

# Thanks to the following people for their support in making this panel possible:

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Urban Land  
Institute

Rose Center for Public Leadership

# Indianapolis, Indiana

Revitalizing the Massachusetts Avenue/  
Brookside Industrial Corridor



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# Urban Land Institute



## **Mission:**

Provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

## **30,000 members worldwide:**

- Developers
- Investors, Bankers and Financiers
- Architects and Designers
- Public officials
- Academics

## **Activities:**

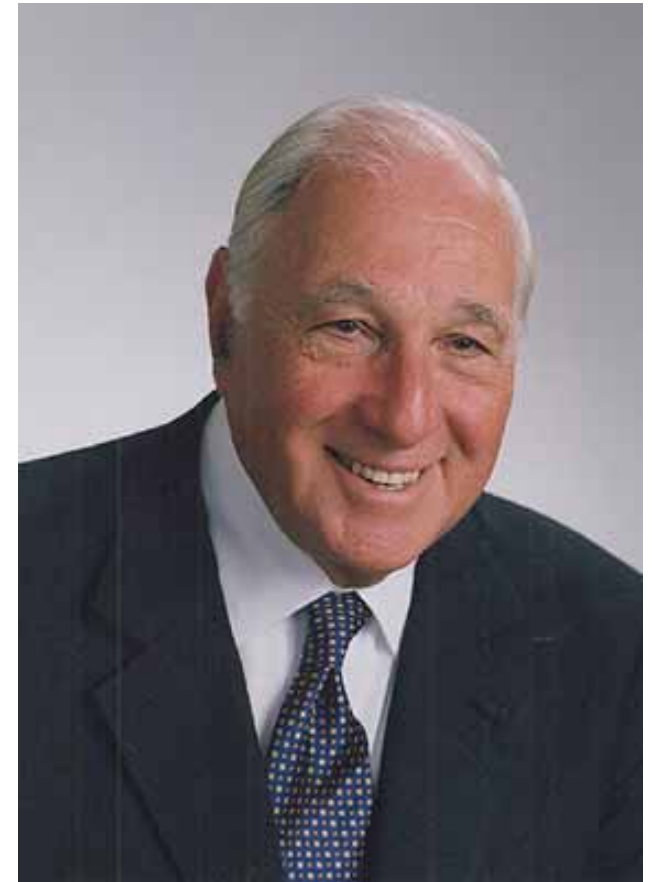
- Research, best practices and case studies
- Education and Professional Development
- Technical assistance to cities, agencies, and developers
- Conferences, meetings, and ideas exchange
- A bi-monthly magazine and other publications



Urban Land  
Institute

Rose Center for Public Leadership

**Mission:** To encourage and support excellence in land use decision making. By providing public officials with access to information, best practices, peer networks and other resources, the Rose Center seeks to foster creative, efficient, practical, and sustainable land use policies.



Daniel Rose

# Rose Center Programming



## Education for Public Officials

- Webinar: Survey on the Future of Community Development
- Webinar: Planning and Public Health
- Webinar: The Making of Detroit's Long-Term Strategic Framework Plan
- Scholarships for public officials to attend ULI conferences

## Policy & Practice Forums

- 2013 Mayors' Forum on Public-Private Partnerships
- 2013 Shaw Forum on Connecting Real Estate with K-12 Education
- 2012 Shaw Forum on Innovative Public-Private Partnerships in Finance
- 2011 Multifamily Housing Development



# Daniel Rose Fellowship

- Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge
- Mayor selects 3 fellows and team coordinator
- Participating cities to date: Austin, Charlotte, Detroit, Hartford, Houston, Kansas City, Louisville, Minneapolis, Nashville, Oakland, Philadelphia, Phoenix, Providence, Sacramento, Tacoma and Tampa



# 2013-2014 Rose Fellowship Class

Honolulu

Indianapolis

Portland

Memphis



**Urban Land Institute**  
Daniel Rose Center for Public Leadership in Land Use

The mission of the ULI Daniel Rose Center for Public Leadership in Land Use is to encourage and support excellence in land use decision making. By providing public officials with access to information, best practices, peer networks, and other resources, the Rose Center seeks to foster creative, efficient, practical, and sustainable land use policies.

**Rose Center Program of Work**  
The Center conducts the following programs:  
• The Daniel Rose Fellowship Program  
• Workshops for Public Officials on Sustainable Development  
• Public/Private Forums on Key Land Use Issues

"We should all be open minded and constantly learning."  
— Daniel Rose

**Center Principal's Circle Sponsors:**

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# City Study Visits

- Assemble experts to study land use challenge
- Provides city's fellowship team with framework and ideas to start addressing their challenge
- Part of yearlong engagement with each city





# The Panel



# The Panel

- **Co-chair:** Peter Cavaluzzi, EE&K/Perkins Eastman, New York, NY
- **Co-chair:** Bert Mathews, The Mathews Company, Nashville, TN
- George Atta, City & County of Honolulu, HI (Daniel Rose Fellow)
- Matt Cheroutes, Elkus & Sisson, Denver, CO
- Reid Dulberger, City of Memphis & Shelby County, TN (Daniel Rose Fellow)
- Nadine Fogarty, Strategic Economics, Berkeley, CA
- Bill Hudnut, Georgetown University, Washington, DC (Rose Center Advisory Board)
- Patrick Quinton, Portland Development Commission, OR (Daniel Rose Fellow)
- Laura Shipman, MIG, Columbia, MD
- Zac Smith, New York City Economic Development Corporation, NY
- Marja Winters, City of Benton Harbor, MI

# The Challenge



How can Indianapolis revitalize the Massachusetts Avenue/ Brookside Industrial corridor and its surrounding neighborhoods?

# Presentation Outline

## 1. Observations & Vision

2. Urban Design & Infrastructure Framework

3. Business/Industry

4. Neighborhood

5. Conclusions & Homework



# What we heard



# What we heard

- “This neighborhood was created in an era we don’t live in any more”
- “This area has a vacuum of ideas”
- “We punch above our weight class in Indy”
- “Mass Ave can’t thrive until the neighborhood thrives”
- “The city can’t attract families unless they invest in things families care about”

# Panel Observations



# Panel Observations

- City has demonstrated capacity for complex public-private partnerships in downtown area
- Administration is not afraid to “think big” about new challenges
- Willingness among City and Chamber to work together on community economic development
- Unclear who “owns” this issue at the neighborhood scale



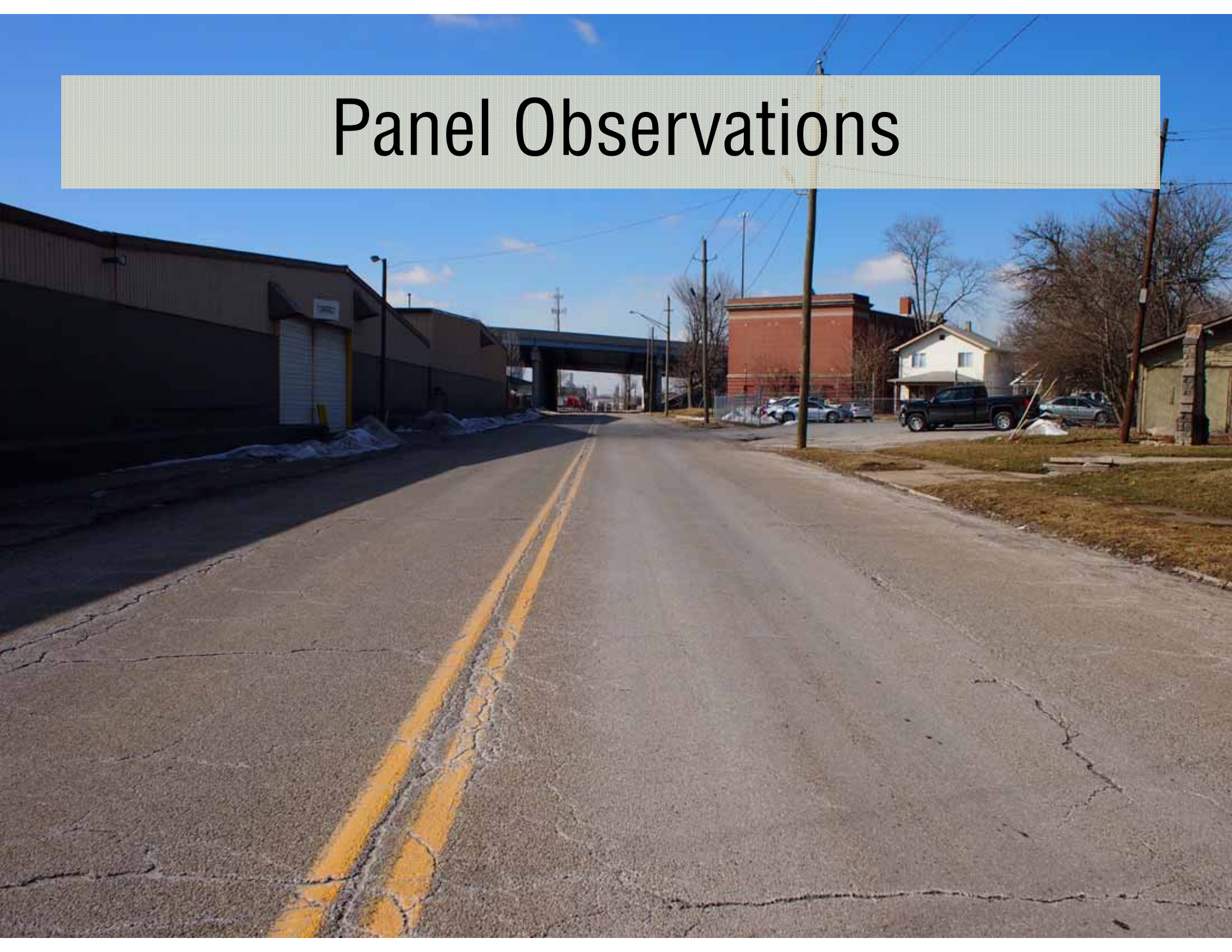
# Panel Observations



# Panel Observations

- The corridor did not reach its current state overnight
- Its potential needs to be unlocked through new public investment for the market to achieve desired
- Opportunities exist today that should be leveraged while the timing is ripe

# Panel Observations



# Panel Observations

- No individual project (public or private) is going to revive the Mass. Ave. corridor on its own
- It takes a series of coordinated actions (public & private) in service of a common vision to achieve change
- Success requires addressing both industrial and residential needs and goals
- Some actions will need to be taken immediately, others over the long-term

# Importance of Vision



# Importance of Vision

- There are multiple visions for this area, some complementary, some conflicting
- Vision needs to be driven by shared values among stakeholders
- Implementation cannot happen without consensus on outcomes, coordinated action and clear leadership
- The City needs capacity to develop and adopt a plan for the corridor that reconciles and synthesizes needs and goals with an implementation strategy
- Create a new Indy model for how to institutionalize community economic development in an urban context

# Sample Vision

The Massachusetts Avenue/ Brookside corridor and its adjacent neighborhoods becomes a horizontal live-work-play district that supports opportunities for starting and growing businesses, and living in a healthy environment that meets the social, economic and recreational needs of residents.

# SUSTAINABLE NEIGHBORHOOD

WORK  
LIVE  
PLAY





# Three Parts

Analysis and recommendations for:

- Urban design & infrastructure
- Businesses
- Neighborhood

All three need to be integrated to achieve  
successful community economic development

# Presentation Outline

1. Observation & Vision
- 2. Urban Design & Infrastructure Framework**
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# Assets



# Assets

- Access to I-70
- Proximity to downtown
- Iconic Brookside Park
- Available land for expansion and growth
- Stable and growing anchor tenants
- Proximity to Monon and cultural trails
- Visual connection to downtown
- Able to extend success of Mass. Ave.

# Challenges



# Challenges

- CSX Railroad line conflicts
- Poor air quality adjacent to I-70
- Sewage overflow in Brookside Park
- Environmental contamination of sites
- Mixing of remnant single family residential adjacent to industrial sites constrains growth
- Truck access and neighborhood circulation conflicts

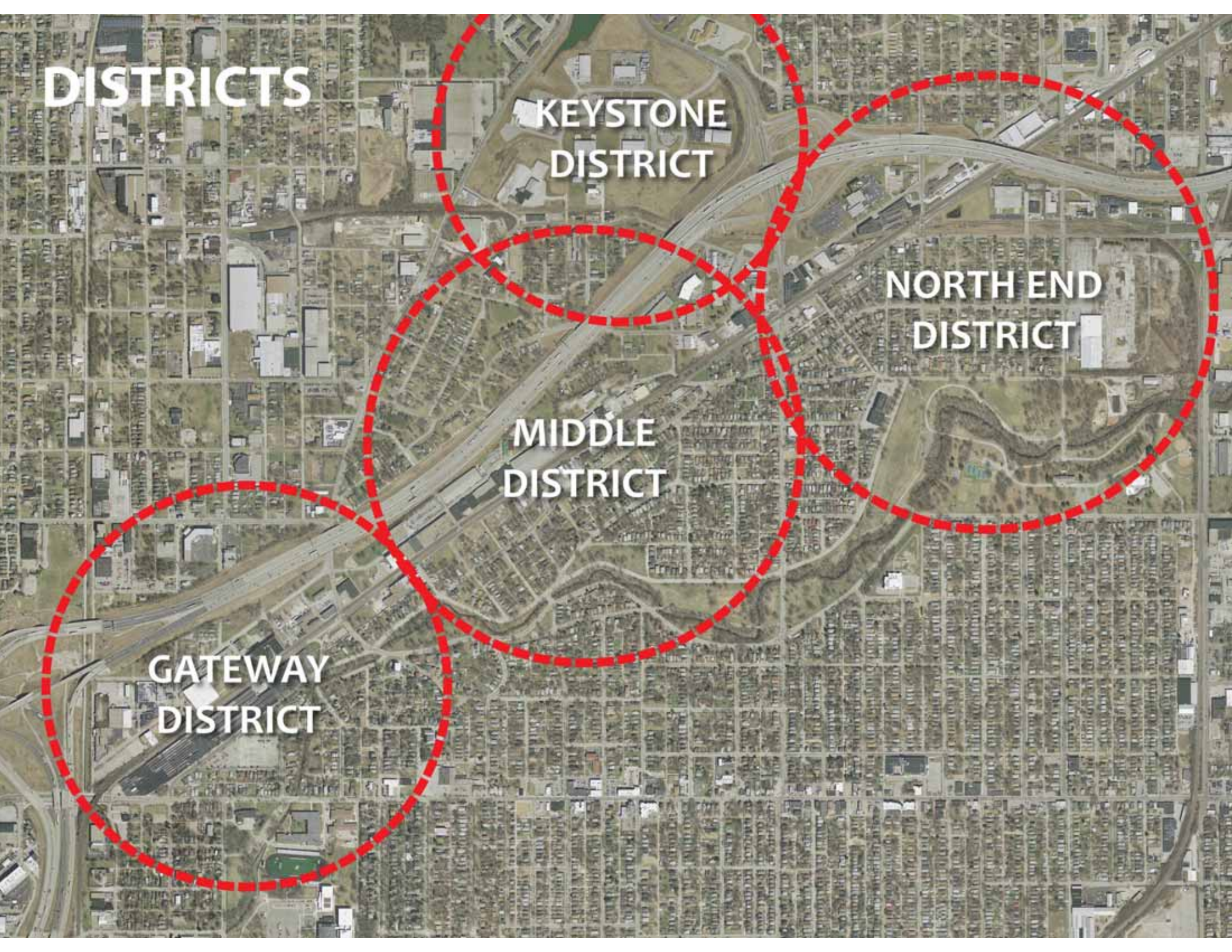
# DISTRICTS

KEYSTONE  
DISTRICT

NORTH END  
DISTRICT

MIDDLE  
DISTRICT

GATEWAY  
DISTRICT



# STREET NETWORK IMPROVED TRUCK CIRCULATION

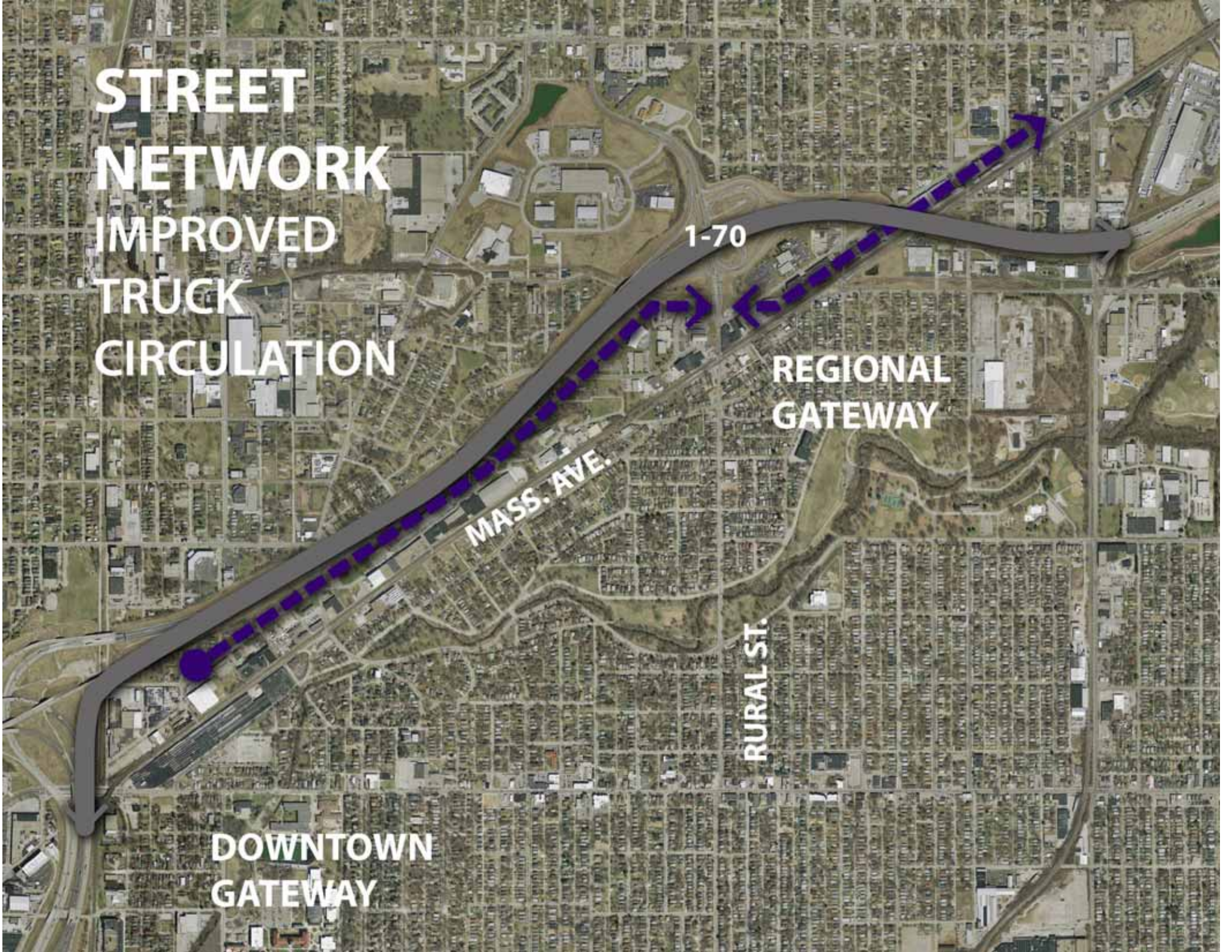
1-70

MASS. AVE.

REGIONAL  
GATEWAY

RURAL ST.

DOWNTOWN  
GATEWAY





# STREET NETWORK COMPLETE STREET

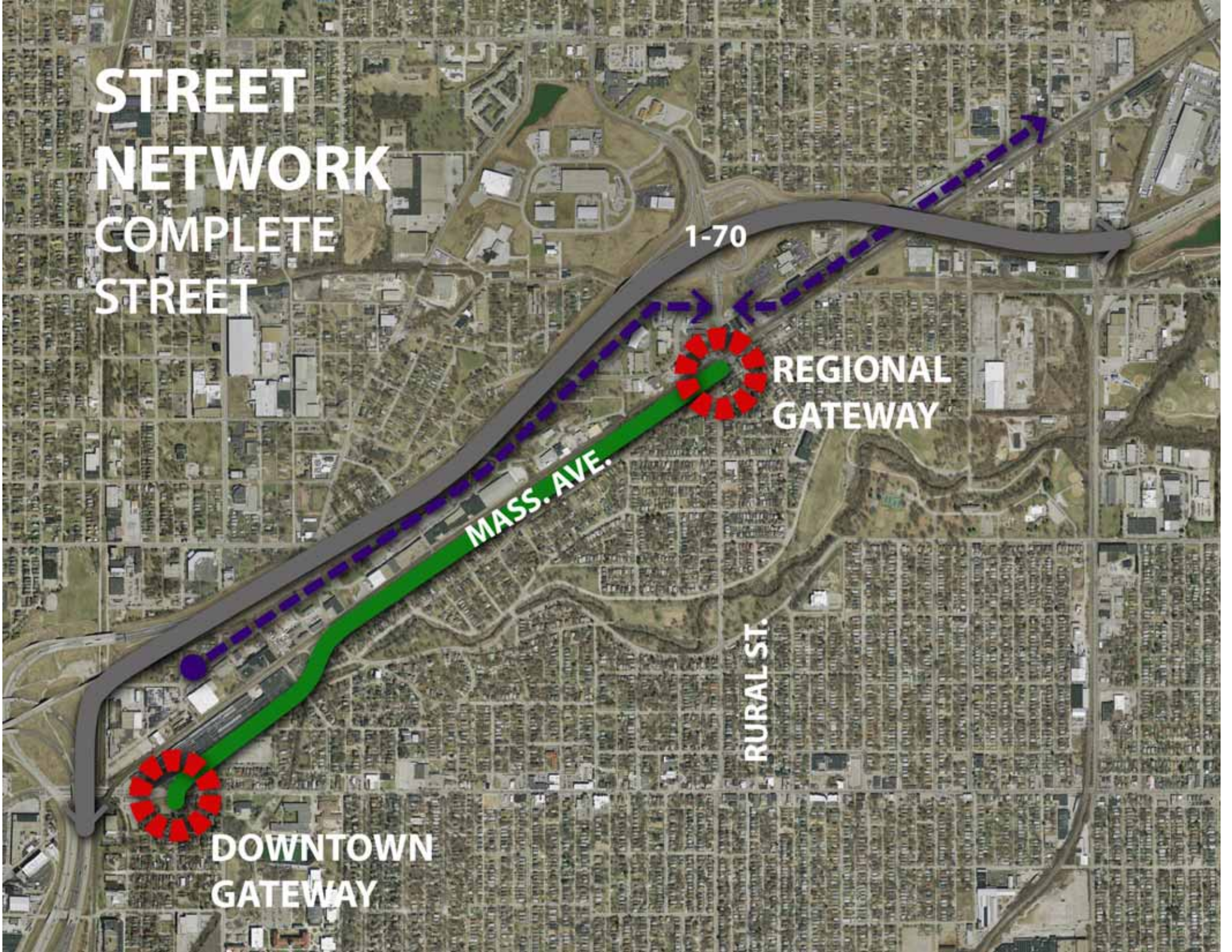
1-70

MASS. AVE.

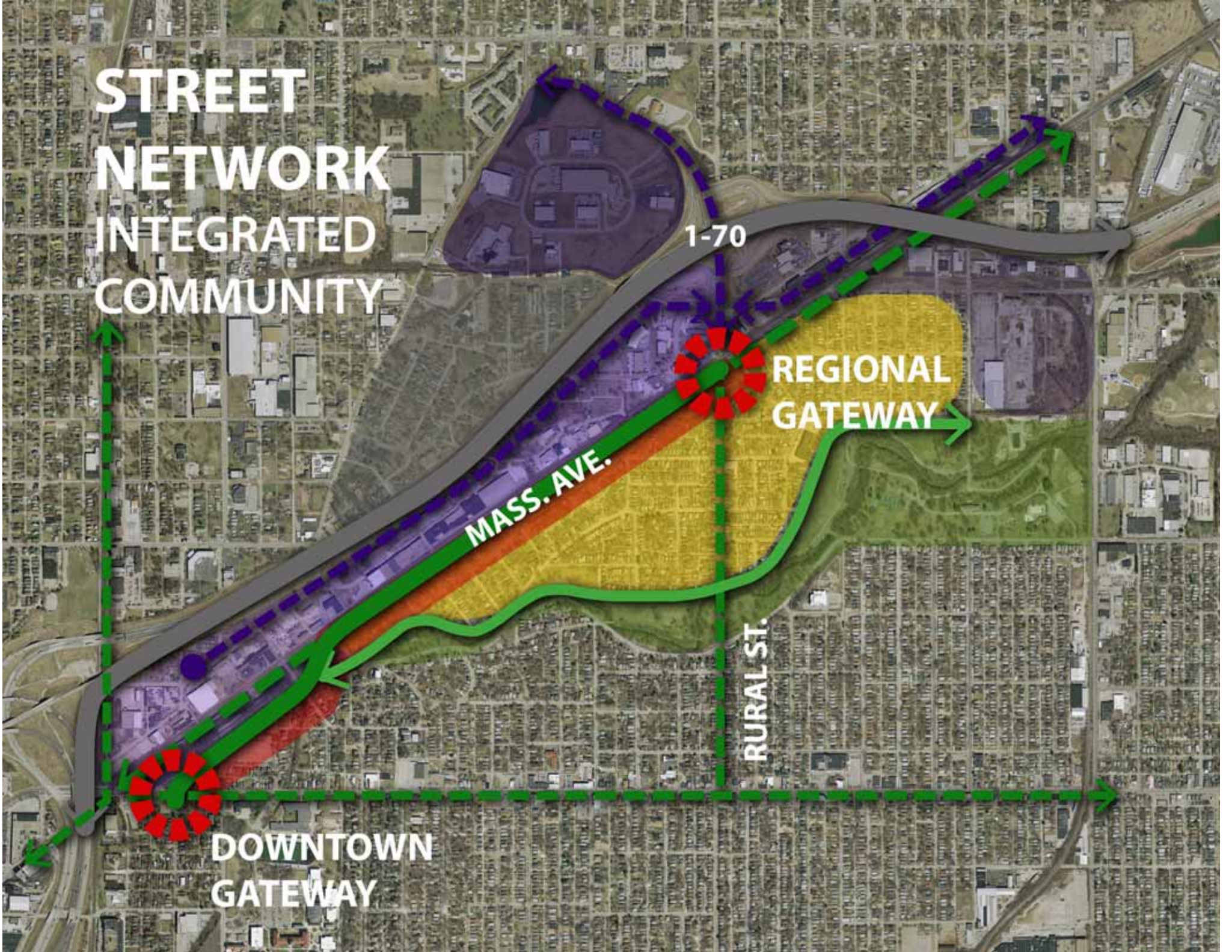
RURAL ST.

REGIONAL GATEWAY

DOWNTOWN GATEWAY



# STREET NETWORK INTEGRATED COMMUNITY



1-70

MASS. AVE.

REGIONAL  
GATEWAY

RURAL ST.

DOWNTOWN  
GATEWAY

# Overarching Recommendations

- Direct truck access to I-70 via a new service road
- Create smaller districts and sub zones to address area specific needs
  - Gateway: enhance Mass Ave. re-establish the axis of Mass. Ave. by selective demolition of existing warehouse structure
  - Middle Village: open up future growth
  - North End: enhance and support the existing industries
  - Keystone III
- Mass. Ave. become a complete streets buffer between Brookside residential and Mass Ave. industrial district

# Overarching Recommendations



# Overarching Recommendations

- Continue land banking north of I-70 for future business expansion
- Interim use for Chemtura site (e.g., solar farm), pursue insurance funding for cleanup
- Enhance safety and use programming to activate Brookside Park (including rec center) and meet the neighborhood needs, connect to broader open space network
- Engage neighborhood task force including business and neighborhood leaders to facilitate communication and coordination

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# Business Assets



# Business Assets

- Existing industrial corridor with access to downtown and I-70
- Thriving business (e.g., Recycle Force and Chisolm Millworks)
- Affordable real estate
- Deep base of manufacturing and industrial companies in larger city area
- City has industrial-friendly environment



# Business Opportunities



# Business Opportunities

- Sites for expansion
- Link to railroad
- Could accommodate industrial users as downtown transitions to residential and office
- Potential match between growing employers and neighborhood residents seeking jobs

# Business Challenges



# Business Challenges

- Declining manufacturing employment trends
- Not on people's mental map of city
- Perceptions of neighborhood by business community
- Few, if any, shovel-ready sites:
  - Land contamination
  - Obsolete building stock
- Abandonment/neglect of property and infrastructure

# Business Challenges



# Business Challenges

- Circulation within district
  - Difficult street network for trucks to negotiate
  - Grade separations/railroad crossings
  - Transportation conflicts with residential uses
- Lack of attention from city/chamber to local business (outreach, code enforcement, industrial policy)
- Existing economic development practice favors greenfield over urban sites

# Industrial Strategy



# Industrial Strategy

Develop citywide industrial retention and expansion strategy

- Business outreach plan that is funded and staffed
- Align workforce and entrepreneurial support strategies
- Add to your toolbox
  - Land assembly
  - Environmental: using city control strategically, providing capital to remediate
  - Tax abatement for existing properties
  - New programs to provide access to capital
  - Export promotion



# District Specific Recommendations

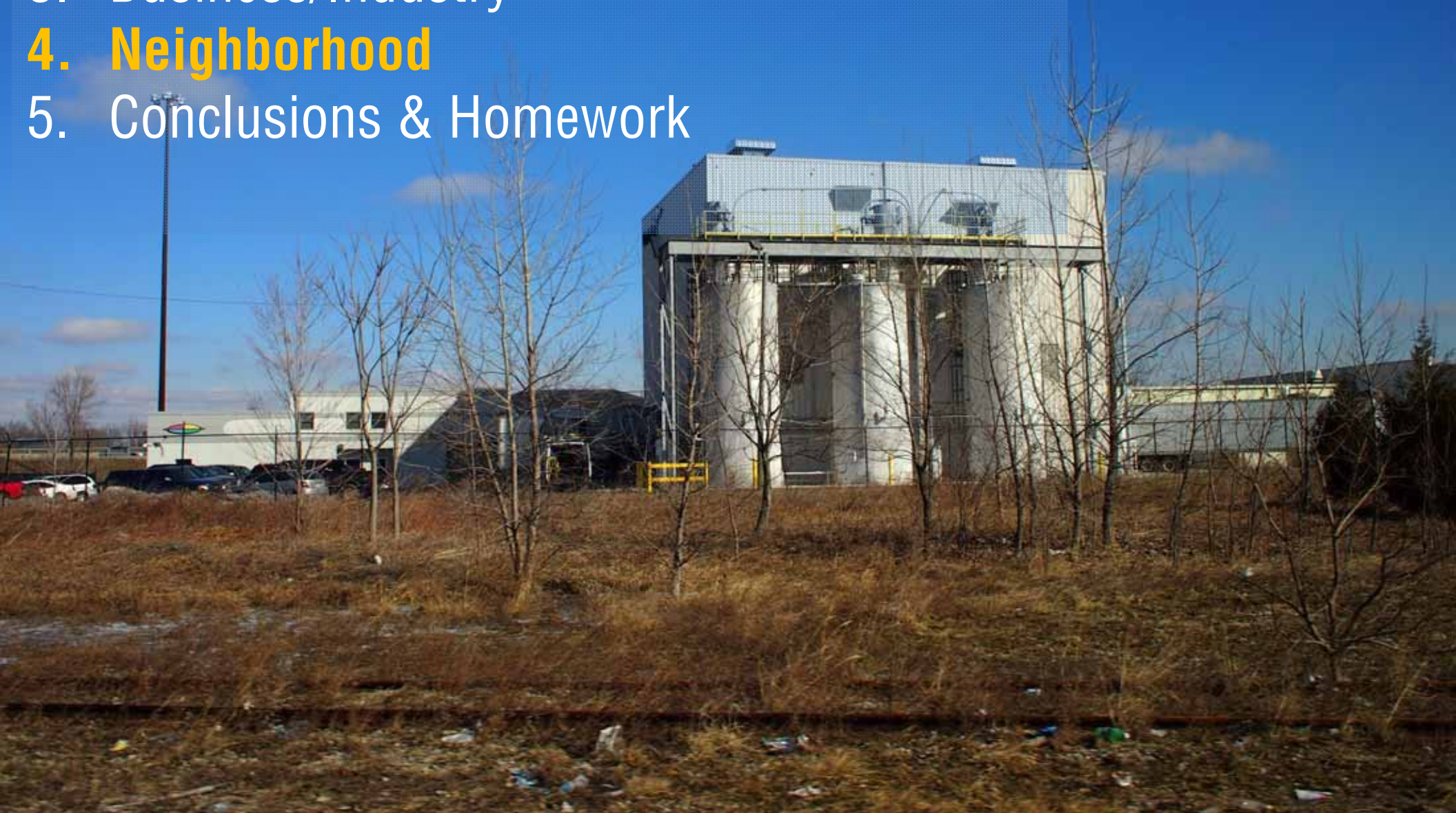


# District Specific Recommendations

- Provide explicit support to existing business anchors
- Facilitate movement of light manufacturers from downtown or elsewhere in the city
- Expand TIF district as part of city-led redevelopment approach
- Use model companies (e.g., Major Tools) to help incubate new similar ventures/vendors
- Locate innovative PPPs here (e.g. bikeshare HQ/shop, building materials recycling program)
- Promote high-profile public-private champions for the district
- Work with CSX to study feasibility of RR access (spurs, sidings) for deliveries to adjacent businesses

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# Neighborhood Assets



# Neighborhood Assets

- Engaged residents
- Parks and community center
- Location/proximity to downtown
- Market momentum moving north from East Tenth Street
- Affordability
- Organizational capacity among existing neighborhood associations & CDCs
- Faith-based organizations
- Oak Academy as a catalyst

# Neighborhood Challenges



# Neighborhood Challenges

- Vacant and abandoned properties, currently weak market demand
- Conflicts, tensions with industrial uses
- Missing elements of a healthy neighborhood:
  - Safety and perception
  - Full range of quality educational options
  - Environmental hazards
  - Circulation, including pedestrian access and walkability
  - Retail services
- Difficulty of property acquisition
- Park facilities don't meet resident needs
- Differing visions among neighborhood organizations
- Lack of City attention and resources

# Property Recommendations





# Property Recommendations

- Create a property inventory and acquisition strategy for targeted locations
- Consider interim uses for acquired sites (e.g., adopt-a-lot, urban gardens)
- Target demolition to alleviate blight
- Implement an adjacent lot program (e.g., Detroit)
- Pursue policy solutions for “surplus purgatory” issue at state level
- Maximize use of federal Hardest Hit funds (holding costs, demolition)

# Other Recommendations



# Other Recommendations

- As part of Plan 2020, engage neighborhood about the future of residential in this area
- Designate truck routes
- Continue to use public resources to assist CDCs in housing rehab

# Presentation Outline

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# Key Takeaways

- Create a new Indy model for how to institutionalize community economic development in an urban context
- Mass Ave./Brookside corridor is an opportunity-rich area & good choice to model a new approach
- Different but complementary strategies are needed for the businesses and neighborhoods, must be pursued simultaneously for corridor to succeed
- City & Chamber need to commit to neighborhood-level economic development
- Circulation conflicts can be solved by refining and improving the transportation network
- Vacant properties need to be assessed, cleaned up and rehabbed or demolished to stem blight
- Brookside Park will only be an asset if it is made safe and usable for the neighborhood

# Homework

1. Assemble corridor/neighborhood task force including public, business and neighborhood leaders to lead vision and strategy
2. Meet with 5-7 anchor businesses to better understand their issues
3. Define economic development roles and responsibilities for business outreach for retention and expansion, focusing especially on gaps in service
4. Articulate priorities for Circle City “gateway” site (including ROW needs for Mass. Ave.) to get in front of market forces and inform proposals for redevelopment
5. Initiate residential property inventory and target areas for immediate actions including demolition using Hardest Hit funding

**Next check-in:**

Rose Fellowship Retreat  
Vancouver, April 8, 2014

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