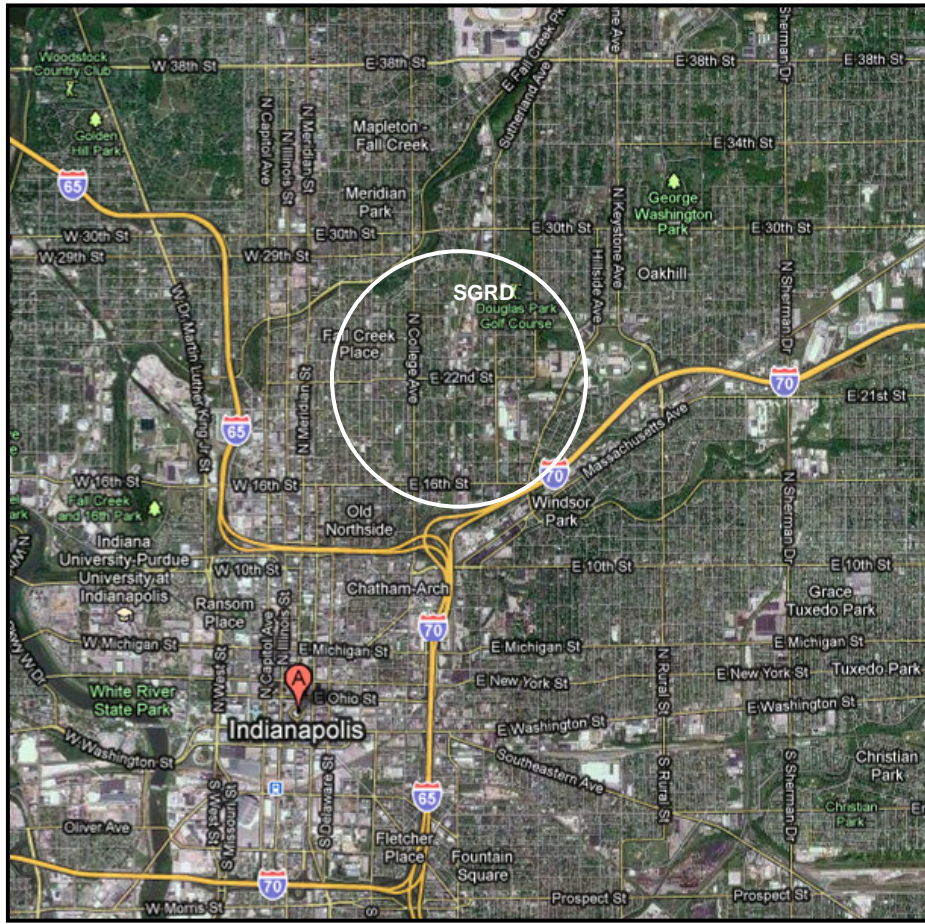
1.2 Indianapolis Partnership for Sustainable Communities Brownfield Pilot

1.2.1 Study Area: Smart Growth Redevelopment District (SGRD)

Recognizing the development needs of the area northeast of downtown Indianapolis, a concept plan for the Smart Growth Redevelopment District (SGRD) was originally developed in 2008. The SGRD concept plan identified an area centered at East 22nd Street and the Monon Greenway Trail, just northeast of the downtown business district. The concept plan determined that the influence of the SGRD should extend beyond commonly accepted walkability ranges of ¼ mile, but not extend so far as to dilute its potential for transformation. Accordingly, the SGRD boundaries were loosely defined to range from the man-made boundary of I-70 to the south to Fall Creek at the north, Central Avenue to the west, and Keystone Drive to the east.

The SGRD concept plan does not specify fixed boundaries to ensure that the area remains connected to adjacent neighborhoods and development initiatives, and to provide flexibility to link to local planning efforts. To simplify the representation of the SGRD concept and its boundary, a $\frac{3}{4}$ mile radius was drawn from the intersection of East 22nd Street and the Monon Greenway Trail (see Figure 1).

Figure 1: The Study Area - SGRD



The SGRD is the area within the circle.

Data source: Google Maps, November 2010.

In October 2008 the Indianapolis Green Commission recommended that Mayor Ballard implement the SGRD Concept Plan. Subsequently, the Indianapolis Office of Sustainability recognized and supported the SGRD. In the following year, the American Institute of Architects awarded Indianapolis a 2009 Sustainable Assistance Design Team (SDAT) grant to study the SGRD and to conduct community outreach efforts between October 30, 2009, and November 1, 2009.

EPA Region 5 Land Revitalization staff became aware of the SGRD through their interaction with Indianapolis Department of Metropolitan Development (DMD) Brownfield staff on projects located in the area. EPA Headquarters staff attended the initial public engagement meeting conducted as part of the SDAT process. In January 2009 EPA, DOT, and HUD staff toured the SGRD, and later discussed the efforts in an interagency meeting in Kansas City. In February 2010, the SGRD was designated as a Partnership for Sustainable Communities Brownfield Pilot.

Within this report, we refer to the study area as the “SGRD” and depict it as a $\frac{3}{4}$ mile circle centered at East 22nd Street and the Monon Greenway Trail.

1.2.2 Project Team and Advisory Committee

The Indianapolis Partnership for Sustainable Communities Brownfield Pilot is led by the EPA Office of Brownfields and Land Revitalization (OBLR). Technical assistance is being provided under contract by SRA International, Inc., and Vita Nuova, LLC (Technical Assistance Team).

An Advisory Committee was convened by the City of Indianapolis Office of Sustainability to guide the technical assistance work provided by this Pilot. The Advisory Committee meets approximately every six weeks to provide guidance to the Technical Assistance Team. Advisory Committee members include:

- Chair: Kären Haley, City of Indianapolis Office of Sustainability
- Maury Plambeck, City of Indianapolis DMD
- Michael Huber, City of Indianapolis Deputy Mayor for Economic Development
- Chris Harrell, City of Indianapolis Brownfields Coordinator
- Chelsea Ernsberger, Community Development Block Grant (CDBG) Grant Coordinator
- Don Colvin, City of Indianapolis Parks
- Josephine Rogers, MB CDC
- Janine Betsey, KPADC
- Michele Oertel, Indiana Finance Authority (IFA)
- Lori Miser, Indianapolis Metropolitan Planning Organization (MPO) (Anna Tyszkiewicz acting)
- Larry Heil, DOT, Federal Highway Administration (FHWA)
- Reggie Arkell, DOT, Federal Transit Administration (FTA)
- John Hall, HUD
- Jim Van der Kloot, EPA
- Stephanie Cwik, EPA

1.2.3 Pilot Scope

Building on the multiple planning efforts that have taken place in and around the SGRD in recent years and to ensure efforts are not duplicated, this technical assistance Pilot is focused on developing a practical revitalization strategy that will: 1) prioritize actions to strategically build walkable neighborhoods to support a transit-oriented future; 2) connect the SGRD with other ongoing redevelopment and planning efforts in and around the SGRD; 3) identify how existing and future resources can be directed toward the SGRD; and 4) identify opportunities for investments in underutilized properties and underserved corridors that will help catalyze revitalization of the SGRD.

To develop this revitalization strategy, the Technical Assistance Team reviewed existing studies and developed geographic information system (GIS) and computer-aided drafting and design (CADD) mapping to identify potential area-wide revitalization drivers. The initial findings regarding potential area-wide revitalization drivers were presented to the Advisory Committee in summer 2010. The Advisory Committee provided feedback to the Technical Assistance Team on the initial findings, and requested that the Revitalization Strategy focus on prioritizing actions to support a transit-oriented future.

This revitalization strategy was presented to the Advisory Committee in fall 2010. The Advisory Committee provided input on which actions are a priority for the Technical Assistance Team to help local stakeholders implement. The implementation phase of the Technical Assistance Team's support will be completed by February 2011, and may include site-specific conceptual reuse planning, identifying walkable neighborhood locations that could support higher density and/or mixed uses required, developing approaches for adding density in selected locations, developing sustainable criteria for transit stops, economic development planning, or stakeholder engagement and outreach.

1.2.4 Information Sources Reviewed

Numerous studies have been conducted in the City of Indianapolis and in the SGRD over the past decade. Several community planning efforts are already underway in the SGRD, including the American Institute of Architects (AIA) 2009 Sustainable Design Assessment Team (SDAT) project and the work associated with the EPA Community Action for Revitalized Environment (CARE) grant to the Martindale-Brightwood Environmental Justice Collaborative. Several other projects that are being funded by EPA, HUD and/or DOT exist in the SGRD.

These studies help frame the discussion for redevelopment around brownfields within the SGRD. Review and analysis of these studies was an important first step in this reuse planning process. The following list highlights many of the reports and studies that were reviewed:

- Indianapolis Smart Growth Redevelopment District Plan DRAFT Version 1.5
- AIA SDAT Green Design Report (see more information in following subsection)
- Sustainable Future for the 22nd/Monon Redevelopment Area (SDAT Implementation Timeline)
- Citizens/King Park Neighborhood Plan
- Martindale-Brightwood Neighborhood Plan, 2003
- Martindale-Brightwood Comprehensive Plan, 2009-2011
- City of Indianapolis Sustainability Report
- Indianapolis Abandoned Properties Action Plan
- Central Indiana Transportation and Land Use Plan
- The Update of the Indianapolis Regional Transportation Plan for 2025
- Indianapolis Regional Center Plan 2020
- Midtown Indianapolis 2010: Guiding Principals and Future Development
- Northeast Corridor Alternatives Analysis/Environmental Impact Statement Scoping Document
- City of Indianapolis Alabama Street Pilot Project Marion County, Indiana
- City of Indianapolis Ohio Street Pilot Project Marion County, Indiana
- 16th Street Corridor Sustainable Community Connection Project
- 16th Street Corridor Enhancement Work Program
- 16th Street Corridor 1956 Sanborn Brownfield Sites
- 16th Street Master Plan
- 16th Street Corridor Plan
- City of Indianapolis Green Infrastructure Master Plan Best Management Practices - Summary
- Green Infrastructure Feasibility and Prioritization Study
- Indianapolis Regional Center and Metropolitan Planning Area Multi-Modal Corridor and Public Space Design Guidelines, 2008
- City of Indianapolis Cultural Trail TIGER Grant Application
- Indianapolis BikeWays Plans: 2-5 Year Plan, 5-10 Year Plan, 10 Year Plan
- Brownfield Redevelopment of the Monon Trail Neighborhoods
- Monon Trail usage data, 2009-2010
- Monon Farm Conceptual Plan
- Soil Composting Project at Monon Site - Summary
- Edible Cities: Urban Farming in Indianapolis
- EPA CARE workshop summaries
- National Design District Development Framework Indianapolis, Indiana, April, 2008
- National Design District Redevelopment Area Plan and Comprehensive Neighborhood Reinforcement Strategy, 2008
- National Apartments Profile, 2009
- Neighborhood Business Districts: Retail Viability Report, 2010
- National Design Factory fact sheet
- Indianapolis Smart Growth Renewal District website
- Phase I Environmental Site Assessment Bulge Property 1100 East 25th Street Indianapolis, Indiana
Keramida Phase II Investigation, Bulge Property, 25th St and Monon Trail, Indianapolis

- Phase I Environmental Site Assessment Vacant Property 1150 East 28th Street Indianapolis, Indiana
- IndianaMap.org GIS basemap data such as infrastructure (e.g., roads, rail), hydrology (e.g., rivers, lakes), and Indiana Department of Environmental Management (IDEM) environmental information
- City of Indianapolis/Symbiont GIS data about the area such as the parcel and assessor information, aerial photographs, vacant property information, and zoning
- Background information from Indianapolis MPO and DMD
- Brownfield and other GIS data compiled in GIS from DMD, Symbiont
- FOCUS Resource Guide: Indianapolis Market Study Overviews
- Lawrence Village at the Fort Preliminary Plan, Covenants and Development Standards
- Outputs from the Contaminated Properties Workshop
- Real Estate in Martindale neighborhood: <http://www.ibj.com/blog?blogId=3>
- Real estate: Indianapolis Business Journal: <http://www.indyharmoni.org/index.html>
- Multiple Indianapolis Star articles

1.2.5 Constituencies and Interviews Conducted

The many ongoing planning processes result in numerous public and private constituencies with interests in the future development of the SGRD. Those that were interviewed and/or researched for the development of this Revitalization Strategy are listed in Figure 2.

Figure 2: Constituencies and Interviews Conducted

Organization		Interviewed	Researched
Federal	FTA	✓	✓
	FHWA	✓	✓
	EPA: Region 5, Office of Underground Storage Tanks	✓	✓
State	Indiana Department of Environmental Management	✓	✓
	Indiana Finance Authority	✓	✓
	Indiana Foreclosure Prevention Network		✓
Regional	Indianapolis MPO (MPO)	✓	✓
	Central Indiana Regional Transportation Authority (CIRTA)		✓
	Indianapolis Public Transportation Corporation (IndyGO)	✓	✓
	Indy Connect (MPO, CIRTA, and IndyGO)	✓	✓
City/County	Indianapolis Office of Sustainability / Sustain Indy	✓	✓
	Indianapolis Department of Metropolitan Development	✓	✓
	Indy Parks and Recreation	✓	✓
	Indianapolis Abandoned Property Program		✓
	Indy Land Bank	✓	✓
	Lead Safe and Healthy Homes Department-Marion County Health Department	✓	✓
		✓	✓
Neighborhoods	King Park Area CDC	✓	✓
	Martindale-Brightwood CDC	✓	✓
	Devington CDC	✓	✓
	SDAT Implementation Committee	✓	✓
Nonprofits	Local Initiatives Support Corporation (LISC)	✓	✓
	Delta Institute	✓	✓
	Seeds of Hope Community Garden	✓	✓
	Indianapolis Food, Farm and Family Coalition	✓	✓
	Growing Place Indy		✓
	Oasis of Hope CDC (affiliated with the Oasis of Hope Baptist Church)		✓
	Hoosier Environmental Council		✓
	People for Urban Progress		✓
			✓

Organization		Interviewed	Researched
Developers/ Brokers	Development Concepts Inc. (DCI)	✓	✓
	A2SO4	✓	✓
	Wilbur Montgomery	✓	✓
	John Watson	✓	✓
	Cassidy Turley	✓	✓
	Farren Real Estate Services	✓	✓
Academia	Butler University Center for Urban Ecology	✓	✓
	Ivy Tech Community College		✓
	Purdue/ Indiana University Medical Campus		✓

1.2.6 Relationship of the SGRD Revitalization Strategy to Previous Studies

This strategy, which focuses on building walkable neighborhoods within the SGRD to support a transit-oriented future fully supports and incorporates the livability principles stated by the Interagency Partnership for Sustainable Communities. It builds on the programs currently underway within the SGRD and defines a pathway to incorporate sustainability into the decision making process. It is not intended to supersede existing plans or studies; instead, this strategy is designed to complement them by prioritizing actions to strategically build walkable neighborhoods to support a transit-oriented future.

The first phase of this Pilot project involved a review of an extensive number of existing studies, plans and programs recently completed or in progress within and around the SGRD. Among the many planning initiatives listed in Section 1.2.4, the AIA SDAT Green Design Report¹ developed in 2009 is notable for its comprehensive analysis of the same geographic area as is being targeted through this Partnership for Sustainable Communities Brownfield Pilot—the SGRD. The SDAT program focuses on the importance of developing sustainable communities through design, and provides technical assistance to communities. Working with local stakeholders, the SDAT team identified general goals and objectives for the neighborhood. The two over-arching strategies identified by the SDAT team include²:

- Building the capacity to take control of the collective future
- Connecting issues and actions in pursuit of a common vision for the future

Supporting these goals, the SDAT team generated dozens of recommendations for the SGRD and the SDAT Implementation Committee, and plans to implement many of these recommendations in the coming years. Some of these recommendations include³:

- Begin the public dialogue about light rail options now.
- Place multifamily buildings and commercial properties in clusters where light rail stop(s) might be located.
- Design and develop more quality infill development.
- Work with community residents to designate an area of the neighborhood to serve as a walkable center, with moderate-density multifamily residences and an appropriate mix of neighborhood-serving retail establishments (ideally this would be located at a light rail stop).

This Revitalization Strategy has been developed to complement, not duplicate the work of the SDAT study. It supports the two overarching SDAT strategies, and it prioritizes and provides greater specificity to some of the recommendations identified in the SDAT report, with a focus on strategically building walkable neighborhoods

¹ www.aia.org/aiaucmp/groups/aia/documents/pdf/aiab082781.pdf

² Ibid, p. 17 of 122.

³ Ibid, pp. 48, 58, 70, and 88 of 122.

within the SGRD and identifying innovative economic development approaches within the SGRD. This strategy is also designed to support the neighborhood preferences and goals identified in the neighborhood planning documents, as listed below.

Related Citizens King Park Neighborhood Plan Neighborhood Preferences⁴

- “The neighborhood feels strongly that there should be more residential development in the neighborhood.”
- “The neighborhood feels that the land use pattern created for Fall Creek Place is acceptable for most of the neighborhood.”
- “The neighborhood would like to see new single-family homes on vacant lots.”
- “They expressed a feeling that home ownership strengthens the neighborhood.”
- Public Works and Transportation Recommendation: Explore the potential of a public transit demonstration project on the Monon that promotes the concept of a multi-modal transportation corridor and acts as a catalyst for development.

Related MB CDC Neighborhood Plan Goals⁵

- Improve the overall quality of housing in the neighborhood’s residential areas.
- Improve infrastructure in the neighborhood to reinforce the neighborhood as a good place to live and do business.
- Provide a strong [business development] base for the neighborhood.

Related MB CDC Comprehensive Plan Goals⁶

- Improve business conditions
- Improve housing conditions
- Improve neighborhood infrastructure
- Improve the environmental quality of the community

⁴ Citizens King Park Neighborhood Plan (2001), www.indy.gov/eGov/City/DMD/Planning/Docs/LandUse/Neighborhood/citizenskingparknp01.pdf, pp. 34, 35, 36, and 24.

⁵ Martindale Brightwood Neighborhood Plan (2003), www.indy.gov/eGov/City/DMD/Planning/Docs/LandUse/Neighborhood/Martindale_Brightwood_Neighborhood_Plan_03.pdf, pp. 11, 18, and 23.

⁶ Martindale Brightwood Comprehensive Plan (2010), not available online, pp. 21, 34, 36, and 38.

2. Initial Findings and Analysis of the SGRD

To understand the city's structure today, it is helpful to review its history. The Technical Assistance Team conducted a review of the physical characteristics of the SGRD (Section 2.1), including a review of the city's history and expansion, and mapped key features to establish a historical perspective of Indianapolis and the SGRD. In addition, the Technical Assistance Team reviewed recent revitalization efforts and investments in the SGRD (Section 2.2), to understand where momentum, opportunity and market drivers exist for revitalization. The initial findings from this research are presented in this section, followed by an analysis of the initial findings (Section 2.3) which directly supports the Revitalization Strategy.

2.1 Physical Characteristics of the SGRD

2.1.1 Development History of Indianapolis and SGRD

Indianapolis, located on the White River, was selected as the location of the state capitol and the first settlement was laid out in 1820 from a plan by Alexander Ralston. The city lies on the original east-west National Road. The original city plan, a mile square grid with four diagonal boulevards that connect at the center of the plan, forms the Central Business District (CBD). The area grew slowly until rail service—the Madison & Indianapolis—began operation in 1847 and Union Station became the central stop for common rail passenger service. The Indiana Central Canal was built to bypass the non-navigable waters of the White River. However, this infrastructure improvement project bankrupted the state in 1839. Originally planned as a 296-mile canal, connecting the Erie Canal and the Ohio River, the Central Canal turned into a 24-mile stretch of locks and channels. Of those 24 miles of canals, only a little over eight miles was ever operational and connected Broad Ripple Village to the downtown.⁷

From 1847 to 1861, the city experienced a period of economic prosperity. The city grew from 8,000 to 170,000 inhabitants in a 50-year period beginning in 1847.⁸ City streetcar lines were laid out beginning in 1863, with tracks on Illinois and Washington Streets. The lines extended to the Fair Grounds in 1865⁹ and by 1898 included over 100 miles of track. This streetcar system connected the Mapleton-Fall Creek Village, bounded by 38th Street to the north and Fall Creek to the south. In 1905, the College Avenue Bridge was opened to provide access from downtown Fall Creek and carry interurban and trolley lines into the new northern suburbs along College Avenue.

The Martindale-Brightwood area was originally two villages whose population was made up largely of workers associated with the railroads. Brightwood, the eastern section of the neighborhood, was first platted in 1872 and amended in 1874. The town of Brightwood was incorporated in 1876 and remained autonomous until 1897 when it was annexed by Indianapolis. Martindale was settled in 1874, also by railroad workers who found employment in machine shops and manufacturing. The loss of the railroads proved to be detrimental to the economic status of Martindale-Brightwood in the post-war years.

Natural gas reserves, discovered in 1886, also fueled the industrial growth of the city. By 1912 most of the natural resources being used to fuel the city's factories had dried up, and by 1920 they were all but gone. At the turn of the century, Indianapolis had become a large automobile manufacturer, rivaling Detroit. With roads leading out of the city in all directions, Indianapolis became a major hub of regional transport, earning the nickname "The Crossroads of America." The same network of roads that bred Indianapolis' role as a transportation hub would allow quick and easy access to suburban areas. Started in 1959 and completed in 1970, I-465 and I-74 roughly

⁷ <http://indianapolis-indiana.funcityfinder.com/2008/09/13/indianapolis-history>

⁸ Ibid

⁹ Indianapolis: A historical and statistical sketch of the railroad city, a chronicle of its social, municipal, commercial and manufacturing progress, with full statistical tables. p. 127. W.R. Holloway, William Robeson, 1836-1911.

bound the existing area of the city. The original mile grid defines a larger pattern of major and minor arterials throughout the metro area. In general, the suburban commercial centers or malls are typically located off the interstate, close to the main arterials.

With the loss of the railroad industry and the expansion of the Indianapolis suburbs, the central city neighborhoods went through a period of transition. White residents began to relocate to the newly-built suburbs. The migration away from Brightwood left behind a surplus of housing which was followed by an in-migration of lower-income African Americans. This continued throughout the next four decades. By 1960, African Americans accounted for approximately half of Brightwood's population of 5,700. This amount would increase to over 90 percent of the population, which had declined to 4,700 by 1990. Neighborhoods in the King Park Area saw similar changes in the 1960s, where the racial composition changed from 98 percent to 54 percent white, and white attendance at the Shortridge School dropped to less than 25 percent. As the total neighborhood population declined, many properties were abandoned and some of the housing stock began to deteriorate.

A large segment of the commercial growth in the city has occurred outside the central business district, with large multiple commercial centers on the interstate ring.

2.1.2 Understanding the SGRD in 2010

Neighborhood Structure

Neighborhoods in the SGRD are designated both by the names associated with the historic villages (Mapleton-Fall Creek) and also by local political designations (Martindale-Brightwood). There are strong neighborhood identities, but no identifiable physical center within the SGRD. There are true physical boundaries that separate districts and neighborhoods into smaller areas, some of which are named, others of which are only somewhat visible in the economic data for these areas. The major neighborhood dividers are the interstate to the south and Fall Creek to the north. Within this area, major north-south streets like Meridian, College and the Monon Trail, and to a lesser degree Central, mark shifts in the fabric. The Monon Trail which runs north-south through the SGRD, serves as the east-west boundary between the KPADC and MB CDC. The major east-west streets, 16th and 30th, and to a lesser degree 25th, are through streets and have greater traffic volumes than other secondary streets.

The primary parks—Martin Luther King, J.T.V. Hill, and Douglas—act as local attractions, but also subdivide the major urban grid and form sub-districts. Of those sub-districts, the recently redeveloped areas of Fall Creek Place, running from Meridian west to Central, north to 30th and south to 22nd, are strong neighborhoods with lower vacancy and more owner-occupied properties. Oak Hill, an area between 30th and 25th, bounded by Douglas Park to the west and north and Keystone to the east, is also strong, with many owner-occupied properties. Other areas have some level of coherency, but the busier streets tend to act as boundaries to the spread of development. The weakest areas are found near the Monon Trail. The majority of the older industrial properties are located along the Monon Trail and include a number of brownfields. In general, the more vibrant areas are on the edges of the SGRD, as shown in the darker shades of blue in Figure 3.

Vacant, Brownfield and City-Owned Property

Population within the SGRD has declined since the 1960s, including in each of the past two decades. U.S. Census data show a population decrease of 8 percent between 1990 and 2000 for Center Township. Center Township is bounded to the north by 38th Street, to the south by Troy Avenue, and south of the downtown area. Center Township includes the SGRD, as well as downtown Indianapolis.¹⁰

According to the U.S. Census Bureau 2006-2008 American Community Survey¹¹ and the SAVI Community Profile¹², the population has continued to decrease since the 2000 Census. Data indicate that the population of

¹⁰ <http://factfinder.census.gov/> June 3, 2010.

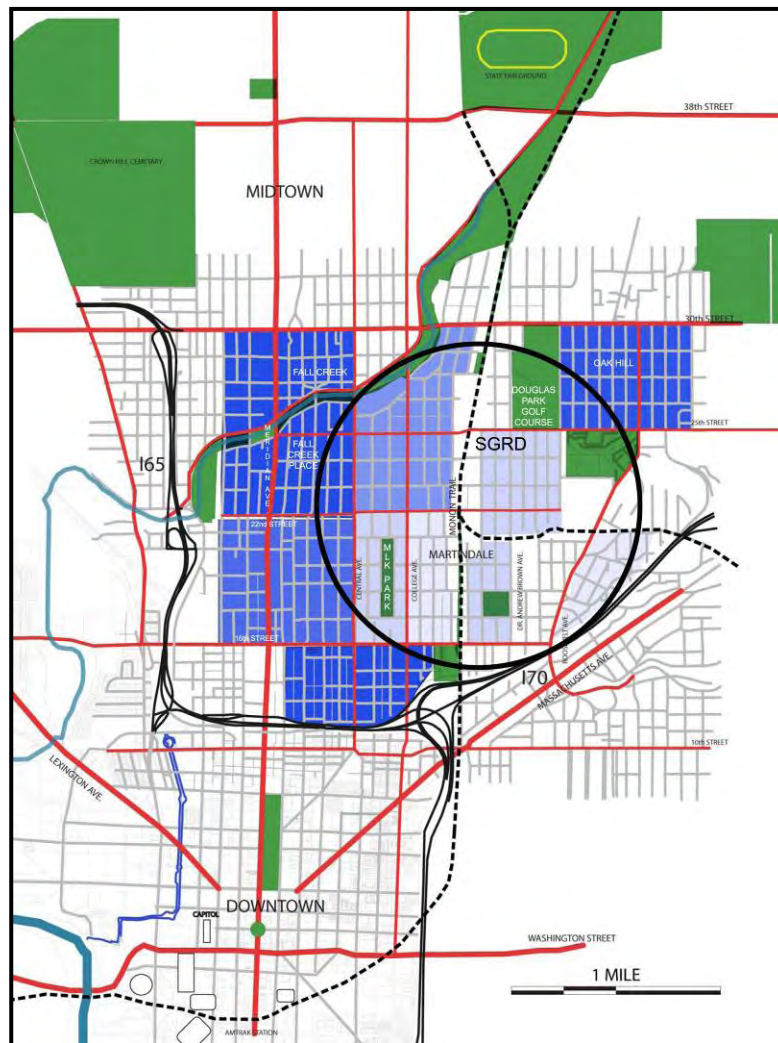
¹¹ http://factfinder.census.gov/ACS_2008_3YR_G00/, June 2, 2010.

¹² Center Township Community Profile, Marion County, Indiana, <http://www.savi.org>, June 3, 2010.

Center Township may have decreased by another 8 percent in the past decade. In addition, data suggest that the number of families with children decreased by 44 percent between 1990 and 2008. The reduction in population is a contributing factor to the substantial number of vacant properties within the SGRD, shown in Figure 4.

Approximately 1,335 of 4,098 SGRD properties (33 percent) are vacant. In comparison, Marion County has a vacancy rate closer to 9 percent.¹³ Areas near the Monon Trail where former industrial and auto-based commercial uses are concentrated tend to contain the greatest levels of vacancy. Vacancies are also clustered around College Avenue, between 25th and 22nd Streets. The Old North Side historic district, south of 16th, Oak Hill, and Fall Creek Place have the lowest vacancy rates.

Figure 3: Neighborhood Structure and Vibrancy

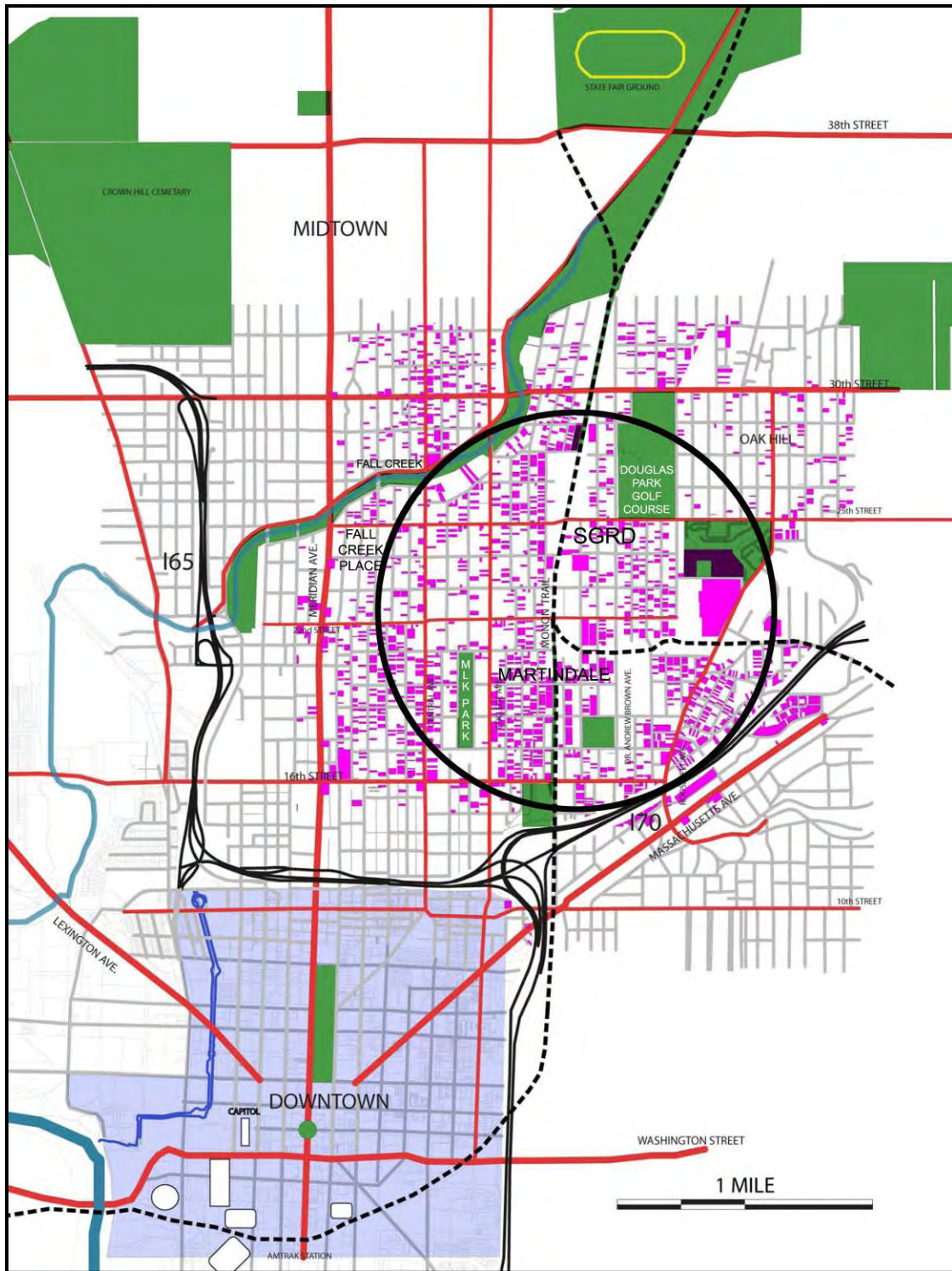


Light blue areas indicate neighborhoods with higher vacancy rates. Darker blue areas have lower vacancy rates suggesting greater stabilization and stronger neighborhood fabric. Green areas represent parks and greenspace. The SGRD is the area within the circle.

Data source: City of Indianapolis GIS database June 2010 and visual inspection June 22, 2010.

¹³ [www.indygov.org/eGov/City/DMD/Abandoned/Documents/PDF/Final%20aband%20prop%20action%20plan%20020309%20\(2\).pdf](http://www.indygov.org/eGov/City/DMD/Abandoned/Documents/PDF/Final%20aband%20prop%20action%20plan%20020309%20(2).pdf)

Figure 4: Vacant Parcels



Vacant parcels are depicted in pink. The SGRD is the area within the circle.

Data source: City of Indianapolis GIS database, June 2010.

In addition to the high vacancy seen within the SGRD, approximately 195 of 4,098 total properties in the SGRD are brownfields. This represents nearly 5 percent of the neighborhood properties. Figure 5 depicts the concentration of brownfields within the SGRD, the majority of which are concentrated along the Monon Trail. Approximately 15 of the brownfield sites within the SGRD have been identified as petroleum sites by the city and IDEM, as shown in Figure 5. In addition, approximately 65 additional properties have been noted by the City of Indianapolis as potential petroleum properties. The suspected and/or known petroleum brownfield sites account for more than 40 percent of the brownfields within the SGRD. In order to revitalize the SGRD and improve the quality of environmental conditions for local residents, brownfields cleanup and redevelopment will need to be a fundamental component of any revitalization strategy.

Approximately 144 of 4,098 properties in the SGRD are owned by the city, as shown in Figure 6. These properties include school and civic uses, an industrial park, properties near the Monon Trail, vacant parcels, and a significant number of brownfields. City-owned property represents 3.5 percent of the neighborhood, providing an opportunity for the city to catalyze redevelopment. The number of city-owned brownfields, in particular, presents an opportunity to focus city resources and public incentives on redeveloping brownfields within the SGRD.

Resident Preferences for Land Uses

There is a relatively high percentage of home ownership in the SGRD and community residents want to maintain high home ownership levels and the single family feel of the neighborhoods. Residents want to see their community's vibrancy restored but are concerned about gentrification, displacement of existing residents, and high density development. Job creation remains a primary concern among SGRD stakeholders. Also, the SGRD has few neighborhood-serving retail establishments (e.g., drug stores, grocery stores). A car is required to travel to needed services, reducing access for lower-income households.

Transportation and Infrastructure

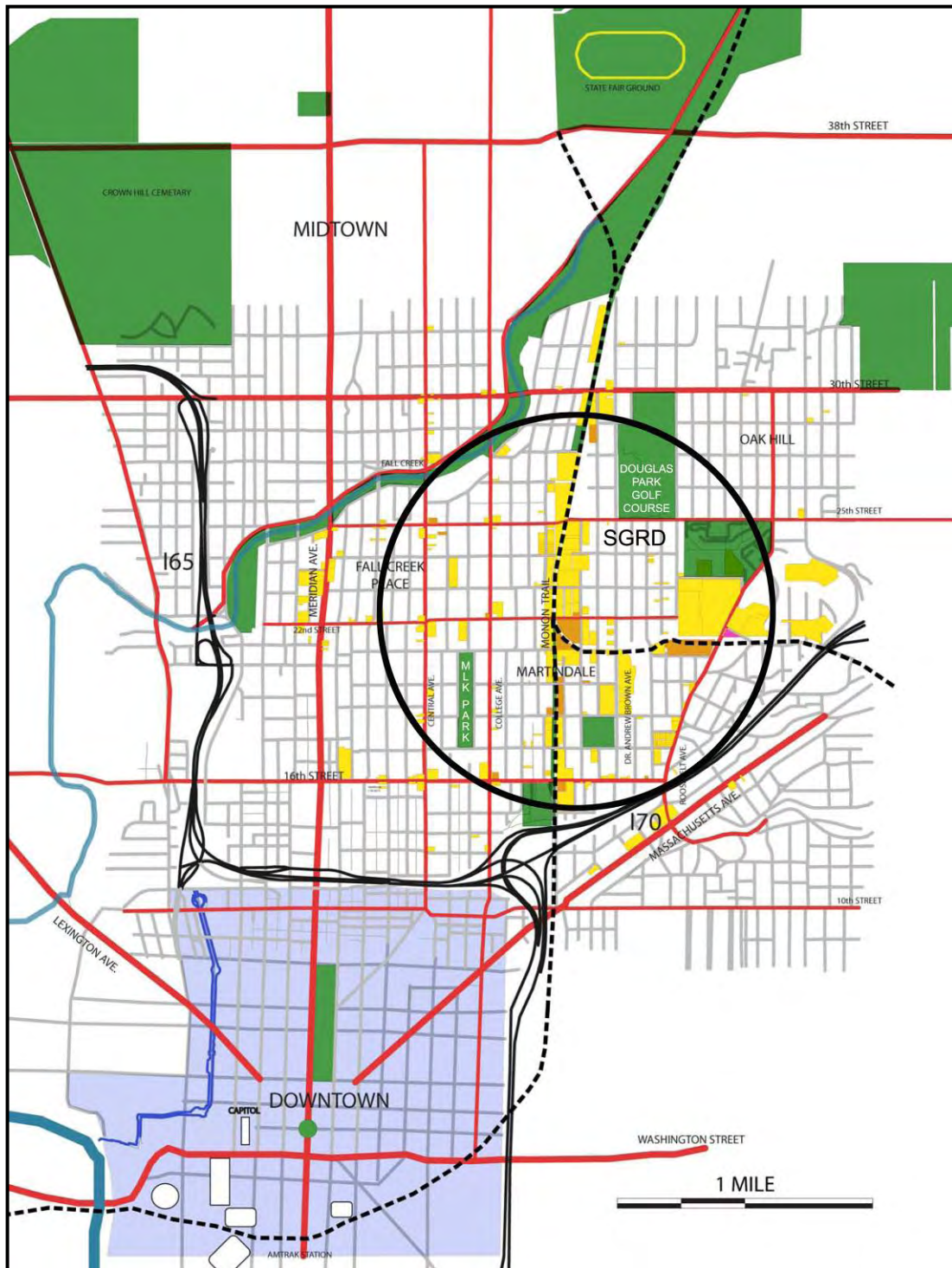
College Avenue remains a major commuter route and is one of the more highly trafficked streets in the SGRD. IndyGO manages 29 fixed routes and more than 4,000 bus stops throughout Indianapolis. College Avenue is the main north/south bus route within the SGRD with buses stopping approximately every 30 minutes at 30th Street. It operates from 5:00 am to 10:30 pm on weekdays, 6:00 am to 10:30 pm on Saturdays, and 7:00 am to 9:30 pm on Sundays and holidays. The main east/west bus routes near the SGRD are along 10th Street and 38th Street with buses stopping approximately every 30 minutes. Additional bus routes run through the SGRD, as shown in Figure 7, but have headways up to 60 minutes.

There is no commuter rail service in Indianapolis. The city does have inter-city rail access via Amtrak, but the train does not stop in the SGRD.

The SGRD is home to a 1.5 mile portion of the Monon Trail, a 17-mile trail that attracts tens of thousands of visitors each month, particularly north of 38th Street. The Monon Trail is depicted in Figures 5 and 6 as the dotted line running north-south through the SGRD. Usage of the Monon Trail is much lower in the SGRD, because many users turn off the Monon Trail at 38th Street to link to the Fall Creek Trail. Additionally, the high number of properties with industrial and brownfield uses along the Trail in the SGRD acts as a psychological barrier to using the Trail more heavily. The Monon Trail divides neighborhoods, and in many ways the SGRD itself. However, the south end of the Trail in the SGRD connects with the Cultural Trail in downtown Indianapolis. The two popular uses north and south of the SGRD suggest that it may be possible to increase Trail usage within the SGRD.

The condition of the street infrastructure within the SGRD is mixed. There are many sections of road lacking adequate stormwater management, sidewalks and bike access.

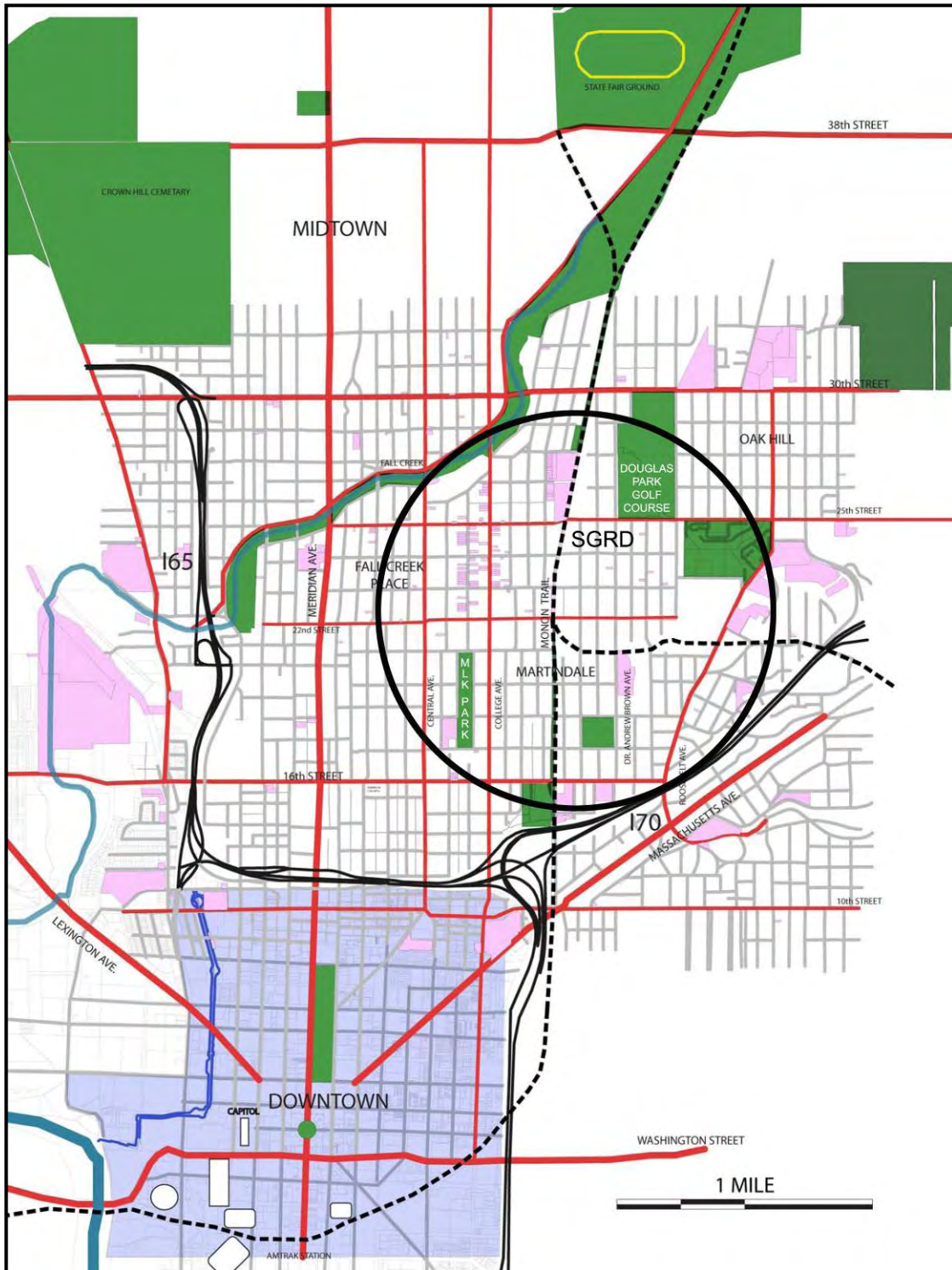
Figure 5: Known Brownfield Properties



Known brownfield properties are depicted in yellow. Known petroleum brownfields are depicted in tan. The SGRD is the area within the circle.

Data sources: Brownfield data from City of Indianapolis GIS database, June 2010. Petroleum brownfield data compiled from information provided by the City of Indianapolis and IDEM, August 2010.

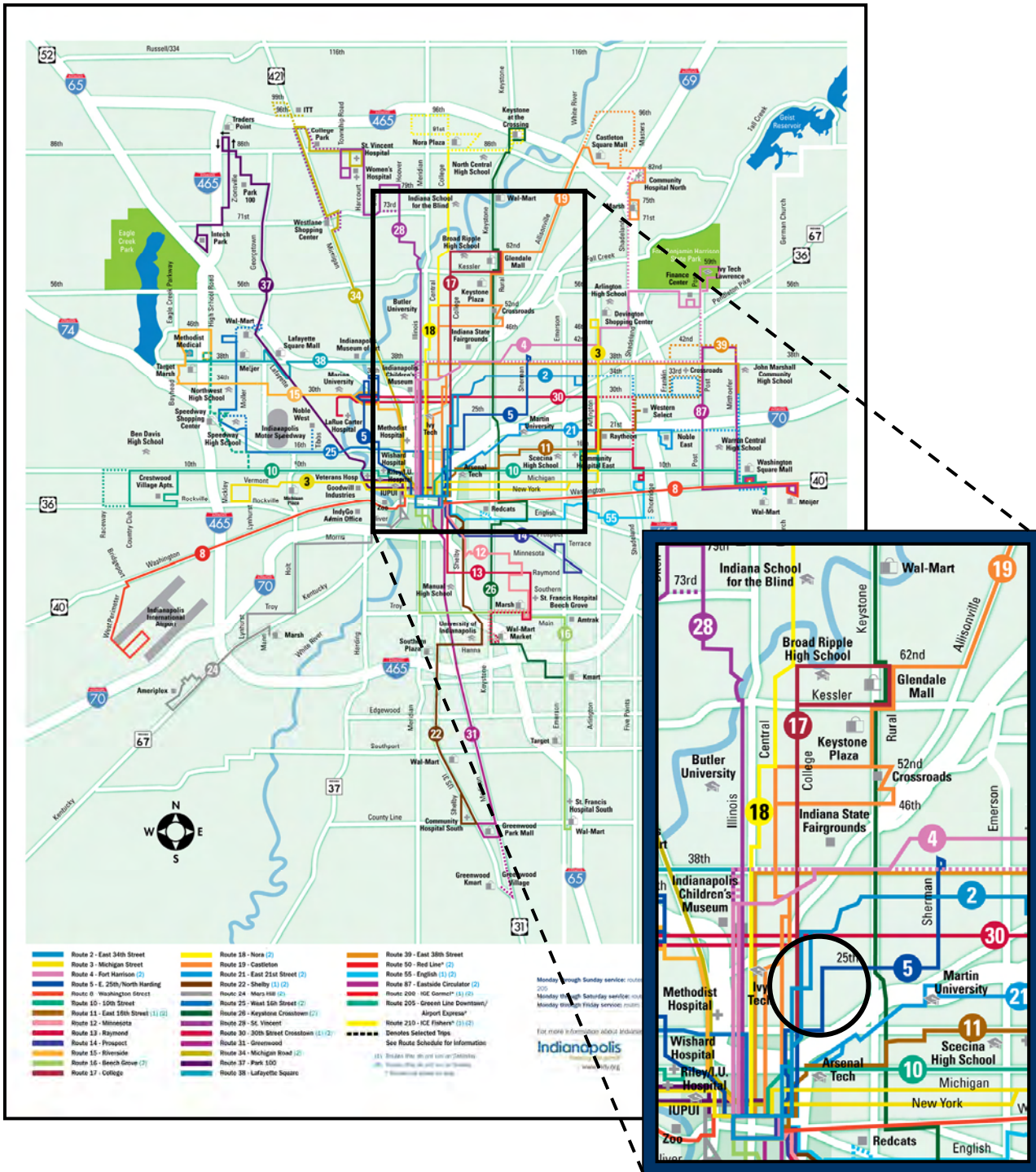
Figure 6: City-owned Parcels



City-owned properties are depicted in light pink. The SGRD is the area within the circle.

Data source: City of Indianapolis GIS database, June 2010.

Figure 7: Existing Bus Service



Existing bus service in Indianapolis. The SGRD is shown in the inset box, and is roughly depicted as the area within the circle. Bus routes 2, 5, 17, and 19 travel through the SGRD, with 30-60 minute headways.

Data source: IndyGo, www.indygo.net/PDF/maps/IndyGo_System_Map_English.pdf.

2.2 Revitalization Investments and Activities in the SGRD

In addition to the physical characteristics of the SGRD, the Technical Assistance Team reviewed a number of ongoing revitalization efforts and investments in the SGRD being made by the government and private sector. This review was conducted to gain an understanding of how federal, state and local stakeholders are supporting the revitalization of the SGRD.

This section does not identify all of the investments being made in the SGRD; instead it highlights some of the notable contributions federal, state and local stakeholders are making to combat the SGRD's vacant and contaminated property issues.

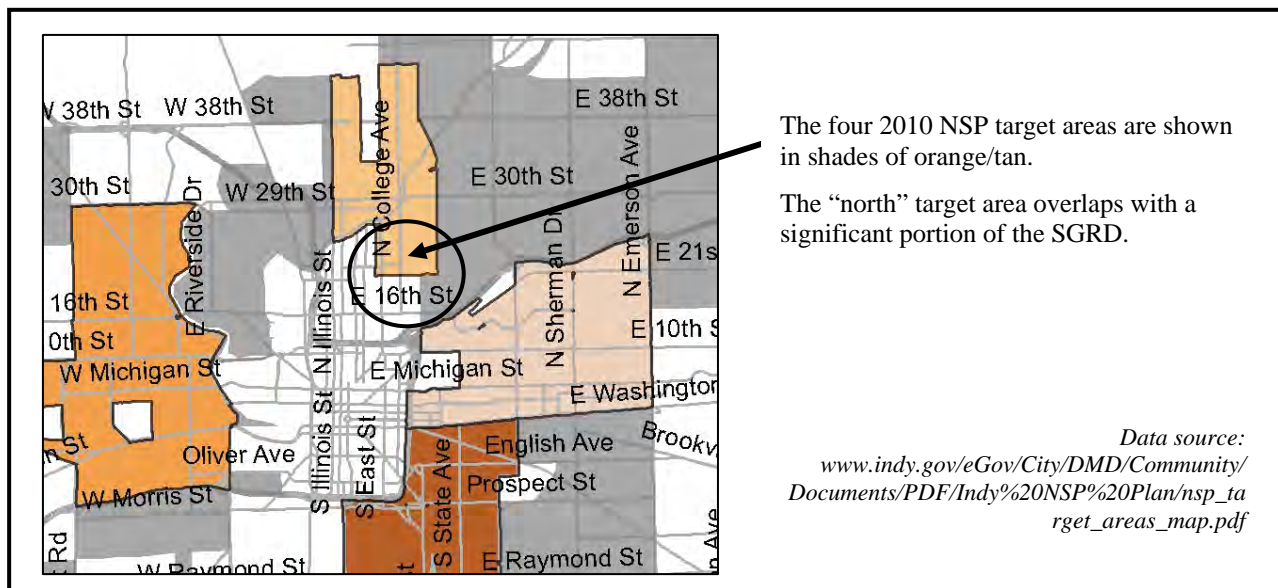
2.2.1 Housing and Land Use-related Investments

HUD Programs/Funding

HUD funds are locally administered by DMD and represent one of the largest financial resources available to the city in its housing and neighborhood revitalization efforts. HUD funding leveraged from the Indiana Housing and Community Development Authority (IHCDA) is being used to help the Indianapolis Housing Authority redevelop an existing affordable housing project at 16th and North Park Street into higher density affordable housing. The 16 Park project will expand the development from 65 low-income apartments, to 155 new affordable townhouse units (30 dwelling units (d.u.) per acre). Although the IHCDA does not typically provide HUD funding to KPADC, it did give KPADC emergency CDBG funding for home maintenance projects in 2010. KPADC has also used state Neighborhood Stabilization Program (NSP) funding to develop “doubles” on single family lots (e.g., 7 units on 3 parcels). KPADC is receiving \$80,000 from HUD HOME to construct two homeownership units in the SGRD.

NSP funds are used to strategically acquire abandoned and/or foreclosed properties within targeted areas, and demolish blighted structures. The current Indianapolis NSP plan includes 11 areas that qualify for NSP funds. In 2010, four areas were selected as target areas for NSP funds, shown in shades of brown in Figure 8. What is referred to as the north target area, roughly bounded by 21st Street, 42nd Street, Dr. Andrew J. Brown Avenue, and Capital Avenue, overlaps significantly with the SGRD, as shown in Figure 8.¹⁴

Figure 8: NSP Target Areas and the SGRD



¹⁴ www.indy.gov/eGov/City/DMD/Community/Documents/PDF/Indy%20NSP%20Plan/nsp_general_target_areas.pdf

The four 2010 NSP target areas will receive \$29 million, which must be spent by 2013, and will be used for buying, rehabbing and demolishing hundreds of vacant houses.¹⁵ Approximately 530 housing units will be developed, but at the time of this study, it is not clear where those projects will be located within the target area. According to WTHR in Indianapolis, “The city has acquired nearly 570 vacant, foreclosed or abandoned properties, 47 of which will be developed as greenspace or urban farms. Two vacant commercial buildings will be redeveloped for businesses to serve area residents. A total of 313 vacant unsafe structures are being demolished to reduce blight and improve safety and quality of life in these neighborhoods.”¹⁶ These figures refer to the number of city-wide properties being targeted, only some of which may be in the SGRD.

Mapleton Fall Creek received \$2,966,300 of HUD/NSP funds for development in their NSP target area. They also have \$80,000 of HUD/CDBG funding to provide owner-occupied repairs in their NSP target area.

Another example of significant HUD funding that has been directed to an area near the western boundary of the SGRD is the Fall Creek Place project. This project relied on \$4 million from a HUD Homeownership Zone demonstration grant, \$4.2 million of HUD HOME funds, and \$8.5 million of CDBG funding, to demolish vacant and blighted houses, build 269 new homes and rehabilitate 44 homes, improve streets and infrastructure, and develop a system of parks and greenspace. This project shows the impact that layered funding sources and strategically targeted redevelopment projects can make.

In October 2010, HUD announced that Indianapolis DMD will receive an approximately \$1.2 million Sustainable Communities Challenge Grant to implement sustainable elements at the city planning level.¹⁷ The grant application proposed to update Marion County development regulations featuring prototype zoning codes in three areas in the city, one of which is planned to be in the SGRD. In the SGRD, the grant will consider prototype zoning related to brownfields redevelopment two blocks to the east and west of the Monon Trail, from 16th to 25th Streets.

Indiana Foreclosure Prevention Network/Indiana Housing and Community Development Authority

The Indiana Housing and Community Development Authority has funding available for Marion County for foreclosure prevention. MB CDC has secured some of this funding for the Martindale-Brightwood neighborhoods.

Indianapolis DMD

The Indianapolis DMD is currently going through a process with the neighborhood organizations and the CDCs to review and/or revise the neighborhood plans for portions of the Martindale-Brightwood and King Park neighborhoods that are in the SGRD. The DMD would like to increase density and reduce the amount of vacant property in the SGRD. The DMD reduces the number of abandoned and vacant houses in the Indianapolis metropolitan area through its Abandoned Housing Initiative. The initiative created the Abandoned Properties Strategy and prioritization developed through a Redevelopment Planning Council.

In 2010, 600 abandoned homes were projected to be demolished. In May 2010, Indianapolis Mayor Greg Ballard announced a potential plan to demolish 2,000-4,500 abandoned homes using proceeds from the sale of the city’s water and sewer utilities to Citizens Energy Group.¹⁸ This effort would target properties that are unsafe or could not be readily renovated, and avoid abandoned homes with rehabilitation potential. Due to the high vacancy and abandonment rates in the SGRD there is potential for major demolition activity.

DMD is working with community stakeholders and other city offices, including the Metropolitan Development Commission, to declare the SGRD a Redevelopment District and to determine the best means of funding the projects identified in the redevelopment plan. Tax increment financing (TIF) and or a housing tax increment

¹⁵ <http://www.wthr.com/story/13197607/indianapolis-housing-to-get-29m-fed-boost>

¹⁶ Ibid.

¹⁷ http://www.sustainindy.org/press-events.cfm?news_id=325

¹⁸ “Ballard Takes Aim at Vacant Homes,” July 17, 2010, <http://mayorgregballard.com/7.19.10%20Ballard%20takes%20aim%20at%20vacant%20homes.html>.

financing districts (HoTIF) will be considered as possible funding options. Funding received from the sale of the city's water infrastructure (i.e., RebuildIndy), which may provide a one-time infusion of funding to critical infrastructure and development projects around the city will also be considered.

The DMD is evaluating the development of form based codes within the SGRD. This effort will be incorporated in the HUD Sustainable Community Planning Grant work mentioned above.

Indianapolis Land Bank

The Land Bank acquires abandoned, tax delinquent and other problem properties, holds and maintains them temporarily, and makes them available to nonprofit or for-profit developers. The Land Bank offers local CDCs the opportunity to purchase these properties. The MB CDC plans to use Land Bank funding for acquisition and rehabilitation projects in the Martindale-Brightwood neighborhoods, with a priority of using this funding in the "MB2.0" district (described in more detail in Section 2.2.4).

As of the date of this report, the Indianapolis Land Bank holds 52 properties in the SGRD. The Indianapolis Land Bank is also an active partner in the NSP projects described.

2.2.2 Brownfield-related Investments

EPA Programs/Funding

EPA has made substantial investments in the SGRD over the last several years, which have been implemented by DMD, including:

- 2006 Brownfields Assessment grant funding helped DMD complete its first inventory of brownfields. This effort identified the location of 195 brownfields and sites of concern in the SGRD.
- \$200,000 in Brownfields funding provided for testing, site clearing, and re-grading at the 15-acre Monon Site at 1100 E. 25th Street.
- Brownfields technical assistance was provided to develop this SGRD Revitalization Strategy and portions of its implementation.
- \$50,000 Brownfields Targeted Brownfields Assessment (TBA) grant provided to conduct Phase I ESA and Phase II ESA work for 1960 and 1964 Hillside Avenue (abandoned tax delinquent brownfield former Smith's Diesel Service Station site and illegal dump). With city DMD Brownfield guidance, Bona Fide Prospective Purchasers status assured by EPA grants, and a state no further action letter, the Filege Hiwyot Center for youth urban farming will petition the County Commissioners for this tax delinquent deed in December 2010 and work with Keep Indianapolis Beautiful, Inc., to prepare the 0.2 acre site for urban agriculture expansion lots.
- \$200,000 Brownfields Cleanup grant provided for 2460 North Delaware Street (located just outside the SGRD); a contaminated former Flowers Cleaners site that DMD acquired through eminent domain when it collapsed into N. Delaware Street. Cleanup activity began in November 2010.
- Work conducted under a \$98,000 CARE grant by Improving Kids' Environment (IKE) and Martindale-Brightwood Environmental Justice Collaborative will be completed in fall 2010. The organizations will be applying for CARE 2, with a priority on brownfield cleanup in an area near Station Street (located just outside the SGRD).

Indiana Finance Authority (IFA) Brownfields Program / Indiana Department of Environmental Management

Over the past four years the city's Brownfields Program has received over \$2.6 million in brownfield grant awards to be used city wide. Funding for recent projects near the SGRD include:

- \$100,000 Brownfields Program Stipulated Assessment Grant (SAG) for 2444 North Winthrop Avenue, a former Colonial Bakery maintenance facility site, and ground water delineation on adjacent parcels (now owned by KPADC). Work to be bid fall 2010.
- \$134,000 Brownfields Program Petroleum Remediation Grant (PRG) that removed underground storage tanks from the former Colonial Bakery maintenance facility site and removed contaminated soil.

- \$25,000 Brownfields Program SAG to complete further delineation of the 2422/2430 Yandes Street, the abandoned and contaminated Titan Industries, Inc. plating facility. Work to be bid fall 2010.
- \$60,000 Brownfields Program SAG for Phase I ESA and subsurface investigation (Phase II ESA) of the 2108 -2110 Columbia Avenue former junkyard site. This is the site of Development Concepts Inc.'s future National Apartments affordable and market rate housing development (see more information below).
- \$40,000 of IFA Brownfields Program Federal Grant Match funding for the 2460 N. Delaware Street brownfield site for remediation at former Flowers Cleaners site (located just outside the SGRD).
- Technical assistance for soil rehabilitation using compost demonstration project in cooperation with Kansas State University at the Monon Site.
- \$618,000 in a series of five separate brownfield assessment and remediation grants for the assessment and remediation of the 6-acre former Ertel Manufacturing Corporation abandoned foundry site. This over \$6 million assessment, demolition and cleanup project ushered in \$21 million in investment and 53 new jobs to spur brownfield redevelopment in the SGRD.

Indianapolis DMD Brownfield Redevelopment Program

The DMD Brownfield Redevelopment Program is providing technical assistance and coordinating the cleanup and revitalization of dozens of brownfields across the SGRD (many of these projects were noted above in the EPA and the IFA sections). In addition, the city has Neighborhood Brownfield Initiative (NBI) grants available to clean up sites across the city. The following are some of the known projects funded in the SGRD.

- 2009 NBI grant for \$20,000 provided for the Project School at 1145 E. 20th Street. There was a \$10,000 match from LISC for the ongoing edible schoolyard project “Safe Soils” investigation to determine if it would be possible for students to use the back one acre (or some portion thereof) of the former industrial property for urban agriculture reuse as well as other forms of recreational reuse.
- \$10,000 NBI grant application to be submitted, and may be matched by a \$10,000 LISC grant, for the former Production Plating Co. site at 2201 Yandes Street.
- \$10,000 2010 NBI grant to Herron High School charter school renovation expansion along the East 16th Street Corridor.
- \$25,000 2010 NBI grant for remediation assistance and underground storage tank removal at a former dry cleaners site along 30th and Central Avenue in the NSP target area just north of the SGRD.

2.2.3 Transportation- and Infrastructure-related Investments

Indy Connect

Indy Connect is a partnership of the Indianapolis MPO, CIRT A and IndyGo to provide Central Indiana residents with transportation options and to support future development of the region. The Indy Connect public engagement process supports Central Indiana’s proposed long-range transportation plan (LRTP). The LRTP is a comprehensive plan that includes several different types of transportation—including rail, buses, road, bikeways, and pedestrian walkways—that will work together to serve the residents of Marion and surrounding counties, as shown in Figure 9. It is designed to give Central Indiana a competitive edge and residents options for accessing locations around the region.

The Indy Connect LRTP would impact the transportation choices available to the residents of Indianapolis, and the SGRD, by providing more service, destinations, and convenience. On the service side, the LRTP would reduce average wait times between buses from 30-60 minutes to 10-20 minutes; provide more direct service and fewer downtown transfers, with 10 additional cross-town routes outside of downtown Indianapolis; provide buses that run until midnight on the weekdays and 10:00pm on weekends; provide seven-day-a-week service on all routes except express bus routes; and add 38 bus routes.

The LRTP would provide access to more destinations through 15 express routes with direct service and 14 community-based circulators for local travel or between nearby communities, as shown in Figure 9. Other enhancements improving convenience include: real-time route information via text messaging and/or displays at bus shelters; additional bus shelters, benches, and bike racks; greater access to bus stops with more sidewalks; and

modern ticketing and fare collection.

More specifically, the LRTP considers several transit options that may impact the SGRD's future development: 1) a new transit link in the Northeast Corridor, using portions of an abandoned rail corridor to connect downtown Indianapolis with Noblesville, and 2) increased bus service along several primary corridors.

The Northeast Corridor

The Northeast Corridor plan is still in the early planning stages and a mode (bus, light rail, or heavy rail) has not yet been selected, although it is depicted in Figure 9 as "rail." The mode will be selected after further study; this is currently expected to occur in Spring 2011. In the SGRD, the proposed Northeast Corridor would parallel the Monon Trail. As the project moves forward, there is the potential that the SGRD could have one or more new transit stops along the Northeast Corridor. Rail systems typically locate stops every 1-2 miles, while bus rapid transit systems typically locate stops every ½ to 1 mile. If approved, the Northeast Corridor, combined with the enhanced bus service and bike trails will provide a more robust and equitable transit system for the city and SGRD.

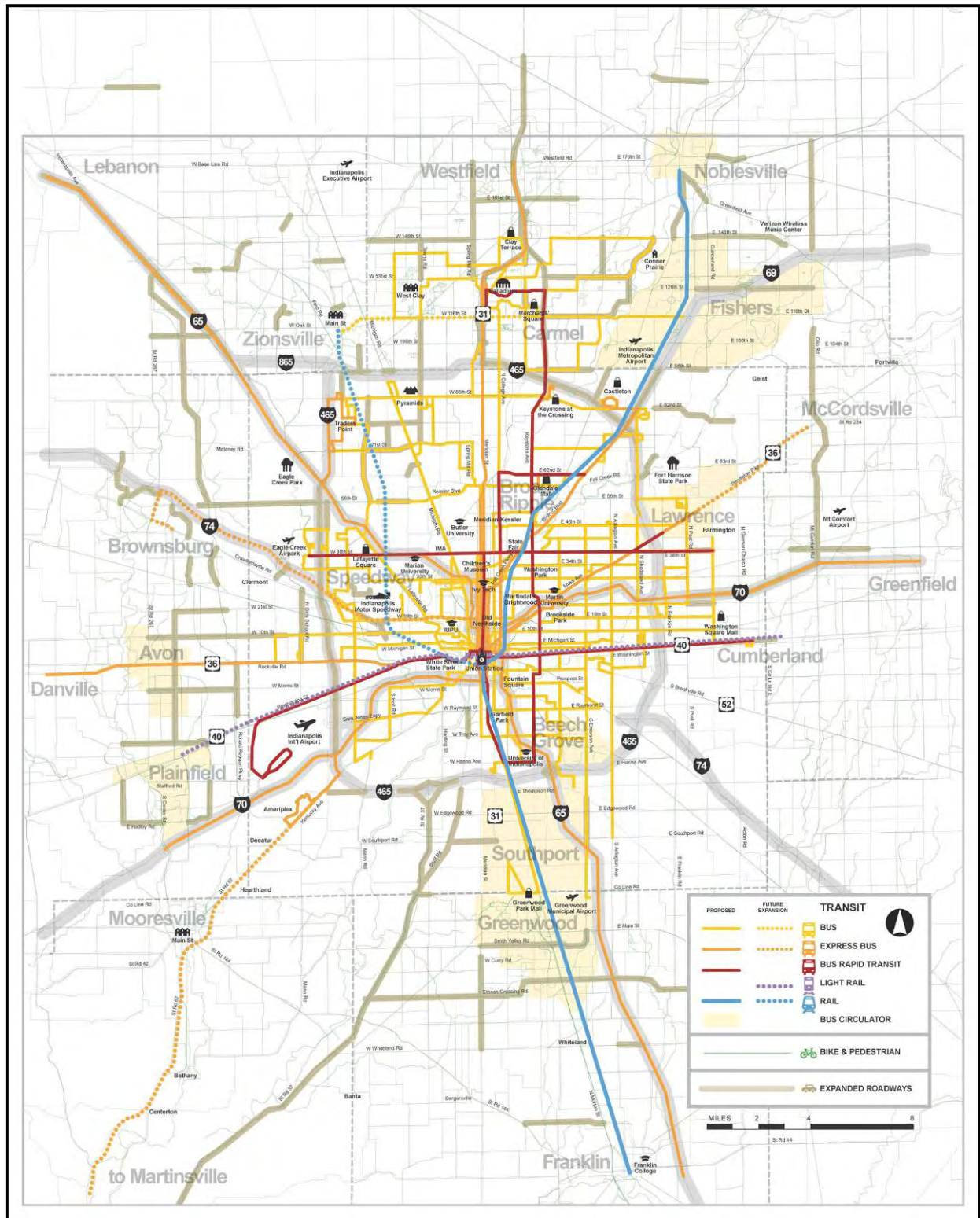
Bus Service

In primary corridors, the LRTP calls for increased bus frequency to reduce headways from approximately 30 minutes to 15 minutes during peak service times, add amenities such as shelters and benches, increase walkability. This service will have a more modern look than a conventional bus and the ability to control traffic signals to reduce travel times.

The LRTP proposes changes to existing bus service and routes. The LRTP proposes that three bus routes would service the SGRD: proposed Routes 2, 5, and 18 (see Figure 10).

Proposed Route 5 would have 15 minute headways during peak service and 30 minute headways during off-peak service, while proposed Routes 2 and 18 would have 30 minute headways all day. In addition, portions of the bus routes that run along Fall Creek, Massachusetts Avenue, and College Avenue would have express bus service, but it is not clear whether these bus routes will have stops in the SGRD. Nearby, bus rapid transit service is proposed to run along Keystone Avenue with one stop planned in Martindale Brightwood.

Figure 9: Indy Connect LRTP (as of November 9, 2010)



Data source: Indy Connect, November 9, 2010.

US EPA ARCHIVE DOCUMENT

Figure 10: LRTP Proposed Bus Routes and Frequency in SGRD

The SGRD is the area within the dotted line circle in each image.

Data source: Indy Connect, November 23, 2010.

RebuildIndy

In August 2010, Mayor Ballard announced that the city recently received \$153.8 million to invest in capital improvement projects through the city's RebuildIndy program. These funds represent the first set of funds made available through the city's sale of the water and wastewater systems to Citizens Energy Group. The city expects "to secure another several hundred million in early 2011."¹⁹ In September 2010, the Mayor announced that \$55 million had been released for bid and more than \$35 million in infrastructure improvement projects had already been awarded to contractors, with construction expected to begin in late 2010 or early 2011. As of the writing of this report, it is not clear whether any of the funding is currently allocated to the SGRD; however the Community Investment Committee is currently considering candidate projects.

2.2.4 Community-based and Nonprofit Activities

SDAT Implementation Committee

The AIA SDAT Green Design Report described in Section 1 generated dozens of recommendations for the SGRD and the SDAT Implementation Committee has been established to implement many of these recommendations. The committee is currently identifying priorities from the SDAT Green Design Report, developing an implementation schedule, and securing long-term commitments. The SDAT Implementation Committee wants to have an active voice in the transportation planning that may occur in the SGRD through Indy Connect.

Martindale-Brightwood CDC (MB CDC)

The MB CDC is focused on creating opportunities for affordable homeownership and encouraging economic and business foreclosure prevention, workforce development, and environmental justice. MB CDC has programs for homeowner repair, in addition to programs related to property acquisition/rehabilitation and affordable rental housing. MB CDC partners with private developers on revitalization projects.

¹⁹ [www.indy.gov/eGov/Mayor/PR/2010/Documents/PR%20-%208%2019%2010%20CITY%20SECURES%20\\$153%20MILLION%20FOR%20MAYOR%20BALLARD%27S%20REBUILDINDY%20PROGRAM.pdf](http://www.indy.gov/eGov/Mayor/PR/2010/Documents/PR%20-%208%2019%2010%20CITY%20SECURES%20$153%20MILLION%20FOR%20MAYOR%20BALLARD%27S%20REBUILDINDY%20PROGRAM.pdf)

MB CDC has prioritized its activity and investments in an area designated as Martindale-Brightwood 2.0 (MB 2.0) which does not overlap with the SGRD. The MB CDC plans to continue its focus on this area in the coming years, in addition to the SGRD. Within the MB 2.0 area, the MB CDC has conducted homeowner repair projects, lead hazard remediation, weatherization projects, partnered with Habitat for Humanity to build homes, and worked with the Indianapolis Department of Public Works on infrastructure improvements along 25th Street. The MB CDC is working with Fifth Third Bank and LISC/National Equity Fund to rehabilitate houses that have been stripped of valuable materials, with a focus on properties in the MB 2.0 area. MB 2.0 is the site for the Church Federation Centennial Village Project in 2012 that will build 10 new houses and develop a unity park.

MB CDC has been a lead partner to develop the Martindale-Brightwood Quality of Life Plan. On a related note, in Martindale-Brightwood, a \$2.5 million grant from the Department of Education's Full-Service Community Schools Program will be used in three schools (51, 56, and 59) to provide social services, job development, and housing assistance to students' families.

King Park Area Development Corporation (KPADC)

KPADC supports economic development and neighborhood revitalization in the King Park Area, an area directly north of downtown. KPADC was an active partner in the redevelopment of Fall Creek Place (described under HUD section above). KPADC regularly partners with private developers, lenders, other nonprofits (e.g., Oasis of Hope, Rebuilding the Wall), schools and city programs on redevelopment projects to restore density to the area. It manages home repair programs, infrastructure analysis and enhancement, referrals to other agencies, public safety programs for residents and actively assists in and offers several assistance programs for business development. The organization is actively working to make corridor linkages along 16th street and to bring together neighborhoods around transit oriented development.

For example, KPADC recently partnered with a developer to renovate the Gramse Building, a 1915 apartment building that will offer units for sale ranging from \$70,000 - \$146,000. KPADC also has recently remodeled single family lots into duplex units attracting 2 million dollars in Neighborhood Stabilization Funds and other federal programs such as HOME.

In 2010, KPADC is applying for a Capital Magnet Fund grant which can be used to finance: (1) the development, preservation, rehabilitation, or purchase of affordable housing for primarily extremely low-, very low-, and low-income families; and (2) economic development activities or community service facilities, such as day care centers, workforce development centers, and health care clinics, which in conjunction with affordable housing activities implement a concerted strategy to stabilize or revitalize a low-income area or underserved rural area.

Martin University - Promise Neighborhood Institute

In Fall 2010, Martin University was selected as a member of the Promise Neighborhood Institute, which assists communities interested in participating in the U.S. Department of Education's Promise Neighborhoods program. The university and its partners will be working to transform the Martin Brightwood community into a Promise Neighborhood, to improve break the cycle of generational poverty by improving the educational outcomes and overall life prospects of low-income children and their families.

CDC/Private Developer Redevelopment Planning

Private developers are working with the two CDCs on a development plan, that will include the SGRD. The plan will focus on housing development and development of vacant sites. This plan will serve as a working tool for the CDCs to identify development projects that are feasible from a real estate market perspective and neighborhood need.

Local Initiatives Support Corporation (LISC)

In 2006, LISC helped establish Great Indy Neighborhoods Initiatives (GINI) with a steering committee of community leaders (staffed by LISC, the City of Indianapolis, and the Indianapolis Neighborhood Resource Center) that guides revitalization in demonstration neighborhoods. It also helped establish a Center for Working Families program at Oasis of Hope.

2.2.5 Private Sector Activities

Foundations

The following foundations have recently funded projects in the SGRD: Eli Lilly, Annie E Casey Foundation, and Fairbanks Foundation. Just outside the SGRD, the Central Indiana Community Foundation has taken title to the recently disinvested School 37 in the Martindale-Brightwood neighborhood and is transforming the site into a community center.

Private Developers

Private sector investment in the SGRD has largely focused on Fall Creek Place and around the Monon Trail. While investment in Fall Creek Place has slowed with the downturn in the economy, the neighborhood continues to attract interest if not investment. The potential for transit parallel to the Monon Trail has created increased interest in the private investment community and a number of positive investors have moved into the area purchasing property and stabilizing the area south of 22nd street.

Two individual investors have purchased separate properties along the Monon Trail. One has proposed a live-work housing development at 19th and Monon and one has proposed a housing development at 16th and Monon. Both investors view the potential Northeast Corridor (if it is a rail corridor) as a significant driver in the SGRD. One of the most active private sector entities in the SGRD is Development Concepts, Inc. (DCI), an Indianapolis based group of developers, architects, and urban planners. DCI currently owns or controls a number of properties within the SGRD concentrated near and along the Monon Trail.

DCI has spearheaded private investment in the district and has participated in public-private partnerships.

DCI is the driving private sector force behind Martindale on the Monon, an infill housing development that prioritizes housing rehabilitation and homeownership while not displacing existing residents. The development is bounded by 16th street to the south, 22nd to the north, Dr. Andrew J. Brown Avenue to the east and College Avenue to the west. Construction began in 2005, and 35 homes have been completed and sold, ranging in price from \$140,000 - \$290,000. The total investment in the project totals approximately \$7 million (mostly private investment). Recently, Martindale on the Monon partnered with the KPADC to offer market-rate and affordable residential development on Cornell and Carrollton Avenues.

DCI has also proposed the National Design District Redevelopment Area (NDRRA) with two sub-districts. The Live/Work Sub-district is anchored by the National Design Factory (NDF), a five-building format automobile factory complex at 22nd and Yandes. Another project component is National Apartments located at 22nd and Columbia, with a total budget of \$7.7 million including \$266,000 of HUD funding being used for acquisition. The first tenant of the NDF is The Project School, a new K-8 charter school with a focus on the arts that is currently serving Indianapolis youth. It is located across the street from the National Apartment site and has a total budget of \$4 million (no HUD funding).

Figure 11: Martindale on the Monon and National Design District Map



Data source: www.martindaleonthemonon.com/activity.htm

Additional office, light-industrial, retail and residential space in the NDF is currently under development. DCI's vision for the NDDRA also includes the Business Sub-District, which is intended to serve as a business park for design oriented businesses and other creative industries. These planned developments are shown in Figure 11.

A2SO4 is also an active developer in and around the SGRD.

Interviews with private developers revealed barriers to private investment and activity in the SGRD including: low property taxes on vacant parcels make acquisition difficult; appraisals and financing constrain the private market; connection fees to utilities are high; low demand in the SGRD has resulted in low lease rates/sales prices and without public subsidy, market rate and affordable housing is difficult to develop; and code enforcement and penalties could be strengthened. Interviews confirmed a lack of coordination among developers, a challenging regulatory climate, and tight financial markets as constraints on economic development. This is further complicated by challenging socio-economic demographics, a perception of crime in the SGRD, and a mixed perception of school performance, depressing residential demand.

2.2.6 Potential Economic Development “Local Synergies”

In addition to the many investments occurring throughout the SGRD (described throughout Section 2.2), the Technical Assistance Team identified four SGRD assets that are in a nascent stage, but if nurtured, could spur economic development: 1) active public and private entities; 2) using educational institutions as an economic driver; 3) promoting urban agriculture; 4) and promoting Monon Trail initiatives. These assets are described in detail in Appendix A to help local stakeholders think creatively about how to transform these assets into economic drivers—and how to pursue other forms of economic development that are not presented as Actions in this Revitalization Strategy.

2.3 Analysis of Initial Findings

Sustainable communities link mass transit to higher population density in order to reduce their carbon footprint, provide transportation choice, and create opportunities for mixed uses and mixed housing options. In general, the SGRD is a desirable area for growth because it restores historic urban patterns, is close to the CBD, has existing infrastructure, and can provide affordable housing for local residents.

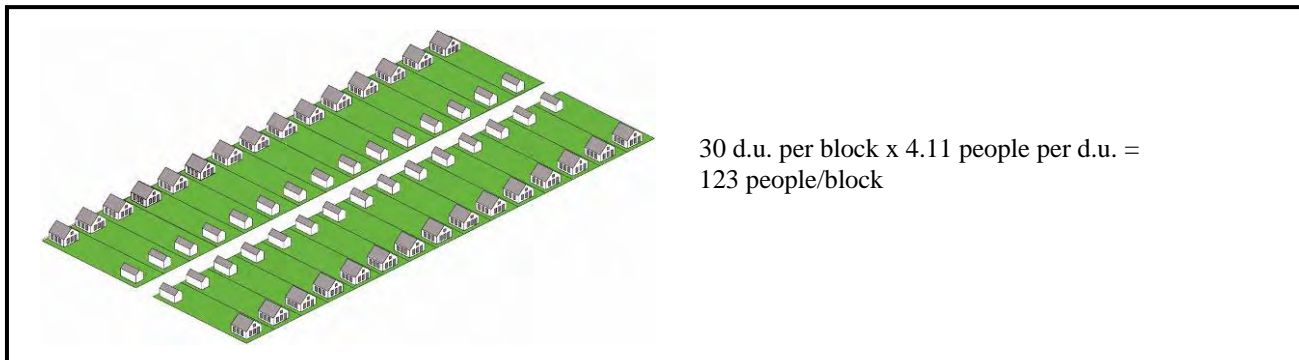
Originally, Indianapolis' trolley lines linked neighborhoods to the larger job centers. Smaller commercial centers were typically located at local stops. While the automobile has effectively erased these patterns in the second ring of the city, that pattern remains vital in neighborhoods such as Broad Ripple. Some bus lines trace former streetcar patterns in the city. Re-linking transit with residential and commercial development is crucial to the success of any sustainable community plan. Providing increased service in these areas in turn requires a relatively dense population in order to supply the necessary ridership. Indianapolis as a whole is not very dense—2.0 d.u. per acre—making it one of the least dense cities in North America.

2.3.1 The SGRD Historic Block Pattern

Typical lot sizes in the SGRD are 1/8 acre with a majority of the lots as single family homes. Assuming roughly 20 percent of the land is used for roads, parks and infrastructure, the SGRD is estimated to support approximately 6 d.u. per acre, and approximately 30 d.u. per block.

In the 1930s, the average household size in Indianapolis was approximately 4.11 people per d.u.; it is estimated that an average block in the SGRD housed approximately 123 people (see Figure 12).

The historic block patterns of the SGRD worked in the 1930s when streetcars provided quick access to the central business district downtown, and smaller commercial centers were typically located at local stops. Despite the primarily single family home block structure, there was sufficient density to support streetcar transit.

Figure 12: The SGRD Historic Block Pattern

This level of density is echoed in today's standards for sustainable neighborhood development. Groups like the AIA and the Congress for New Urbanism (CNU) make general rules for density, including density standards for transit oriented development (TOD). These numbers must correspond to reasonable market calculations in order to sustain both the residential and commercial areas of the urban pattern. In addition, these density standards often are used to evaluate transit stop locations.

CNU's TOD Density Standards are based on transects, or form-based planning areas that typically consist of central cores that become less dense as one moves away from the center. The general transects are designated as one of three urban types—the Hamlet, the Village Center and the Urban Core—with varying densities as shown in Figure 13.

Figure 13: TOD Density Standards Applied to the SGRD

Urban Type		CNU Density Standard		Estimated Density in SGRD	
Hamlet	Core	4.5 - 12	d.u. per acre	22.5 - 60	d.u. per block
	General density	3.5 - 4.5	d.u. per acre	17.5 - 22.5	d.u. per block
	Edge conditions	No greater than 0.25 (1 d.u./20 acres)	d.u. per acre	No greater than 1.25 (4 d.u./5 blocks)	d.u. per block
Village Center	Core	Up to 12	d.u. per acre	Up to 60	d.u. per block
	General density	4.5	d.u. per acre	22.5	d.u. per block
	Edge density	3.5 - 4.5	d.u. per acre	17.5 - 22.5	d.u. per block
Urban Core	Core	up to 18 - 36	d.u. per acre	90 - 180	d.u. per block
	General density	up to 12 - 18	d.u. per acre	60 - 90	d.u. per block
	Edge Density	4.5 - 12	d.u. per acre	22.5 - 60	d.u. per block

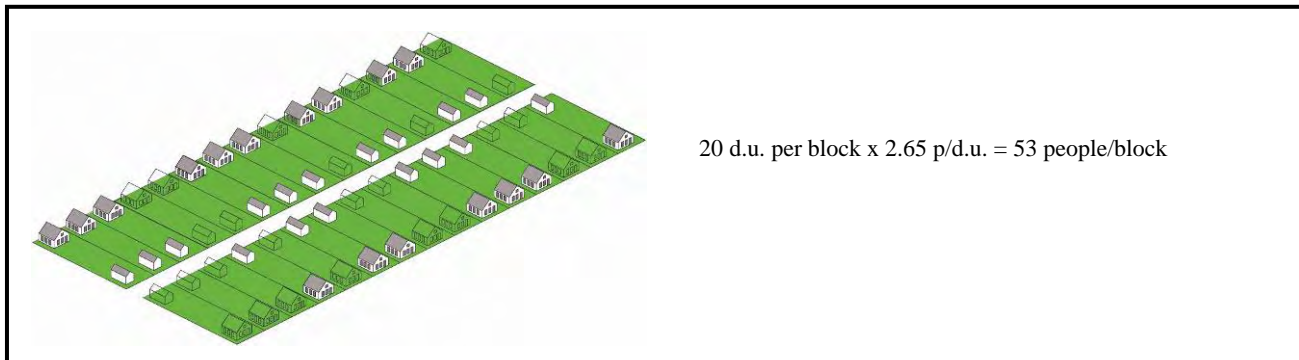
Using today's standards, the historic development pattern of the SGRD (30 d.u. per block) is considered Urban Core Edge Density (22.5-60 d.u. per block).

2.3.2 *The SGRD Block Pattern in 2010*

Since the 1930s, population has declined in SGRD neighborhoods. Vacancy in the SGRD is estimated at 32 percent, or 20 d.u. per block—below the Urban Core Edge Density standard. Another implication of the SGRD's vacancy rate is its effect on the population density (i.e., number of people living on each block). Over the last century, the average household size has decreased to 2.65 people. When coupled with the high vacancy rates seen

in the SGRD, the average number of residents per block is roughly estimated at 53 people per block, as illustrated in Figure 14. Compare this with the estimated 123 people that lived on each block in the 1930s.

Figure 14: Historic Block Pattern with 2010 Vacancy and Household Size



Although the physical block pattern can support 22.5-60 d.u. per block of Urban Core Edge Density, the population density falls well below what today's density standards imply (see Figure 15). The Urban Core Edge Density suggests that an average block in the SGRD should support 60-159 people (assuming an average of 2.65 people per d.u.), yet it is estimated there are only 53 people per block.

Figure 15: Population Density in the SGRD

Target Density	CNU Density Standard	Estimated Density in SGRD
Urban Core: Edge Density	4.5 -12 d.u. per acre X 2.65 people per d.u.	22.5 - 60 d.u. per block X 2.65 people per d.u.
Urban Core: Edge Density	12 - 32 people/acre	60 - 159 people per block
<i>2010 estimated population density in the SGRD:</i>		53 people per block

The Leadership in Energy and Environmental Design (LEED) for Neighborhood Development (LEED-ND) Rating System provides another lens through which to evaluate urban plans. LEED-ND standards are flexible and give points for a number of design issues. Rather than establishing strict form based design criteria, LEED-ND works on a point scoring system and includes multiple factors for smart growth including TOD, low ecological impact, brownfields redevelopment, walkable communities, mixed uses, and a number of other building and landscape design factors. The minimum residential density required for LEED-ND certification is 7 d.u. per acre. Increasing density results in more points being assigned to a certification (e.g., residential density of 14-18 d.u. per acre earns 2 points while 19-25 d.u. per acre earns 3 points).

LEED-ND encourages mixed uses in residential districts to provide neighborhood-serving retail. Commercial patterns are more difficult to designate due to changes in shopping scale and market calculations for regional rather than local consumer bases. The historic city pattern at pre-war densities that supported corner commercial establishments has also been diminished by the SGRD's population loss between 1930 and 2010. The population reduction means that in order to have an equivalent local customer base, the number of dwelling units would have to increase accordingly. An increase in population density to meet the Urban Core Edge Density Standard should improve the commercial prospects in the area which are currently underserved.

3. SGRD Revitalization Strategy: Strategically Build Walkable Neighborhoods to Support a Transit-oriented Future

The future of the SGRD lies in the hands of its residents. This Revitalization Strategy provides a prioritized list of five actions and their supporting activities that local stakeholders can pursue to achieve revitalization goals within the SGRD. This approach to redevelopment builds upon existing plans and assets and creates a better environment in which to live and work.

3.1 SGRD Revitalization Strategy: Background

There are many investments occurring in the SGRD that are designed to raise density and spur revitalization, but as highlighted in Section 2, many of these activities are not coordinated strategically with one another, which diminishes their ability to create walkable neighborhoods and impact the density of the SGRD as a whole. There are many valid reasons driving this such as: competing organizations/interests; lack of communication and resources; lack of a comprehensive strategy; and the newness of the SGRD itself and how it overlaps existing neighborhood boundaries.

However, an unprecedented opportunity for revitalization within the SGRD has emerged in the last year.

- The Partnership for Sustainable Communities is coordinating and leveraging federal policies and funding to catalyze development that links housing, transit and environmental improvements. As one of EPA's first Brownfield Pilots, Indianapolis is uniquely positioned to leverage this partnership, federal funding and attention on the SGRD.
- The City of Indianapolis (through DMD and its Office of Sustainability) is launching RebuildIndy to fund infrastructure projects across the city; expecting to embark on a major demolition program to address abandoned property across the city; disbursing a variety of HUD funding; and encouraging the widespread adoption of sustainable approaches to the built environment across the city.
- If the Indy Connect TIP is adopted, the SGRD could receive enhanced bus service and possible a transit stop along the Northeast Corridor, bringing significant opportunities for sustainable development and revitalization.

This Revitalization Strategy is designed to capitalize on this momentum and prioritize actions to strategically build walkable neighborhoods to support a transit-oriented future. Based on interviews with stakeholders, the Technical Assistance Team identified three primary guiding principles for the revitalization of the SGRD:

- Preserve and restore the historic single-family home fabric of the neighborhood through infill development that minimizes or avoids displacement of existing residents
- Create sufficient density (e.g., 60-159 people per block) to attract continued bus service enhancements and a stop along the Northeast Corridor if it is constructed
- Improve the prospect for neighborhood commercial development and job growth

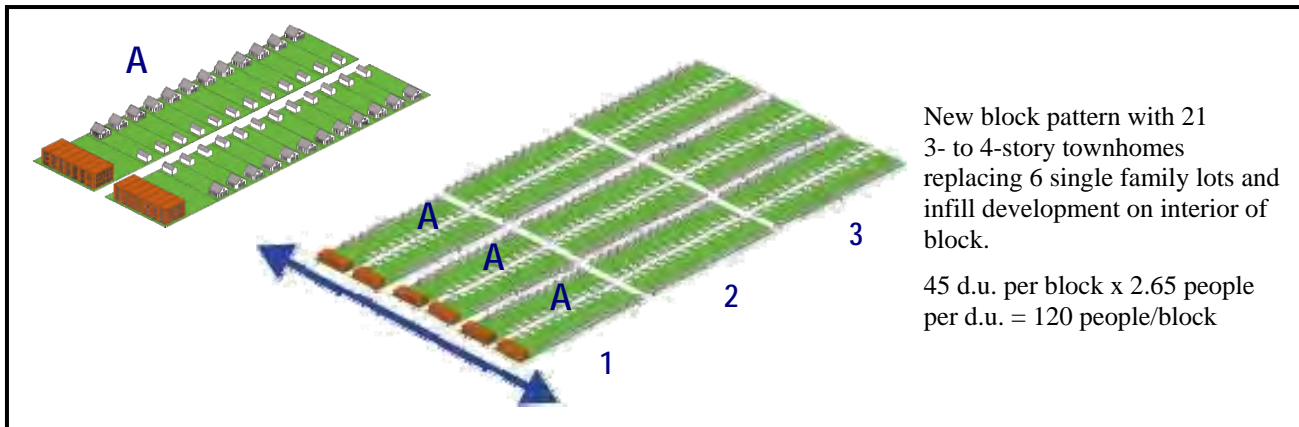
In order for the SGRD to successfully achieve revitalization to create walkable neighborhoods and that supports all three guiding principles, the Technical Assistance Team suggests that infill development be combined with pockets of greater density at the nodes of planned or existing transit systems and major arterials. Small improvements scattered across the SGRD will not be sufficient.

Building on the initial findings and analysis presented in Section 2, Figure 16 demonstrates a conceptual new block pattern that could significantly increase density in the neighborhood, *while preserving the vast majority of existing single family homes*. First, the conceptual new block pattern assumes infill development restores the

majority of vacant lots into single family homes. It then layers in higher-density units in strategic, limited locations to create walkable neighborhoods.

For example, if one were to take the last six lots on every third block which is the average distance between bus stops (these blocks are noted in Figure 16 as 1, 2, and 3), and substitute the six single family houses for 21 townhouse apartments, one could begin to achieve the target population density in the SGRD. The “walkable neighborhoods” could be planned strategically to align with transit stops and along major streets, to provide improved access to transit and a variety of housing types including affordable housing.

Figure 16: Conceptual SGRD Block Pattern to Create Walkable Neighborhoods



It is important to note that the walkable neighborhoods cannot be met by higher density development on the edge of the block alone. Infill development of the remaining lots is critical to achieving the walkable neighborhoods. In addition to meeting the Urban Core Edge Density Standard, this conceptual new block pattern achieves a population density close to historic pattern of 123 residents per block.

SGRD projects like 16 Park on 16th Street (see proposed concept plans in Figure 17) and National Apartments on the Monon, a 62-unit project at 22nd Street, are practical examples of walkable neighborhoods and the scale of higher density development that could be targeted for these blocks. Modifying the block pattern as suggested here would provide sufficient density to support transit (123 people per block), and likely neighborhood serving retail. Changing the density standards in the SGRD can add a variety of real estate options for a broader economic market, and offer the potential for new commercial and live-work units that would add to the largely single family and duplex residential fabric. A slightly denser building type would increase the neighborhood population in appropriate areas near mass transit and public open spaces. This type of targeted development would also serve as a catalyst for additional development, just as Fall Creek Place and Martindale on the Monon have. This creates a future opportunity for new residential areas to fill in the fabric.

For maximum impact, it is recommended that this development pattern be strategically planned for and prioritized along transit lines (bus priority corridors or the Northeast Corridor), and on vacant and brownfield properties.

Figure 17: Proposed Concept Plans for 16 Park Project



Source: Indianapolis Housing Agency + Insight Development Corp.

3.2 SGRD Revitalization Strategy: Prioritized Actions

The Actions described in this section are designed to prioritize the necessary steps to achieve walkable neighborhoods that have the proposed density approaching 123 residents per block, and to strategically locate this density for maximum impact.

The SDAT process noted minimal partnerships, fragmentation and conflict within the SGRD, and that cross-sector partnerships involving the private sector and nonprofit organizations as well as citizens will be imperative for community success. Most of the Actions and Activities presented will require a strong local champion and many local project partners—in addition to the Partnership for Sustainable Communities—in order to be realized.

These Actions also require a coordinated funding strategy. Strategically targeted government funding can spur longer-term and greater-value private development. For more information on available federal, state and local government funding sources, see Appendix B.

Technical assistance through the Partnership for Sustainable Communities Brownfields Pilot will be provided by EPA to assist local stakeholders in completing a limited number of the activities listed.

Action 1: Identify locations for walkable neighborhood development sites adjacent to transit routes

This Action includes a series of activities designed to identify the most appropriate locations to create walkable neighborhoods, centered around higher-density mixed-use development proposed in the *Conceptual SGRD Block Pattern* presented in Figure 16.

Activity 1a Assess transit-oriented design and development opportunities and constraints within the SGRD relative to the *Conceptual SGRD Block Pattern*. Create supportive mapping to visually depict major transit routes, bike paths and trails, and possible transit connections within the SGRD. Coordinate with Indy Connect to incorporate transit plans into SGRD planning. Identify and coordinate with Indy Connect regarding preferred future bus and rail stop locations based upon development opportunities and TOD planning practices.

Activity 1b Based upon the assessment outlined in Activity 1, **develop guiding principles for strategically creating walkable neighborhoods according to SGRD principles** (e.g., establish density targets; strategically link walkable neighborhood development with transit routes; prioritize the use of brownfields, petroleum brownfields, vacant and abandoned sites; support infill development).

- Consider existing higher density development and draw connections to existing and proposed transit stops (e.g., bus and rail) via pedestrian and bicycle paths.
- Create density cores adjacent to existing and proposed transit stops. Consider an average of 12 d.u. per acre (60 d.u. per block) for the high density locations as a model.
- Create a phasing plan (i.e., color-code map) that prioritizes sites for future development.

Activity 1c **Identify sites for targeted walkable neighborhood development**, creating density cores in the SGRD. These sites could be located at transit stops, locations with pedestrian/bike connections, sites for future expansion of initial density, or locations with a concentration of vacant properties, brownfields or city-owned property. In addition, proximity to interior blocks that should be targeted for infill development should be prioritized. A key goal of this task is to identify opportunities to combine parcels to achieve development priorities.

Activity 1d **Determine land-use requirements and/or changes necessary to achieve walkable neighborhood development** and identify the process for approval of any digression from existing land-use policies for selected sites. Existing land-use maps of the SGRD will be modified to reflect

proposed SGRD land-use based upon guiding principles.

Activity 1e **Develop a proposed SGRD density land-use map** based on guiding principles. The SGRD density land-use map would use color-coding similar to existing city land-use maps and indicate zoning changes or the adoption of form based codes. The two maps would be presented side-by-side to highlight proposed changes.

Activity 1f **Develop graphic depictions of walkable neighborhood development** (e.g., massing studies of townhome style and mixed-use development at the end of selected blocks). These graphic depictions should be 3D photographs showing density in targeted locations or similar for community consideration.

Activity 1g **Coordinate with Indy Connect** regarding SGRD guiding principles and target sites for consideration as transit plans are established and refined.

Activity 1h **Identify funding sources** for Action 1, and develop strategic plan for pursuing external funding (e.g., grants, technical assistance) (see Appendix B for information on some potential funding sources). Consider: local funding sources such as RebuildIndy (e.g., for land acquisition or to improve infrastructure at high density locations), creating a HoTIF, or developing a coordinated strategy to pursue federal and state grant funding.

Participants supporting this Action and its Activities may include: City of Indianapolis, Indy Connect, IndyGO, EPA, HUD, DOT, KPADC, MB CDC, SGRD Advisory Committee, and SDAT Implementation Committee.

Action 2: Develop design criteria for higher-density development within walkable neighborhoods

Building from Action 1 which focused on identifying locations for walkable neighborhood development, Action 2 describes a series of Activities related to developing design criteria for the higher-density development (i.e., the townhome style and mixed-use development at the end of selected blocks) proposed *Conceptual SGRD Block Pattern* presented in Figure 16.

Design criteria will help establish density targets to support the viability of a stronger commercial core and justify the cost associated with public projects and services in the area such as increased bus service, street improvements, improved street lighting, street trees, and security. Design criteria can encourage a mix of building types to yield a lively mix of age and user groups that make for a more diverse and vital urban life. Design criteria can also establish targets for longer term goals like energy savings, street wall standards, and physical consistency that affect the image of the neighborhood.

In keeping with the character of the existing neighborhood, the broader context of the area, and corresponding to existing typologies found along Meridian Street, 16th Street and specific building sites on College Avenue, design criteria for higher density development could take the form of a relatively low 3-4 story townhouse or courtyard building type. Design criteria considerations might also include accommodations for covered parking, mixed-uses, semi-public spaces associated with the building type and design codes for achieving LEED building standards, form based coding for street wall standards, and LEED codes for green landscaping and infrastructure.

Activity 2a **Develop design criteria for higher-density development** (e.g., height, setbacks, parking ratios, housing type, landscaping, stormwater management). Work should include analysis of existing conditions and architectural details in and around the SGRD. A possible option is to create a 'kit of parts' to reflect general standards for future development and construction within the SGRD. This 'kit' could outline general guidelines for preferred styles and materials that achieve development goals and sustainability standards. This activity should be closely coordinated with the 2010 HUD

Sustainable Communities Challenge Grant to be administered by DMD to, in part, test and/or create a form based code in the SGRD.

- Activity 2b** **Establish targets for sustainability, affordable housing (this may be prescribed), and commercial development** based on a market study. Targets for sustainability may be based upon best practices and guiding principles identified in LEED or similar guidance. Affordable housing targets may be prescribed based upon current standards and funding programs. The targets for commercial property should be based upon further study of the SGRD and demographic data.
- Activity 2c** **Develop a prioritization process for acquisition and cleanup of brownfields and petroleum brownfields** based on the density and transit targets (e.g., suggest using the EPA PREPARED Workbook (expected to be final in late 2010) for guidance)
- Activity 2d** **Incorporate priority sites for higher-density development** including the Consolidated Plan, Comprehensive Master Plan, and any proposals for land-use regulation amendments.
- Activity 2e** **Reduce barriers to private and sustainable development, and establish incentives** for projects meeting land use and design criteria in the SGRD.
- Activity 2f** **Identify funding sources** for Action 2, and develop strategic plan for pursuing external funding (e.g., grants, technical assistance) (see Appendix B for information on potential funding sources). Consider: local funding sources such as RebuildIndy (e.g., for land acquisition or to improve infrastructure at high density locations), creating a HoTIF, and developing a coordinated strategy to pursue federal and state grant funding.

Participants supporting this Action and its Activities may include: City of Indianapolis, EPA, HUD, KPADC, MB CDC, SGRD Advisory Committee, and SDAT Implementation Committee.

Action 3: Promote infill development on selected blocks to create walkable neighborhoods

Infill development of the blocks with high density edges must occur in order to achieve walkable neighborhoods and return the vibrancy of the block. Infill development of the single family homes that currently characterize the SGRD is a critical component necessary to resolve the vacancy rates within the SGRD. In addition, it is necessary to infill the many vacant parcels in the district to support commercial establishments and desired improvements to the public areas of the SGRD.

Infilling blocks requires less infrastructural change, supports the scale of historic urban areas, and allows for a range of developers to benefit from any public project incentives. Infill should not require any changes to the building code or zoning. The relatively inexpensive land, access to schools, proximity to the CBD and downtown cultural facilities, and proximity to good public parks and trail systems are not only criteria for an ecologically strong plan but are also attractive market criteria for new development. Infill will allow current residents to remain in the neighborhood, while helping bring the density closer to historic levels that originally supported transit and needed neighborhood services.

Note: All of the following Activities will refer back to the geographic areas identified under Action 1c for walkable neighborhood development. While infill should be encouraged throughout the SGRD, the city should prioritize infill on selected blocks that are identified for walkable neighborhood development.

- Activity 3a** **Identify and prioritize vacant sites for infill development sites** using the vacant properties map presented in Figure 4. Property ownership and tax status should be incorporated to the extent available through the city's GIS system.
- Develop a color coded map to sort vacant property by land use (i.e., commercial, residential, industrial).

- Sub-categories could be created to identify brownfields, ownership and other property details.

Activity 3b **Identify and prioritize city-owned lots for infill sale/development** by expanding the city-owned property map presented in Figure 6. Prioritization of sites will be based upon density targets and guiding principles.

Activity 3c **Identify priority brownfield sites for infill development**, based on the prioritization process for acquisition and cleanup of brownfields and petroleum brownfields developed under Activity 2c.

Activity 3d **Consolidate and provide infill priorities to private and nonprofit developers** operating within the region.

Activity 3e **Incorporate priority sites for infill development**, including the Consolidated Plan, Comprehensive Master Plan, and any proposals for land-use regulation amendments.

Activity 3f **Reduce barriers to private and sustainable development, and establish incentives** for projects meeting criteria for infill development. Considering using the SGRD as a test-bed for innovative infill development programs (e.g., homesteading).

Activity 3g **Identify funding sources** for Action 3, and develop strategic plan for pursuing external funding (e.g., grants, technical assistance) (see Appendix B for information on some potential funding sources). Consider: local funding sources such as RebuildIndy (e.g., for land acquisition or to improve infrastructure on infill blocks), creating a HoTIF, and developing a coordinated strategy to pursue federal and state grant funding.

Participants supporting this Action and its Activities may include: City of Indianapolis, Indy Connect, EPA, HUD, KP CDC, MB CDC, SGRD Advisory Committee, Habitat for Humanity, Rebuilding the Wall, and Oasis of Hope.

Action 4: Increase usage of Monon Trail within the SGRD

The Monon Trail is an excellent resource for Indianapolis residents, offering walking, biking and events along its 17-mile stretch. However, the Trail is not well used within the SGRD. The negative perception of the Trail through the SGRD has meant that Trail users tend to leave the Trail just north of the SGRD boundaries.

By increasing activity along the Trail through the SGRD, the negative public perception of crime and safety in the SGRD will improve. The SGRD can leverage the opportunities brought by increased recreational traffic to foster economic development opportunities. Economic development endeavors can lead to brownfields redevelopment, as many of the prime locations along the Trail through the district are brownfields. Improved environmental conditions, in turn, will bolster the economic activity and Trail traffic numbers.

Activity 4a **Develop a Monon Trail Association** focused on scheduling events along the SGRD. This organization could be an outgrowth from IndyParks, an outgrowth from another local trail or recreation association, or be established through the Chamber of Commerce as a “Friends of the Trail” program.

- Develop programming plan for the Monon Trail, considering the assets and synergies identified in Appendix B.
- Identify funding opportunities for programming on the Monon Trail.

Activity 4b Identify partnerships to **create new events** along the Monon Trail, for example:

- Establish farmers markets in conjunction with urban agriculture organizations and farmers.
- Create SGRD-specific art installations in partnership with the Herron School of Art and Design and Harrison Center for the Arts.
- Create programs linked to nearby local elementary and secondary schools.

Activity 4c **Incorporate Monon Trail into municipal and regional planning**, including but not limited to brownfields and transit programs.

Activity 4d **Build a stronger connection** to the northern portion of the Monon Trail and the Indianapolis Cultural Trail.

- Create “gateway” attractions at 16th Street and 30th Street.

Activity 4e **Prioritize brownfields for redevelopment along the Monon Trail** in the SGRD to target future development and investment.

Participants supporting this Action and its Activities may include: the City of Indianapolis; EPA; HUD; DOT; KPADC; MB CDC; SGRD Advisory Committee; SDAT Implementation Committee; Winter Market; Slow Food Indy; Indianapolis Food, Farm and Family Coalition; Harrison Center for the Arts; Herron School of Art and Design; Indianapolis YMCA; Indy Runners running organization; John Marshall Community High School; Marion County Health Department; Central Indiana Community Foundation; The Health Foundation of Greater Indianapolis; the Rotary Foundation of Indianapolis; Ackerman Foundation; Eli Lilly and Company Foundation; Key Bank Foundation; PeyBack Foundation; Efroymsen Family Fund.

Action 5: Develop communications and outreach strategy

The SGRD suffers from a negative public perception outside of the district; the larger public does not feel that the district is a safe area and there are no significant attempts to counter this perception. By proactively confronting current public opinion and providing positive messaging—along with pursuing the revitalization Actions identified by this Revitalization Strategy—the SGRD can enhance its image and begin to attract more investment and economic development. A well planned communications and outreach strategy can enhance public perception of SGRD *outside the district*.

In addition, residents of the SGRD fear that density may bring along unwanted gentrification effects and displace long-time residents. Some residents do not fully understand why walkable neighborhoods need added density, or what benefits they will receive from such development. Because this Revitalization Strategy has integrated infill development as a major component of its density-building approach, a communications and outreach strategy will be needed to enhance local residents’ understanding of density, transit and sustainable revitalization *inside the district*.

Activity 5a **Develop an external communications and outreach strategy.**

- Create protocol for disseminating information and answering inquiries
- Identify key external spokespeople for the SGRD
- Identify key media contacts
- Create an identifiable brand for the SGRD
- Develop a schedule for providing regular updates to the public on the SGRD (i.e., once a quarter)
- Host a media event on the Monon Trail to introduce media contacts to key external spokespeople for the SGRD and build relationship through electronic media
- Develop communication materials:
 - Create a full-featured website that serves as the clearinghouse for SGRD information
 - Create a video of the SGRD to be used as a marketing tool
 - Develop a standard press kit
 - Create press release and media contact templates

Activity 5b **Develop an *internal* communications and outreach strategy.**

- Identify key internal spokespeople for the SGRD
- Develop a schedule for providing regular updates to residents of the SGRD on revitalization efforts including economic development, real estate development, and brownfields cleanup (i.e., once a quarter)
- Host a series of public meetings to create dialogue about transportation enhancements, revitalization strategy, and density between local residents, CDCs and DMD
- Develop communication materials to accurately convey effects of density and enhanced transit in the SGRD:
 - Distribute informational letters to existing owner-occupied and rental homes
 - Fact sheet dispelling common misperceptions associated with density
 - Fact sheet dispelling common misperceptions associated with Northeast Corridor

Participants supporting this Action and its Activities may include: City of Indianapolis, KP CDC, MB CDC, SGRD Advisory Committee, Butler University, Ivy Tech Community College and/or Martin University could serve as a resource for students to develop and manage the communications and outreach strategy as undergraduate internships or master's program thesis.

Appendices



Appendix A:

Local Synergies: Assets for Economic Development

The Technical Assistance Team used Vita Nuova's Local Synergy™ process to identify potential economic development drivers, or assets. Local Synergy™ is a comprehensive approach to identifying and connecting existing economic, infrastructure, social and natural assets, thereby creating sustainable catalysts for revitalization and economic prosperity.

Through background research and interviews, the Technical Assistance Team identified four assets that could be expanded upon in the SGRD:

- Active public and private entities
- Using educational institutions as an economic driver
- Promoting urban agriculture
- Promoting Monon Trail initiatives

These assets emerged from the many activities already occurring in the SGRD; however, in order for them to be fully developed into economic catalysts, the individual activities need to be coordinated and pursued strategically.

These assets are described here to help local stakeholders think creatively about how to transform these assets into economic drivers—and how to pursue other forms of economic development within the SGRD.

For each asset described in this appendix, we provide a background description of why the asset emerged through our analysis. This is followed by a list of “Existing Initiatives” within or related to the SGRD that could potentially be linked to create an economic development driver. Next, we provide “Examples of Successful Initiatives” where similar initiatives have been linked together in Indianapolis or other communities. Finally, we provide “Methods of Creating Synergies within the SGRD,” or suggestions of how some of the initiatives identified under an asset could be linked together to create a “synergy” in the SGRD.

Asset 1 – Active Public and Private Entities

Building connections between public and private initiatives in the SGRD is a key to long-term sustainability and economic resiliency. When two or more initiatives or businesses are connected, their value and likelihood of success increase substantially. Sustainable economic growth is achieved through a collaborative approach, where new public and private partnerships are formed and creativity thrives. Consistent communication and networking among business, education, community development, and nonprofit leaders helps expand collaborative partnerships, create opportunities, and build upon successes.

The SDAT process noted minimal partnerships, fragmentation and conflict within the SGRD, and that cross-sector partnerships involving the private sector and nonprofit organizations as well as citizens will be imperative for community success. Interviews conducted for this project confirmed a lack of coordination among developers, a challenging regulatory climate, and tight financial markets as constraints on economic development. This is further complicated by challenging socio-economic demographics and a negative image outside the district. The SGRD will have the greatest success in overcoming these issues and fostering a more cooperative and positive environment if local stakeholders can improve their coordination and information sharing, and work together to strategically pursue real estate development.

Existing Initiatives

A number of real estate development projects and businesses are in various stages within the SGRD. These endeavors are initiated by a variety of entities, including for-profit organizations, nonprofit organizations, community development corporations, educational institutions, and the city government. Examples of these projects in and adjacent to the SGRD are:

- Brownfields Redevelopment District
- 16th Street Master Planning Process
- Development Concepts, Inc., Martindale on the Monon
- Development Concepts, Inc., National Design District / Project School
- Wilbur Montgomery, Live-Work Housing (19th and Monon)
- Community Center (25th and Keystone)
- Monon Urban Agriculture Farm (25th and Monon)
- Proposed Housing Development (16th and Monon)
- 16 Park Commons (16th and North Park)
- Shepherd Community—Jireh Sports Complex (former Douglass Ball Field)
- Habitat for Humanity, Martindale-Brightwood Homeownership Projects
- Goose the Market (2503 N. Delaware)
- Tea's Me Café (140 E 22nd)
- KPADC Commercial Development, 22 on Delaware
- Rebuilding the Wall (multiple sites)

As the list of initiatives suggests, there are a significant number of recently completed, ongoing and planned real estate development projects in the SGRD. Driven by the large number of vacant properties, many of these projects have been pursued opportunistically and are scattered across the SGRD. This uncoordinated approach fails to create the sustainable drivers found in the Fall Creek Place and National Design District approaches. Improving coordination among major stakeholders, targeting public funding to build momentum, and sequencing projects in strategically identified geographic areas is fundamental to long-term revitalization.

Examples of Successful Public Private Initiatives

Some of the larger and more successful revitalization projects within the SGRD in recent years have projects based on private/public partnerships that have strategically pursued new development in concentrated geographic areas. For example, the Fall Creek Place revitalization project, which focused resources on one core area at a time, achieved early success and slowly expanded outward.

In the 1990s, many families lived in the Fall Creek Place redevelopment area; however, significant portions of the neighborhood comprised vacant lots and boarded-up homes as a result of decades of disinvestment.²⁰ The Fall Creek Place development began in 2001, when the Indianapolis Department of Metropolitan Development utilized \$4 million of HUD Home Ownership Zone grant to acquire properties, improve infrastructure and create special homebuyer financing packages. This funding was combined with \$4.2 million in HUD HOME funds, \$8.5 million in CDBG funds, and \$14.2 million in other funding sources. Over a dozen project partners, including KPADC, nonprofits, developers, architects, engineers, and lenders, were involved in the multi-year, multi-phase project. Four hundred new families joined the long-time residents in first three phases of development, and Phase IV is now underway. \$1.2 million in new annual property tax revenues was generated and more than \$19 million in new household income has been brought into the area.²¹ The development project continues to attract new investment today in both the residential and commercial sectors, and provides an example of how strategically targeted federal

²⁰ <http://www.fallcreekplace.com/index.php?module=content&func=view&pid=1>

²¹ <http://thasecure.gov/offices/cpd/affordablehousing/programs/hoz/funding/hoz97/IndianapolisIn.cfm>

funding, combined with public/private partnerships, resulted in wide-reaching development on portions of 37 city blocks.

The National Design District, under development by DCI is another example of building upon opportunities and assets to create synergy. The 46-acre multi-parcel, multi-phase development incorporates education, housing and commercial uses. The developer is working with public, private and nonprofit entities to finance this extensive development. DCI recognized the important role that education plays in a community. By developing The Project School first, momentum was created for commercial and housing uses. In addition, the National Design District builds off of the region's historic role in the automotive industry creating a unique conceptual driver that will help attract other investments in the district.

Methods of Creating Public-Private Synergies within the SGRD

Our initial findings identified numerous assets within the SGRD that could be transformed into economic drivers through partnerships between the public and private sector. Below are a few methods that could be used to connect existing initiatives to build strong catalysts for revitalization.

SGRD Quarterly Roundtables. In order to facilitate communication and collaboration between the myriad entities working in the SGRD, the SGRD Advisory Committee or SDAT Implementation Committee could be institutionalized as the steering committee for SGRD programs. This committee could host quarterly roundtable discussions that bring together all of the parties involved in the SGRD. This could include private developers, residents, CDCs, businesses, and the city, among others. These roundtable meetings would offer all parties a place to present and discuss ideas, offer feedback and coordinate implementation planning. In addition, the Committee could work with the City of Indianapolis to apply for and utilize public funding in a strategic manner that supports both public and private sector efforts in the SGRD. This approach would help bridge the significant communication gaps noted among the public and private sectors in the SGRD.

Asset Mapper. To provide a more complete understanding of development plans and opportunities in the SGRD and to improve information sharing and coordination, the local CDCs, SGRD Advisory Committee and the city, could create an interactive online GIS tool to visually depict assets and development in the SGRD. For example, the Asset Mapper could include planned development, development underway, available parcels, existing commercial development (including types), and infrastructure (both existing and planned). This central repository can serve as an information resource for development, but more importantly, provide local stakeholders with the data they need to push revitalization activities forward and in a more coordinated way. A key component of this Asset Mapper is to ensure it is consistently maintained and up-to-date. The information provided in this GIS based system could be a critical resource to future public-private initiatives and in securing future funding resources. To pursue this idea, the following may be potential organizations to contact: City of Indianapolis GIS Department, DMD, MB CDC, and KPADC.

District Walks. On a semi-annual basis, and working with DMD, the steering committee for SGRD programs could host SGRD Walks which celebrate the successes and identify opportunities within the district. The event could kick off with an opening by the Mayor and local organizations and include a walk through the SGRD, stopping at various locations for short presentations. Walk participants could include residents, business owners, property owners, city staff, and potential developers. This SGRD Walk could highlight properties currently targeted for public investments such as brownfields cleanup and infrastructure improvements. In addition, city-owned properties targeted for sale, nonprofit programs and private developments could be featured stops along this walk. The primary purpose of this suggested activity is to open public-private lines of communication, highlight properties targeted for investment and encourage public-private partnerships on specific sites and in specific neighborhoods. To pursue this idea, the following may be potential organizations to contact: SGRD residents, property owners, developers.

Asset 2 – Education as an Economic Driver

The SGRD has access to a predominantly untapped resource in the vast number of secondary and post-secondary educational institutions located within close proximity. Educational institutions play a central role in creating and developing an appropriate and agile workforce. Increasingly, studies cite primary and secondary education as the key to economic development and growth through investments in human capital. At their core, educational institutions shape their neighborhoods: they educate the children, build community (both with parents and others), and create a vibrancy that extends beyond their walls. In addition, educational institutions can play a direct role in economic development when programs are linked with for-profit or nonprofit initiatives.

Existing Initiatives

The SDAT study recommended the expansion of workforce training and increasing support for small business and entrepreneurship. There are currently a variety of educational institutions and programs located in and around the SGRD that influence the SGRD and are a resource for workforce training and small business development. These range from elementary schools to universities and job training centers.

- Elementary and Secondary Schools
 - Arsenal Technical High School (9-12): *Academy of Creative Expression; Early College Academy; International Academy; Math, Science, Health and Technology Academy; New Tech High; Career Technology Magnet*
 - Fall Creek Academy (K-12)
 - Francis W. Parker (K-8): *Montessori model*
 - Herron High School (9-12)
 - H.L. Harshman Middle School (7-8): *Math/science, world languages magnet*
 - John Marshall Community (7-9, soon 7-12): *U.S. Dream Academy mentor program; Dream Alive mentoring and community service program*
 - Joyce Kilmer School (K-6)
 - KIPP Indianapolis Charter School (5-8)
 - Oaks Academy (Pre-K-8)
 - The Indianapolis Project School (K-8): *Project-based instruction; creating an “edible school yard”*
 - Theodore Potter Magnet (K-6): *Spanish immersion; Fresh Fruit and Vegetable Program participant; YMCA after school program*
 - William A. Bell Magnet (K-6): *Math and science technology focus*
- Post Secondary Schools
 - Butler University: *Center for Urban Ecology*
 - Herron School of Art and Design
 - Indiana Latino Institute, Inc.
 - Ivy Tech Community College: *Office of Workforce and Economic Development; Small Business Development Center*
 - Martin University: *NASA science lab*
 - Training, Inc. Indianapolis: *Job readiness, office skills and logistics training*

Quality education has a major influence on the residential marketplace. Local real estate brokers suggested that a desire for quality public education was one cause of the decline in the number of households with children in the SGRD. Over the past few decades, families moved to the suburbs in search of better public education choices. Significant improvements have been made in the Indianapolis school system and residents now have several different choices within the public school system. These improvements have led to new interest in the SGRD and other locations within the city. The National Design District recognized the role of education in neighborhood stabilization. The investment in The Project School is a significant benefit to the SGRD.

There are many other educational resources just outside the SGRD that have the potential to serve as significant drivers within the District. Butler University, Martin University, and Ivy Tech all offer academic programs with synergistic elements to market drivers within the SGRD. Universities and Colleges appear to be an underutilized resource with the potential to create new opportunities within the SGRD.

Examples of Education as an Economic Driver

There are many documented connections between educational institutions and economic development. For example, the Indianapolis Arts Center hires local artists as faculty and consciously makes an effort to engage the community in both giving and receiving creative expression. The classes are offered for a wide range of ages and ability levels. One such class, ArtReach, is a neighborhood-based youth education program, which brings artists to the neighborhood and encourages student participation in art exhibition.

The University of Wisconsin-Madison offers a unique entrepreneurship program that provides seed money to student entrepreneurs looking to start businesses both on and off-campus. The Student Venture Seed Grant program encourages the formation and development of viable businesses within the community. In addition, cooperative education (co-op) models exist around the country. This structured educational strategy integrates classroom studies and productive work experiences. Traditionally, these programs are created to enhance the learning experience. However, when supported by job-training and business development initiatives, the same partnerships can serve as economic engines for job and industry growth.

Methods of Creating Educational Synergies within the SGRD

Our initial findings identified numerous educational institutions within the SGRD that could be transformed into economic drivers. Below are a few methods that could be used to connect existing educational resources with the SGRD in order to build strong catalysts for revitalization.

Local Business Co-ops. A number of the secondary and post secondary schools in and around the SGRD, have very well-developed technical or vocational programs. These programs train students in a variety of industries, including auto body and mechanics, welding, carpentry, computer repair, and food service. The schools, working with the Greater Indianapolis Chamber of Commerce's Education and Workforce Council, could establish a co-op program for targeted high schools and universities in the area. One potential connection is the Martin University NASA science lab and the Permanent Magnet Company which is the only U.S. producer of a particular NASA component. A key aspect of this program could be to create and implement business plans for economic opportunities within the SGRD. To pursue this idea, the following may be potential organizations to contact: SGRD high schools, Greater Indianapolis Chamber of Commerce's Education and Workforce Council, local businesses.

Student Bistro. Technical schools, culinary schools and universities across the country have successfully managed restaurants and cafes both on and off-campus. Arsenal Technical High School's Career Technology Magnet could serve as the incubator for a new restaurant, coffee shop or café within the SGRD. The educational component offers opportunities to seek funding beyond the traditional small business sources and creates a unique marketing advantage. To pursue this idea, the following may be potential organizations to contact: Arsenal Technical High School.

Locally-Based Employee Policies. In order to encourage local employment, the schools in the District could implement a hiring policy that specifies that a set percentage of employees live in the District. To ensure that prospective employees have the relevant training, Ivy Tech Community College, Training, Inc., and local community development corporations could partner with the schools in the SGRD to create targeted training courses through Ivy Tech's Office of Workforce and Economic Development. To pursue this idea, the following may be potential organizations to contact: Ivy Tech Office of Workforce and Economic Development, Training, Inc., MB CDC, and KPADC.

Neighborhood-Based Arts. Currently, the Harrison Center for the Arts is a hub of arts-centered activity in the neighborhood. These activities could be expanded even further by redeveloping the adjacent brownfield and creating additional outdoor classroom space and an urban garden. The classroom could be used by resident artists to offer classes to the community. Through a partnership with a local urban agriculture organization, the urban garden could be a demonstration garden for the community and the local Herron High School Garden Club, as well as a source of materials or subjects for the artists. In addition, resident artists could work with local schools to create murals that could be placed adjacent to the Monon Trail. To pursue this idea, the following may be potential organizations to contact: Harrison Center for the Arts, Herron High School, other local elementary schools.

Asset 3 – Urban Agriculture

The practice of urban agriculture is a potential economic development driver in the SGRD because it provides a link between healthy food production, greater employment opportunities, and cooperative interaction among community members and institutions. Underutilized land in urban areas is often left abandoned (such as the many vacant and abandoned properties in the SGRD), but urban agriculture (including community and backyard gardens) puts this land back to productive use, saving on energy and transportation costs. Currently, approximately 15 percent of the world's food is produced in urban areas and increasingly small and large cities are recognizing the benefits to fostering a local food system that can have direct impacts on school nutrition, local job training, healthier lifestyles, and an improved environment.

Existing Initiatives

The City of Indianapolis has numerous initiatives regarding urban agriculture that are currently active. These programs are run by a variety of entities, including nonprofit agriculture organizations, community development corporations, educational institutions, and the city government.

- Butler University-Center for Urban Ecology (*Campus Farm*)
- Mayor Ballard, Office of Sustainability, and the Indianapolis Land Bank (*Urban Gardening Program*)
- Annual City Urban Farming Forum
- Community Garden Resource Center, Inc
- Devington Community Development Corporation (*Green Acres Farm*)
- Felege Hiywot Center (*Gardening Education Program*)
- Global Peace Initiatives (*Peace Gardens*)
- Growing Places Indy (*Slow Food Garden*)
- Herron High School (*Gardening Club*)
- Indy Food, Farm and Family Coalition (*Local Food Guide and Community Food Assessments*)
- The Project School (*Edible Schoolyard*)
- Purdue University Agriculture Extension (*Educational Programs*)

Examples of Successful Urban Agriculture Programs

Currently, there is a number of existing urban agriculture synergies occurring in the city that can be looked at as examples for the SGRD. For example, Butler University's Center for Urban Ecology (CUE) has partnered with a number of businesses, educational organizations and community gardens to provide rain barrels and ongoing monitoring. The collected water is being used to irrigate edible gardens at locations such as The Project School and Rocky Ripple Community Garden, which alleviates pressure on the city's combined stormwater management system.

Another existing program can be found at the Devington CDC (DCDC) Green Acres Farm, a 5-acre farm started in spring 2010 and staffed completely by local residents and students. The farm now provides training opportunities to local youth and will be an integral part of the new Science Ag Curriculum at Arlington High School. Additionally, the produce from the farm will soon be sold at a new farmer's market held at the farm. The DCDC

plans to use the farm as a teaching tool and is partnering with Purdue University Agriculture Extension to offer classes to the community on healthy eating and food preparation.

Methods of Creating Urban Agriculture Synergies within the SGRD

Below are examples of programs that could be implemented within the SGRD to create partnerships between urban agriculture programs and related organizations. Included in each description are the organizations that could play an integral role in moving these initiatives forward.

Soil Testing at Urban Gardening Sites. The recently created City of Indianapolis Urban Gardening Program provides access to underutilized vacant lots throughout the city to interested parties and organizations for urban gardening. Before the sites can be used for food production, soils should be tested for lead and other contaminants. The Marion County Health Department offers free soil testing, which could be used to clear sites for production. A partnership with a local organization in the SGRD, such as the Martindale-Brightwood Environmental Justice Collaborative, together with the Health Department and city, could be used to produce a database of available and safe-for-production sites. This database would function as a clearinghouse for gardening sites within the district and help track clean sites for future use. This partnership could also provide both coordination and local monitoring to ensure agriculture is practiced safely. To pursue this idea, the following may be potential organizations to contact: Marion County Health Department, Martindale-Brightwood Environmental Justice Collaborative, City of Indianapolis Office of Sustainability.

Arsenal Technical High School Teaching Restaurant. Arsenal Technical High School offers classes on food preparation and uses a teaching restaurant on campus. The restaurant, Colonel's Cupboard, provides daily meals to students. Through a partnership with a nonprofit urban agriculture organization, such as Growing Places Indy, the restaurant could obtain fresh, local ingredients. The Slow Food Garden in White River State Park, run by Growing Places Indy, is intended as a teaching tool. By partnering with Growing Places Indy, students could learn all aspects of food preparation, from farm to table. Students could volunteer at the garden to learn food production skills and use the harvest in the restaurant. To pursue this idea, the following may be potential organizations to contact: Arsenal High School, Growing Places Indy.

Coldhouses for Year Round Food Production and Job Training. Local community development corporations could partner with St. Vincent De Paul's food pantries and Training, Inc., a local job-training organization, to create year round greenhouses, called coldhouses. The coldhouses can be used to provide quality food to the food pantries and local residents can learn farming job skills. Local farmers and the Purdue University Extension could serve as training instructors. To pursue this idea, the following may be potential organizations to contact: St. Vincent De Paul food pantries, Training, Inc., Purdue University Agriculture Extension.

Asset 4 – Monon Trail Initiatives

The SGRD is home to a 1.5-mile portion of the Monon Trail, a 17-mile trail that attract tens of thousands of visitors each month, particularly north of 38th Street. Usage of the Monon Trail is much lower in the SGRD, because many users turn off the Monon Trail at 38th Street to link to the Fall Creek Trail. In addition, the high number of industrial and brownfields uses along the Trail in the SGRD acts as a psychological barrier to using the Trail more heavily. The Monon Trail divides neighborhoods, and in many ways, the SGRD itself. However, the south end of the Trail in the SGRD connects with the Cultural Trail in downtown Indianapolis. The two popular uses north and south of the SGRD suggest that it may be possible to increase Trail usage within the SGRD.

Urban trail and greenway usage is increasingly prevalent in cities across the country. These trails offer inexpensive and convenient access to recreation for residents and can often serve as alternative routes for work commuting. Trails can also serve as key economic development drivers by encouraging adjacent development; it is estimated

that outdoor recreation (including trail use) contributes \$730 billion to the United States' economy.²² Since its beginnings as a grassroots movement in the 1980s, the Monon Trail has grown to encompass almost 17 miles of trails, which attract tens of thousands of visitors each month, particularly north of 38th Street.

Existing Initiatives

The Monon Trail is currently a very active greenway system, with over 70,000 visitors a month in the summer. Below are activities and attractions related to the Monon Trail that are currently in existence in the City of Indianapolis.

- Indianapolis Cultural Trail
- Art Installations
 - Gleaners Food Bank, 16th Street
 - Urban Art Project, 52nd Street
 - Utility Building, Sutherland Avenue
- 54th and Monon Trail Art Fair
- Self-guided hikes (*Indianapolis Hiking Club*)
- Parks and Preserves
 - Soccer Park, 16th Street
 - Arsenal Park
 - Broad Ripple Park
 - Canterbury Park
 - Douglass Park
 - Dr. Martin Luther King Park
 - Marott Park and Nature Preserve
 - Watson Road Bird Sanctuary
- Attractions
 - Broad Ripple Ice Cream Station
 - Carmel Cyclery (bike rentals)
 - Indianapolis Art Center
 - Indiana State Fairgrounds
 - Monon Center (water park and fitness complex)
 - Monon Coffee Company

Catalyzing activity on the Monon Trail goes beyond encouraging biking and walking on the Trail itself. It will require placemaking and revitalization along the Trail to provide vibrant destinations and a pleasant experience for those who use the Trail.

Examples of Successful Trail Programs

The practice of connecting community organizations with local trails has been a successful catalyst for economic development across the country and in Indianapolis. For example, the 54th and Monon Trail Art Fair, which began in 2000, hosts booths from over 60 different artists ranging from watercolors to furniture. The one-day juried fair started as a way to encourage more visitors to area businesses and local businesses and organizations continue to play a large role in the fair. Since its first year the number of businesses in the area has almost doubled and the fair now attracts over 4,500 people.

Other trails throughout the country have also developed connections with local institutions. For example, in Portland, Oregon, the Portland Trails organization hosts a series of “Discovery Treks” which highlight unique

²² See more information at *Economic Impact of Trails*, <http://www.americantrails.org/resources/economics/index.html>

Portland history and simply encourage residents to get outdoors. The Discovery Treks range from history walks to games of Capture the Flag. Portland Trails also partners with other organizations to host a weekly 5k run and a 10k event. These runs not only raise awareness of the trails, but a portion of the entry fee goes back to maintaining the trails. Closer to home, the Monon Greenway now serves as the centerpiece for a vast array of pedestrian-oriented development in downtown Carmel. The trail connects to a large number of local amenities including parks, libraries, museums, cafes, bike shops, workplaces, schools, and a farmer's market; many people are now using the Monon Trail as a transportation corridor. There is potential to generate similar activity within the SGRD.

Methods of Creating Trail Synergies within the SGRD

Below are examples of programs that could be implemented within the SGRD to engage local organizations and create economic development activities associated with the Monon Trail. Included in each description are the organizations that could play an integral role in moving these initiatives forward.

Markets on the Monon. Drawing from Indianapolis' strong ties to urban agriculture, the Monon Trail in the SGRD could host a series of small markets at key intersections. These small markets could bring locally produced goods to the residents of the district and help to draw people further down the Trail into the district. Multiple markets, each featuring a different type of goods (e.g., flowers, produce, baked goods, breads), could take place at various points along the Trail, or there could be a single larger market at a central location. To pursue this idea, the following may be potential organizations to contact: Winter Market, Slow Food Indy, Indianapolis Food, Farm and Family Coalition.

Arts Installations. Building on the Indianapolis Cultural Trail, the Monon Trail could create a series of art installations to attract people. The installations could be created by local artists, through the Harrison Center for the Arts, or art students at the Indiana University-Purdue University Indianapolis and the Herron School of Art and Design. To differentiate the Trail in the SGRD, the installations could be interactive, potentially targeted at children, and build upon each other, drawing people further along the Trail. To pursue this idea, the following may be potential organizations to contact: Harrison Center for the Arts, Herron School of Art and Design.

Outdoor Recreation. The Monon Trail is an ideal location for hosting regular running and walking events. While these types of events do take place in other locations on the Trail, they are not occurring in the SGRD. The YMCA is located just off the Monon Trail, north of the district, and could act as the staging area for weekly activities that draw people into the district. These activities could be bike rides or running and walking groups. In addition, there are a number of afterschool programs in the District, many run by the YMCA. As part of the afterschool curriculum, the programs could use the Monon Trail for recreation, as well as for service projects, such as Trail cleanups.

Further north of the SGRD, bike shops capitalize on their location near the Monon Trail by renting bikes to ride the Trail. These shops, or other local shops, could open satellite bike rental stations along the Trail to encourage recreation. The opening of these locations could be an event sponsored by local healthcare providers and the Marion County Health Department. To pursue this idea, the following may be potential organizations to contact: Indianapolis YMCA, Indy Runners running organization, John Marshall Community High School, Marion County Health Department.

Appendix B:

Potential Funding Sources to Support SGRD Revitalization Strategy Implementation

The following federal, state and local government funding resources have been identified as potentially viable to supporting the Actions presented in the Revitalization Strategy. This list of resources does not include every possible resource, but was developed to indicate the breadth and type of resources currently available. In addition to the federal resources listed below, please refer to the Brownfields Federal Program Guide: http://epa.gov/brownfields/partners/bf_fed_pr_gd.htm.

FEDERAL

Department of Transportation - General

Transportation Investment Generating Economic Recovery (TIGER) II Discretionary Grants

Projects that are eligible for TIGER II Discretionary Grants under the FY 2010 Appropriations Act include, but are not limited to: highway or bridge projects eligible under title 23, United States Code; public transportation projects eligible under chapter 53 of title 49, United States Code; passenger and freight rail projects; and port infrastructure investments. <http://www.dot.gov/recovery/ost/tigerii/>

TIGER II TIFIA Payments

Up to \$150 million of the \$600 million available for TIGER II Discretionary Grants may be used to pay the subsidy and administrative costs of the Transportation Infrastructure Finance and Innovation Act (TIFIA) credit assistance program if it would further the purposes of the TIGER II Discretionary Grant program. DOT is referring to these payments as “TIGER II TIFIA Payments.” Based on the subsidy amounts required for projects in the TIFIA program’s existing portfolio, DOT estimates that \$150 million of TIGER II TIFIA Payments could support approximately \$1.5 billion in TIFIA credit assistance. The amount of budget authority required to support TIFIA credit assistance is calculated on a project-by-project basis. Applicants for TIGER II TIFIA Payments should submit an application pursuant to the notice of funding availability and a separate TIFIA letter of interest, as described in Section VI of the notice.

TIGER II Planning Grants

The FY 2010 Appropriations Act permits DOT to use up to \$35 million of the amount available for TIGER II Discretionary Grants for TIGER II Planning Grants. TIGER II Planning Grants may be awarded, like TIGER II Discretionary Grants, to Eligible Applicants, and may be used for activities related to the planning, preparation or design of Eligible Projects, including transportation corridors or regional transportation systems. Applications for planning assistance may be made alone or as part of a TIGER II Discretionary Grant application.

Applicants seeking TIGER II Planning Grants should apply in accordance with all of the application requirements specified in the notice of funding availability for TIGER II Discretionary Grants, unless specified otherwise.

Department of Transportation - Federal Transit Administration

Metropolitan and Statewide Planning grants (5303, 5304, 5305)

Available for planning that increases the area’s competitiveness in a global market, increases safety, increases mobility for people and freight, protects and enhances the environment, integrates modes of transportation, emphasizes preservation of existing transportation system, and integrates activity of transportation improvements as they relate to local and state planned growth and economic development initiatives.

http://www.fta.dot.gov/funding/grants/grants_financing_3563.html

Urbanized Area Formula Funding program (5307)

Provides funding for transportation planning and engineering studies that enhance transit projects with an emphasis on bus related activities. Applications to FTA are accepted on an ongoing basis, anytime within a 4-year period from when the federal allocation was made (most recently in 2010).

http://www.fta.dot.gov/funding/grants/grants_financing_3561.html

Challenge Grant Program

Funding for transportation investments that will have significant impact on a region, metropolitan area and/or nation. FY 2009 was the first year for this program. Applications were due July 2010.

http://www.fta.dot.gov/news/news_events_11874.html

Transportation Infrastructure Finance and Innovation Act (TIFIA) Program

FTA provides credit assistance to eligible applicants for surface transportation projects with revenue generating capability (or other source of funding) to bridge the gaps where existing funding and private investment cannot cover. Letters of interest are accepted once a year. (For FY 2009, the deadline was December 31, 2009).

http://www.fta.dot.gov/funding/finance/grants_financing_9711.html

New Starts (5309)

Provides funding for construction of new rail systems or upgrade and expansion of existing rail systems.

Small Starts (5309)

Program provides funding for capital projects similar to New Starts program but with variable requirements related to the system being improved.

Bus and Bus Facilities (5309, 5318)

Through the transit capital investment program, provides capital assistance for activities including upgrading buses, passenger facilities, other bus facilities, and miscellaneous equipment.

http://www.fta.dot.gov/funding/grants/grants_financing_3558.html

*Department of Transportation - Federal Highway Administration***Safe Routes to Schools**

Provides funding to facilitate the planning, development and implementation of projects and activities that improve safety and reduce traffic, pollution and empower children, including those with disabilities, to walk, ride bikes or otherwise safely get themselves to school. Each state administers its own funding through the DOT. Eligible activities include planning and infrastructure improvement. <http://safety.fhwa.dot.gov/saferoutes/>

Recreational Trails Program

Provides funding to states to for developing and managing recreational trails for non-motorized and recreational vehicles. Examples include hiking/bicycling, skating, etc. There is potential for application along the Monon Trail to strengthen its service as a community asset that will create amenities for new development in the SGRD. Some funds are distributed annually to states. FY 2010 apportionment to the State of Indiana Department of Transportation was \$1,409,446. <http://www.fhwa.dot.gov/environment/rectrails/>

Transportation Enhancement (TE) activities

Provides funding for 12 eligible activities:

- Provision of pedestrian and bicycle facilities
- Provision of pedestrian and bicycle safety and education activities
- Acquisition of scenic or historic easements and sites
- Scenic or historic highway programs including tourist and welcome centers
- Landscaping and scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures or facilities

- Conversion of abandoned railway corridors to trails
- Control and removal of outdoor advertising
- Archaeological planning and research
- Environmental mitigation of highway runoff pollution, reduce vehicle-caused wildlife mortality, maintain habitat connectivity
- Establishment of transportation museums

Applications are apportioned to state departments of transportation annually. FY 2010 apportionment to Indiana DOT was \$23,737,867. <http://www.fhwa.dot.gov/environment/te/>

Transportation, Community, and System Preservation Program (TCSP)

Provides research and grants for integration of transportation, community and system preservation plans with a focus on private sector activity. Eligible projects include but are not limited to developing strategy to encourage private sector development that supports the program's goals. <http://www.fhwa.dot.gov/tcsp/>

Department of Housing and Urban Development

Sustainable Communities Regional Planning Grant

Provides eligible entities with the resources needed to plan for an integrated approach to housing, transportation and environmental protection. 2010 was the first year this program was initiated; applications were due August 23, 2010.

http://portal.hud.gov/portal/page/portal/HUD/program_offices/sustainable_housing_communities/Sustainable%20Communities%20Regional%20Planning%20Grants

Community Challenge Planning Grants/ DOT TIGER II

Provides funding for planning for neighborhoods, amending zoning and building codes, corridor planning and other policy amendments needed to achieve mixed-use development, affordable housing and reuse of historic structures. This joint HUD/DOT NOFA was the first of its kind and applications were due July 26, 2010.

http://portal.hud.gov/portal/page/portal/HUD/program_offices/sustainable_housing_communities/HUD-DOT%20Community%20Challenge%20Grants

Community Development Block Grants

Regular appropriations to entitlement entities provides funding for most types of development as long as it serves the purpose of HUD's National Objectives: 1) benefits low to moderate income persons; 2) prevents or eliminates blight; and/or 3) meets certain urgent community development needs. Local applications are made annually to the City of Indianapolis Department of Metropolitan Development. Applications for 2011 were due July 30, 2010.

<http://www.hud.gov/offices/cpd/communitydevelopment/programs/>

Section 108 Loans (Brownfield Economic Development Initiative (BEDI) grant)

Section 108 loans provide capital for local CDBG entitlement entity to provide loans for private businesses or other entities to conduct eligible economic development, housing and public facility projects. BEDI is a grant program used for brownfields properties and must be used in conjunction with a Section 108 loan. Applications can be made on an ongoing basis by the local HUD entitlement entity.

<http://www.hud.gov/offices/cpd/communitydevelopment/programs/108/>

HOME Investment Partnership

Provides direct assistance or loan guarantees administered by the local HUD entitlement entity. Funds are focused on housing development and activity can include acquisition and rehabilitation of structures for creation of low-income housing, homebuyer assistance and tenant based rental assistance. Local applications are made annually to the City of Indianapolis Department of Metropolitan Development. Applications for 2011 were due July 30, 2010.

<http://www.hud.gov/offices/cpd/affordablehousing/programs/home/>

Neighborhood Stabilization Program (NSP)

Funding used to acquire, rehabilitate abandoned or foreclosed housing. Four 2010 NSP target areas will receive \$29 million, which must be spent by 2013, and will be used for buying, rehabilitating, and demolishing hundreds of vacant houses. Approximately 530 housing units will be developed. See more information in Section 2 of this report.

*Environmental Protection Agency***Brownfields Assessment Grants**

Provides grant funding to local eligible public entities to provide environmental site assessment, technical assistance, remediation planning, and redevelopment planning for properties with actual or potential contamination. City of Indianapolis administers a brownfields program and accepts applications for assistance on an ongoing basis. <http://www.indy.gov/eGov/City/DMD/ED/Brownfields/Pages/home.aspx>

Brownfields Cleanup Grants

Provides grant funding for eligible entities (public and nonprofit) used for remediation of brownfields properties. Applications are made once a year directly to EPA. Due date for 2010 applications was October 15, 2010.

Revolving Loan Fund Program

Provides eligible public entities to administer a loan and grant program to fund cleanup of brownfields properties. Private entities are eligible applicants for assistance through the local administrator of these programs. Applications by eligible entities are accepted once a year directly to EPA. Due date for 2010 applications was October 15, 2010. The City of Indianapolis administers a brownfields program and accepts applications for assistance on an ongoing basis. <http://www.indy.gov/eGov/City/DMD/ED/Brownfields/Pages/home.aspx>

Neighborhood Revitalization Initiative

The Neighborhood Revitalization Initiative (NRI) is a White House-led interagency collaborative, that is developing and executing a place-based strategy to support local communities in revitalizing neighborhoods with concentrated poverty into neighborhoods of opportunity. HUD, Department of Education (ED), Department of Justice (DOJ), and Department of Health and Human Services (HHS) are examining options for restructuring federal strategies for distressed neighborhoods. The initiative has begun collaborating on five programs:

- Choice Neighborhoods (HUD)
- Promise Neighborhoods (ED)
- Byrne Criminal Justice Innovation (DOJ)
- Community Health Centers (HHS)
- Behavioral Health Services (HHS)

For more information, including information on grant funding available from and coordination among these programs under the NRI, please refer to: http://www.whitehouse.gov/sites/default/files/nri_description.pdf

STATE

Indiana Main Street Program

Provides a collection of technical and financial assistance to efforts to revitalize downtowns, corridors and focused areas working toward economic recovery, historical character and community vitality. Designation as a local Main Street – helps employ a Four Point Approach focused on: 1) Design; 2) Organization/collaboration; 3) Promotion; and 4) Economic Restructuring. Downtown Enhancement Grants provide funding to support community based planning, marketing and restoration efforts in designated Main Street communities. Activity includes promotional campaigns, branding, façade renovation, building rehabilitation, and other efforts meeting Main Street goals. Applications are made on an ongoing basis. <http://www.in.gov/ocra/2364.htm>

Indiana Redevelopment Area Designation and Housing Tax Increment Financing

Defined as “an area in which normal development and occupancy are undesirable because of lack of development; cessation of growth; deterioration of improvements; character of occupancy; age; obsolescence; substandard buildings; or other factors that impair values or prevent a normal use or development of property.” Within a Redevelopment Area, state law provides a financing mechanism that can be used to aid in redevelopment. HoTIF (Housing Tax Increment Financing) is that mechanism. The Metropolitan Development Commission (MDC) can designate a HoTIF, where property taxes—generated by development within the area—are used to pay for improvements in or near the HoTIF area.

LOCAL

Business Improvement Districts

Business Improvement Districts are locally designated areas in which a fee is assessed whose collective fund provides for area- or corridor-wide activity such as safety and cleanliness services to ensure a healthy commercial and residential environment.

RebuildIndy

In August 2010, Mayor Ballard announced that the city recently received \$153.8 million to invest in capital improvement projects through the city’s RebuildIndy program. These funds represent the first set of funds made available through the city’s sale of the water and wastewater systems to Citizens Energy Group. The city expects “to secure another several hundred million in early 2011.” In September, the Mayor announced that \$55 million had been released for bid and more than \$35 million in infrastructure improvement projects had already been awarded to contractors, with construction expected to begin in late 2010 or early 2011.

Page left intentionally blank.

US EPA ARCHIVE DOCUMENT

