About the Urban Land Institute

- The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

- ULI is a membership organization with more than 42,000 members worldwide representing the spectrum of real estate development, land use planning and financial disciplines, working in private enterprise and public service.

- What the Urban Land Institute does:
  - Conducts research
  - Provides a forum for sharing of best practices
  - Writes, edits and publishes books and magazines
  - Organizes and conducts meetings
  - Directs outreach programs
  - Conducts Advisory Services Panels
Thank You to Our Sponsor!
Thank You to Everyone Else…!

The Advisory Services Program

- Since 1947
- 15 - 20 panels a year on a variety of land use subjects
- Provides independent, objective, and candid advice on important land use and real estate issues
The Panel Process

• Review background materials
• Receive a sponsor presentation and tour
• Conduct stakeholder interviews
• Consider data, frame issues and write recommendations
• Make presentation
• Produce a final report
Panelists

Alan Razak- AthenianRazak, Philadelphia, PA (Chair)
Jay Amin- VIA Consulting Group/1-S-LAND Companies, Crofton, MD
Dan Anderton- Dewberry, Gaithersburg, MD
Erwin Andres- Gorove/Slade, Washington, DC
Rick Goldman- Pacific Construction Services, Chicago, IL
Anita Kramer- The Urban Land Institute, Washington, DC
Theresa Ward- Department of Economic Development and Planning, Suffolk County, NY

ULI Staff

Lauren Callaghan- Director- Advisory Services
Rebecca Hill- Associate- Meetings and Events
Jacob Dines- Intern- Ball State University
Study Area and Project Sites
Sponsor Questions

- What types of redevelopment would the market support for this site?
- How can multimodal connectivity be improved within the site and study area?
- What potential problems might the City of Indianapolis, the Irvington Development Organization, and IndyGo face when pursuing redevelopment of the site?
- What actionable steps should the City of Indianapolis, the Irvington Development Organization, and/or IndyGo take to initiate and pursue redevelopment of the site?
- What roles might the Federal Transit Administration Joint Development program, Indiana redevelopment law, and/or tax-incremental financing play in the potential redevelopment of the site?
Panel Assignment (the Questions Distilled)

- Redevelopment types and program for study sites?
- How to improve multimodal connectivity in and around study site?
- What are potential problems?
- What are the steps?
- What roles can FTA Joint Development program, Indiana redevelopment law and/or TIF play?
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
The Role of the Subject Project

It’s all Irvington – let’s connect it
Getting Your Future Right

- A more sustainable development model
- The triple bottom line
- BRT

**Environmental**
- Sustainable Energy
- Extreme Weather Protection
- Natural Resource Availability

**Economic**
- Jobs / Income
- Savings, Investment
- Credit-worthiness

**Social**
- Health
- Community Cohesion
- Organizing Capacity
Irvington Plaza Concept

▪ A gathering place
▪ A gateway
▪ A neighborhood
A Real Plaza for Irvington
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Market Analysis: Overview

▪ Focus
  • Housing
  • Retail
  • Creative space
  = Mixed-use

▪ Why, in general?
  • Former shopping center sites have proven to be viable locations of mixed-use development
    ▪ Unique in site size in older communities
    ▪ Depth allows for housing options away from arterial
    ▪ Retail remains viable due to sites accessibility and visibility, even if it is at a reduced footprint
    ▪ Altogether, have provided opportunities to create new neighborhoods

▪ The specifics of Irvington Plaza
Market Analysis: Housing

- **Marion County**
  - Demand for 18,082 *new, attached* units in *walkable* neighborhoods in a span of 30 years (2010-2040)
    - 600 units per year, average
      - *(Greenstreet, 2018 Blue Line TOD Strategic Plan)*

- **Irvington Plaza site**
  - Blue Line BRT station at Irvington Plaza
    + Adjacent to Pennsy Trail
    + New street grid
    + New commercial and community uses
      = A walkable neighborhood, not just a transit-oriented housing site

- **440 attached** units at this large, strong site
Market Analysis: 440 Attached Units

- **Overview**
  - Demand for additional available product in the Study Area
    - Current velocity of higher priced single-family home sales in Irvington
    - Lower-priced homes remain on the market for longer periods
  - 2.5% of total 30-year demand in Marion County
  - 5-year phase-in; 88 units per year
    - 15% of annual average 30-year absorption
  - 22 units per acre (gross density)
    - Exceeds residential minimum for District Centers, Station area’s designation (*TOD Strategic Plan*)
  - 6.7% increase in dwelling units in the Study Area
    - Creates a new neighborhood & a new housing product for Irvington market
    - Expands demand for retail and commercial space
    - Increases potential BRT ridership
Market Analysis: 440 Attached Units

▪ (Working) Profile

  • 226 units
    For-sale townhomes
    2-story + loft, 1,600 square feet of living space plus garage
    2-story, 1,200 square feet of living space plus garage

  • 214 units
    Urban Niche
    Rental
    624 square feet average
    Studios & 1-bedrooms; some 2-bedrooms
    Multiple market segments/generations
    Millennials/Gen Z who prefer to rent
    Boomers/seniors looking to downsize, one-level, remain in community
    Everyone in between
Market Analysis: Retail/Commercial

- **Overview:**
  - 62,000 square feet of supportable retail/commercial space
  - 20% of the current retail/commercial square footage at Irvington Plaza
  - Exceeds retail minimum for District Centers, station area’s designation (*TOD Strategic Plan*)

- **(Working) Profile**
  - Niche grocery store: 20,000-30,000 square feet
    - Anchor
    - Visible from Washington Street
  - Neighborhood/community-serving retail: 3,000-5,000 square feet
  - Food service: 8,000-10,000 square feet
  - Artists and maker space/specialized flex space: 27,000 square feet
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Evolution of Place

- Design conceptualization
- Creating a sense of place
  - Gathering places
  - Community amenities
  - Pennsy Trail connection
- Connection of the urban fabric
- Programming a marketable and flexible community plan
- Creating a real plaza in Irvington
Community Arts & Performance Center
- Indoor/outdoor performing spaces
- Classrooms
- Exhibit & meeting spaces
- Cultural & fine arts spaces
- Studio & crafts hall
Community Gathering Places

Dairy Queen Pavilion
Community Gathering Places

Outdoor Spaces
- Ice skating in winter / splash fountain in summer
- Outdoor seating
- Kiosks & pop-up stands
- Food truck parking
- Market & exhibit pavilion
- Auto loop that can be closed for festivals
Development Concepts

- Commercial first floor on the plaza
- Small grocer
- Residential loft units on plaza and urban niche units
- Urban townhomes with garage in rear
Development Concepts

- Tree-lined streets with sidewalks
- Shaded parking
- Street side guest parking
- Pennsy Trail connections
- Maker/creative space/loft cottages
Ford Site Study Area

- Transitional buffer area
- Park, ball fields, solar fields and parking
- Potential recreation fields for school and Irvington plaza community spaces
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Driving Multimodal Connectivity

- Capitalizing on the BRT
- Reconnecting Irvington
- Integration of urban grid
- Reinforcing Pennsy Trail
Capitalizing on the BRT

- Foster Sustainability

- Create a Gateway to Irvington
  - Promote Irvington Plaza
  - Name Ridgeview Drive station as “Irvington Plaza”
  - Highlight BRT station with placemaking and special features
  - Improve Washington Street pedestrian crossing

- Strengthen BRT & TOD Relationship
  - BRT ridership projections support Irvington Plaza
  - Increased TOD density creates more riders to support BRT
Reconnecting Irvington

- Extend streetscape from Historic Irvington to Irvington Plaza
  - Leverage Historic Irvington walkability (Walk Score: 78)
  - City support needed for construction and maintenance
Integrating the Urban Grid

- **Introduce urban grid through Irvington Plaza**
  - Provides access to and through Irvington Plaza for all residents from all sides

- **Improve East-West connectivity south of Washington Street**
  - Promotes synergy between Historic Irvington and Irvington Plaza
  - Promotes “Park Once” for users at Irvington to park once to walk between all destinations in Irvington (8 minute walk between Historic Irvington and Irvington Plaza)

- **Design Irvington Plaza as a Multimodal Hub**
  - Design elements to support bikeshare, carshare, dockless bicycle and scooters, and rideshare (Uber/Lyft) drop-off/pick-up considerations
  - Connect Pennsy Trail to Irvington Plaza BRT station
Reinforcing the Pennsy Trail

- Promote Pennsy Trail as local connector
  - Encourage pedestrian bicycle connection between Historic Irvington, Irvington Plaza and Ford site

- Address Limited Regional Connectivity
  - Abrupt eastern terminus at Shortridge Road
  - Need to improve wayfinding heading west to Ritter Avenue and north to Ellenberger Park
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Potential Issues / Solutions for Public Sector in Redevelopment

- Overall challenges of public-agency led redevelopment
- Importance of community engagement
Overall Challenges / Solutions for Public Agency Redevelopment

- Demanding of resources and capacity – 3rd party support; transportation, urban design and finance

- Do exhaustive research

- Know upfront what you want to include in the planning for community that will impact negotiations

- Plan to shepherd approvals to build track record

- Steady focus and push hard
  - You can do it
Community Engagement

- Varying perspectives can be informative
- Engage community early and directly

Source: Irvington Development Organization
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Leading from the Front

- Implementation strategies
- Value of certainty & public sector role
- Upcoming steps
Implementation Strategies

- Larger, full-service private developer

- Private master developer & vertical developer(s)

- City as master developer
  - Self-perform
  - 3rd party fee developer

- Site assemblage informs potential phasing / block development

- Public improvements
Value of Certainty & Public Sector Role

- Zoning
- Streamlined infrastructure and utility coordination
- Execution
- Focal point
  - Potential role for Irvington Development Organization
    - Year-round programming / curation of events
    - Funding for maintenance / operations
Upcoming Steps

▪ Determine implementation strategy

▪ Address zoning for Irvington Plaza area properties

▪ Engage broader community and key stakeholders

▪ Develop the community gathering space as informed by the community engagement

▪ Re-energizing the Irvington Development Organization
Alternative Financing / Additional Sources of Funds

Financing Tools & Incentive Programs

- **Joint Development**
  - $2M Federal Transit Administration
  - $2M Equitable Transit-Oriented Development Fund through Indianapolis Neighborhood Housing Partnership (only for affordable housing)

- **Local – Irvington Plaza Economic Development Area designation (pending)**
  - Unlocks tax increment financing to acquire land, clear sites, remediate, etc.

- **Local – Abatements**
  - Real property & personal property tax
  - Vacant building

- **State – Corporate Income Tax Credits**
  - Economic Development for a Growing Economy (EDGE)
  - Hoosier Business Investment (HBI)

- **Federal**
  - New Markets Tax Credits
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Zoning / Density Map
Revenue / Value

- More than $106 million in Value
- $3 million in Annual Commercial Revenue
- Adds more than $50 million to the Residential Tax Base

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
<td>226 units</td>
<td>$56,000,000</td>
</tr>
<tr>
<td>Apartment</td>
<td>214 units</td>
<td>$36,000,000</td>
</tr>
<tr>
<td>Grocery</td>
<td>25,000 sq ft</td>
<td>$8,000,000</td>
</tr>
<tr>
<td>Retail Space</td>
<td>10,000 sq ft</td>
<td>$1,700,000</td>
</tr>
<tr>
<td>Office/Flex</td>
<td>24,000 sq ft</td>
<td>$4,000,000</td>
</tr>
<tr>
<td><strong>Total Value</strong></td>
<td></td>
<td><strong>$106,000,000</strong></td>
</tr>
</tbody>
</table>
## Costs

<table>
<thead>
<tr>
<th></th>
<th>Quantity</th>
<th>Cost per Unit</th>
<th>Total Cost</th>
<th>Total Cost / Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
<td>226</td>
<td>$150,000</td>
<td>$41,000,000</td>
<td>$181,125</td>
</tr>
<tr>
<td>Apartment</td>
<td>214</td>
<td>$110,000</td>
<td>$29,000,000</td>
<td>$135,135</td>
</tr>
<tr>
<td>Grocery</td>
<td>25,000</td>
<td>$100</td>
<td>$3,200,000</td>
<td>$131</td>
</tr>
<tr>
<td>Retail Space</td>
<td>10,000</td>
<td>$100</td>
<td>$1,300,000</td>
<td>$131</td>
</tr>
<tr>
<td>Office/Flex</td>
<td>24,000</td>
<td>$100</td>
<td>$3,150,000</td>
<td>$131</td>
</tr>
<tr>
<td>Site Prep</td>
<td>26</td>
<td>$350,000</td>
<td>$9,500,000</td>
<td>$367,500</td>
</tr>
<tr>
<td>Plaza</td>
<td>88,000</td>
<td>$25</td>
<td>$2,700,000</td>
<td>$30</td>
</tr>
<tr>
<td><strong>Total Cost</strong></td>
<td></td>
<td></td>
<td><strong>$90,000,000</strong></td>
<td></td>
</tr>
</tbody>
</table>
Property Valuation

- Property Value is the difference between Total Project Value and Total Non-Land Cost

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Project Value</td>
<td>$106,000,000</td>
<td></td>
</tr>
<tr>
<td>Non-Land Cost</td>
<td>($90,000,000)</td>
<td></td>
</tr>
<tr>
<td>ROI</td>
<td>($15,000,000)</td>
<td></td>
</tr>
<tr>
<td>Property Value</td>
<td>$1,000,000</td>
<td></td>
</tr>
</tbody>
</table>
Private Developer Proforma

- Value is $106 million - this doesn’t work!

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land</td>
<td>$6,000,000</td>
</tr>
<tr>
<td>Hard Cost</td>
<td>$78,916,590</td>
</tr>
<tr>
<td>Soft Costs</td>
<td>$10,891,800</td>
</tr>
<tr>
<td>ROI</td>
<td>$15,000,000</td>
</tr>
<tr>
<td>Total Cost</td>
<td>$110,808,390</td>
</tr>
</tbody>
</table>
## City as Master Developer

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land</td>
<td>$6,000,000</td>
</tr>
<tr>
<td>Site Prep and Plaza</td>
<td>$12,500,000</td>
</tr>
<tr>
<td><strong>Total Cost</strong></td>
<td><strong>$18,500,000</strong></td>
</tr>
</tbody>
</table>
Healthy Proforma

- With the City as Master Developer, economics now work

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Value</strong></td>
<td><strong>$106,000,000</strong></td>
</tr>
<tr>
<td><strong>Non-land Cost &amp; ROI to Developers</strong></td>
<td><strong>($102,500,000)</strong></td>
</tr>
<tr>
<td><strong>Land Cost Paid to Government</strong></td>
<td><strong>$3,500,000</strong></td>
</tr>
<tr>
<td><strong>Developer Equity</strong></td>
<td><strong>$24,000,000</strong></td>
</tr>
</tbody>
</table>
Funding of the City Work

- Revenue from development will produce $1.2 million in additional annual tax revenue.

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>TIF Bond</td>
<td>$17,000,000</td>
</tr>
<tr>
<td>Land Sales</td>
<td>$2,500,000</td>
</tr>
<tr>
<td><strong>Total Sources</strong></td>
<td><strong>$19,500,000</strong></td>
</tr>
<tr>
<td>Cost</td>
<td>($18,500,000)</td>
</tr>
<tr>
<td><strong>Surplus</strong></td>
<td><strong>$1,000,000</strong></td>
</tr>
</tbody>
</table>
Public / Private Partnership

- **Land Banking / Contribution TIF**
  - Property Value based on pure open market is not sufficient
  - City has the horizon to wait for all phases to come on line
  - City can secure land or choose to provide the site preparation
Presentation Overview

I. Introduction
II. Market
III. Design
IV. Connectivity
V. Actions and Challenges
VI. Implementation
VII. The Numbers
VIII. Conclusion
Questions?