



Development Implementation Plan

for the United Northwest Redevelopment Area (UNWA) TIF District

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Prepared for the City of Indianapolis
Department of Metropolitan Development

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with
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Development Implementation Plan

for the UNWA TIF District

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Table of Contents

1. Introduction	7
2. Opportunity Areas	19
3. Other Projects & Initiatives	59
4. Implementation Plan	67

Development Implementation Plan

for the UNWA TIF District



1

Introduction

Study Area
Physical Conditions Findings
Market Conditions Findings

2

Development Plan

3

Parallel Initiatives

4

Implementation Plan

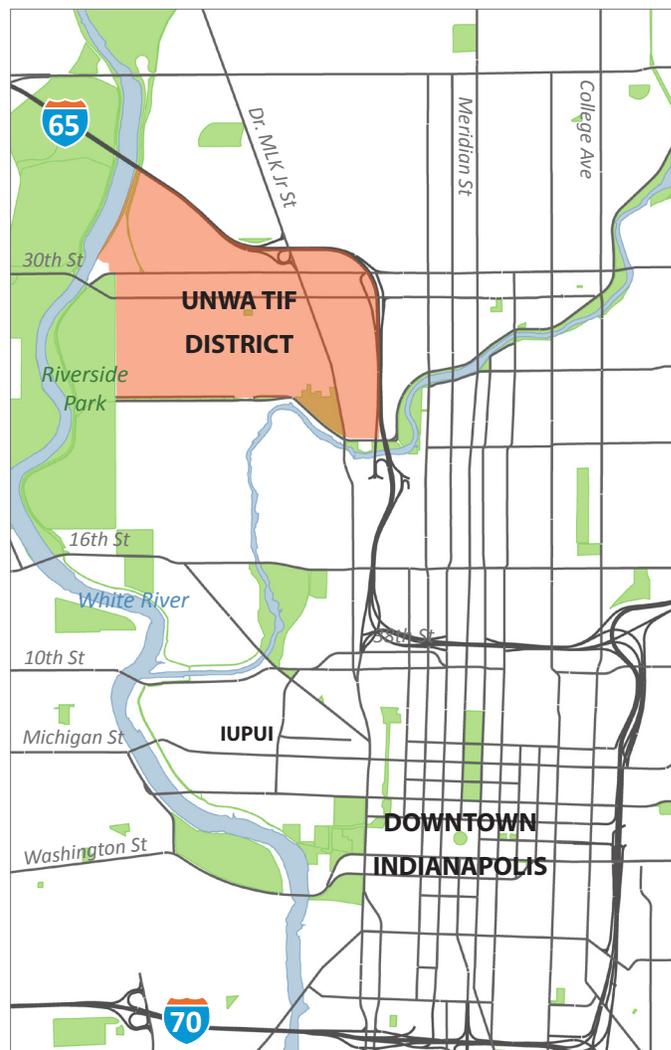


1.1 Introduction

The assignment for this *Development Implementation Plan* (the Plan) was to complete an intensive 4-month, 4-part collaborative process focused on generating **short term, implementable development opportunities** within the UNWA TIF District.

The process integrated the following components;

- a. **Understanding the Context** – A thorough assessment of the UNWA TIF District was conducted, including research of *physical conditions* such as land use, zoning, vacant land, available land, infrastructure conditions, and cultural resources. The team also looked at the market conditions in the district such as land and housing values, TIF revenue, housing affordability, retail growth, jobs, and rental housing.
- b. **Engaging the Community** – Over 200 residents and stakeholders were engaged through our process, including four Advisory Team meetings, four Community Meetings, a Website that posted project updates and allowed commentary; six Focus Groups; four Development Roundtables; and more than ten meetings with City Staff.
- c. **Conceptual TIF Area Development Plan** – The consultant team used input from the community and its physical/market conditions analysis to create a comprehensive development program designed to establish a context from which short-term projects and/or initiatives would be chosen.
- d. **Definition of Opportunities** – A list of public and privately funded improvements and development opportunities were identified in two “opportunity areas”. Once implemented, these opportunities will create an environment that encourages comprehensive neighborhood reinvestment.
- e. **Implementation** – A phased development and investment plan for Fiscal Year 2009 and Long-Term Projects, including the identification of short-term infrastructure projects with funds allocated to the Department of Public Works from the TIF District.



The UNWA TIF District as it relates to Downtown Indianapolis

Development Implementation Plan for the UNWA TIF District

1.2 UNWA TIF District

The study area for the Plan is the United Northwest Area (UNWA) Tax Increment Finance (TIF) District. The TIF District, illustrated in Figure 1.1, is approximately 770 acres, bounded by Riverside Drive to the west, Burdsal Parkway / G.T. Hayward Parkway to the south, and I-65 to the north and east. It is located entirely within the boundaries of UNWA, Inc., an umbrella neighborhood organization, as well as UNWA DC, a non profit development corporation.

HISTORY

The TIF District is located in an area known historically as North Indianapolis. There is a notable inventory of historic homes located within the TIF with most of the area built between 1880 and 1930 and a third of the existing housing stock being built in the 1920s. Approximately 100 existing homes were built prior to 1900.

Clifton and Harding Streets were the historic commercial corridors for this area. Dr. Martin Luther King, Jr. Street and 29th/30th Streets (a one-way pair) are currently the primary arterials serving the neighborhood. I-65 intersects with the district at two points - at MLK Street on the northern end of the district, and at 29th/30th streets on the eastern end.

NEIGHBORHOODS

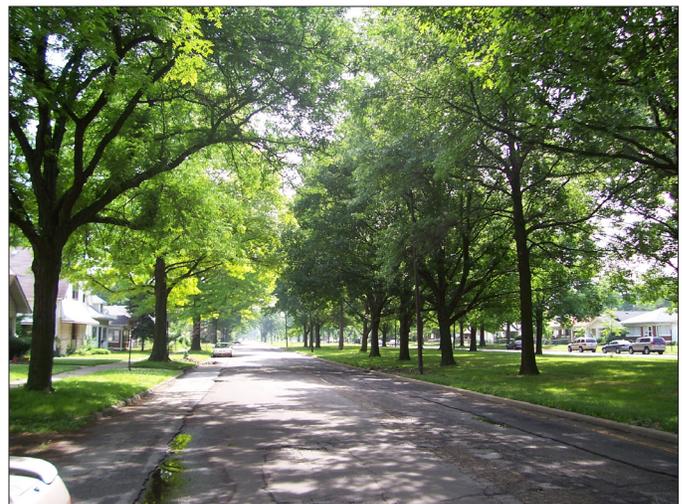
UNWA is not a neighborhood itself, but a collection of five neighborhoods which are illustrated in Figure 1.1. A portion of the *Riverside Civic League* is located within the TIF, between the Canal and Riverside Park (the entirety of the Civic League extends south to 16th Street). *Neighbors Helping Neighbors* is a neighborhood organization located between I-65 on the eastern edge of the TIF District, and MLK St. The *Northwest Civic Association* is located to the west of MLK, bordered by the Canal on the west and 30th Street to the north. The *Planners* neighborhood is located north of 30th Street, and is bordered by I-65 and the Canal. The fifth neighborhood, *Rivers Edge*, is a relatively new development of single family homes and townhomes, and is bordered by the White River, the Canal, and 30th Street.

LANDMARKS

A number of important city landmarks are located within the TIF district. Burdsal Parkway (also known as G.T. Hayward Parkway) is the only Parkway in Indianapolis to be listed on the National Register. Located on MLK Street, *Flanner*

TIF District - Quickfacts

Size:	770 acres (1.2 square miles)
Housing Units:	3,000 (estimated)
Population:	5,000 (estimated)
Residential Density:	6,000 per (gross) square mile 6.5 per (gross) acre
TIF Revenue:	\$600,000 annually (estimated)
TIF Funds:	\$3.8 million (approximate)



The Canal (top) and Burdsal Parkway (bottom) are important landmarks within the UNWA TIF District.

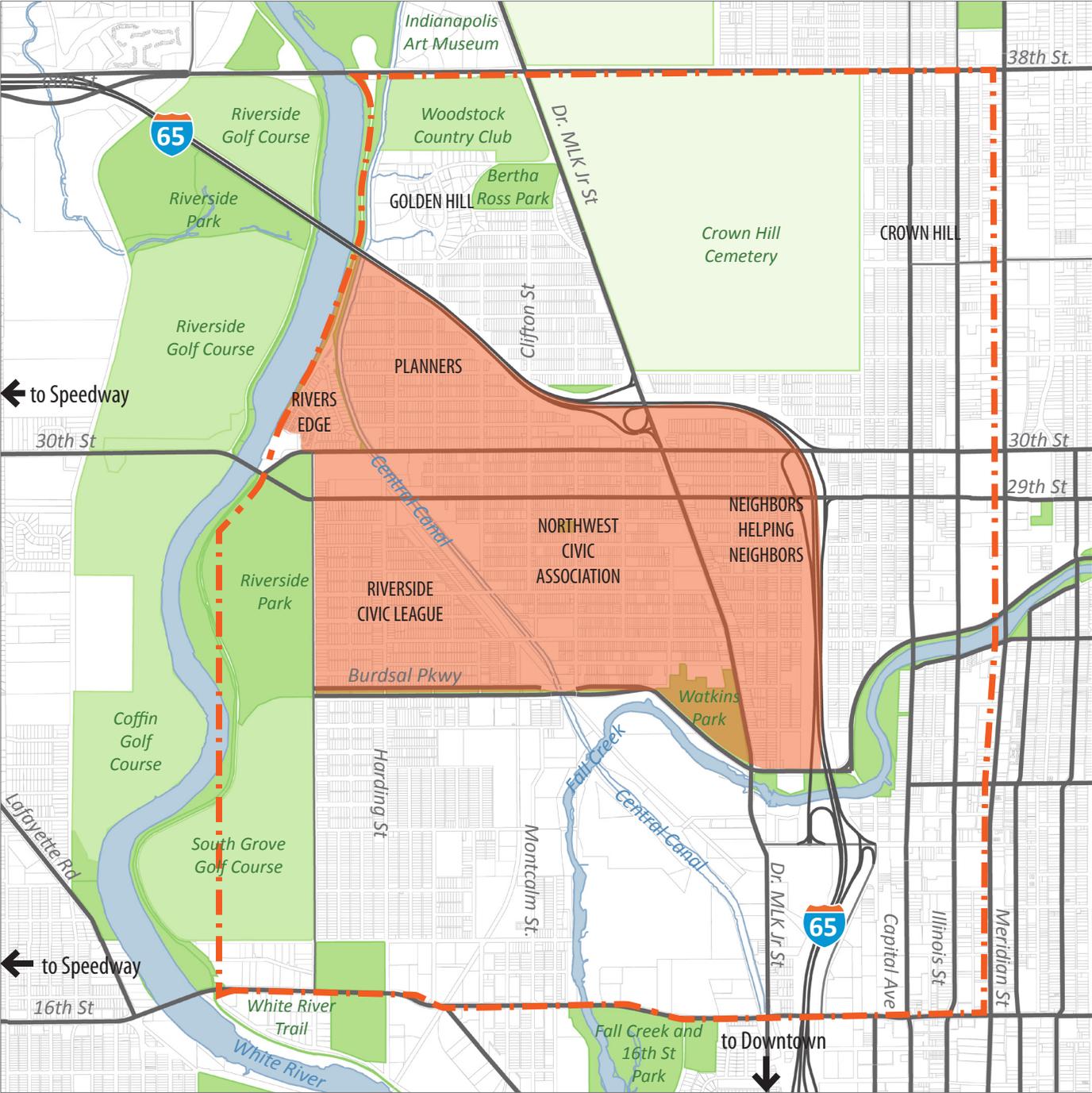


Figure 1.1
UNWA TIF District

- TEXT Neighborhood
- UNWA DC Boundaries
- UNWA TIF District
- Park
- Golf Course
- Cemetery
- Primary Arterial



Development Implementation Plan for the UNWA TIF District

House is a well known community service and education center. Also on MLK is the newly constructed *Center for Leadership Development*, an organization funded through the Lilly Endowment and the Indiana University Kelley School of Business that fosters the development of minority youth and prepares them for college.

Other important landmarks and historic structures are indicated on Figure 1.2. Some notable locations include the Holy Angels church and Catholic School, IPS #42, School #47 and Bar-B-Q Heaven - a local landmark restaurant.

1.3 Findings from Physical Conditions Assessment

Part 2 of the planning process was to analyze a number of physical planning conditions related to the UNWA TIF District. Among the categories the consultant team researched and inventoried were local land uses, zoning, historic properties, building conditions, transportation connectivity, vacant land, and residential occupancy.

A complete inventory of the analysis can be found in the Appendix document for the Plan. The following items represents findings from this research, which are meant to put the TIF District into a proper context:

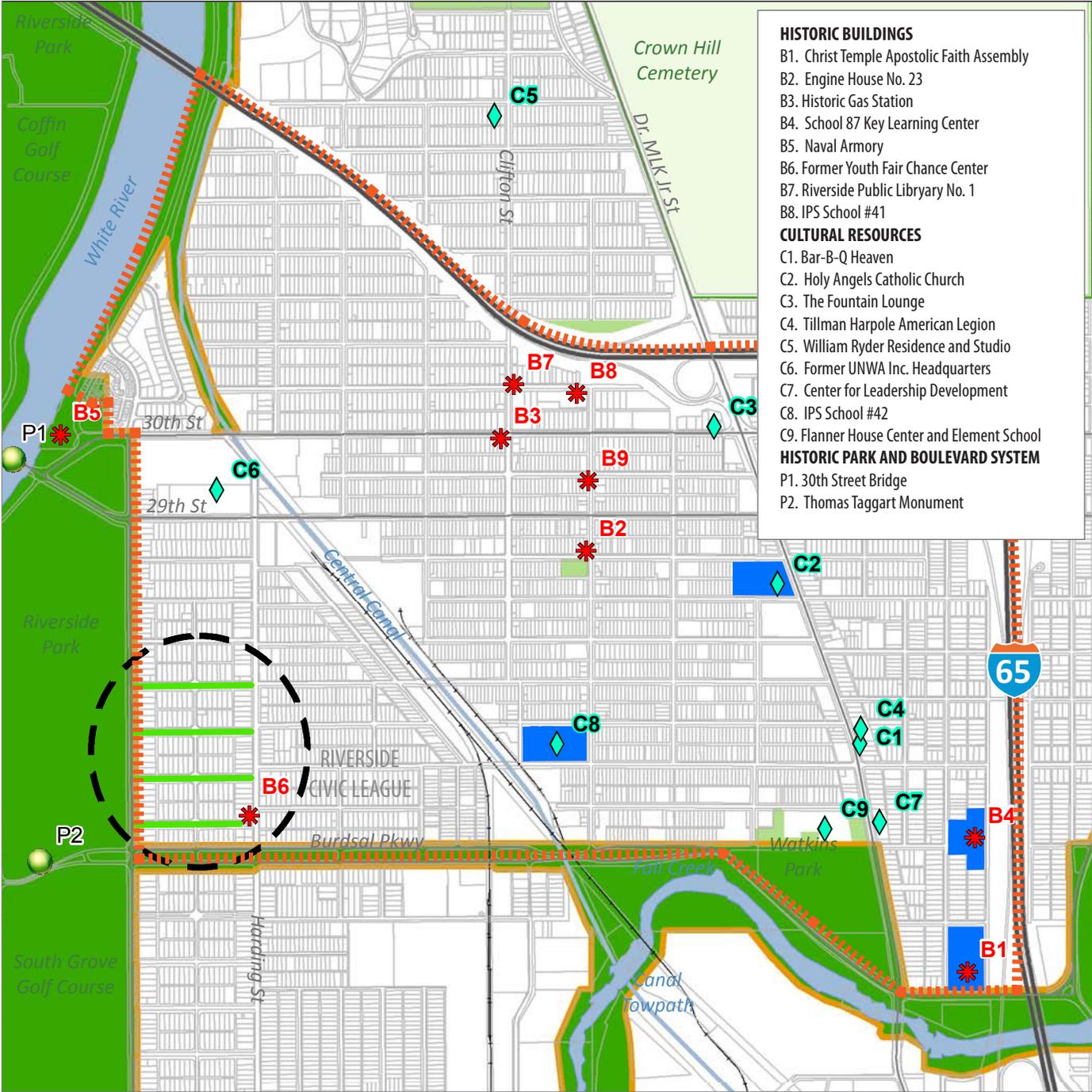
KEY FINDINGS

- *The UNWA TIF District is 770 acres in area, or approximately 1.2 square miles. In context, this makes it larger than the core area of Downtown Indianapolis (the mile square).*
- *The TIF is more than 3 times the size of the Fall Creek Place Redevelopment Area.*
- *The mile long stretch of MLK Street in the TIF is 10% longer than the entire stretch of Massachusetts Avenue between Delaware Street and I-65.*
- *There are more than 3,000 residential parcels in the TIF.*
- *The TIF experienced its largest period of development in the 1920s, when 35% of its*

existing housing stock was built.

- *Only 15% of the existing housing stock was built after the Second World War.*
- *There are over 100 existing homes in the TIF that were built prior to 1900.*
- *The majority of homes (51%+) in the TIF are renter-occupied*
- *There are more than 900 vacant parcels (i.e no improvements) in the TIF, making up one quarter (25%) of all residential parcels.*
- *A February 2009 inventory of the TIF found 213 boarded homes, and 37 boarded commercial buildings.*
- *The TIF is located within a mile of three major multi-use / bicycle paths; White River Greenway, Fall Creek Greenway, Canal Towpath.*
- *Burdsal Parkway / G.T. Haywood Parkway is the only street of its kind (with a tree-lined median) designated on the National Register of Historic Places within the City of Indianapolis.*
- *The “boulevard” treatments or tree-lined medians on Edgemont, W 25th St., W 26th St. and Roache St. in the Riverside neighborhood are one of only three areas in the City of Indianapolis that share such a clustering of similar streets, the others being Woodruff Place and Emerson Heights.*

The neighborhoods located within the TIF District represent a unique area within the City of Indianapolis, both in its historic nature, as well as its proximity to a number of recreational amenities. Relative to Center Township or the City of Indianapolis the TIF District can seem small. However, it is as large or larger than many areas of the City that have experienced many years of investment all before seeing any sustainable level of revitalization. This is an important consideration in moving forward with any



- HISTORIC BUILDINGS**
 B1. Christ Temple Apostolic Faith Assembly
 B2. Engine House No. 23
 B3. Historic Gas Station
 B4. School 87 Key Learning Center
 B5. Naval Armory
 B6. Former Youth Fair Chance Center
 B7. Riverside Public Library No. 1
 B8. IPS School #41
CULTURAL RESOURCES
 C1. Bar-B-Q Heaven
 C2. Holy Angels Catholic Church
 C3. The Fountain Lounge
 C4. Tillman Harpole American Legion
 C5. William Ryder Residence and Studio
 C6. Former UNWA Inc. Headquarters
 C7. Center for Leadership Development
 C8. IPS School #42
 C9. Flanner House Center and Element School
HISTORIC PARK AND BOULEVARD SYSTEM
 P1. 30th Street Bridge
 P2. Thomas Taggart Monument

Figure 1.2
Cultural / Historic Resources

- * Historical Building
- ◆ Cultural Resource
- ◆ UNWA TIF District
- ◆ Cemetery
- ◆ Features of the Historic Park and Boulevard System
- Historic Indianapolis Park and Boulevard System (National Register)
- Historic Stone Walls & Landscape Medians

revitalization plan for the area.

1.4 Findings from Market Assessment

Part 3 of the planning process for the Plan was an assessment of economic and market conditions for the TIF District. This included an review of local demographics, as well as an analysis of local housing, retail, and employment markets.

The complete market assessment for the *Development Implementation Plan* can be found in the Appendix of this plan. Some key findings and conclusions from the market assessment are below.

KEY FINDINGS

- *The TIF's median household income is 25% below that of Center Township, and 45% below Marion County.*
- *A greater percentage of residents in the TIF take public transportation to work than residents of Center Township on the whole.*
- *Only 4.5% of residents of the TIF have a college degree.*
- *Approximately 325,000 to 350,000 jobs are accessible within a 20 mile drive from the TIF. 30,000 jobs are accessible within a 20 minute bicycle ride.*
- *Between January 2005 and January 2009, 352 homes sold in the TIF District for an average price of \$29,000. The average price of all homes sold in Center Township over the same period was \$73,000.*
- *The low market value of housing indicates a significant amount of distressed properties throughout the TIF District.*
- *Most retail dollars are spent outside of the neighborhood - most likely to the Lafayette Square area to the west.*
- *Low median household income and single-family housing densities limit opportunities for retail growth in the TIF District.*
- *Due to limited resident incomes, new single family construction is unlikely to be affordable to existing households.*
- *The high percentage of renters (51%) indicates that any new housing improvement strategy will need to take into account rental units to serve*

current residential needs.

RETAIL MARKET

Retail viability in the study area is severely limited by low resident income and moderate inflow traffic. With traffic counts at or below 3,000 ADT (average daily traffic), the internal neighborhood streets of Harding and Clifton, once former commercial streets, are no longer viable for retail activity, as Any future retail growth must capture inflow traffic from the cross-town corridors of MLK with 13,000 ADT or 29th/30th Streets with 15,000 ADT combined, or increased bicycle and pedestrian traffic.

The study area is unlikely to support a major anchor type retail business. This is crucial to a shopping center or commercial street of any size - through local retail expenditures (i.e. spending from local residents). This would require such significant growth in households that the neighborhood would have to double in population or income. Any retail growth would therefore have to be heavily supported by inflow traffic from the study area's immediate trade area (2 miles) as well as beyond. This would bring the area in direct competition with the Lafayette Square area, which currently acts as the retail center for the western-central side of Indianapolis.

1.5 District Economic Trends

The analysis conducted on the UNWA TIF District was a study of trends regarding assessed value and the increment revenue. The best data available was for the assessment periods 2005 (pay 2006), 2006 (pay 2007), and 2007 (pay 2008). The 2008 (pay 2009) assessment was not complete at the time this report finished.

The findings from this analysis, which are found in Figures 1.3 - 1.5 show several important trends. The first is that the increment is generated primarily through residential land uses. The four primary land categories within the TIF - Residential, Commercial, Industrial, and Tax Exempt land - totaled \$184 million in assessed value in 2008. 50% of that assessed value came from residential land uses. If one removed tax exempt property from the calculation to total all property that contributed to the tax rolls, residential land uses accounted for 75% of the total.

Physical and Market Assessment



An estimated 25% of all residential parcels in the UNWA TIF are vacant.



With a notable inventory of historic structures, the TIF has over 100 existing homes built prior to 1900.



With a median sales price of \$29,000, the TIF has a significant amount of housing in poor condition.



DA Lubricants, located at 29th and Harding, is one of the largest employers located within the TIF



New housing is possible, but will require significant subsidy to be affordable to existing residents.



The historic commercial Streets of Clifton and Harding have given way to MLK and 29th/30th as the most viable retail corridors.

Development Implementation Plan for the UNWA TIF District

Tax increment, the increase in tax that represents the revenue for the TIF District, totaled just under \$45 million in 2008. 90-95% of that total came from residential uses.

A second trend is how much increment is being generated from the Rivers Edge development. Consisting of three separate residential areas, the Villas at Rivers Edge, Rivers Edge Townhomes and Rivers Edge at Riverside, this development is estimated to generate 30% of all increment in the TIF District. Rivers Edge is a good example of the value that can be brought to a TIF district through new development. In 2008, the 160 parcels in the Rivers Edge development generated an average of \$77,300 of assessed value per parcel. The average value per parcel for the remaining 3,016 parcels in the TIF District was about \$14,000.

A third trend is the amount of exempt property located within the TIF District. Exempt property - which does not generate tax revenue - accounted for 33-35% of all assessed value within the TIF District between 2006 and 2008. This property could have generated a total of \$10 million in increment during the same period. Much of the exempt land is tied up in government ownership, but there is also a large percentage in church ownership and other non-profits. It is estimated that between 10-20% of exempt property holds the capacity to contribute to the tax base if a change of ownership to a private person or entity occurred.

A final noticeable trend is the virtually nonexistent impact of Industrial uses on the District's tax increment. Industrial and Commercial uses typically generate the most assessed value and increment within TIF Districts. For 2006 and 2008, Industrial properties within the TIF generated only \$20,000 to \$25,000 in increment. Even in the year 2007, when commercial and industrial properties saw a rise in value, Industrial uses only generated 0.09% of the total increment for the TIF. When one considers that industrial uses make up 4% of all private land within the TIF, this is an extremely low return. This not only reveals the limited impact of Industrial businesses within the TIF, but also might provide an indication of the health and viability of those businesses, at least on the whole.



The Rivers Edge development generates about one-third of increment in the UNWA TIF District.



Exempt property, owned mostly by government or religious oriented entities - accounts for 33-35% of all assessed value within the UNWA TIF District.

Figure 1.3
Assessed Value by Land Use - UNWA TIF District

	2006		2007		2008	
	Assessment	% Total	Assessment	% Total	Assessment	% Total
Residential	\$78,181,620	50%	\$88,805,400	49%	\$89,275,920	48%
Commercial	\$7,157,220	5%	\$11,805,400	6%	\$7,286,120	4%
Industrial	\$15,859,380	10%	\$21,132,400	12%	\$21,714,000	12%
Exempt	\$55,133,850	35%	\$60,845,960	33%	\$66,162,670	36%
Total w/o Exempt Property	\$156,332,070		\$182,589,030		\$184,438,710	
Total w/o Exempt Property	\$101,198,220		\$121,743,070		\$118,276,040	

Figure 1.4
Increment by Land Use - UNWA TIF District

	2006		2007		2008	
	Increment	% Total	Increment	% Total	Increment	% Total
Residential	\$28,992,940	95%	\$42,264,030	89%	\$43,090,600	96%
Commercial	\$1,633,600	5%	\$4,695,870	10%	\$1,679,220	4%
Industrial	\$24,700	0.08%	\$388,500	0.09%	\$20,100	0.04%
Total	\$30,651,240		\$47,348,400		\$44,789,920	

Figure 1.5
Increment Generated by the Rivers Edge Development

	2006	2007	2008
	Increment	Increment	Increment
Rivers Edge Residential	\$8,838,080	\$12,188,180	\$12,379,630
All Other Residential	\$37,831,020	\$30,075,850	\$30,710,970
% of Residential Increment	30%	29%	29%

Development Implementation Plan

for the UNWA TIF District

1

Introduction



2

Development Plan

TIF District Strategies
Opportunity Areas
Dr. Martin Luther King, Jr. Street
Central Canal

3

Future Considerations

4

Implementation Plan



2.1 Overview

This chapter provides a detailed “direction” for TIF funded investment in the UNWA TIF District. The existing conditions within the TIF District demand that many areas be examined for improvement. The broad opportunities and strategies that were considered for The Plan are presented in Section 2.2. Ultimately, as discussed in Chapter 1, the TIF District is a large area, and available TIF funds cannot meet the considerable need, especially in the short-term. Therefore, the Plan had to focus on two areas that provide the best chance for revitalization. These are the Plan’s “Opportunity Areas”, and the details of these areas are presented in Section 2.3 through 2.6.

2.2 TIF District Strategies

One of the first tasks following the analysis phase for the Plan was to determine a series of strategies that represented opportunities to improve the UNWA TIF District, and the UNWA area on the whole. These strategies were presented to the community through a public workshop and then examined for their capacity to be implemented within the context of the Plan. The primary criteria was the availability of TIF funds to support the strategy. Other criteria included local organizational capacity and correlation with the opportunity areas.

Strategy #1 Housing Improvements

Purpose

The low quality of existing residential properties that exist within the TIF suggests a need to upgrade the housing stock, both for the benefit of district residents and to attract future investment. Upgrading would include programs to renovate and restore residences, as well as potentially develop new single family homes or multi-family structures.

Obstacles

TIF funds can play a role in acquiring land for the purposes of residential improvements, but they have limited application after acquisition. It is also likely that other investment, such as new and improved infrastructure might be required before the marketplace is ready to invest in housing. A new market is a necessity considering the number of properties requiring improvement, and the scale of subsidy needed to make those improved properties affordable to existing district residents.

Strategy #2 Retail Improvements

Purpose

TIF District residents desire better access to goods and services, goods that are both better in quantity as well as quality. Accessing retail is especially difficult for those without access to an automobile. The retail cluster on MLK; the only viable cluster in the area, is a very long walk from many residential areas. Growing and diversifying local businesses will not only help serve residents, but viable, profitable businesses attract other business investment, while providing good revenue for the TIF District.

Obstacles

There are many obstacles, from low resident income to moderate traffic counts that prevent UNWA from attracting notable business investment. Incremental change is the most likely, but significant improvements to the MLK corridor, the only legitimate commercial corridor in the TIF District, could assist in focusing commercial, retail and business investment there.

Strategy #3 Relocation and/or Removal of Incompatible Uses

Purpose

A large portion of the blight in the TIF District comes from uses that are incompatible with their surroundings. This is especially apparent near the Central Canal and parallel rail spur, where industrial uses operate adjacent to residential neighborhoods. MLK Street has vacant residential land and properties, but they are undesirable due to their location directly on the highly travelled street. Addressing the negative impacts of these incompatible uses can go a long way towards reducing the visual blight in the neighborhoods, and raising or stabilizing property values.

Obstacles

Implementing this strategy will be a combination of property acquisition and code enforcement. However, one difficult task will be relocating existing industrial businesses. Although their location along the Canal might negatively impact surrounding areas, that is no reason to remove active and viable businesses.

Development Implementation Plan

for the UNWA TIF District

Strategy #4 Street and Infrastructure Upgrades

Purpose

The infrastructure in the TIF District neighborhoods is generally in poor condition. This includes, but is not limited to, streets, sidewalks, alleys and street lights. While streets and sidewalks in good condition do not leverage any investment by themselves, the absence of good streets and sidewalks does contribute to a lack of investment.

Obstacles

One of the primary uses for TIF funds is infrastructure. However, Tax Increment Financing is a special tool intended to leverage new private investment. Neighborhoods in Indianapolis that have such funds are relatively unique. Spending TIF funds on general neighborhood infrastructure improvements can limit or preclude funds available to incentivize development. Consequently, TIF funds should be targeted for infrastructure that is intended to leverage private investment and/or development.

Strategy #5 Access to Employment

Purpose

Demographics for the TIF District show that residents are generally underemployed. District residents have low levels of education, high unemployment rates, and low working class household incomes. Gaining access to better employment is a key factor in raising the area's economic status.

Obstacles

While TIF District residents show limited tools for "moving up" in the employment chain (i.e. low college and high school education), job growth near the District is mostly "White Collar" in terms of professional, health services and financial employment generated in Downtown, and the BioCrossroads development area. Within the TIF District, land is available for employment growth, but with no guarantee that new businesses would hire locally.

Strategy #6 Greenway / Trail Network

Purpose

The proximity of the TIF District to three greenway trails (White River, Canal Towpath and Fall Creek) suggests an opportunity to link these trails through the neighborhood and create a major neighborhood amenity.



Many homes in the TIF District are in dire need of repair, but the market does not currently support such an investment without major subsidies.



Some existing industrial uses, while viable businesses, negatively impact the residential areas and infrastructure that surround them. Relocation would improve parts of the TIF District significantly, especially around the Central Canal.



Many roads in the TIF District are in extremely bad condition, and would require repair to attract any sort of investment.



The expansion of the Indianapolis BioCrossroads initiative along 16th Street may provide employment opportunities to TIF District residents.



Extending the Central Canal Towpath to connect with the White River Trail and Fall Creek Trail could result in a greenway network that would be a huge asset to TIF District neighborhoods.



The ability to spur commercial investment may be a key to stabilizing the TIF District, as well as providing additional TIF revenue to support development.

Obstacles

Greenway connections are possible throughout the TIF District, but may require most if not all of the available TIF funds for completion. Furthermore, the ability of these greenways to immediately attract investment is limited, though they likely would contribute in the long term.

Strategy #7 **Area Image & Identity**

Purpose

The UNWA community suffers from a bad reputation built on a perception of crime, poverty, blight, and a lack of cohesiveness. Most of the neighborhoods in the TIF District are not well-known, identifiable places within the City. The current umbrella name for the community, United Northwest Area, does not speak to the rich inventory of history and cultural legacy. Establishing such an identity would suggest organization and capacity that may appeal to new residents, businesses and developers.

Obstacles

This is considered an extremely important strategy, but TIF has limited application in what is largely a programmatic initiative involving marketing and branding.

Strategy #8 **Cultural / Community Center**

Purpose

Community services and gathering spaces are spread throughout the TIF District. A central location that offers services and recreational opportunities could help bring together the UNWA neighborhoods and create a central place that outsiders can identify as the neighborhood.

Obstacles

Funds are limited to accomplish this, and using available TIF funding may not be an appropriate short-term use, if the goal is to leverage private investment.

2.3 Opportunity Areas

The UNWA TIF District has numerous areas of need, and the available TIF funds (\$3.8 million) allocated for this Development Implementation Plan are relatively low. It is conservatively estimated that the neighborhoods in the UNWA TIF could absorb hundreds of millions of dollars in public and private investment before the area has reached a sustainable economic level. The area's poor economic position and blighted conditions mean that it has limited appeal to the market. Furthermore, short-term development (1-3 years) is further limited by the present circumstances of the 2008/2009 economic recession.

These circumstances helped define where available TIF funds need to be invested. Two areas - titled "opportunity areas" - were selected for a combination of reasons; (1) they consist of some of the best short-term opportunities for development or the general improvement of property values; (2) their current state is hindering the revitalization of the TIF District neighborhoods; and (3) they were areas where immediate infrastructure improvements - a condition of this plan - are estimated to have the best potential to leverage development.

This plan does not necessarily recommend that all public investment and subsidy for the UNWA area, including TIF funds, be put into these two opportunity areas. However, it is recommended that a large portion of public investment be dedicated to them for the reasons discussed above. Once an investment of TIF funds has occurred, it is intended that additional investment begin to surrounding areas - particularly residential improvements. The expansion areas would be added during 3-5 year planning updates.

OPPORTUNITY AREA #1 **DR MARTIN LUTHER KING, JR (MLK) STREET**

Dr. Martin Luther King, Jr. Street (MLK Street) is the most viable commercial corridor in the TIF District, with a high percentage of existing commercial uses located there. Most notably, the area's only grocery store (Double 8), the only bank (Chase Bank), the only gas station (Marathon), and the most iconic retail business in the area (Bar-B-Q Heaven). All indications are that if the TIF District were to see any major short-term retail or commercial investment, it is most likely to occur on MLK.

MLK Street is also the TIF District's "front door". It provides the primary impression of the neighborhood for those who are traveling to and through the area. It is important that this front door be repaired, as future investment depends on how this area is perceived by residents, businesses, and developers.

MLK's greatest asset is the number of institutional anchors such as Flanner House and the Center for Leadership Development already in place along the corridor. However, these institutions, as not-for-profits, do not contribute to the TIF. Another asset is the potential as a corridor to connect northwest Indianapolis to both the Downtown and the future BioCrossroads area on 16th Street.

MLK's main liabilities include a significant amount of blighted properties adjacent to the street, as well as street front parcels that are very small, especially for new commercial or institutional uses. For example, the construction of the Center for Leadership Development required the acquisition and demolition of at least seven structures, combining that with a series of vacant parcels in order to create a large enough development "pad" for the building.

OPPORTUNITY AREA #2 **CENTRAL CANAL**

The area adjacent to the Central Canal represents one of the greatest opportunities to create a compelling and unique urban neighborhood. It is also one of the largest detriments to the UNWA area due to unkept land, intrusive land uses, and blighted property.

Water is a major amenity for residential development, yet the land surrounding the Central Canal between 30th Street and Burdsal Parkway is dominated by industrial uses, a rail line, and vacant commercial and housing structures. With the development of the Canal south of 10th Street in Downtown, the Canal Area in the TIF District is one of the last opportunities for large-scale development along the Canal between Broad Ripple and the Regional Center. Unfortunately, the economic viability of the UNWA neighborhoods, as well as undesirable and intrusive land uses, preclude any easy attempt at development in this area.

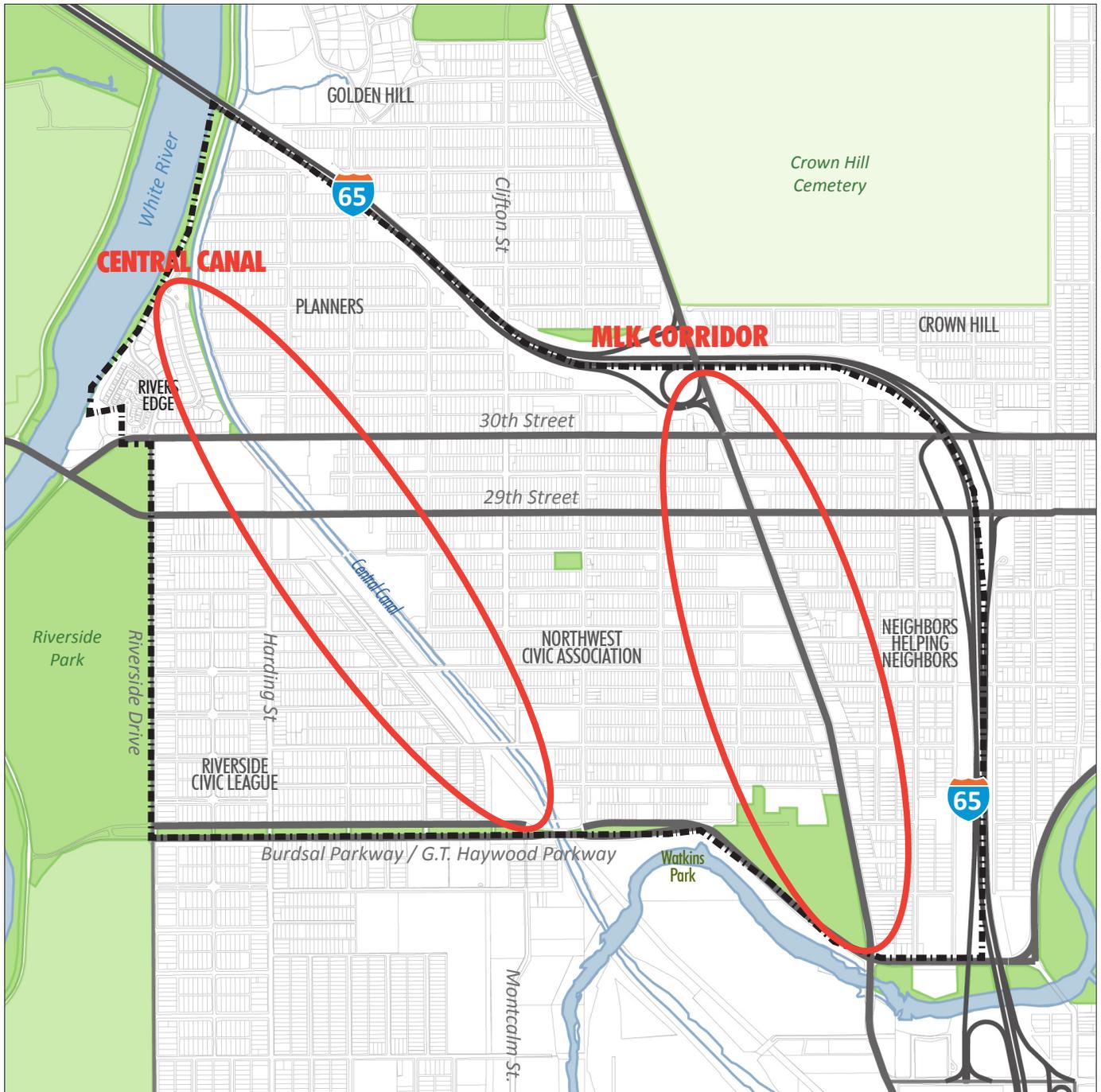


Figure 2.1
Opportunity Areas for the
UNWA TIF District

- TEXT Neighborhood
- UNWA TIF District
- Park
- Golf Course
- Cemetery
- Primary Arterial



2.4 Opportunity Areas vs. Strategies

This section discusses how the two Opportunity Areas integrate with the general revitalization strategies for the UNWA TIF District, discussed in Section 2.2. This illustrates how MLK Street and the Central Canal were chosen not only for their short and long-term potential for investment, but how they uniquely have the capacity to bring wide-spread improvements to UNWA.

STRATEGY	MLK STREET OPPORTUNITY AREA
Housing Improvements	The investments made on and off MLK are intended to have a ripple effect to surrounding residential areas. Removal of vacant and blighted homes in the “opportunity area” will help stabilize occupied structures.
Retail Improvements	As the most viable retail corridor in the TIF District, as well as the UNWA area, improvements are intended to assist existing and new retail and commercial businesses locate along MLK.
Relocation / Removal of Incompatible Uses	Parcels of incompatible uses or vacant land will be reassembled for new commercial, institutional and residential uses.
Street and Infrastructure Upgrades	Upgrades to MLK Street will dramatically improve the aesthetics and functionality of the corridor. Subsequent infrastructure improvements, including improved connectivity, will occur on streets extending into the neighborhoods from MLK.
Access to Employment	An improved MLK Street will not only improve access to Downtown and growing employment areas like BioCrossroads, but it is intended to attract new businesses to the TIF District.
Greenway / Trail Network	Street upgrades to MLK have the potential to better integrate multiple modes of transportation, such as transit and bicycles, into a wider neighborhood and city-wide greenway network.
Area Image & Identity	As the “front-door” to the TIF District, improvements to MLK Street will improve the perception of the neighborhood. There is also an opportunity to integrate specific “gateway” elements that help shape an identify for the corridor and the UNWA community.
Cultural / Community Center	The concentration of services, recreation, shopping and education on or near MLK makes an ideal environment for a central neighborhood gathering place.

STRATEGY	CENTRAL CANAL OPPORTUNITY AREA
Housing Improvements	Primary goals of this opportunity area include the stabilization of existing residential blocks, assembly of land for new residential development on the canal and proposed greenway extension as amenities, and the improvement of surrounding property values through a clean-up of the canal as well as the relocation of undesirable land uses.
Retail Improvements	Opportunities for retail growth are limited, but the land at the northern end of the Central Canal on 29th/30th Streets does offer some potential for commercial development.
Relocation / Removal of Incompatible Uses	Relocating the industrial uses along the canal will not only open up land for development, but stabilize property values in surrounding residential areas.
Street and Infrastructure Upgrades	Extending Clifton and Burton Streets will improve access to the interior of the neighborhood.
Access to Employment	An extension of Clifton Street will improve access to employment centers to the south, especially BioCrossroads. Land between 29th/30th Streets could be configured as a new employment center.
Greenway / Trail Network	An extension of the Central Canal Towpath south of 30th Street will open up access to the Canal, provide an amenity for future development, and bring more people through an improved area of the TIF District.
Area Image & Identity	The extension of the Canal Towpath will provide a new “window” for residents who live outside the area into the UNWA. Once improvements are made, people will be able to see tangible change to the area.
Cultural / Community Center	Improvements to the Canal Area in the center of the TIF District, should assist in connecting residents to different community centers, such as Riverside Park, School #42, Flanner House, etc.

2.5 Dr. Martin Luther King, Jr. Street Opportunity Area

SUMMARY

MLK Street is by far the most important transportation corridor in the UNWA TIF District. Not only is it the primary artery for the UNWA area and the most viable commercial corridor, it is also the “front door” and extremely important to the TIF District’s identity.

In selecting MLK Street as an opportunity area, it is intended that TIF backed investment provide a “tipping point” in terms of fully realizing the corridor’s potential to serve UNWA residents in terms of education, services, daily goods, entertainment, and employment. There are many institutional “anchors” already in place along the corridor, these need to be matched with economic development “anchors” that provide jobs, services and tax revenue.

This plan divides MLK Street into 3 sections, each of which is oriented around a particular set of uses or services. The North Section, between I-65 and 28th Street, is best suited for retail and businesses providing everyday goods to residents and commuters. This area’s suitability for retail is a result of the intersection of MLK Street and the 29th/30th Street pair (the District’s other major cross-city corridor) as well as the proximity and visibility of this section to and from the Interstate. The existing concentration of retail oriented uses already supports this conclusion.

South of 28th Street, the Central Section is better suited for community services, commercial uses, institutional uses like schools, churches, health centers, etc., as well as any other mixture of commercial or retail uses that combine to specifically serve UNWA residents. Unlike the North section, which will be more automobile oriented, this area will begin to organize the remaining parts of MLK Street to become more pedestrian friendly.

The South Section, which continues the pedestrian orientation of the Street, is likely to remain residentially oriented, albeit with opportunities that result in higher densities that take advantage of the surrounding amenities.

Figure 2.2
Development Sections for MLK Street Opportunity Area



Photos corresponding with map numbers are found on the following page



1
Center for Leadership Development



5
Abandoned Home on MLK Street



2
Abandoned Gas Station



6
Double 8, MLK Street and View Towards Downtown



3
Bar-B-Q Heaven Restaurant



7
Marathon Gas Station



4
Blackburn Health Center



8
Retail Building off of Eugene Street

DEVELOPMENT VISION

This section addresses the development “vision” for the MLK Street Opportunity Area. This vision has a 10 to 20 year horizon. It is not intended to suggest what can be developed along the MLK Street corridor tomorrow, but to establish a long-term direction that sets the context for today’s investment choices.

NORTH SECTION

Since local resident retail expenditures cannot support a significant amount of retail, opportunities along MLK must rely upon market brought from traffic count along MLK Street and 29th/30th Streets, as well as visibility and access from I-65. While an ultimate goal would be to create a pedestrian-oriented retail district that serves local residents, short-term opportunities for retail will still need to incorporate auto-oriented customers. Ultimately, a combination of urban storefronts that utilize pedestrian access and both on-street and rear access parking, and retail with dedicated parking, such as a gas station, small strip center or grocery store is probably an ideal mix of retail for this corridor.

The area between 29th Street and I-65 has some of the most viable retail businesses within the TIF District, including the Double 8 grocery store, Marathon Gas Station, Fountain Lounge, and Chase Bank. Sites M10, M11 and M15 are the best immediate redevelopment opportunities within this area, but some of these will require acquisition and demolition of residential structures in order to create a large enough development pad to support appropriate development.

The North section extends south to 28th Street, after which average daily traffic counts - a primary retail market indicator for MLK Street - drop below preferred levels. It is important to mention that the focus of this section on retail does not suggest a preclusion of retail uses in other areas of the corridor, but merely an area where retail will likely to prefer to cluster. Existing businesses such as of Bar-B-Q Heaven and Down Home Cooking show that viable business can occur anywhere along the corridor.

CENTRAL SECTION

The Central section of MLK Street, between 28th Street and 24th Street, is where most of the area’s institutional anchors are located, including Flanner House, USPS, Holy Angels Church and School, the Center for Leadership Development,

Legend
Figure 2.3

- TEXT** UNWA TIF District Neighborhood
- ■ ■ Boundary of UNWA TIF District
- Park
- Water
- Industrial Land Uses
- Commercial Land Uses
- Institutional Land Uses
- Residential Land Uses
- Vacant Land
- Development Opportunity
- Primary Arterial

DEVELOPMENT OPPORTUNITY AREAS

SOUTH

- M1. SF Residential Block - NE of MLK & Fall Creek
- M2. SF Residential Block - NE of MLK & 23rd St.

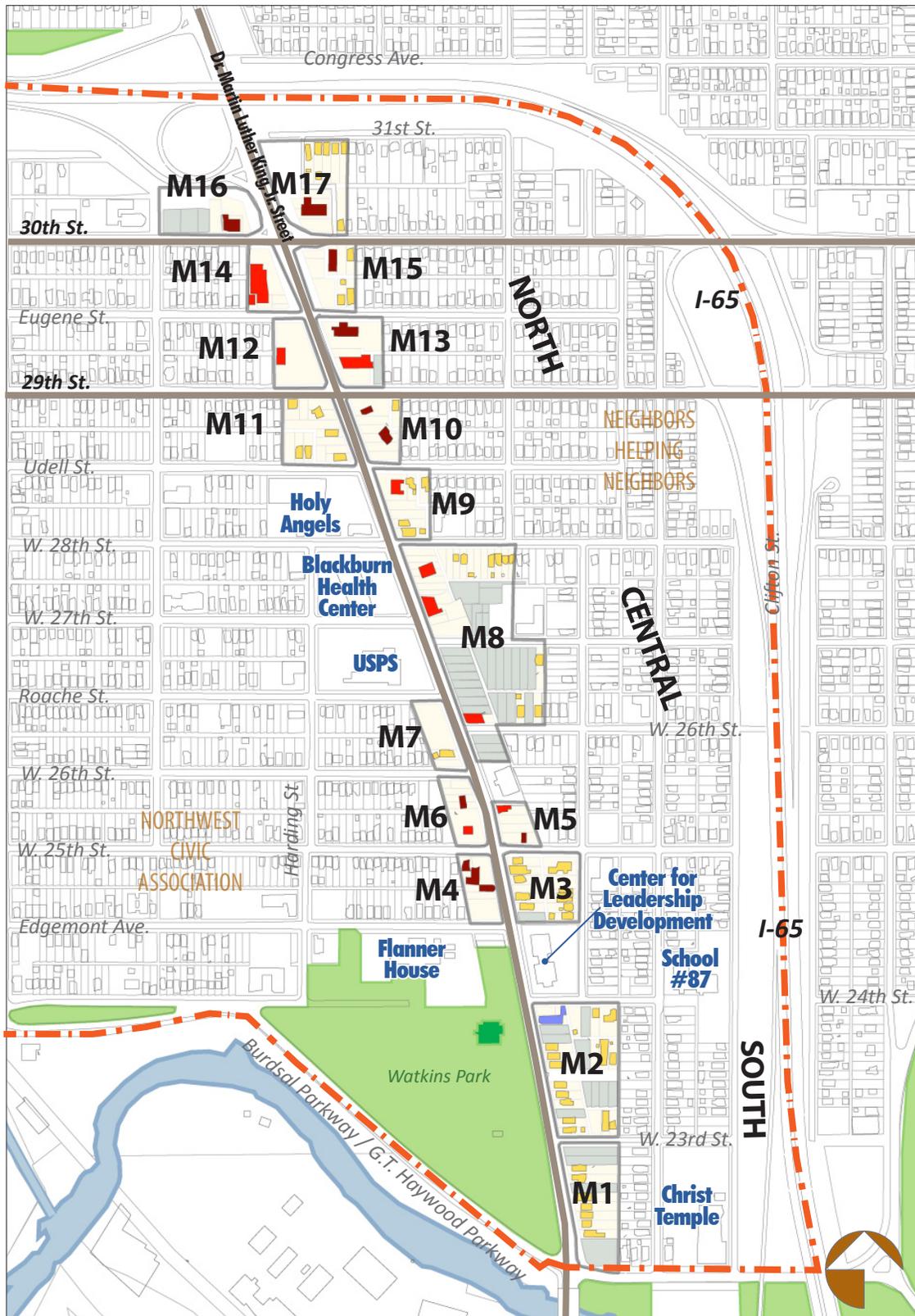
CENTRAL

- M3. Residential Block N of Center for Leadership Dev.
- M4. Commercial Block N of Flanner House
- M5. Bar-B-Q Heaven Site
- M6. Commercial Block NW of MLK & 25th St.
- M7. USPS Parking and Residential
- M8. Block of Mostly Vacant Land between 28th & 26th Sts.

NORTH

- M9. Commercial / Residential Block - NE of MLK & 28th St.
- M10. Commercial Block - NE of MLK and Udell St.
- M11. Residential Block, NW of MLK & Udell St.
- M12. Marathon Gas Station
- M13. Double 8 and Chase Bank
- M14. Retail Center
- M15. Mixed-Use Block NE of MLK & Eugene
- M16. Fountain Lounge Site
- M17. Mustang Ranch Site

Figure 2.3
MLK Street Existing Conditions & Development Opportunity Sites



Development Implementation Plan for the UNWA TIF District

and the Blackburn Health Center. Considering this is a notable cluster of such uses within Center Township, there is an opportunity to utilize these entities to support and anchor commercial development on underutilized land.

With the possible exception of Bar-B-Q Heaven (M5) Sites M3-M7 are generally underutilized. More importantly, Site M8 is a collection of mostly vacant parcels that could become the largest potential development “pad” along the MLK Street corridor. It is important that most, if not all of this land be preserved for commercial uses that contribute to the tax base. There is no better existing area within the TIF District for commercial development. Conversion to other uses limits the improvements that can be leveraged for the TIF District through commercial development.



The North section of MLK Street is likely to evolve in a “hybrid” fashion, with small scale, pedestrian oriented storefront buildings mixing with automobile oriented service and convenience businesses such as gas stations and banks, similar to Broad Ripple Avenue.



Above are examples of appropriate commercial buildings for MLK Street, both in terms of scale as well as what the market will be able to absorb. Characteristics include 2-3 stories, oriented to the street and space that varies between multiple suites for small businesses or single ownership.

SOUTH SECTION

Sites M1 and M2 on the southern end of MLK Street offer opportunities for residential improvements, potentially new multi-family development that features Watkins Park as an amenity. Both sites consist of a mixture of vacant land and poor quality housing. Site M1 is particularly important given its position as a gateway into the TIF District from both MLK Street and Fall Creek Parkway.

INFRASTRUCTURE PROJECTS THAT SUPPORT THE DEVELOPMENT VISION

The following three projects are related to infrastructure and amenities opportunities for the MLK opportunity area. These are meant to be financed through public means in order to attract private investment and development along the MLK Corridor.

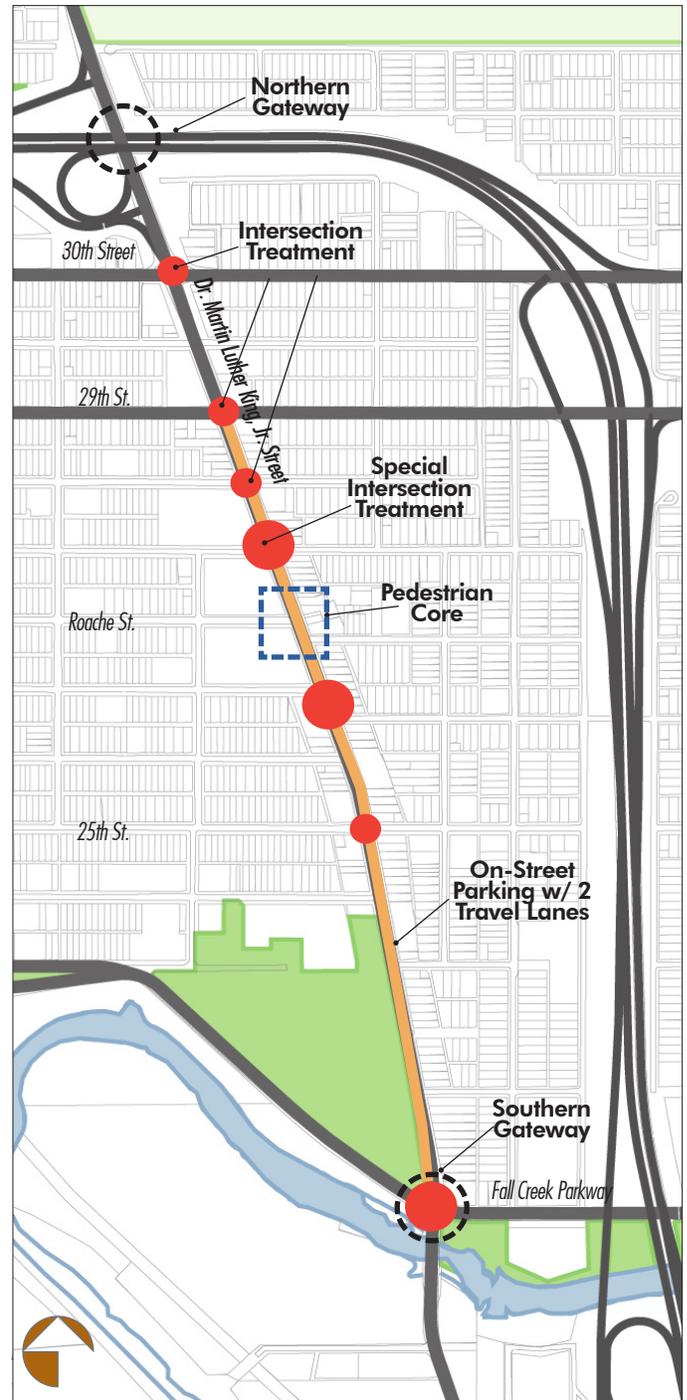
(1) MLK Street Urban Design Project & Right-of-Way Improvements

This project focuses on the role of MLK Street as a cornerstone to the TIF District and the most visible ‘front door’ for residents and visitors. Improving the functionality and aesthetics of MLK Street could go a long way towards supporting new investment and development within the TIF District. Major street improvements made to the corridor can indicate to property owners that the City is willing to invest money to assist them. Detailed streetscape improvements would assist in defining MLK Street and its environs as a unique “place”. Presently, MLK Street has few defining characteristics that would generate interest from the casual observer. Existing characteristics include poor street conditions and blighted property. This hurts the image of MLK Street, as well as the TIF District in general.

The Plan proposes a new street design that better incorporates pedestrians, bicycles and transit with the automobile, and which provides opportunities to incorporate unique identity elements that communicate to visitors that they have entered a new and interesting place. This design follows the “Complete Street” policy supported by several transportation, bicycle and urban planning advocacy groups nationwide. More details for this policy can be found at the end of Section 2.5.

The MLK Street urban design improvements described below are intended to be used in the public right-of-

Figure 2.4
Conceptual Diagram for MLK Street Right-of-Way Improvements



Examples of Potential “Complete Street” Components for MLK Street



Special Intersection Treatment



Uniquely Delineated Sidewalks



Integration of Street Design with Development



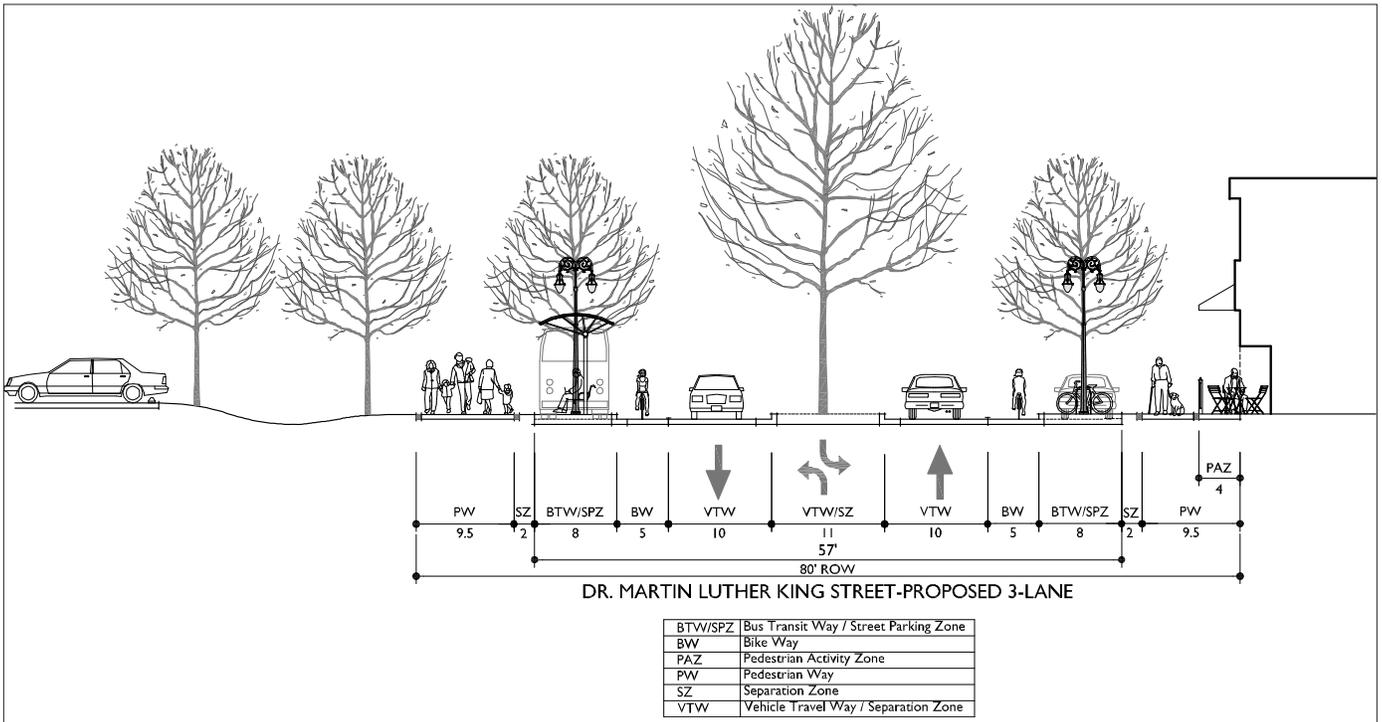
Street Trees and Plantings



Slowing Traffic to Accommodate Safe Pedestrian Movement



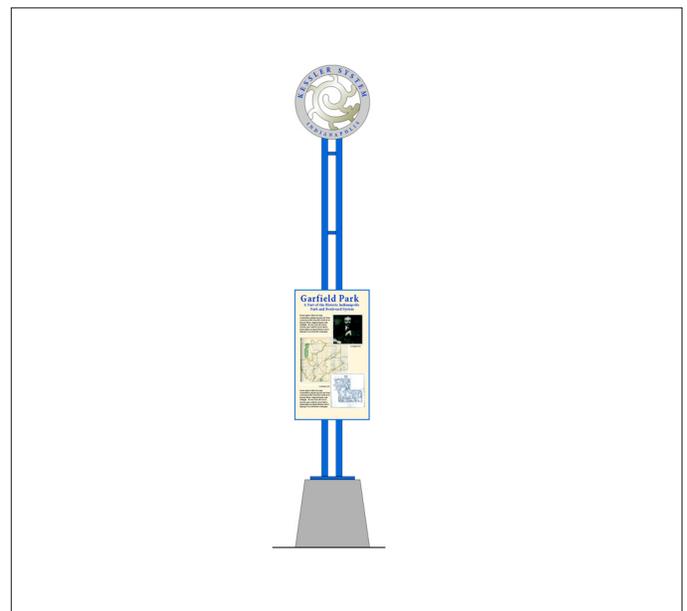
Vegetated Street Medians



This street profile illustrates one option for upgrading MLK Street to a “complete street” environment. The goal is to improve the interface between users of this street and local businesses.



Possible intersection treatment.



Informational signage should communicate the identity and heritage of the area. This is an example of signage being used along the Historic Park and Boulevard system, including Fall Creek park, the White River, etc.

Development Implementation Plan for the UNWA TIF District

ways. Recommendations for the entire MLK Street corridor include the provision of on-street parking, construction of new curbs and wider sidewalks on both sides of the street, regular tree plantings, and a landscaped central median. Intersections will receive treatments that better define the intersections visually, as well as accommodate pedestrians and transit. Enhanced treatments will be applied to “special” intersections located along MLK Street, particularly gateway intersections.

The central section of MLK from 29th St. to Edgemont Ave. is intended to be the most pedestrian oriented area of the corridor. There is an opportunity to create a pedestrian friendly “civic” zone where residents can interact with key area service destinations of the Blackburn Health Center and the Post Office on the western side of the street, and future community and commercial uses on the eastern side of the street (see development opportunity M8).

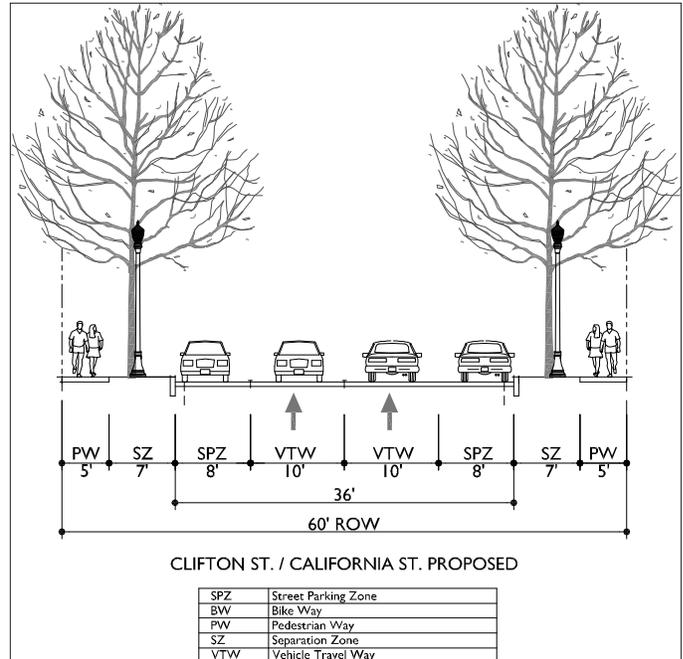
Special gateways to the corridor will be established at the intersection of Fall Creek Parkway and MLK Street on the South end and I-65 and MLK Street on the North end. These gateways will include visual prompts that announce one’s entry into this important length of MLK Street, and will do so in a meaningful and artistic manner. The I-65 overpass bridge on the North end of the corridor is a good existing opportunity.

(2) California Street Extension

California Street, which currently runs north-south from I-65 and 28th Street east of MLK Street, used to run south to 26th Street but has been vacated for the two blocks between 28th and 26th Streets. It is proposed that the street be extended south from 28th St. to 26th St. This extension is designed to provide improved access to the Site M8, as well as properly delineate that redevelopment area from adjacent residential areas.

(3) Campus Connector Trail

The Campus Connector is a proposed greenway trail that would run on the northern end of Watkins Park, along the 24th Street right-of-way. Such a trail would provide an important pedestrian and bicycle link from the MLK corridor to Riverside Park. This route restores an important connection within the Historic Indianapolis Park and Boulevard System, and would aim to integrate with other greenway trails in the area.



Proposed Street Section for the California St. Extension



Example of how the campus connector trail could be incorporated into Watkins Park.

PRE-DEVELOPMENT PROJECTS

To realize the potential of the MLK Street corridor, an aggressive pre-development program will set the stage for attracting new investment. The primary tool required is land assembly, which is used to prepare a site to be “shovel ready” for development. This can be one of the best incentives the public sector can provide to a prospective developer, especially one who is a vanguard in a market like the TIF District’s. Site Preparation such as land acquisition, demolition of structures, and site clearance provides a site that is ready for development requiring little up-front investment from a developer.

One issue that makes land assembly more difficult along MLK Street is the relatively small sizes of commercial sites on the corridor. This is one major factor preventing MLK from growing as a commercial corridor. Another factor is the proximity of housing units to these commercial sites. It is very likely that land assembly along the corridor will have to take into account acquisition and demolition of residential structures to provide larger development “pads”, as was done for the Center for Leadership Development.

ENVIRONMENTAL REMEDIATION

There are no expectations that a significant, or moderate amount of environmental remediation will be required for the redevelopment of the MLK corridor. However, it may be prudent to conduct at least a Phase 1 environmental assessment on land along MLK Street, especially parcels that have current or past commercial uses.

SMALL BUSINESS RELOCATION

A number of small businesses operate along MLK in locations that are better suited for redevelopment and improvement in the long-term. However, it is not the intention of this plan to remove these businesses solely for the purpose of revitalization. Efforts must be made to incorporate small business owners that have chosen to invest within the TIF District. If a business is impacted by redevelopment the business should be relocated into a new and improved retail space, with affordable rent, and any incentives that might be available not only to retain that business, but to improve the business.

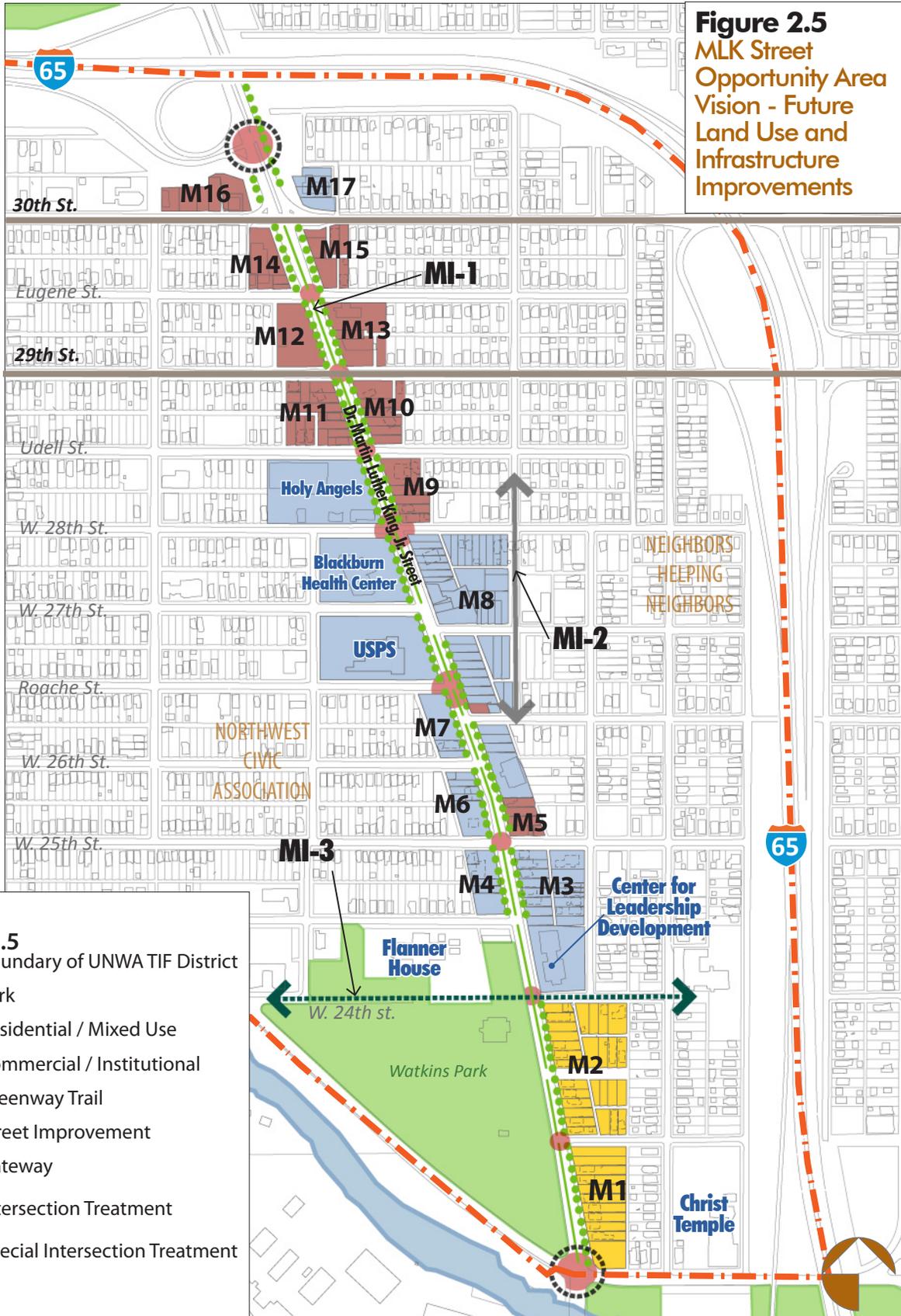


Land Assembly along MLK Street is made more difficult by the small size of development “pads”, and the proximity of residences.



Business owners that have chosen to invest in the TIF District need to be respected, but many businesses sit on land that has a higher and better use. A program that assists small business owners with incentives and incorporation into new retail developments is essential to the success of the MLK Street Opportunity Area.

Development Implementation Plan for the UNWA TIF District



MLK Street Opportunity Area

Summary of Development Opportunities

SITE	NAME	DESCRIPTION
M1	Multi-Family / Mixed Use Gateway Development	Multi-Family, potentially above commercial/retail, across from Watkins Park. Gateway site that combines building with right-of-way improvements to announce presence on improved MLK corridor.
M2	Multi-Family Development	Clearance of dilapidated housing for Multi-Family development across from Watkins Park.
M3	Comm./Inst. Site #1	Prime land for commercial or institutional development.
M4	Comm./Inst. Site #2	Prime land for commercial or institutional development.
M5	Bar-B-Q Heaven Site	Improvement of site, potentially with new development attached to BBQ Heaven for restaurant expansion or new retail shops.
M6	Comm./Inst. Site #3	Prime land for commercial or institutional development
M7	Comm./Inst. Site #3	Prime land for commercial or institutional development - relocation of post office auxiliary parking
M8	Community Center	Assembly of land for large site - mixes commercial, institutional, service and retail uses with open space intended for community gatherings.
M9	Retail Site #1	Appropriate site for retail or commercial development
M10	Retail Site #2	Appropriate site for retail or commercial development
M11	Retail Site #3	Appropriate site for retail or commercial development
M12	Marathon Gas Station	Appropriate use for North section of corridor, but could be redeveloped if necessary
M13	Double 8 / Chase Bank	Appropriate uses for North section of corridor, but could be redeveloped if necessary
M14	Retail Building	Appropriate uses for North section of corridor, but low quality of building suggests future redevelopment
M15	Retail Site #4	Appropriate site for retail or commercial development
M16	Fountain Lounge Site	Good for commercial development, with relocation of existing business
M17	Mustang Ranch Site	Good for commercial development, with relocation of existing business

Summary of Major Infrastructure Projects

SITE	NAME	DESCRIPTION
MI-1	MLK Street Right-of-Way Enhancements (I-65 to Fall Creek Parkway)	Major upgrade to MLK Street, including reconfiguring the right-of-way to become a "complete street" that integrates multiple modes of transportation with new on-street parking, landscaping, and pedestrian oriented amenities.
MI-2	California Street Extension	Extension of California Street south of 28th Street to improve local connectivity and define the Community Center area from the neighborhood to the east.
MI-3	Campus Connector	Greenway Trail that improves connectivity between School #42 to the west (on the canal), Flanner House, and Christ Temple - creating a school campus "connector".

COMPLETE STREET CONCEPT *from the National Complete Streets Coalition*

What are Complete Streets?

Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

What Does a Complete Street Look Like?

Since each complete street is unique, it is impossible to give a single description. But ingredients that may be found on a complete street include sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible transit stops, frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more. A complete street in a rural area will look quite different from a complete street in a highly urban area. But both are designed to balance safety and convenience for everyone using the road.



What Are Some of the Benefits of Complete Streets?

Complete streets make economic sense

- A balanced transportation system that includes complete streets can bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations.

Complete streets improve safety - by reducing crashes through safety improvements. One study found that designing for pedestrian travel by installing raised medians and redesigning intersections and sidewalks reduced pedestrian risk by 28%.



Complete streets can help ease transportation woes - Streets that provide travel choices can give people the option to avoid traffic jams, and increase the overall capacity of the transportation network. Several smaller cities have adopted complete streets policies as one strategy to increase the overall capacity of their transportation network and reduce congestion.

Complete streets help children - Streets that provide room for bicycling and walking help children get physical activity and gain independence. More children walk to school where there are sidewalks, and children who have and use safe walking and bicycling routes have a more positive view of their neighborhood. Safe Routes to School programs, gaining in popularity across the country, will benefit from complete streets policies that help turn all routes into safe routes.

Complete streets make fiscal sense - Integrating sidewalks, bike lanes, transit amenities, and safe crossings into the initial design of a project spares the expense of retrofits later. Jeff Morales, former Director of Caltrans, said, "by fully considering the needs of all non-motorized travelers (pedestrians, bicyclists, and persons with disabilities) early in the life of a project, the costs associated with including facilities for these travelers are minimized."

Incomplete Streets Can Restrict Economic Development

In today's landscape, retail and commercial development is often accessible only by automobile. Potential shoppers are left with no choice but to fill up the tank and drive. For many, that can mean staying home. This is particularly true for seniors; research shows that "half of all non-drivers age 65 and over - 3.6 million Americans - stay home on a given day because they lack transportation." The economy cannot reach its maximum potential when buyers are unable to reach retail destinations.

Lack of transportation options also affects the workforce. In a 2006 report on employment centers outside Pittsburgh, 30% of employers responded that transportation was the number one barrier to hiring and retaining qualified workers. Although bus routes serve a portion of the city center, more than 50% of employees responded that there was no bus stop convenient to home or work. Other employees noted that they didn't use public transportation because bus stops in the area had no sidewalks to safely reach their destination. The lack of a network of complete streets in and around this activity center makes it difficult to attract and retain employees. Incomplete streets hinder economic growth and can result in lost business, lower productivity, and higher employee turnover.

Complete Streets Can Save Money Through Better Design

The careful planning encouraged by complete streets policies helps jurisdictions find many effective measures that can be accomplished at little or no extra cost. Some standard infrastructure projects, such as conversion from open to closed drainage, can be enhanced with complete streets facilities (i.e. sidewalks) for negligible additional cost. Adding curb bulbs where on-street parking occurs reduces the time for pedestrians to cross the street, allowing more time for automobile movement; this can be a relatively low cost way to improve both pedestrian and automobile access. Additional costs associated with the routine accommodation of bicycling, walking, and public transportation represent an immeasurably small percentage of the total budget. On a project-by-project basis, any additional money spent is actually a long-term investment in the financial and physical health of the community.

Complete Streets Help Create Welcoming Communities

Complete streets provide older persons with a variety of options for getting around, whether walking, taking public transit, or sharing rides with family and friends. One recent survey showed that 82% of older Americans surveyed consider public transportation to be a better alternative to driving, particularly at night. More than half (54%) of older adults who reported an inhospitable walking, bicycling and transit environment outside their homes said they would walk, bicycle, and take transit more if their streets were improved. A majority of older people support complete street policies. Research also shows that moderate exercise, such as walking and biking, contributes significantly to a healthy lifestyle.

A community with a complete streets policy considers the needs of older residents every time a transportation investment decision is made. Proven methods to create complete streets for aging pedestrians include retiming signals to account for slower walking speed, constructing median refuges or sidewalk bulb-outs to shorten crossing distances, and installing curb ramps, sidewalk seating and bus shelters with seating. Improved lighting, signage and pavement markings are among the measures that can benefit drivers of any age, but particularly older drivers. Roads in areas with many older residents are designed and updated to eliminate needless barriers and help everyone remain an active part of the community as they age.



Development Implementation Plan
for the UNWA TIF District

Conceptual Renderings of MLK Street - 20 Year Horizon





2.6 Central Canal Opportunity Area

SUMMARY

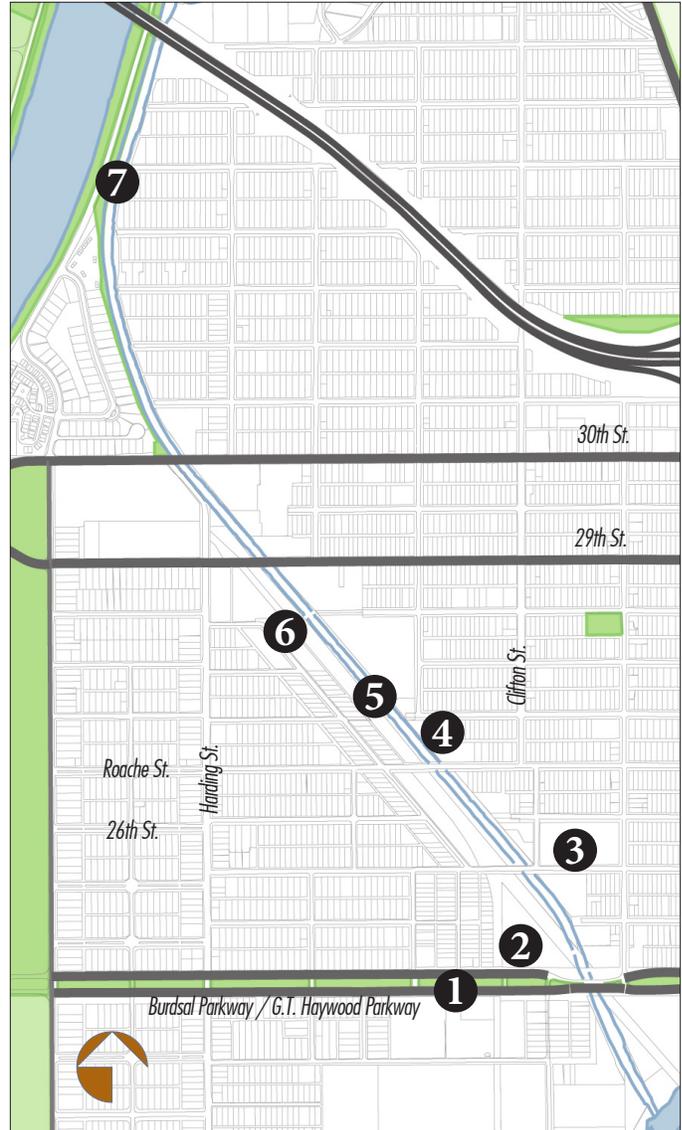
The Indianapolis Central Canal extends for approximately 1.4 miles through the TIF District, from I-65 on the north to Burdsal Parkway on the south, and is currently controlled by the water company. The northern 1/2 mile, between of the Central Canal Towpath runs parallel with the canal and extends north for 5+ miles to Broad Ripple, where it meets the Monon Trail. South of Burdsal Parkway, the Regional Center portion of the canal is 1.5 miles away.

The Central Canal, and the surrounding land is seen as an Opportunity Area not only because of its development potential, but also because it is currently a major detriment to the surrounding neighborhoods. Without a greenway or any access whatever, its capacity as an amenity is non-existent. Additionally, the canal has lost its historic relevance as an industrial corridor, yet most of the land surrounding the canal remains industrial uses that, while supplying a small number of jobs, are essentially an intrusive land use that negatively impacts adjacent residential areas.

The improvement of the Canal area, therefore, has two purposes. The first is to mitigate its negative impact on the community and the second is to leverage the canal as an amenity for future development. Both phases are expected to raise property values in adjacent residential blocks.

Unlike MLK, the Central Canal area has fewer short-term development opportunities. This is likely due to the amount of effort required to make the area attractive for future investment, such as the potential extension of the Canal Towpath, removal of industrial land uses and infrastructure, potential environmental remediation, etc. However, the Central Canal could have more potential than the MLK corridor as both an urban place, but also as a tax generating area. If fully realized, the development concepts identified for the Canal could result in one of the most unique neighborhoods in all of Indianapolis.

Figure 2.6
Existing Conditions Reference Map



Photos corresponding with map numbers are found on the following page.



1
Poor Street Conditions on Burdsal Parkway



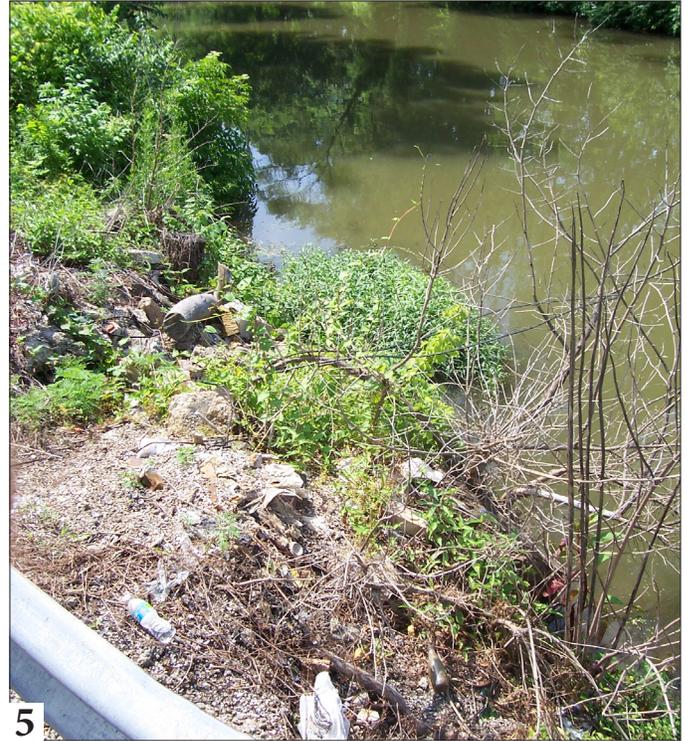
2
IMI Concrete as viewed from Burdsal Parkway



3
Existing Playground for IPS School #42



4
Vacant Housing Adjacent to Canal



5
Trash and Overgrown Vegetation on the Canal



6
Storage Yard and Rail Spur, just off of Canal



7
Central Canal Towpath, North of 30th Street

DEVELOPMENT VISION

This section discusses the development “vision” for the Central Canal Opportunity Area. This vision has a 10-20 year horizon. It is not intended to suggest what can be developed along the canal tomorrow, but to establish a long-term direction that sets the context for today’s investment choices.

Once the long-term development “vision” is established, subsequent sections in this report discuss actions and projects necessary to realize the vision, such as infrastructure improvements and redevelopment activities.

Like the MLK Opportunity Area, the Central Canal Area can generally be divided into three separate sections of opportunity - North, Central, and South. Because the central portion has little to no visibility to those not traveling within the neighborhood, the intention of the North and South sections is to “anchor” the Central portion, improving access and potentially visibility.

The south end, which consists of sites C1, C2 and C3 (Figure 2.7), includes land adjacent to a local elementary school, IPS School #42 , as well as IMI Concrete and a largely vacant residential block. The vision for this section would be to open up land on the eastern side of the canal to create a park and playground area for School #42, and redevelop the IMI Concrete site and adjacent residential block for residential development.

Residential development of varying types are envisioned for the Central section, which consists of sites C4, C5, C6 and C7. The North section consists of industrial and commercial sites C8, C9, C10, C11, C12 and C13. This area would act as a gateway into the Canal area on the northern end. Uses for redeveloped sites would vary between residential and commercial.

CANAL RESIDENTIAL DEVELOPMENT

An optimal future development pattern on the land adjacent to the canal is housing. The canal, combined with the potential of greenway trails, is an ideal amenity for housing development. It holds limited value for commercial or industrial uses.

The Plan envisions most of the proposed residential uses will be located between Burdsal Parkway and Udell Street, on

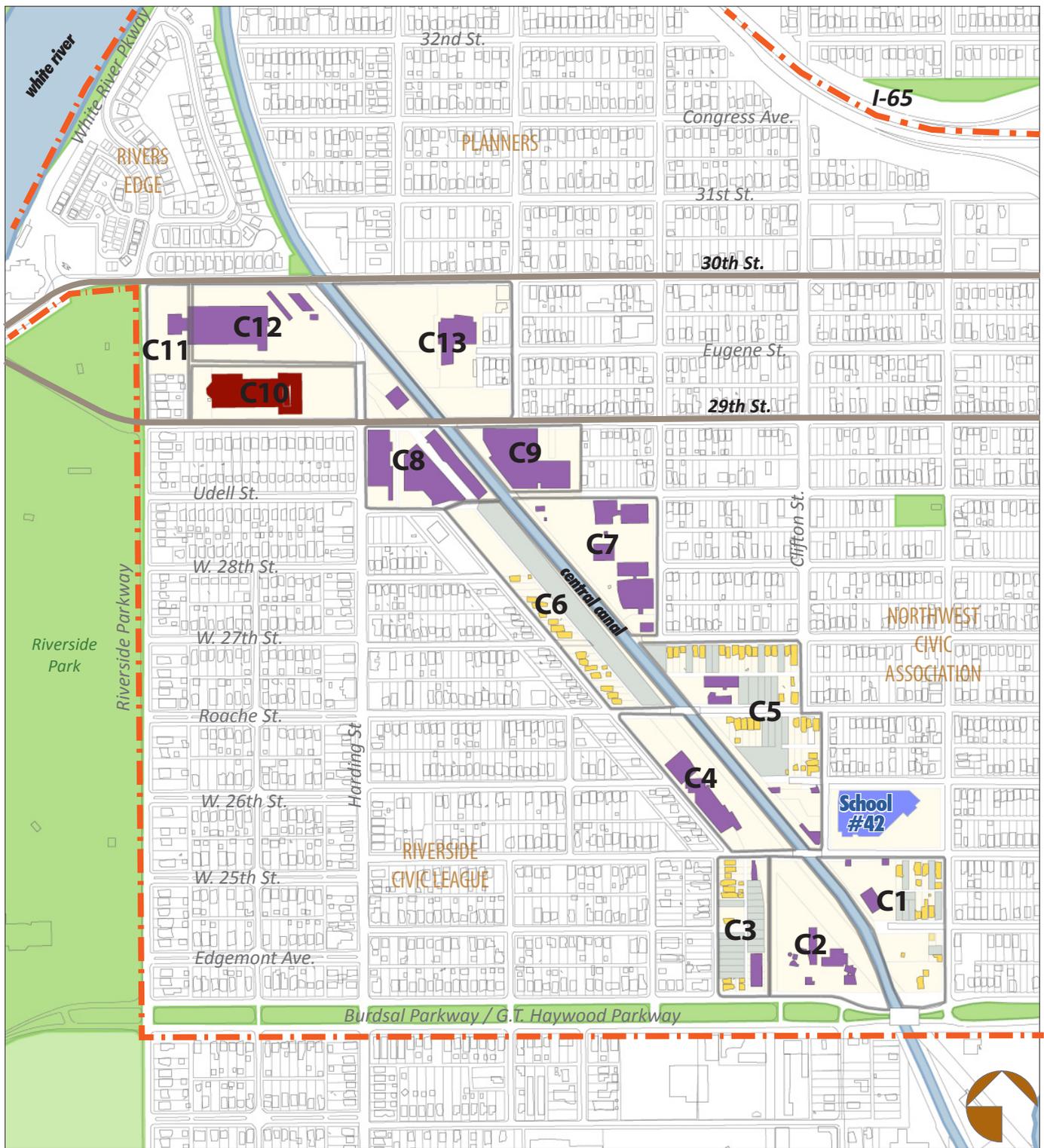
Legend
Figure 2.7

- TEXT** UNWA TIF District Neighborhood
-  Boundary of UNWA TIF District
-  Park
-  Water
-  Industrial Land Uses
-  Commercial Land Uses
-  Institutional Land Uses
-  Residential Land Uses
-  Vacant Land
-  Development Opportunity
-  Primary Arterial

DEVELOPMENT OPPORTUNITY AREAS

- C1. Elder Diggs School #42 and Environs
- C2. IMI Concrete
- C3. Bond/Montcalm Residential Block
- C4. Perry Manufacturing
- C5. Roach Street North and South Blocks
- C6. Burton / Canal Frontage Block
- C7. Crown Castle International
- C8. DA Lubricants
- C9. Covenant General Offices Building (vacant)
- C10. Riverside Plaza
- C11. West end of City Vehicle Maintenance Facility
- C12. City Vehicle Maintenance Facility
- C13. Doc G. Keys Construction and Salvage

Figure 2.7
Central Canal Opportunity Area - Existing Conditions & Development Opportunity Sites



Development Implementation Plan for the UNWA TIF District

both sides of the canal. Higher density housing product, such as townhomes or multi-family buildings are an appropriate use to front the canal, both from land development and urban design standpoints. New or rehabilitated housing that fronts Burton Street instead of the canal would represent more affordable homes that help connect the canal areas with neighborhood residential areas. This will assist in leveraging neighborhood investment and improvements away from the canal itself, which is one of the key goals of this opportunity area.

Sites C2 and C3, which include portions of the IMI site, as well as the block immediately to the west has a large portion of vacant and underutilized land that could be developed in several different ways. Again, higher density housing product such as multi-family apartments or townhomes is probably most appropriate, but this is an area where the market will ultimately decide the best option.

Housing fronting the canal will create a unique and compelling neighborhood. While the portion of the canal in Downtown Indianapolis has also housing units, the UNWA canal housing area is envisioned to have an entirely different character, feel, and functionality. The creation of a marquee neighborhood, hopefully that incorporates affordable housing units, will assist in re-establishing the UNWA area as a desired neighborhood in the marketplace, and will serve to attract residents that have left, and new residents that complement existing ones.

The success of housing on the canal, however, rests on a number of factors. These include the current market value of the TIF District, perception of crime, acquisition and clean-up of the land, clean-up of the canal, and potential environmental remediation to a residential standard, just to name a few. While it is by no means a short-term development opportunity, the opportunity that is presented by this development concept will be worth the investment in terms of its catalytic impact to the UNWA area.

ELDER DIGGS SCHOOL PLAYGROUND/PARK

Interviews with members of the community and IPS staff have indicated that Elder Diggs Elementary School #42 is a positive component of the TIF District and surrounding neighborhoods. However, the school is currently “buried” in the neighborhood without visibility from major streets, and it sits on a parcel of land that severely constrains daily activities such as parking and outdoor play.



Examples of housing located along both a canal and a greenway trail.

In order to enhance this community asset, the Plan proposes to create a new community park directly south of the school for use by the school and community residents. This proposed park area would not only create recreational and parking uses for School #42, but it also opens up the school and the canal to Burdsal Parkway. Increasing visibility will assist in raising the school's profile as a community amenity.

Development of the park will include cleanup of the land, installation of playground equipment, active recreational fields (baseball, basketball, soccer, or tennis), landscaping, appropriate pathways, seating and canal overlooks, and security elements such as decorative lighting and controlled access points.

Another component to the project is a new parking lot south of the school which will alleviate a current parking problem and make it easier to navigate the area during school drop-off and pick up times. The parking lot is proposed in this area because of the land acquisition for the park, and this location is least likely to disrupt the residential fabric of the neighborhood.

An additional proposal includes a police substation located within the new park near the intersection of Rader and 25th Streets, which could be coupled with the new parking lot. A benefit to developing a park adjacent to a community anchor, such as a school, involves using them as caretakers to assist in maintaining and patrolling the property which would make it less likely to fall into neglect or disrepair. Having well maintained and attractive buildings and uses on a street make it more attractive for investment in nearby deteriorated properties that can be renovated or rebuilt for new families who might choose to live in this neighborhood due to the proximity of the school and new park.

Acquisition of this land could potentially involve vacating 25th St. between Burton St. on the west, and the school on the east. This would allow uninterrupted safe access to the park for school students and also incorporate the canal trail system to the park and the school.

OTHER DEVELOPMENT AREAS

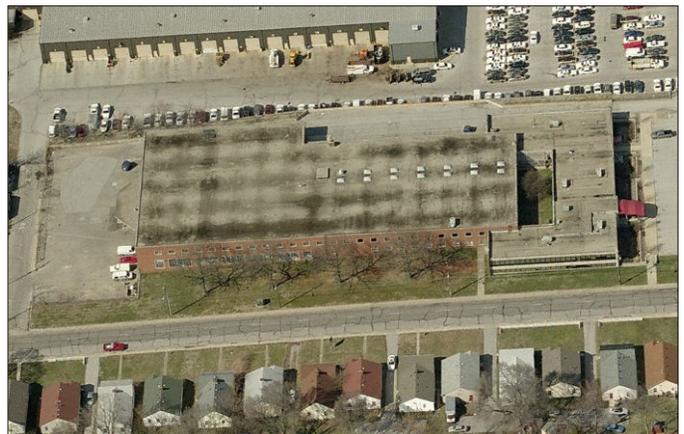
It is difficult to determine what type of development could be supported in the northern third of the Canal Area, especially in the short-term. Consensus, however, is that the redevelopment of this land, which is mostly industrial and



The historic commercial streets of Clifton and Harding have given way to MLK and 29th/30th as the most viable retail corridors.



The City Maintenance Facility is a prime redevelopment opportunity because it sits on one of the largest contiguous parcels in the UNWA TIF District, but does not contribute any tax revenue.



Riverside Plaza, which currently houses the offices of UNWA DC, represents one of the only building re-use opportunities within the Canal Opportunity Area. Future uses would include either commercial or institutional.

Development Implementation Plan for the UNWA TIF District

includes DA Lubricants and a City Maintenance Facility, will be a positive for the TIF District neighborhoods.

The highest and best use for the five development areas north of Udell St. (C8 - C13) will vary as key components of this Opportunity Area are achieved, and as the market and development community responds. Residential and commercial uses, or a mixture of the two, are appropriate for all of these sites. However, it is important to note that the proximity of these sites on the 29th/30th Street pair does establish them as some of the most viable commercial parcels in the area due to visibility and access off of those higher travelled streets. Figure 2.8, on page 54, shows residential uses fronting the canal on sites C8 and C9, commercial development on sites C12 and C13, new single family in-fill on site C11, and the retention of C10 (Riverside Plaza) for future use. Unlike many of the other development opportunities found within this area, these sites are the most “flexible” in terms of future use.

The timeline for development could vary significantly. A focus on investment of land adjacent to the canal south of Udell Street probably has a 5-15 year horizon for redevelopment, although the re-use of the Riverside Plaza building could occur much sooner. On the other hand, if progress with the rest of the canal area slows and improvements along the MLK corridor start to attract investment into the UNWA TIF District, its location on 29th/30th Streets could mean a shorter-term development play.

INFRASTRUCTURE PROJECTS THAT SUPPORT THE DEVELOPMENT VISION

CANAL GREENWAY TRAIL

Currently, the condition of the canal creates a divide through the center of the TIF District, rather than providing an asset to the UNWA community. Extending the Canal Towpath south from 30th Street will assist in making the canal visible, safe, and accessible to the public. Land adjacent to the canal will be cleared of invasive vegetation and trash, then restored with an appropriate mix of trees, shrubs, and flowers. This will clear the way for a new paved greenway trail on the west side of the canal.

This greenway trail is intended to eventually connect with the White River Greenway Trail to the south and the Fall Creek Trail south of Burdsal Parkway. Ideally, the trail will feature overlooks, lighting, and neighborhood access where

streets intersect the trail. It is intended that the construction of this greenway, and the land clearance that comes along with it, will become an amenity that eventually leverages development along the canal.

As redevelopment occurs on the east side of the canal, a secondary pathway should be constructed to mirror the west side greenway trail. Due to limited property width on the east side, the secondary pathway is envisioned to be a six foot paved walkway. Redevelopment areas along the canal will be bracketed by new pedestrian bridges, providing the opportunity to create a unique identity localized to that segment.

CLIFTON STREET EXTENSION

Clifton St. carries significant historic meaning for the neighborhood as it was once an important corridor for commercial development and as the location of the electric streetcar line connecting to downtown Indianapolis. Since that period, Clifton has been disconnected as a transportation corridor and commercial development along the street has declined.

The project proposes connecting Clifton from Roache St. south to Millburn St. This would require a new bridge over the canal. Improving connectivity through the center of the TIF area will provide an important link to new development and employment opportunities that will emerge due to the BioCrossroads Development on 16th St.

BURTON ST. AND 26TH ST. INTERSECTION ALIGNMENT

This project will re-align Burton Street, north of 25th St., to connect directly with Bond St. and Burdsal Parkway further south. This improvement will help restore and emphasize the connected grid network that exists through most parts of the neighborhood, and improve access to redevelopment areas along the Canal. This realignment can be accomplished with the reconfiguration of the 25th and Burton Street intersection. This reconfiguration will likely require land acquisition. The connection of Burton to Burdsal will improve access to potential development parcels along the western edge of the Canal.

PEDESTRIAN BRIDGES ON THE CANAL

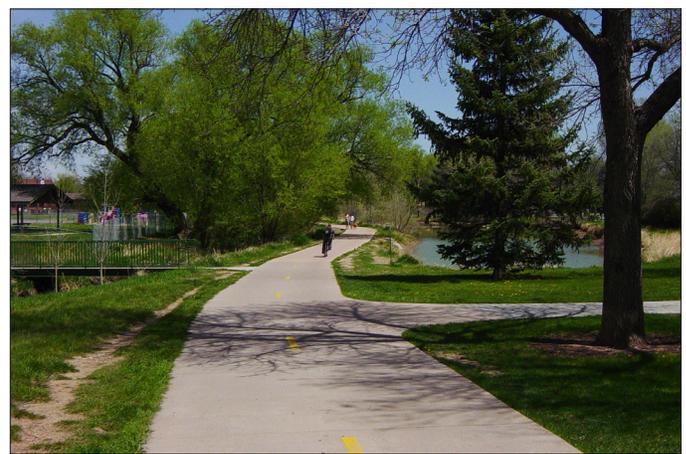
Although the canal can be transformed into a wonderful amenity for the community, it does disconnect the various neighborhoods of the TIF District, particularly Riverside and the Northwest Civic Association. To help alleviate this issue,



Concept from the Water Canal Development Guide - Burdsal Parkway to 30th Street, completed by the City of Indianapolis Parks and Recreation Department in 2006.. This concept envisioned the construction of a path on both sides on the Central Canal. The western side would be a continuation of the Canal Towpath, a wider multi-use greenway trail, while the eastern side would be more suitable for a pedestrian only sidewalk.



View of the Central Canal Towpath near the Indianapolis Art Museum. The canal is 10 feet wide and made with crushed stone.



The extension of the towpath south of 30th Street as a greenway trail could follow the character of the trail between Broad Ripple and 30th Street, or be upgraded to be more similar to the White River or Monon trails.

Development Implementation Plan for the UNWA TIF District

a proposal to span the canal with pedestrian bridges at the following locations is recommended: Udell St., 28th St., 27th St., 26th St., and Edgemont Ave.

At the simplest level, these bridges will provide connectivity over the canal, but will also be decorative and aesthetically pleasing. They are envisioned to make a bold statement about the identity of the area as a unique 'cool' place. The canal trail could include overlooks and sitting areas. As an option, and if funding is available, some of the canal bridges may be upgraded to include vehicular traffic as well as dedicated pedestrian access.

PRE-DEVELOPMENT PROJECTS

To realize the potential of the Central Canal opportunity area, a significant amount of redevelopment activity will need to occur. Without it, the prospects of realizing even a fraction of the potential that the canal area offers will not be achieved.

The primary tool required is land assembly, which is used to prepare a site to be "shovel ready" for development. This is one of the best incentives the public sector can provide to a prospective developer, especially one who is a forerunner into a market like the TIF District. Site Preparation should include acquisition of land, demolition of relevant structures, and clearance of the site. This development ready sites and alleviates a cost burden for the developer, which is important in a disinvested area.

RELOCATION / REMOVAL OF INDUSTRIAL USES

Relative to the historic use of the canal as a transportation route for goods, today most uses found along the canal are industrial. These industrial uses no longer require proximity to the canal, though some use an active rail spur along the canal, particularly DA Lubricants which is located at 29th and the Canal. These industrial uses are better suited in other locations, further away from residential neighborhoods. There is limited tax increment from the land where they are located, and both the active and inactive businesses contribute negatively to the overall canal corridor.

Industrial uses make up approximately 80% of the land adjacent to the canal in the TIF District. The removal or relocation of these industrial uses and subsequent acquisition of land, is essential for any future development opportunities along the Canal. As discussed in Section

1, the actual value of these properties to the TIF District is minimal. All industrial uses within the TIF District, most of which are located in the canal area, generated less than \$21,000 in TIF increment for the year 2008.

The task would involve the removal or relocation of at least half a dozen current businesses, the potential acquisition of over 16 acres of land, and the demolition of as much as 275,000 square feet of structures (very few structures, if any, are likely to be re-used).

ENVIRONMENTAL REMEDIATION

The industrial uses along the canal, coupled with two rail spurs, suggest that the area may require environmental remediation due to ground contamination. There have been no environmental studies performed to gauge levels of contamination, so this issue mentioned in this report is purely speculation. However, it is worth noting that conducting environmental Phase 1 and Phase 2 studies should be part of the implementation of the Canal area, and the City should anticipate the need to remediate sites. Something that makes this a little more difficult is the need to remediate to residential standards, which is the most expensive remediation level. Not doing so, however, would leave the land adjacent to the Canal vacant, and it has very little value as commercial or industrial uses.

The vacation of the rail spurs located along the western side of the Canal will greatly benefit the opportunities to both extend a Canal Greenway, as well as re-organize land along the canal for future residential development. If DA Lubricants were relocated, both rail spurs should be available for removal between 29th Street and Burdsal Parkway. Removal of the rail spurs will also likely require remediation, though at this point there is no evidence of contamination.

As land along the canal is remediated for environmental contamination, some sites may prove to be too expensive or logistically difficult to remediate to a residential level. If this is the case, it is appropriate to redevelop these sites as open space or parking that provides a functional and/or aesthetic amenity to other development in and around the Canal.



Trash, dumping and intrusive vegetation results in blighted conditions for much of the land on the canal. This needs to be addressed as a near-term project.



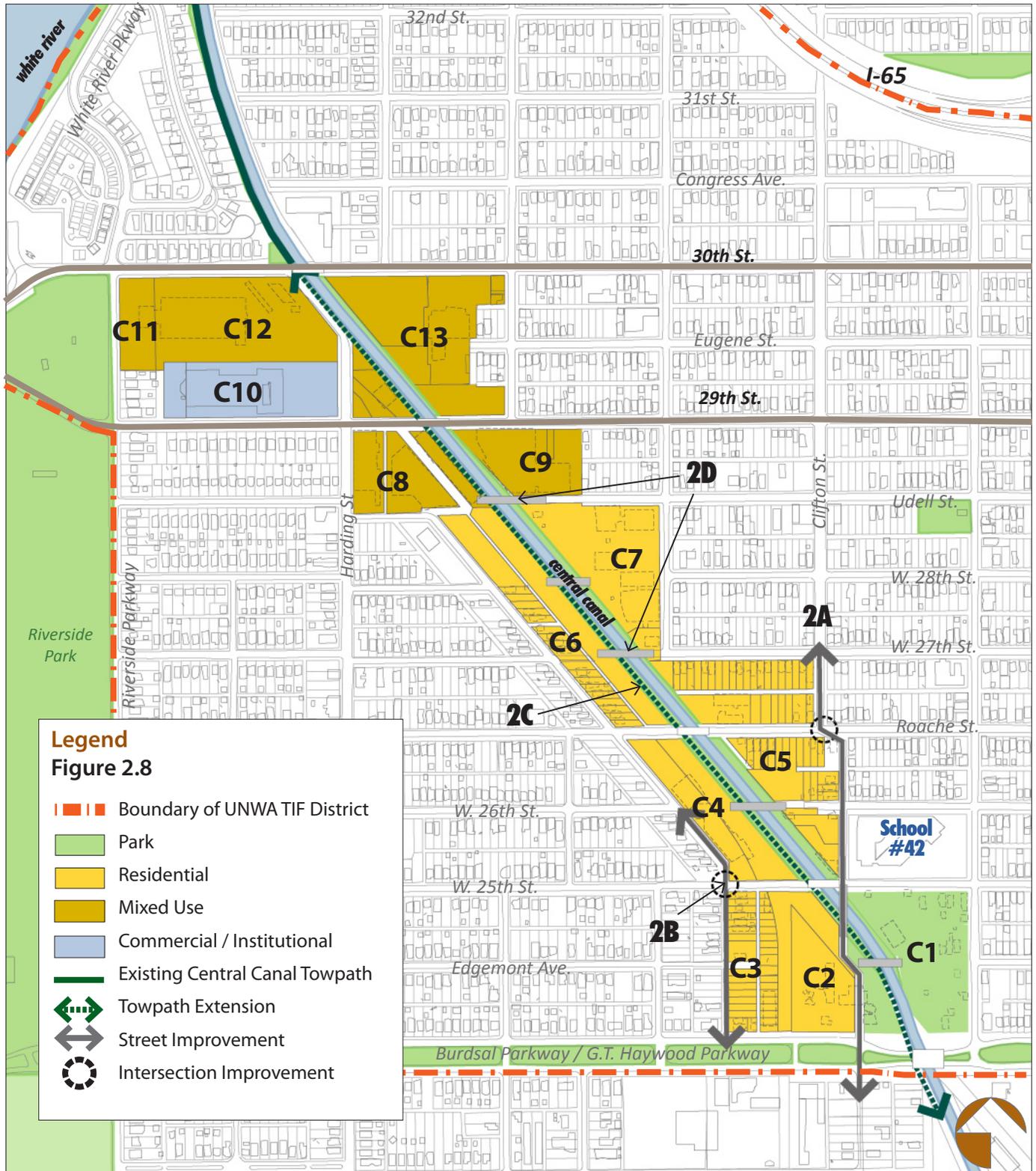
The relocation and/or removal of industrial uses along the Canal, such as IMI Concrete (top) and DA Lubricants (bottom) involves not just the clearance and clean-up of land along the Canal, but it also provides the opportunity for these businesses - many of which are perfectly viable - to locate in areas that are more conducive to their operations.



Removal of the rail spur leading to DA Lubricants may be costly, but once that business relocates, the rail serves no purpose to the neighborhoods, and will separate development from the proposed greenway on the western side of the canal.

Development Implementation Plan for the UNWA TIF District

Figure 2.8
Summary of Development Vision - Opportunity Sites & Major Infrastructure Improvements



Central Canal Opportunity Area

Development Opportunities

Site	Name	Description
C1	School #42 Park	Acquisition of land intended to create new park, playground and parking area connected to School #42, as well as open up school's neighborhood location.
C2	Muilti-Family Development	Apartment or other higher density residential development on redeveloped IMI Site.
C3	Multi-Family Development	Apartment or other higher density residential development on mostly vacant block west of IMI Concrete.
C4	West Canal Residential Infill	Redevelopment of Burton St. Industrial Parcel to Townhomes or other higher density residential use fronting the Canal and Greenway.
C5	East Canal Residential Development 1	Assembly of enough land for moderate townhome or dense single family residential development on eastern side of canal
C6	West Canal Residential Infill and Rehab	Rehabilitation of existing single family residences facing west, infill single family homes on same block townhomes or similar scale higher density development facing the Canal and Greenway.
C7	East Canal Residential Development 2	Redevelopment of Industrial Parcel for large townhome residential development.
C8	Mixed Use Development 1	Redevelopment of DA Lubricants site - could yield several development outcomes
C9	Mixed Use Development 2	Redevelopment of Industrial Parcel - could yield several development outcomes
C10	Riverside Plaza	Re-use of existing building for commercial or institutional uses
C11	Residential Infill	8-10 new single family homes to complete residential block facing park
C12	City Maintenance Site	Mixed-Use Redevelopment, potential for commercial but will ultimately follow market
C13	Salvage Yard	Mixed-Use Redevelopment, potential for commercial but will ultimately follow market

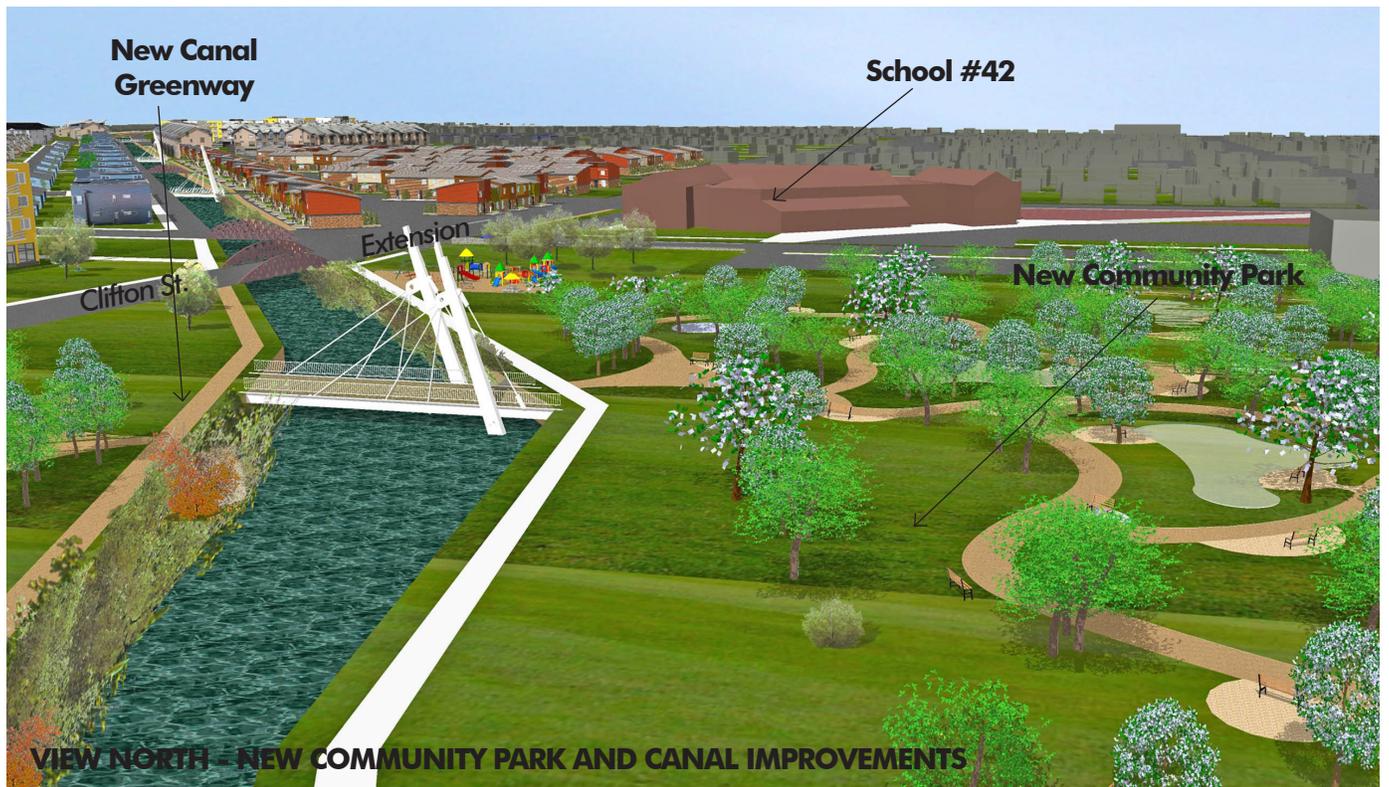
Major Infrastructure Projects

Site	Name	Description
CI-1	Clifton Street Extension	Extending Clifton Street across the Canal to connect with Milburne and Montcalm Streets south of Burdsal Parkway- creates a more viable neighborhood connector and improves access to future BioCrossroads.
CI-2	Burton Street	Reconfiguration of the intersection of Burton and 25th Sts. to improve connection to Burdsal Parkway - improves access to West Canal development sites.
CI-3	Greenway / Canal Towpath Extension	Extension of Central Canal Towpath south of 30th St. on western side of the canal, potential secondary sidewalk/ trail on eastern side of Canal. The canal itself creates an amenity for future investment around Canal and surrounding neighborhoods.
CI-4	Pedestrian Bridges	New pedestrian bridges across 4 separate streets - intended to improve access across Canal, where presently there are only two bridges connecting neighborhoods.

Other Major Projects (not illustrated)

Site	Name	Description
CI-5	Environmental Investigation and Mitigation	Clean-up of land surrounding Canal, especially industrial parcels, may be required in advance of canal development - particularly residential uses.
CI-6	Rail Spur Removal	Removal of the two rail spurs between Burdsal Parkway and 29th Street.

Conceptual Renderings of Central Canal - 20 Year Horizon





Development Implementation Plan

for the UNWA TIF District

1 Introduction

2 Development Plan



3 **Parallel Initiatives**

4 Implementation Plan



3.1 Overview

The focus of this Plan on the MLK Street corridor and the Central Canal area as short-term investment areas is not an indication that these are the only two areas in need of investment. Indeed, the numerous needs of the UNWA neighborhoods in terms of both public and private investment, as well as socio-economic solutions are well understood by the community, the City, and the consultant team.

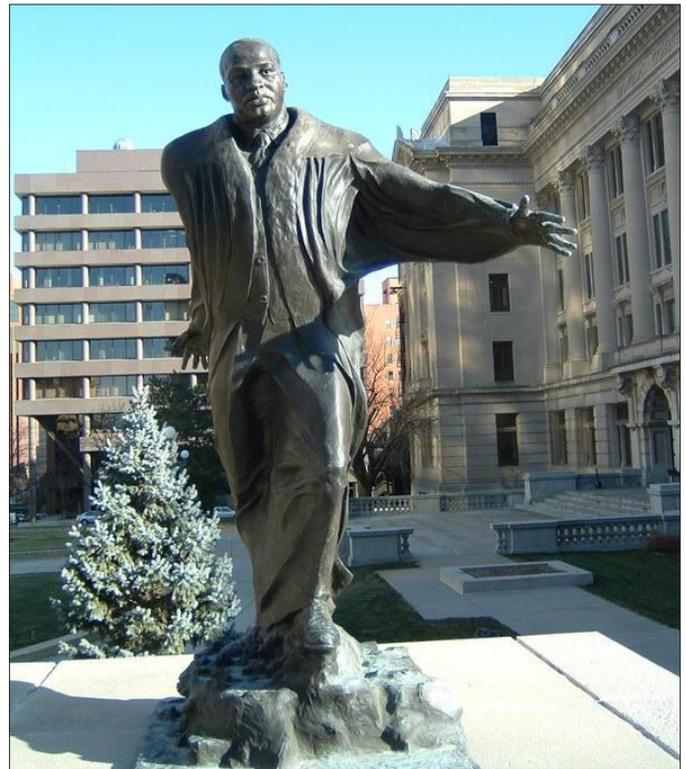
This Plan recommends a number of initiatives to be taken on by the City and not-for-profit partners in parallel with the allocation of TIF funds described in Chapter 2 and 4. These initiatives are important to discuss for several key reasons; (1) they are important resulting initiatives that aid in the success of invested TIF funds; (2) they include implementation that cannot be achieved with tax increment financing funds; (3) they can draw on additional implementation measures to amplify the TIF funded projects recommended in this Plan; and (4) they are deemed necessary not only to the successful management of the TIF, but to the success of the entire UNWA community.

3.2 Parallel Initiatives

#1 AREA, IMAGE, AND IDENTITY

Section 2.1 discussed the need for an improved image and identity - not only for the TIF District neighborhoods, but for the entire UNWA area. The neighborhoods of UNWA generally do not have much recognition throughout the City, and those that do often have a negative reputation backed by a perception of crime, blight and disinvestment.

While UNWA and its TIF District have many socioeconomic problems, it is important to note its wealth of positive features. In addition to the historic and cultural landmarks mentioned throughout this document located within the TIF District, the TIF neighborhoods are located near many other amenities such as Riverside Park, several Golf Courses, the White River, Crown Hill Cemetery, the Indianapolis Art Museum, and several historic neighborhoods. It could be argued that there are as many if not more, park, trail and recreational amenities within or near the TIF District than most other neighborhoods within the City. In terms of historic housing stock, few neighborhoods outside of the Downtown area compare to UNWA neighborhoods.



The image of Dr. Martin Luther King, Jr. may be an appropriate theme for the UNWA community to build upon in establishing a new unique, compelling identify for itself and its neighborhoods.

Development Implementation Plan for the UNWA TIF District

This Plan recommends an intensive and comprehensive program with the intention of establishing and improving the image of the UNWA area. Below are two recommendations for this program:

(1) Gateway Improvements

One of the few items that TIF funds can be used for are physical gateway improvements, such as landscaping, posts, banners or any other component of an infrastructure or right-of-way project. This is precisely what is proposed for MLK Street right-of-way improvements. As the front door to the TIF District (and most of the UNWA area), signature gateway items or themes help announce one's presence in an urban place, and define what that place is.

(2) Area Branding

An area's or neighborhood's name is very important to one's understanding and perception of an urban place. Old Northside, Irvington, Meridian-Kessler and Woodruff Place are all well established neighborhoods with instantly recognizable "brands" to locals of Indianapolis. On the other hand, neighborhoods that have begun to be defined by their Community Development Corporations, such as the United Northeast, CAFE and UNWA (United Northwest) have limited recognition. Within the TIF District, only one neighborhood has citywide recognition - Riverside - and it is but a fraction of the larger UNWA area. It is recommended that the UNWA community strategize for creating a "brand" name for UNWA, or separate UNWA neighborhoods. The area has already done an excellent job naming parks, buildings and streets after important historic figures from the community. This theme should be followed, and a subsequent marketing program be put into place to advertise the area in Indianapolis Neighborhood publications.

(3) A Dr. Martin Luther King, Jr. (or African American) Theme

The designation of Northwestern Street as Dr. Martin Luther King, Jr. Street could work to the advantage of the UNWA community in its search for an area "brand" or image. Incorporation of MLK themes throughout the neighborhoods - but especially on MLK Street - is a readily available and identifiable theme. A caveat is that this same theme can be leveraged in other areas of the City, such as King-Kennedy Park. Regardless, it is recommended that the UNWA neighborhoods build upon their African-American roots to establish an area identity.



Memorable gateway statements not only establish an area as a "place" but help to raise visibility of a neighborhood or neighborhoods in the regional consciousness.

#2 HOUSING IMPROVEMENTS

As discussed in the market assessment, the housing stock found within the TIF District is in poor condition. Housing located near the best amenities in the area, such as the park and landscaped medians of Riverside, carry high values for the area, but are still much lower than median home values for Center Township. Even the relatively new housing development of Rivers Edge carries values that are lower than comparable new housing development in the City. There are many reasons for this; including the predominance of low income households, high crime, and a high percentage of vacant and unmaintained property, to name a few.

Considering residential uses contribute 95% of the tax increment in the UNWA TIF, improving and sustaining local housing is important not only for residents, but also to maintain available TIF funding for the future.

However, while it is easy to diagnose the issues in the TIF housing stock, it is much harder to find a solution. TIF funding can assist with this initiative, but its overall application is limited. Land acquisition is one of the only direct applications of TIF funding for housing improvements. While this can be helpful to assemble land for the rehabilitation of property by private or not-for-profit entities, it does not do much good for existing residents. Furthermore, the tax gain from individual housing rehabilitation projects is low. Assuming TIF funds are used for acquisition of a residential property, and that property was rehabilitated to a high standard of quality, that property will still only yield about 5 to 15 cents of tax increment per dollar of TIF spent simply to acquire the property.

The limitation of TIF funding is one of the reasons why the focus of this Plan was placed on MLK Street and the Canal, where a combination of property clean-up, new improvements and infrastructure, and eventually development are intended to spur investment in adjacent neighborhoods, eventually impacting this entire TIF area. However, this does not mean that opportunities should not be identified to improve the local housing stock in parallel with TIF funding projects. This initiative can be broken into two categories; Housing Rehabilitation and In-fill development. The market assessment for this Plan examined the feasibility of new, in-fill residential homes on vacant land and found that a significant amount of subsidy would be required to



It is safe to say that a majority of homes in the TIF District could use some level of minor or major rehabilitation. How to accomplish that and keep the homes affordable to existing residents is a huge challenge.



Even though a quarter of all residential lots sit vacant in the TIF District, there may not be enough momentum in the marketplace for in-fill housing without significant subsidy.



There are many examples of subsidized tax credit housing throughout the TIF District, but in order to gain real momentum in the housing market, a housing rehabilitation or in-fill program will need to be administered on a much larger scale than has been seen. This will likely require a significant public-private-non-profit partnership.

make those homes available to affordable buyers. Attracting affordable buyers is crucial because the area is unlikely to appeal to the wider marketplace in the near-term. The amount of housing available in Indianapolis priced well below that of new construction will make it very difficult to absorb any new single family housing product in the next 2-3 years. Therefore, housing rehabilitation is suggested as a focus of this initiative, though new housing opportunities, especially for multi-family units, should continue to be explored.

The City of Indianapolis' Land Bank is a good method to acquire residential property affordably through tax sales. The Land Bank can then turn over the land to private or not-for-profit developers in order to facilitate new housing or housing rehabilitation. The drawback to this tool is that a significant amount of property can quickly move to the land bank, especially in a lower income neighborhood. This would have impacts on the TIF district if too much property is acquired and not turned over for development. This issue is already starting to appear with the large portion of land acquired through local churches and non-taxable entities.

#3 BUSINESS RECRUITMENT

TIF funds can be used to generate a large number of shovel ready sites, but if this redevelopment strategy is not paired with a sound business recruitment strategy, the final results may not be as effective as intended in terms of attracting new development and investment.

Business recruitment efforts are typically handled at the local level, unless it concerns a moderate to major commercial or industrial employer, then the City or State's economic development department may be involved. Organizations like Not-for-Profit Development Corporations or a Business / Special Improvement District type entity are appropriate for this task.

Successful Business / Retail Recruitment and Retention consists of four core activities; (1) a good relationship with existing business owners and tenants; (2) an understanding of available and potentially available spaces and storefronts for new businesses; (3) a marketing program that advertises a business opportunity in your area, as well as available space within your geography; and (4) an awareness of local and national retailers looking to expand, and subsequent outreach to those businesses to market your area.

#4 CRIME REDUCTION

A perception of crime in the TIF District is a major item holding the area back from investment. However, it is also one of the least tangible tasks to organize around and solve. The investment of TIF funds in the two opportunity areas, combined with other parallel initiatives such as housing improvements will hopefully help improve aesthetics and functionality of the TIF neighborhoods, which should have some impact on crime. Apart from this, most in the community and the City understand that more effort and investment will be needed to reduce crime in the TIF District.

Placing a police sub-station within the TIF District has been suggested, and this report recommends that approach. It also recommends a campaign to improve street lighting throughout the TIF District. This is made difficult by current restrictions that call for the neighborhood to pay for maintenance of this lighting (TIF funds can be used to pay for their installation).

#5 EMPLOYMENT TIF DISTRICT

The southern portion of the UNWA area, directly south of the TIF District, consists of a neighborhood centered on Harding Street, and a predominantly industrial area on the west and east banks of Fall Creek. This area could be improved as an employment center that would benefit TIF District and UNWA residents. Just as industrial uses located within the UNWA TIF District have outlived their usefulness as appropriate land uses and contributors to the local tax base, the industrial areas between Burdsal Parkway and 16th Street are more appropriate for industrial or major employment uses. This is based on the access these areas have to regional arterials, existing land uses, and planned development growth along 16th Street.

It is proposed that the City of Indianapolis establish a future TIF for this area, illustrated in Figure 3.1. The enhancement of employment areas, such as this, could significantly benefit low income areas like UNWA by providing highly needed jobs at appropriate skill levels. A Tax Increment Finance District will assist in re-organizing this industrial land, much of which is currently underutilized, to accommodate new businesses. These businesses could benefit from the BioCrossroads economic development area along 16th Street.

Expanding the UNWA TIF District to include this employment area was considered, as its growth potential could provide significant revenue for the development of opportunity areas outlined in this Plan. However, expansion of the UNWA TIF could trigger new legal clauses that might cause the District to sunset within 15 years or less and cap the UNWA TIF expansion at 10%.

Figure 3.1
Proposed Employment TIF District



Development Implementation Plan

for the UNWA TIF District

1 Introduction

2 Development Plan

3 Parallel Initiatives



4 **Implementation Plan**

Public Sector Project Costs
TIF Fund Allocations
Short-Term Project Evaluation
Conclusions
Capacity Building



4.1 Overview

The Implementation section discusses the methodology for achieving the “vision” for each Opportunity Area - as well as comprehensive revitalization of the UNWA TIF District using TIF funds as a catalyst.

This section discusses the potential costs of infrastructure improvements and pre-development activities outlined in Section 2 for each Opportunity Area. These represent projects that would most typically be taken on by the public sector (i.e. the city of Indianapolis). It also illustrates the amount of private investment that the city could expect to “leverage” as a result of those projects. Each component was examined in regard to the capacity of the City or its not-for-profit or private partners to implement them in the short-term (1-3 years). The availability of using TIF funds and the importance of each component relative to the next steps in each opportunity area were also examined. Based on these tests, a list of Short-Term, TIF funded projects were selected for immediate implementation by the City of Indianapolis.

4.2 Public Sector Project Costs

The Development Implementation Plan estimated costs for all components of the opportunity areas that could, or would expected to, be provided by the City of Indianapolis. This includes the suggestions of major Infrastructure Improvements, and Pre-Development Activities. These costs accomplish three goals; (1) they assist in determining what components could become short-term TIF funded projects; (2) they provide a general long-term budget for the City and its partners to organize around; and (3) it provides a direction towards how much private investment the City should attempt to “leverage”, which is discussed in more detail in section 4.3.

The estimated public sector costs for the opportunity areas are between \$16 and \$19 million for the MLK Street Opportunity Area, and between \$32 and \$34 million for the Central Canal Opportunity Area. These numbers include all major infrastructure improvements recommended in Chapter 2, plus all estimated land assembly costs, from land acquisition to demolition, site preparation, and environmental remediation.

There are two major differences between the two opportunity

areas in terms of pre-development costs. The first is that land is generally more costly near the canal because of the larger size of parcels, plus their industrial users. The second is that the pre-development activities of the canal area includes the removal of the existing rail spurs, which add \$6.7 million to the cost of prepping the canal area for development.

Though the tables on the next two pages are meant to represent public sector improvement projects, it is likely that the public sector will not have to be responsible for 100% of the outlined costs. The totals discussed in this section represent the full cost of proposed infrastructure improvements, as well as the full land assembly cost of every potential development site within each opportunity area. As the market conditions improve within the TIF District as a result of short (1-3 years) and near (3-5 years) term the goal is to increase the private sector developers role in part, if not all of the land assembly,

4.3 Leveraged Investment

This plan took the development “vision” for the two opportunity areas and applied cost estimates that represent the investment a private developer would make to construct, improve, and occupy a site. These estimates were calculated in order to roughly determine how much “leveraged” investment the City should expect as a result of its own investment in the UNWA TIF District.

Investment in TIF districts by public sector entities should always be thought of in terms of leveraged investment. The public sector should expect at least a 1:2 leveraging ratio from an investment - meaning for \$1 the public sector puts into a project, the private sector will spend \$2. Leveraging ratios below 1:2 are acceptable only in extremely distressed areas (including UNWA), and a ratio of 1:4 is the typical goal for a project where public sector incentives play a role.

In a 20 year horizon, this plan estimates that between \$135 to \$210 million of private investment could be seen on MLK Street, given the recommended improvements. Using the costs of potential public sector projects from Section 4.2, this would yield between a 1:8 and a 1:10 leveraging ratio, both excellent ratios. Central Canal private investment could be as high as \$160 to \$250 million. This means a leveraging ratio between 1:5 and 1:7. Not as good as MLK, but still excellent for an areas like the TIF District.

Development Implementation Plan

for the UNWA TIF District

Summary of Estimated Cost for Infrastructure Improvements and Pre-Development Activities - MLK Street Opportunity Area (costs are *estimates* only)

	Activity / Component	ESTIMATED COST	
		Low	High
INFRASTRUCTURE PROJECTS			
I1	MLK Street Right-of-Way Enhancements	\$9,500,000	\$12,000,000
	Northern Section	\$3,000,000	\$3,500,000
	Central Section	\$4,000,000	\$4,500,000
	Southern Section	\$3,500,000	\$4,000,000
I2	California Street Extension*ⁱⁱ	\$1,000,000	\$1,200,000
I3	Campus Connector Trail*	\$400,000	\$500,000
	SUB-TOTAL	\$10,900,000	\$13,700,000
	Activity / Component	Land Acquisition ⁱⁱⁱ	Other Costs ^{iv}
PRE-DEVELOPMENT ACTIVITIES (LAND ASSEMBLY AND SITE PREP)			
M1	Mixed Use Gateway Site	\$412,000	\$170,877
M2	Multi-Family Development	\$513,625	\$234,240
M3	Commercial / Institutional Site #1	\$286,250	\$189,747
M4	Commercial / Institutional Site #2	\$261,625	\$53,550
M5	Bar-B-Q Heaven Site	n/a	n/a
M6	Commercial / Institutional Site #3	\$172,125	\$53,165
M7	Commercial / Institutional Site #4	\$170,498	\$52,005
M8	Community Center	\$772,625	\$293,683
M9	Retail Site #1	\$187,500	\$132,949
M10	Retail Site #2	\$170,125	\$57,548
M11	Retail Site #3	\$371,750	\$116,521
M12	Marathon Gas Station	n/a	n/a
M13	Double 8 / Chase Bank	n/a	n/a
M14	Retail Building		
M15	Retail Site #4	\$131,250	\$92,218
M16	Fountain Lounge Site	\$121,875	\$53,860
M17	Mustang Ranch Site	\$141,750	\$147,611
	SUB-TOTAL	\$3,712,998	\$1,674,974
	TOTAL	\$16,287,972	\$19,087,972

ⁱ includes "soft" costs such as mobilization, design/engineering, construction engineering, and contingency

ⁱⁱ does not include land assembly costs

ⁱⁱⁱ estimate = assessed value (2008 pay 2009) plus 25% multiplier. Cost is an estimate of market value, eventual acquisition cost will vary

^{iv} includes site preparation costs such as demolition, site clearing & grading, and utilities improvements

Summary of Estimated Cost for Infrastructure Improvements and Pre-Development Activities - Central Canal Opportunity Area (costs are *estimates* only)

Activity / Component		ESTIMATED COST	
		Low	High
INFRASTRUCTURE PROJECTSⁱ			
2A	Clifton Street Extensionⁱⁱ	\$2,200,000	\$2,750,000
2B	Burton Street Intersection / Extensionⁱⁱ	\$90,000	\$115,000
2C-1	Canal Greenway Trail (westside)	\$900,000	\$1,100,000
2C-2	Canal Greenway Path (eastside)ⁱⁱ	\$100,000	\$150,000
2D	Pedestrian Bridges	\$3,800,000	\$4,500,000
	School #42 Park Constructionⁱⁱ	\$1,850,000	\$2,200,000
	SUB-TOTAL	\$8,940,000	\$10,815,000
Activity / Component		Land Acquisition ⁱⁱⁱ	Other Costs ^{iv}
PRE-DEVELOPMENT ACTIVITIES (LAND ASSEMBLY AND SITE PREP)			
C1	School #42 Park	\$819,250	\$590,185
C2	Multi-Family Development #1 (IMI Site)	\$319,250	\$241,000
C3	Multi-Family Development #2	\$187,500	\$316,314
C4	West Canal Residential Infill	\$437,008	\$399,085
C5	East Canal Residential Development #1	\$523,625	\$789,696
C6	West Canal Residential Infill and Rehab	\$1,002,625	\$257,530
C7	East Canal Residential Development #2	\$1,037,125	\$977,731
C8	Mixed Use Development #1	\$865,500	\$1,063,339
C9	Mixed Use Development #2	\$426,125	\$239,518
C10	Riverside Plaza	n/a	n/a
C11	Single Family Residential Infill	\$93,750	\$3,719
C12	City Maintenance Site	\$2,192,250	\$3,793,145
	Removal of Rail Spur		\$6,700,000
	SUB-TOTAL	\$7,904,008	\$15,289,545
	TOTAL	\$32,133,553	\$34,008,553

reference Figure2.7 on page 47.

ⁱ includes "soft" costs such as mobilization, design/engineering, construction engineering, and contingency

ⁱⁱ does not include land assembly costs

ⁱⁱⁱ estimate = assessed value (2008 pay 2009) plus 25% multiplier. Cost is a pure estimate of market value, eventual acquisition cost will vary

^{iv} includes site preparation costs such as demolition, site clearing & grading, utilities improvements and environmental testing (if necessary)

4.4 TIF Fund Allocations

When this report was adopted, there was approximately \$3.8 million available in the UNWA TIF fund. This represents revenue collected off of tax increment since 1997, plus interest, and minus about \$325,000 paid out in 2007 and 2008. This \$3.8 million (and change) represents the budget for allocation for this Development Implementation Plan.

Since 2003, the UNWA TIF district has steadily accumulated between \$500,000 and \$650,000 in tax increment revenue. Because very little of the fund was spent, the fund accrued approximately \$420,000 in interest during the same period (2003 - 2009). Based on these numbers, total future annual revenue for the TIF District is estimated to be between \$550,000 and \$700,000, if no increase in increment is achieved in the near future. This takes into account spending a portion of the fund within the next fiscal year.

This plan recommends that the existing fund be allocated into four primary Funds for the period 2009-2010:

- (1) a **Direct Infrastructure Fund** for immediate appropriation and expenditure. This is based on the requirement of this process that a portion of the available TIF funds be allocated to the Department of Public Works for infrastructure improvements.
- (2) an **Infrastructure Fund** that sets aside a portion of TIF funds for discretionary infrastructure improvements focused on the two opportunity area. It is important to note that this fund is meant specifically for infrastructure that **supports real estate development or private investment outcomes**. It is not intended to use on general infrastructure improvements such as street/alley or sidewalk repair.
- (3) a **Development Support Fund** dedicated solely to incentivizing development outcomes and investment growth. This fund would have two sub-funds; (1) money dedicated to land assembly, meaning the acquisition of land, demolition of any structures, and site clean-up / preparation - all for the goal of creating "shovel-ready" sites for development; and (2) a development incentive fund that is always

available for supporting development through a number of methods, from targeted infrastructure improvements, loan guarantee, land assembly, etc. Though the fund will get drawn down at times, it is important that private investors and developers know that these funds are available for use within the opportunity areas.

- (4) a **Cash Reserve** that represents a "base" of funds that always remain in the TIF fund. These funds not only help generate at least some interest in the fund, but they are a contingency against a full-draw down of the TIF fund when a certain amount of money would be needed to incentivize an important development deal.

Section 4.3 examines the feasibility of each opportunity area "project" detailed in Chapter 2. It uses a methodology to determine where funds should be allocated from the TIF fund in the next 1-2 years, whether it is infrastructure, development incentives, or others. Once those short-term opportunities are established, Section 4.4 will outline a detailed budget of TIF fund allocations based on the four primary areas this section outlined.

4.5 Short-Term Project Evaluation

The "visions" for each opportunity area are intended to be accomplished within a 10 to 20 year horizon for each component. Since short-term implementation is the primary goal of this Development Implementation Plan, This section examines these components for their ability to be implemented within the next 1-2 years or through the year 2010.

Chapter 2 discussed the current market conditions within the TIF District, which limit the desire of developers to invest in the TIF without significant public subsidy. Therefore, most of the short-term TIF fund investments are likely to go towards pre-development activities and infrastructure improvements that support desired development outcomes.

A methodology was applied to every component of each of the opportunity areas. The results, which can be found on pages 72 and 73, applied three criteria to each of the components:

Summary of Short-Term Potential for MLK Street Opportunity Area Components

	Activity / Component	Can it be implemented immediately? (1-2 years)	Can you use TIF?	Is this a catalyst for a next step?	
PRE-DEVELOPMENT ACTIVITIES					
	Land Assembly via Acquisition and Demolition	Yes, for some sites	Yes	Yes	
	Environmental Remediation	No, requires study and longer timeline	Yes	Yes	
INFRASTRUCTURE PROJECTS					
I1	MLK Street Right-of-Way Enhancements	Yes, if phased	Yes	Yes	
I2	California Street Extension	Unlikely	Yes	Unlikely	
I3	Campus Connector Trail	Yes	Yes	Unlikely	
DEVELOPMENT OPPORTUNITIES					
M1	Mixed Use Gateway Site	Yes, market has shown interest	Yes, for land assembly only	Possible	
M2	Multi-Family Development	Unlikely		Unlikely	
M3	Commercial / Institutional Site #1	Unlikely		Unlikely	
M4	Commercial / Institutional Site #2	Unlikely		Unlikely	
M5	Bar-B-Q Heaven Site	Yes, depending on scale of improvement		Yes, for development incentives	Unlikely
M6	Commercial / Institutional Site #3	Unlikely		Yes, for land assembly only	Unlikely
M7	Commercial / Institutional Site #4	Unlikely			Unlikely
M8	Community Center	Yes, if phased			Possible
M9	Retail Site #1	Possible			Unlikely
M10	Retail Site #2	Possible			Unlikely
M11	Retail Site #3	Possible			Possible
M12	Marathon Gas Station	Ok as existing use			Unlikely
M13	Double 8 / Chase Bank	Ok as existing use			Unlikely
M14	Retail Building	Unlikely		Yes, for land assembly and development incentives	Unlikely
M15	Retail Site #4	Possible	Yes, for land assembly only	Possible	
M16	Fountain Lounge Site	Possible, focus on relocation of existing business	Yes, for land assembly only	Unlikely	
M17	Mustang Ranch Site	Possible, focus on relocation of existing business	Yes, for land assembly only	Unlikely	

Development Implementation Plan

for the UNWA TIF District

Summary of Short-Term Potential for Central Canal Opportunity Area Components

	Activity / Component	Can it be implemented immediately? (1-2 years)	Can you use TIF?	Is this a catalyst for a next step?
PRE-DEVELOPMENT ACTIVITIES				
	Land Assembly via Acquisition and Demolition	Yes, for some sites	Yes	Yes
	Relocation of Industrial Uses	Possible, if negotiations succeed	Yes	Yes
	Environmental Remediation	No, requires study and longer timeline	Yes	Yes
	Removal of Rail Spur	No, requires study and longer timeline	Yes	Yes
INFRASTRUCTURE PROJECTS				
2A	Clifton Street Extension	Yes for land assembly, no for infrastructure	Yes	Unlikely
2B	Burton Street	Yes, but unlikely	Yes	Unlikely
2C-1	Canal Greenway Trail (westside) & canal clean-up	Yes	Yes	Yes
2C-2	Canal Greenway Path (eastside)	No right of way available	Yes	Unlikely
2D	Pedestrian Bridges	No, too costly	Yes	Unlikely
DEVELOPMENT OPPORTUNITIES				
C1	School #42 Park	Yes, for land assembly, park likely to take longer	Yes	Unlikely
C2	Multi-Family Development	No, requires IMI move	Yes, for land assembly only	Possible
C3	Multi-Family Development	No		Unlikely
C4	West Canal Residential Infill	No, requires move of Perry Manufacturing		Possible
C5	East Canal Residential Development 1	Unlikely		Unlikely
C6	West Canal Residential Infill and Rehab	Unlikely		Possible
C7	East Canal Residential Development 2	Unlikely		Unlikely
C8	Mixed Use Development 1	No, requires move of DA Lubricants		Possible
C9	Mixed Use Development 2	Unlikely		Unlikely
C10	Riverside Plaza	Yes	No	Depends on user
C11	Residential Infill	No, requires move of existing user	Yes	Unlikely
C12	City Maintenance Site	No, requires move of existing user	Yes, for land assembly only	Possible
C13	Salvage Yard	Unlikely	Yes, for land assembly only	Unlikely

(a) Can the component be implemented within the next 1-2 years? Is the cost too great for short-term implementation? Are there too many “tactical” details to work out before the component can be achieved?

(b) Can TIF funds be applied to the component? This plan focuses on the allocation of funds from the TIF District - components that require additional funding sources (especially private development) - require subsequent organization by the City or its partners outside of this plan.

(c) Is the component a catalyst for a next step? A component that is not considered to provide “catalytic” qualities should not be a part of the out-of-the-box implementation efforts for the opportunity areas - i.e. components that are useful, but do not drive subsequent investment as a result of their completion, or tie in with a “next step” development or infrastructure project.

Many answers to these criteria are undetermined, and represent a qualitative assessment by the consultant team. “Yes” answers represent the closest that can come from the affirmative, “Possible” answers suggest possibility if certain circumstances such as land assembly or market improvement occurs, “Unlikely” indicates that the criteria cannot be entirely ruled out, but the assessment by the consultant team is leaning towards the negative, and “no” is a negative response, usually followed with a qualification as to why the consultant team answered the criteria in the negative.

SHORT-TERM OPPORTUNITIES

Based on this methodology, the following opportunity area components were identified as potential short-term projects.

MLK STREET OPPORTUNITY AREA

- Land Assembly
- Environmental Remediation (Phase 1 and Phase 2 studies for contaminants only)
- MLK Street Right-of-Way Improvements (if phased)
- Development Site M1*
- Development Site M8* (community center)
- Development Site M15*

* development sites considered to have potential in the short-term, but which may require land assembly, and thus their timelines are dictated by the time it takes for land acquisition and transfer to a private developer.

CENTRAL CANAL OPPORTUNITY AREA

- Land Assembly
- Environmental Remediation (Phase 1 and Phase 2 studies for contaminants only)
- Canal Greenway Trail and Clean-up (if phased)
- Relocation of Industrial Uses

4.6 Conclusions

Given that there are perceived to be a very limited amount of short-term private development opportunities within the TIF District, it is the recommendation of this study that a majority of the available TIF funds be allocated to pre-development activities and infrastructure projects. The remaining funds should be kept in the Development Fund for the purpose of incentivizing development.

There are 3 projects that this plan recommends for immediate implementation in 2009-2010.

(1) CANAL GREENWAY TRAIL (FIRST PHASE)

There are enough available funds to begin the extension of the central canal towpath south from 30th Street to Burdsal Parkway. A first phase of this project would involved the clean-up of trash, intrusive vegetation and blight along the entire canal, and the construction of a 6' wide crushed stone trail on Water company property. Because Harding Street is so close to the Water company land on the northern end of the trail extension, the trail will have to wait to be extended the final x feet along Harding to 30th Street. The key implementation agency for this project will be the City Parks Department, couple with the Water Company. Cost, as outlined in Section 4.1, is estimated to be \$200,000.

(2) MLK STREET RIGHT-OF-WAY IMPROVEMENTS (FIRST PHASE)

Significant, well-designed right-of-way improvements as those suggested in Chapter 2 have the potential in playing a large role in leveraging new development, along with land assembly and development incentives. The price tag for the full "vision" for MLK Street is beyond the current TIF budget, but there are opportunities to implement the project in phases that will be designed to build-upon each other. First phase cost is estimated to be \$1.7 million.

(3) LAND ASSEMBLY

The creation of "shovel-ready" sites is one of the best incentives the City could provide to attract development to the UNWA TIF. It is recommended that approximately 10-15% of existing TIF funds be allocated for immediate land assembly within the two opportunity areas. It is also recommended that a certain amount of funds be allocated to land assembly each year for the next 5 years, at a minimum.

For the first year implementation year, the City should focus on acquisition of land on the MLK Street corridor. It is unclear at this point where the best areas are for land acquisition. However, a priority will be to assemble parcels that are appealing to commercial users. For many of the development opportunity sites illustrated in Chapter 2, this will require the acquisition and demolition of some residential structures to create larger parcels. This also may require a relocation assistance program for any current residents, a program which could be accomplished with TIF funding. However, a visual survey of the residential structures on or near these sites finds that many of the structures are vacant.

It is recommended that \$400,000 be allocated immediately towards land assembly, specifically along the MLK Street corridor. It is intended that these funds work in parallel with initiatives by the City that amplify the impact of the funds, including acquisition of property through tax sale and the open market.

2009 - 2010 TIF Funded Project Recommendations

PROJECT	ESTIMATED COST
MLK Street Right-of-Way Improvements (First Phase	\$1,700,000.00
Central Canal Greenway Trail (Towpath Extension (First Phase)	\$200,000.00
Land Assembly (land acquisition, demolition, site prep)	\$400,000.00
	\$2,300,000.00

Recommendations for 2009-2010 UNWA TIF Fund Allocations

FUND	ALLOCATION	IMPLEMENTATION OR MANAGEMENT AGENCY
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Immediate Infrastructure Expenditure

#1 - MLK Street Right-of-Way Improvements (First Phase)	\$1,700,000.00	Department of Public Works (DPW)
#2 - Central Canal Greenway Trail (First Phase)	\$200,000.00	Parks Department / Water Company

Infrastructure Fund

Year One Infrastructure Fund (for currently undetermined infrastructure improvements intended to support intended development outcomes)	\$300,000.00	Management of funds = Dept. of Metropolitan Development (DMD) Implementation = DPW
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Development Support Fund

Land Assembly	\$400,000.00	Department of Metropolitan Development (DMD)
Development Incentives	\$740,496.00	Department of Metropolitan Development (DMD)

Cash Reserve

\$500,000.00	Department of Metropolitan Development (DMD)
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TOTAL \$3,827,496

TIF FUND MANAGEMENT

The sum of Projects 1 and 2 comes to \$1.9 million. This is intended to be appropriated/encumbered in 2009. The \$400,000 for Land Assembly should be appropriated when necessary to acquire property. The Plan recommends the following criteria for managing the UNWA TIF Fund beyond 2009.

- (1) After the immediate infrastructure expenditure within this Plan's first year, all remaining funds should be controlled by the Department of Metropolitan Development through the Development Support Fund, or Infrastructure Fund.
- (2) TIF Funds should be appropriated only when specific tasks (such as land assembly or site prep) or projects are identified.
- (3) TIF Funds should never be allocated to projects that represent basic maintenance or improvements to infrastructure such as streets, sidewalks, alleys, etc. unless such a project will serve to support a tangible and identifiable development project.
- (4) Revenue from the TIF District should be allocated only to the Development Support Fund or Infrastructure Fund.
- (5) DMD should maintain a minimum Cash Reserve of \$500,000 on an annual basis. The Cash Reserve should only be spent in special circumstances and should always be replenished through TIF revenue.

4.7 Maintenance and Operations

Currently, the City of Indianapolis will provide infrastructure improvements and maintenance of that infrastructure only for a certain level of improvement. The recommended improvements to MLK Street and the Central Canal go beyond this basic level of improvement, and while TIF funds can be used to construct infrastructure, they cannot be used to maintain or operate that infrastructure. Therefore, methods need to be identified for the provision of maintenance and operation of each project, which includes things like street trees and landscaping, trail maintenance, replacement of materials, etc.

Several neighborhoods around Indianapolis have experienced a similar situation, and have successfully organized to solve this issue. The following are two potential solutions to the maintenance / operations issue for the UNWA TIF District.

Community / Neighborhood Fund

This strategy would require a local organization, such as UNWA DC, UNWA, Inc. or other entity to organize around raising funds specifically for the purpose of paying for infrastructure maintenance for MLK Street and the Central Canal.

Adopt-a-Block Concepts

This strategy would raise money from local businesses and not-for-profits such as churches by asking them to “sponsor” a block along MLK Street or the Canal. The donations of these organizations would pay for some, if not all, of the required maintenance. In return, there would be well placed and visible signage advertising the sponsorship.

4.8 Capacity Building

This section addresses how the City and the neighborhood should work together to assure that the UNWA TIF – Development Implementation Plan (The Plan) results in successful development and public investment outcomes. It is clear that a deliberative approach must be established to focus on how the TIF District neighborhoods, City and others can partner through public/private/not-for-profit partnerships to accomplish The Plans priorities. Recent history has shown that UNWA has not successfully organized around development opportunities as they present themselves. This Plan recommends that the City guide a well informed representative group of neighborhood stakeholders that would serve to receive input from the neighborhood and work to support the development objectives now formally established by the Implementation Plan.

ORGANIZING FOR SUCCESS

It is the recommendation of The Plan that in order for the implementation to be successful three objectives need to be achieved:

- (1)** The UNWA TIF District needs a vital, capable common voice to facilitate broad-based involvement and coordination.
- (2)** The UNWA TIF District needs to organize differently to constructively deal with resident concerns.
- (3)** The UNWA TIF District needs to develop working partnerships designed to encourage a successful implementation of the Plan’s agenda.

These outcomes were presented to the Advisory Team on June 3rd and to the neighborhood on June 18th as part of an overview of the overall proposed Plan. Both the proposed plan and these recommendations were accepted by the attendees.

THE CITY OF INDIANAPOLIS’ ROLE

It is the Plan’s recommendation that the City form and lead an **Implementation Advisory Committee** with the primary purpose of working with the City to finalize the development priorities as identified in the plan and support the implementation of The Plan. This group should be representative of neighborhood interests and other