



WEST WASHINGTON STREET

CORRIDOR IMPLEMENTATION PLAN
EXECUTIVE SUMMARY

DECEMBER 2023



INDIANAPOLIS INTERNATIONAL AIRPORT



Project Leadership

A partnership between:

City of Indianapolis, Department of Metropolitan Development

Develop INDY

Indianapolis Airport Authority (IAA)

PREPARED BY:
MKSK

SUPPORTED BY:
Policy Analytics
Development Strategies
Shrewsbury + Associates
Empower Results

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INTRODUCTION

The City of Indianapolis, Develop Indy, and the Indianapolis Airport Authority partnered to provide a vision and a detailed strategy to implement economic development for the West Washington Street Corridor.

The West Washington Street Corridor Study builds upon the 2018 West Side Vision Plan, narrowing the focus to parcels fronting West Washington Street, bounded by I-465 to the east and the Hendricks County line to the west. This study emphasizes property owned by the Indianapolis Airport Authority as a catalyst to create a visible impact along the Washington Street Corridor and leverage the adjacency of the Indianapolis International Airport.

This plan is characterized by a phased development strategy for the corridor with actionable next steps to enable transformative change. This implementation plan combines strategy, process, and action items. It outlines the steps needed to achieve a shared objective. The purpose for this plan is to introduce this strategy to members of the public, the business community, and the development community. Groups such as Indy Gateway are intended to collaborate with the City of Indianapolis, Develop Indy, and the Indianapolis Airport Authority on communicating this strategy.

Focus of This Study

This study provides a roadmap for implementation, documenting several months of in-depth study. The Client Team, composed of representatives from the City of Indianapolis, Develop Indy, and the Indianapolis Airport Authority, collaborated closely with the Consultant Team to create this strategy. In addition, the team engaged with a Stakeholder Committee of political, non-profit, educational, and business leaders in the community and made several presentations to neighborhood organizations.

Much has changed since the completion of the 2018 West Side Vision Plan: the Client Team entities working in collaboration; the Indianapolis Airport Authority stepping forward to guide and support this initiative; a focus on applying for statewide funding through the READI Grant process; and the potential for innovative implementation along this corridor.

This study provides a roadmap for immediate-, short-term, and long-term projects and initiatives designed to advance economic development opportunities in the study area. These projects and initiatives have the power to enable transformative change and uplift the community.

Key components of this study include:

- Lessons from Previous Planning
- Study Area Conditions
- Stakeholder Input
- Proposed Big Moves
- Vision
- Site and Property Analysis and Recommendations
- Market Analysis and Recommendations
- Utility and Infrastructure Analysis and Recommendations
- Development Recommendations
- TIF Recommendations
- Phased Implementation

Planning Process

This planning process is built upon the previous planning along this corridor with a focus on providing concrete steps to advance economic development in this area. This process incorporates market, TIF, infrastructure, and land use analysis to develop a strong vision for how this area of Indianapolis could be transformed through strategic investments.

This planning process included three phases focused on advancing this work:

- **Integration and Assessment** - Built a solid foundation of knowledge from previous plans including testing the feasibility of recommendations and opportunities unaddressed during the prior planning, recording key changes that have taken place over the subsequent time, and making updates to recommendations within these plans. We also analyzed studies and projects in the pipeline; existing physical, demographic, socioeconomic, and market conditions; IndyGo Blue Line route plans; TOD zoning overlay; employment, residential, and commercial development trends; current TIF resources and commitments; and existing assessed and increment value by land use type.
- **Redevelopment Plan** - Developed a robust vision for the study area and formed actionable recommendations and strategies for the study area. We prepared catalytic site strategies and development concept alternatives for the redevelopment of IAA-owned properties and other surrounding parcels along West Washington Street, bounded by I-465 on the east and the Hendricks County line on the west. We forecasted TIF revenues and expenses and developed priority criteria for use of TIF investment and redrawn TIF districts.
- **Implementation and Public Finance Strategy** - Synthesized planning with creative funding and investment strategies. These strategies will provide short-, mid-, and long-range actions, with an emphasis on catalyst projects and the different actors—public, private, and institutional sectors—needed to realize the potential of the corridor. This work also included a strategy for a new TIF district replacing the Airport TIF which is expiring in 2025.

Study Area

Overview

The study area includes approximately 885 acres in area (property, easements, and right-of-way) on the West Side of Indianapolis, immediately north of the Indianapolis International Airport. The Indianapolis Airport Authority (IAA) owns 105 parcels within the study area totaling around 185 acres with the remaining land consisting of 194 acres of vacant, undeveloped land and 506 acres of improved land.

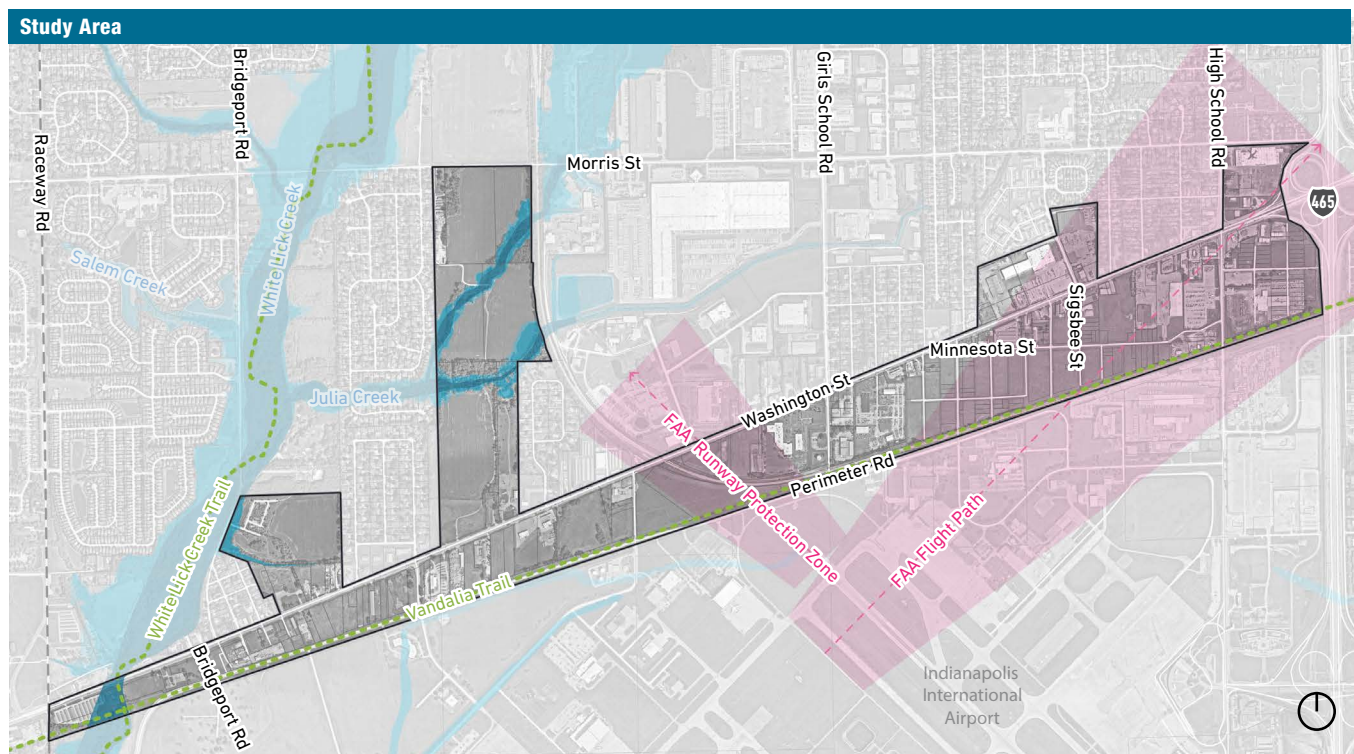
The study area includes parcels fronting West Washington Street on the north and south sides, bounded by I-465 to the east and the Hendricks County line to the west. West Washington Street is the main east-west corridor bisecting the study area, paralleled to the north by West Morris Street and the south by North Perimeter Road. South High School Road, South Girls School Road, and Bridgeport Road run perpendicular to the site, providing north-south access to the West Washington Street Corridor. The West Washington Street Corridor is adjacent to I-465, providing both direct access and visibility from the interstate. South Minnesota Street and South Sigsbee Street are contained within the study area.

The Indianapolis Airport Authority (IAA) is a primary stakeholder in the West Washington Street Corridor as it owns a large portion of the land that is prime for development within the study area.

Two areas are designated in the study area by the Federal Aviation Administration (FAA). The FAA and IAA established guidelines for the development occurring within their boundaries to provide and maintain a safe and efficient airspace. Restrictions on the flight path include no development or standing water in the Runway Protection Zone and no standing water in the Flight Path. In addition, property acquired by the IAA is prohibited from residential redevelopment.

Current land use in the study area is characterized by vacant and underutilized land, highway commercial, and light industrial. Low- and medium- density residential neighborhoods, such as Ben Davis and Chapel Hill, surround the study area to the north. Ben Davis University High School is an important institution in the community located near the study area. Administrative offices of the Metropolitan School District (MSD) of Wayne Township, another key stakeholder, is included in the study area along the West Washington Street Corridor.

Once completed, the White Lick Creek Greenway and Vandalia Trail will provide critical multi-modal trail infrastructure in the area. The Vandalia Trail will run parallel to north Perimeter Road along the southern border of the study area.



Developer and Stakeholder Feedback

The team engaged with area stakeholders, the business community, residents, and the development community to solicit feedback and hear about the needs and opportunities along the corridor. The team developed a stakeholder group of area institutions, community groups, and city officials that are working towards the revitalization of the corridor, which included Ben Davis Christian Church, City/County Council, Develop Indy, the Indianapolis Airport Authority, Indianapolis Department of Metropolitan Development, Indy Gateway, Mayors Neighborhood Advocate, Merchants West, MSD Wayne Township, Wayne Township Trustee, West Side Chamber of Commerce, White Lick Creek and Vandalia Trail Alliance, and business owners.

Common themes emerged through stakeholder and community engagement. The community desires to make the West Washington Street a place people wanted to visit and stay, establishing an identity for the area, and creating a brand that reflects the West Side's history. Several elements might contribute to that identity, including the historic Interurban Railroad which ran east to west on Washington Street, strong support for Ben Davis High School and athletics, the Bridgeport area, and general regard for the Indianapolis International Airport as a significant asset. All of these themes blended with the identification of Ben Davis Station and Bridgeport as brands for the two bookends of this corridor.

Other desires for the redevelopment of the corridor included:

- Safe pedestrian facilities along Washington Street and new trails to connect beyond the corridor
- New park spaces, bandshell, and picnic spots
- Retaining the small-town scale established by current short setbacks from the roadway
- Art, landscaping, decorative lighting, signage standards, façade improvements, and other aesthetic improvements
- Public green spaces connected to trails
- Reestablishing a community garden
- Grocery and urgent care facilities
- Mixed-use development and housing
- Trail access with new developments
- Small business incubation

The community also noted concerns for the corridor that ranged from aesthetics to livability to safety, which included:

- Lack of destination/activities along the corridor
- Need for more significant employment along the corridor to improve IndyGo bus frequency
- Non-contributing businesses/property owners
- Properties/buildings with condition and maintenance issues
- Lack of connectivity and pedestrian facilities
- Lack of traffic enforcement
- Lack of amenities (grocery, shopping, restaurants, etc.)
- Lack of aesthetic standards
- Excess of used car lots and empty storefronts

There is a need for community services and amenities as community members expressed having to travel to surrounding areas to do everyday shopping and access basic needs.

The community also provided feedback on the development concepts which helped inform the strategy for the corridor. The community was supportive of moving forward with redevelopment as a tool to make a highly visible impact and increase employment and tax-base along the corridor. Specifically, they favored mixed use and diverse residential development as well as using development opportunities to create connections to trails and open space.

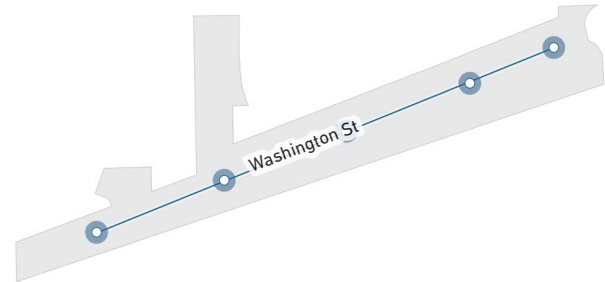
The team engaged with the developers and site selectors to discuss the opportunities in the corridor and learn of any past issues that have hindered development. Developers identified the amount of adjacent land, proximity to the airport and rail, and highway access as unique characteristics of this study area. Developers further identified that property control, utility upgrades, and proactive rezoning would improve the marketability of this area. These findings reflected the market analysis conducted as part of the study. They expressed the amount of potential interest following the direction of the West Washington Street Corridor Implementation Plan.

Identifying the Opportunity

“Big Moves” are defined as enabling steps for development along the West Washington Street Corridor:

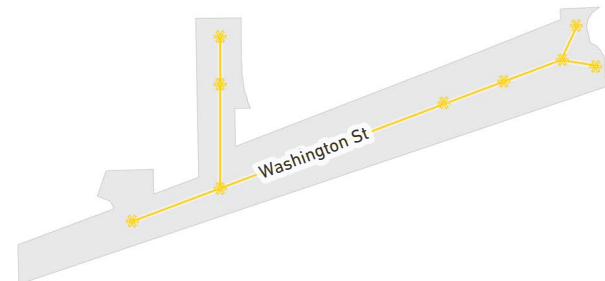
Corridor Activation / IAA Innovation Corridor

The West Washington Street Corridor is an auto-centric thoroughfare with harsh pedestrian conditions and a lack of accessible infrastructure. Corridor improvements on this INDOT-regulated corridor are needed to enhance the pedestrian experience and implement safety measures, including streetscape improvements, sidewalk installation, signalized intersections, multi-use paths, and access to area trails.



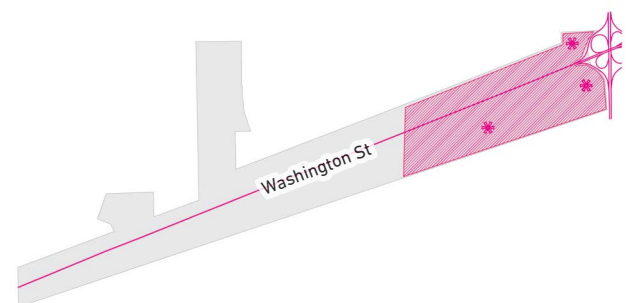
Strategically Assembling Property Forming a Land Development Entity

The airport controls significant land along the West Washington Street Corridor. Leveraging this ownership positions the authority to advise on future development and promote projects vital to the corridor's redevelopment. There is an opportunity for strategic land acquisition adjacent to airport authority owned property to increase the frontage along West Washington Street and create visible and accessible economic growth.



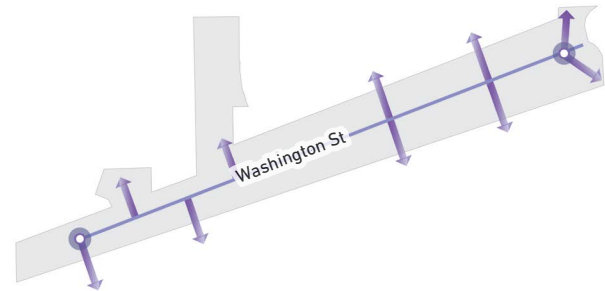
Strategic Development Catalytic Site Selection

The quantity of contiguous airport-proximate land under one owner with Interstate highway accessibility significantly increases the marketability of this property. This area is highly valuable as a catalytic driver of investment focused on innovation and employment. Strategically focusing on sites for large-scale development promotes the marketability of the corridor and will serve as an impetus for future growth within the study area.



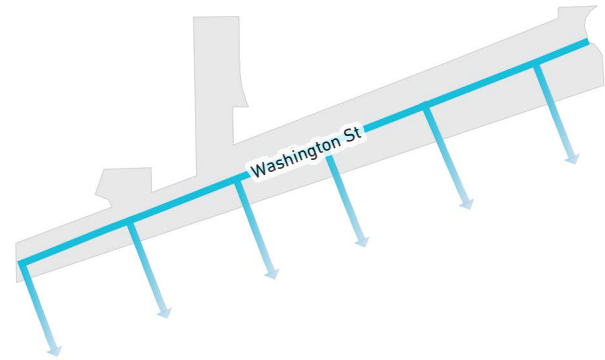
Creating a Gateway and Brand / “Ben Davis Station” and “Bridgeport” Anchoring the IAA Innovation Corridor

Ben Davis Station at the intersection of West Washington Street and High School Road as a gateway transforms the entrance to the corridor, promotes a sense of identity, and creates a buzz to attract community-serving development to the corridor. Bridgeport as the gateway at the intersection of Bridgeport Road and West Washington Street can potentially create airport accessibility and further the corridor's identity. These individual gateways along with an overall corridor brand develop a sense of cohesion, uniting the corridor as a place ready for economic development.



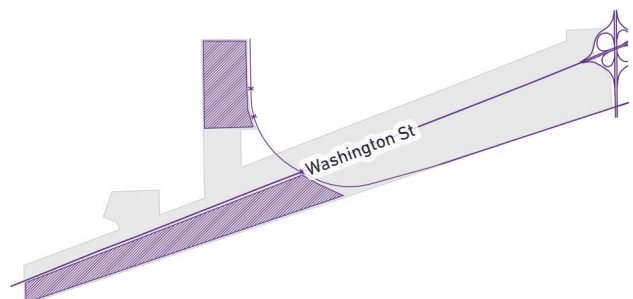
Leveraging the Indianapolis International Airport as an Anchor

The proximity to the airport is a major anchor for investment along the corridor. Leveraging the proximity to the airport can attract innovative investments from industries that benefit from the efficiencies of the location and airport accessibility. This includes local and regional focuses on innovation, research and development, life sciences, pharmaceutical manufacturing and storage, and regionally significant uses. Many similarly sized airports nationwide are seeing substantial investments in innovation-focused industries and regionally significant uses with a user experience focus nearby.



Creating a Continued Employment Infill Strategy

Developing larger anchor sites can spur economic investment in smaller infill sites throughout the corridor with complementary employment and commercial uses. These sites will expand the impact of the gateway and catalytic sites. Infill development can be used to diversify the types of businesses supporting entrepreneurship and flexibility in business growth while complementing the existing uses along the corridor.



Areas of Impact

Raceway Rd

Bridgeport Rd

Avon Creek

Morris St

Salem Creek

White Lick Creek

Site E
138.4 Total Acres

E

Julia Creek

Site F
42.7 Total Acres

F



G

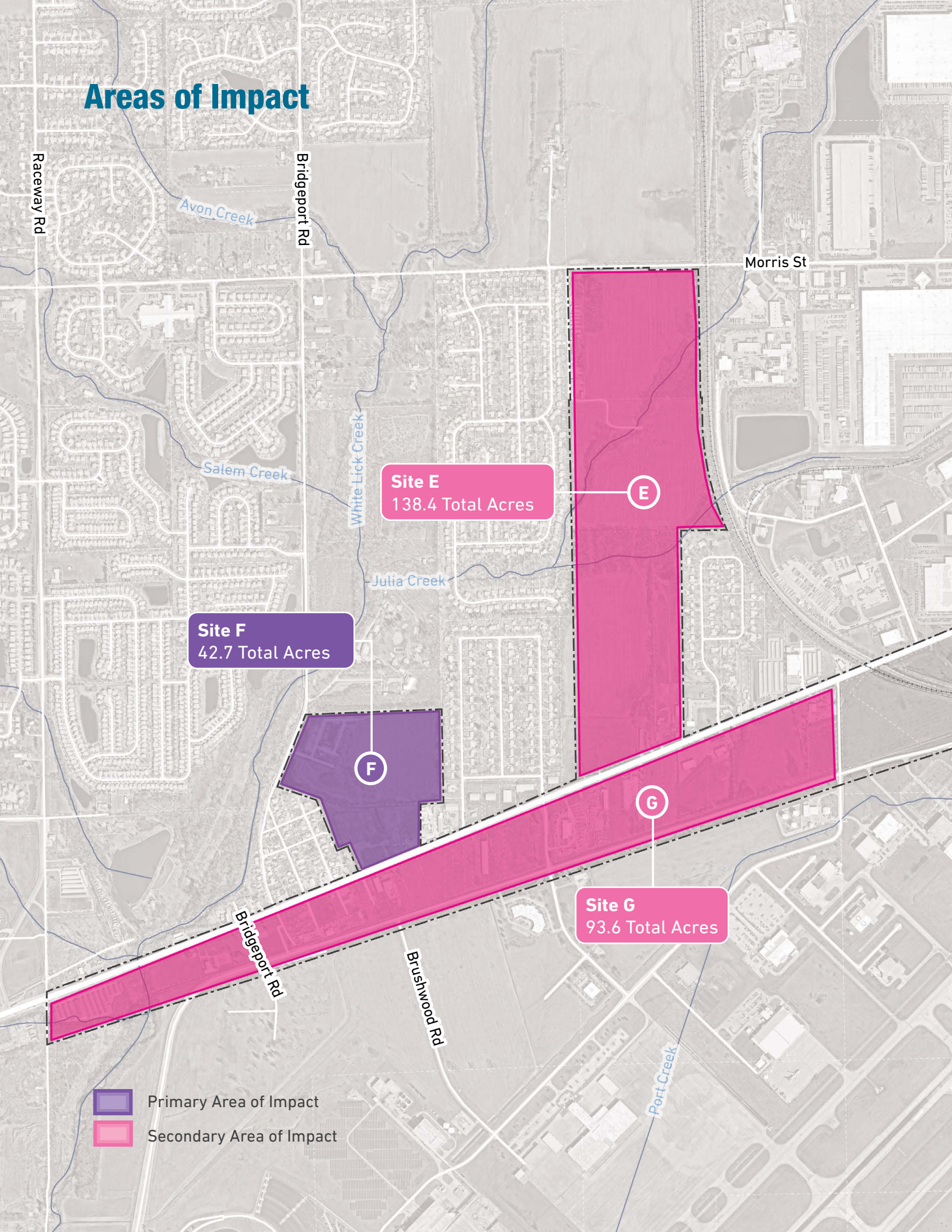
Site G
93.6 Total Acres

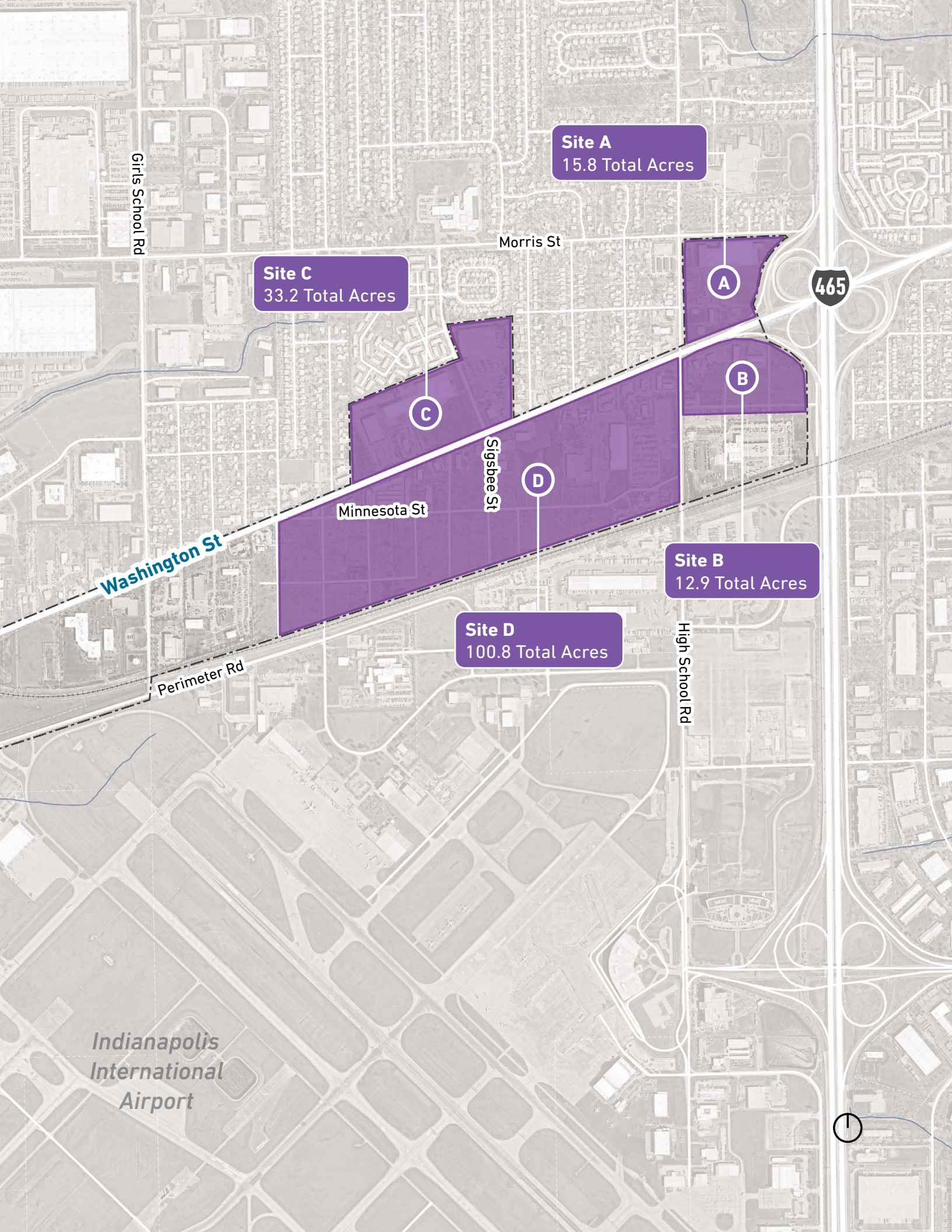
Bridgeport Rd

Brushwood Rd

Port Creek

-  Primary Area of Impact
-  Secondary Area of Impact





Site A
15.8 Total Acres

Site C
33.2 Total Acres

Site B
12.9 Total Acres

Site D
100.8 Total Acres

Girls School Rd

Morris St

465

A

B

C

D

Minnesota St

Sigsbee St

Washington St

Perimeter Rd

High School Rd

Indianapolis
International
Airport



Areas of Impact

Areas of Impact

Areas of Impact include two subcategories - Primary Areas of Impact that can develop in a way that will transform this corridor and neighborhood and Secondary Areas of Impact that will support this transformation. These designations direct development activity and other targeted investments based on proximity and relationship to the corridor.

Opportunity Sites

Sites were identified based on land ownership, vacancy, and opportunities for higher and better uses. A deep dive study of Primary Areas of Impact—including evaluating market support and demand, unique X-factors that could change the trajectory of development, branding, and placemaking, future land use and development opportunities, zoning, utilities, TIF proforma analysis, and phasing—was conducted on Sites A, B, C, and D as the future “Ben David Station” Site, and Sites E and F as the future “Bridgeport” Site. For all remaining Secondary Areas of Impact, a higher-level study focused on future land use, zoning, and utilities.

For purposes of this study, individual sites may have been grouped to demonstrate synergy among sites for development potential.

Site Descriptions

Site A

Site A is 15.8 acres under 5 property owners, the largest amount of land being owned by the Emporium 40 Flea Market at 12.5 acres. This site is immediately adjacent to the I-465 interchange and Washington Street, with prime visibility and access from High School Road. The site benefits from its location, relative scale, and the fact that the site could be aggregated for redevelopment with relatively few owners. There is already an undeveloped outlot on this property that has been marketed for hotel development. Factors, such as the site’s proximity to Ben Davis University High School, adjacency to residential areas, and the potential for enhanced IndyGo Bus service in the future, could support development of this site as a prime walkable, mixed-use anchor of the West Washington Street Corridor. As such, the City should steer development towards a walkable village mixed-use district as this area redevelops.

Site B

Site B is 12.9 acres and is owned by IAA and others. The site is located southwest of the I-465 interchange, south of West Washington Street, and east of South High School Road. The location of the site falls within the FAA flight path which subjects IAA-owned property to certain development restrictions including no standing water as part of stormwater detention and no residential development. The site is accessible from West Washington Street, South High School Road, and Howard Street. Redevelopment of properties identified by the community, such as the Regal 8 Hotel, should be prioritized to make the site more attractive as a gateway to the corridor. Site B has the potential for mixed-use opportunities and could host research and development/employment uses.

Site C

Site C is 33.2 acres and is owned by multiple property owners. The site is located north of West Washington Street and is intersected by South Sigsbee Street. MacAllister Rentals and Goodwill Outlet occupy a large portion of the site along with a few smaller commercial entities fronting West Washington Street. There is potential for this site to develop in the future to serve as a residential transition between the commercial corridor and the existing neighborhoods. This site would develop as the market changes based on the surrounding catalytic sites.

Site D

Site D is 100.8 acres and is owned by IAA and others. It is bounded on the north by Washington Street, on the east by High School Road, on the south by Perimeter Road, and on the west by existing office and light industrial employment development. The site is accessible by these boundary streets as well as by Minnesota Street which bisects the site from east to west. The location of the site falls within the FAA flight path which subjects IAA-owned property to certain development restrictions including no standing water as part of stormwater detention and no residential development. The site is adjacent to the planned Vandalia Trail alignment. Land assemblage and frontage acquisition adjacent to the majority of IAA-owned property would create a large development opportunity with direct access to the Indianapolis International Airport.

Site E

Site E is 138.4 acres with multiple property owners. A portion of the site is within the 100-year floodplain. The site has access from West Washington Street on the south and Morris Street on the north. Site E will likely interface with the planned White Lick Creek Greenway. Site E has the largest acreage and depth of sites along the corridor and could add a diverse range of housing stock to the corridor while providing north-to-south access to West Washington Street from Morris Street.

Site F

Site F is 42.7 acres and has two primary owners - Jameson Camp and MSD Wayne Township. The site is adjacent to White Lick Creek and immediately south of Jameson Camp. The site is accessible from West Washington Street and Bridgeport Road. The site will likely interface with the planned White Lick Creek Greenway. There is a potential for synergy on Site F with a mix of trail-oriented residential and commercial development, Jameson Camp, and potential recreational or open space uses.

Site G

Site G is 93.5 acres and is owned by IAA and others. The site contains scattered commercial development and vacant land located between West Washington Street and Perimeter Road. The site falls partially in the floodplain and interfaces with the planned White Lick Creek Greenway and Vandalia Trail. There is an opportunity for infill development among the existing businesses on the site. The parcels on either side of Bridgeport Road could serve as a western gateway to both the West Washington Street corridor and the airport.

Place Types

Place Types are not prescriptive of future land use or zoning but instead describe the vision for creating a place along the West Washington Street corridor with a vibrant ecosystem that is walkable, has IndyGo bus transit access, and a diverse range of employment locations, businesses, destinations, and housing. These descriptions have an overarching intent statement and describe typical land uses and goals for how development or redevelopment could occur in each of these areas. Short statements are paired with character imagery from other similar places to help visualize these places. This information is included in more detail on pages 14-15 and are intended to inform the quality of development sought for major sites explored in more detail on pages 16-23.

Innovation District

Walkable development focused on the clustering of complementary employment uses including research and development, corporate headquarters, airport-oriented uses, advanced manufacturing and support industries, and commercial.



Innovation District Place Type

Typical Land Uses

Advanced Manufacturing; Research and Development; Pharmaceutical Manufacturing and Cold Storage; Light Industrial; Artisan Manufacturing/Food Production; Corporate Headquarters; Regionally Significant Anchor; Airport Supportive Use; Flex Office; Retail/Office/Services; Entertainment

Secondary Land Uses

Pocket Parks/Plazas; Greenways/Trails; Recreation Facilities; Cultural/Civic; Stormwater Best Management Practices (BMPs); Surface and Structured Parking

Parking

Shared Parking Lots and/or Structures; Short- and Long-Term Bike Parking

Transportation

Interconnected Street Grid with Wide Sidewalks, Bike Facilities, and Frequent Bus/Transit Connections

Typical Building Heights/Density

Varies in Heights and Density

Other Considerations

Any Redevelopment Should Occur in a Sustainable Manner that Minimizes Impacts on Natural Areas, Incorporates Proper Stormwater Management, and Mitigates Potential Hazards to Air or Water Quality. Due to the Flight Path, Restrictions on Open Water Apply to Stormwater Areas.



Mixed-Use Village

Compact, walkable areas with scaled mixed-use buildings that engage and support an active public realm serving the nearby community.



Mixed-Use Village Place Type

Typical Land Uses

Multi-Family Housing; Supportive Housing; Attached Housing; Retail/Offices/Services; Flex Office/Employment; Medical Offices/Services; Government/Public Facilities; Hospitality; Entertainment; Mixed-Use (vertically and horizontally integrated)

Secondary Land Uses

Pocket Parks/Plazas; Greenways/Trails; Recreation Facilities; Cultural/Civic; Religious, Education, and Assembly Facilities; Stormwater BMPs; Preservation/Conservation Area; Surface and Structured Parking

Parking

On-street parking with limited clustered off-street parking; shared parking structures; short- and long-term bike parking

Transportation

Interconnected street grid with wide sidewalks, bike facilities, and frequent bus/transit connections

Typical Building Heights/Density

Medium density of 6-25 dwelling units per acre; anticipated average height of 1-4+ stories

Other Considerations

Any Redevelopment Should Occur in a Sustainable Manner that Minimizes Impacts on Natural Areas, Incorporates Proper Stormwater Management, and Mitigates Potential Hazards to Air or Water Quality



Development Strategy

Ben Davis Station

Sites A, B, C, and D

Ben Davis Station is a neighborhood brand conceived through this study to leverage the past and future of this neighborhood anchor as a transit-oriented development served by an interurban rail in the past and by IndyGo bus service today. This brand also pays homage to the area's strong history of Ben Davis High School. Ben Davis Station consists of 163 acres and is a gateway to the Washington Street Corridor from I-465, the north side of the airport, and High School Road. The site currently hosts an array of commercial uses, some vibrant and contributing to the neighborhood and some that are in disrepair. Notable commercial businesses include MacAllister Rentals, Goodwill Outlet, Royal Pins, Emporium 40 Flea Market, Regal 8 Motel, fast food chain restaurants, commercial offices, small-scale industrial users, and auto-centric businesses. Significant vacant land in the Ben Davis Station sites is owned by the IAA and is identified as a catalytic site for future development along the corridor.

Ben Davis Station is envisioned as a neighborhood anchor that will attract significant mixed-use and multi-family residential development, airport-supportive uses, research and development, advanced manufacturing, life science/pharmaceutical manufacturing and storage, and other light industrial uses. Potential mixed-use and multi-family residential development will be concentrated north of Washington Street. Employment-focused uses and supportive commercial uses will occur south of Washington Street, backing up to the railroad and Perimeter Road.

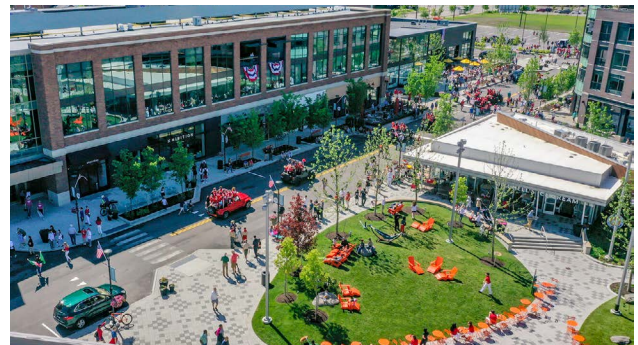
Property acquisition is recommended as a strategy to enable transformative economic development to occur along this corridor and should be considered as part of grant applications such as the State's READI Grant Program.

Sites A-D
162.7 Total Acres



- Advanced Manufacturing / Light Industrial
- Commercial
- Research & Development / Office / Tech
- Residential
- Hotel

Use	Full Build Out
Advanced Manufacturing / Light Industrial	940,000 SF
Commercial	380,000 SF
R&D / Office / Tech	180,000 SF
Residential	655 Units
Hotel	220 Keys



Development Framework

Future development at Ben Davis Station focuses on attracting businesses and industries that will benefit from the adjacency to the airport, I-465, and FedEx, including advanced manufacturing, light industrial, research and development, tech uses, anchor institutions, and corporate headquarters.

This site will also serve as the gateway to the West Washington Street corridor with community amenities, mixed-use development, and a hotel. Residential development is proposed on the northern portions of the site to tie in with the existing neighborhoods.

Ben Davis Station - Concept Plan



Advanced Manufacturing

Multi-Family Residential

Office Flex

Walkable Commercial

Site C
33.2 Total Acres

C

Washington St

Perimeter Rd

Minnesota St

Sigbee St

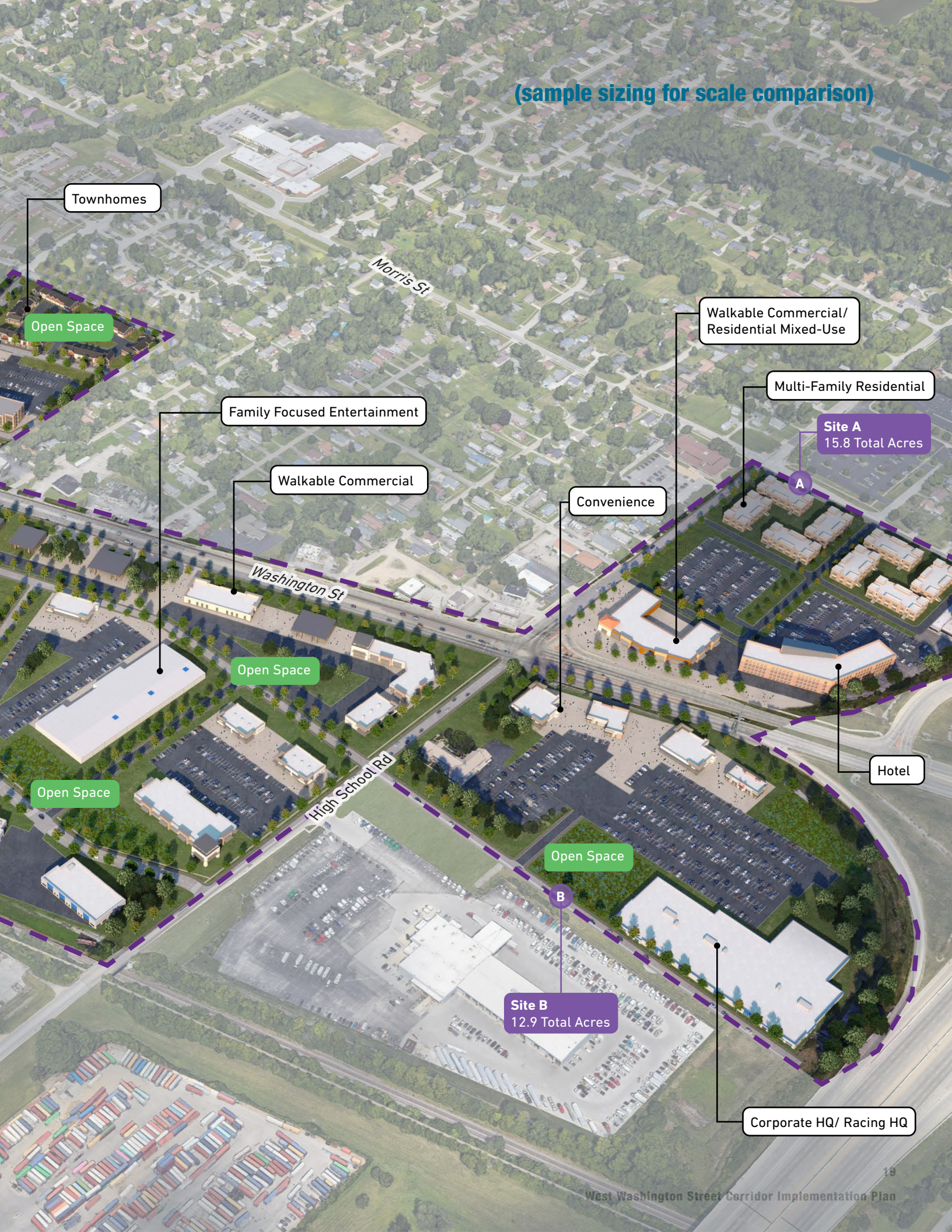
Anchor Employer

D

Site D
100.8 Total Acres

Research and Development

(sample sizing for scale comparison)



Townhomes

Open Space

Family Focused Entertainment

Walkable Commercial

Open Space

Open Space

Open Space

Walkable Commercial/
Residential Mixed-Use

Multi-Family Residential

Site A
15.8 Total Acres

A

Convenience

Hotel

Site B
12.9 Total Acres

B

Corporate HQ/ Racing HQ

Norris St

Washington St

High School Rd

Development Strategy

Bridgeport Site

Sites E and F

Bridgeport is a neighborhood brand conceived through this study to pay homage to the former Bridgeport Elementary School and neighborhood. The 43-acre Bridgeport site contains land owned by the MSD Wayne Township and Jameson Camp. Currently vacant, this site has served as a community garden and could further serve the community as a recreational use blended with community services, neighborhood commercial, and a mix of residential housing characterized by townhomes, senior independent living, and multi-family housing.

Site E is 139 acres and is a more naturalized vacant area that acts as a buffer between the residential uses on the west side of the site and the industrial uses on the east side. This area could maintain the natural buffer while adding diverse housing stock to the surrounding neighborhoods. This site has previously been evaluated for a mix of townhome and multi-family residential development.

Site F is 94 acres and is envisioned to attract office flex and light industrial employment uses characterized by relatively modest-sized lots and good accessibility to the airport. The strategy for this area is for remaining vacant land to develop and fill in the gaps of commercial activity to create a cohesive corridor along the western portion of the study area. This area creates an opportunity for a unique gateway to the airport and into the West Washington Street corridor for the West Side.



Development Framework

The Bridgeport Site will offer community connections and services to the surrounding area. With its location immediately south of Jameson Camp, this site has the potential to attract community-oriented uses, such as a recreation facility, sports complex, and athletic fields. A residential neighborhood is proposed on the site's east side to create cohesion with the existing neighborhood.

Alternative 1



Alternative 2



Use	Phase 3
Community Health/Recreation Center	Alt 1: 115,000 SF
Commercial	Alt 1: 11,000 SF Alt 2: 46,700 SF
Residential	Alt 1: 98 Units Alt 2: 196 Units
Athletic Fields (football/soccer)	Alt 1: 2 fields

- Community Health / Recreation Center
- Residential
- Commercial
- Athletic Fields

Development Strategy

Development Phasing

Ben Davis Station Site

Phasing of the Ben Davis Station Site is envisioned to occur in three parts. Phase 1 will focus on the identified catalytic sites proposing light industrial on IAA-owned property and a community-oriented commercial and mixed-use district proposed on the sites immediately west of I-465. These sites are development-ready, and the adjacency to the airport makes them attractive for investment. Phase 1 will provide the backing for the land assemblage that needs to occur for the phase 2 development, mainly fronting West Washington Street.

Phase 2 will bring in new commercial frontage and contribute to the growth heading west along the corridor. The redesign of Minnesota Street will occur in this phase to accommodate future development and allow for better access. Depending on how development occurs, Minnesota Street may be vacated to allow for a larger developable site.

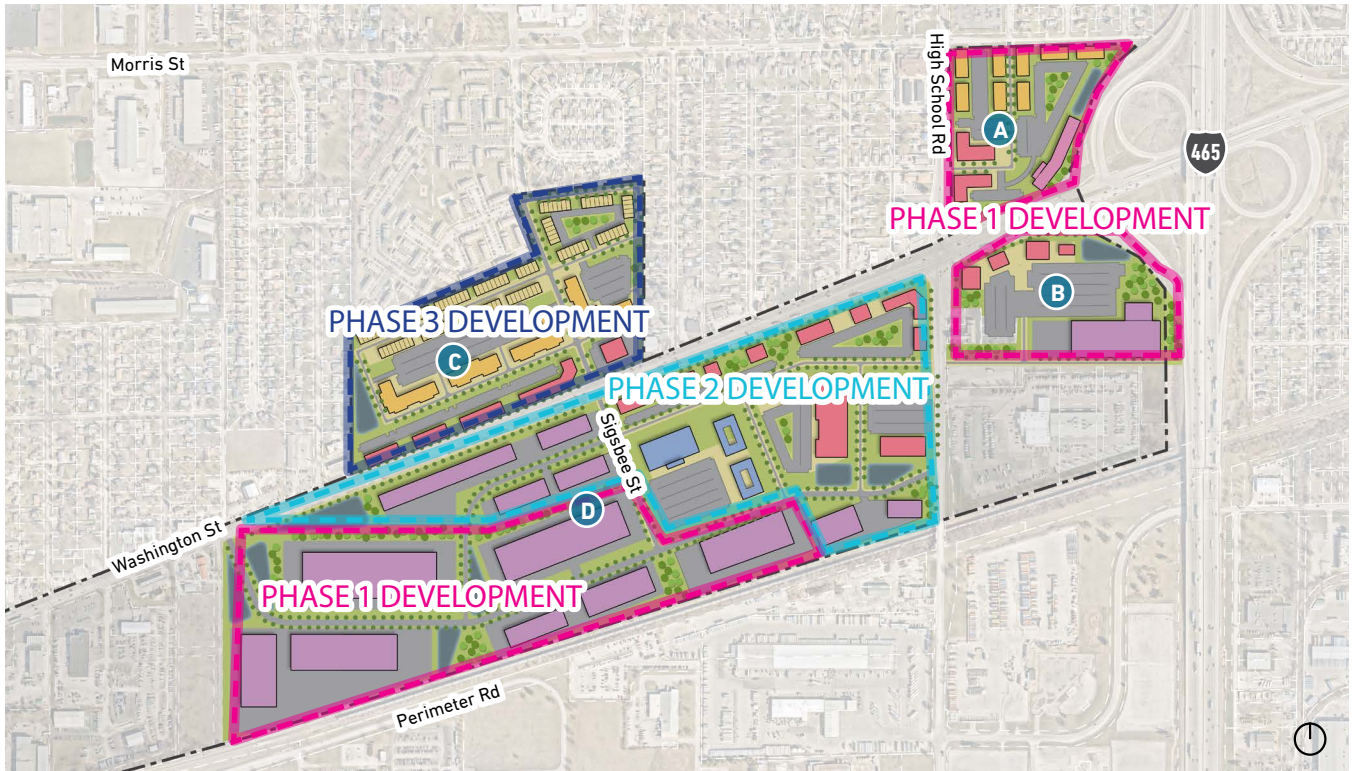
Phase 3 is a longer-term phase, looking at how potential residential development could occur north of West Washington Street. The residential development will tie in with the existing neighborhood along Sigsbee Street.

Bridgeport Site

Phase 3 is a longer-term phase, looking at how potential residential development could occur north of West Washington Street and office flex and light industrial uses in infill adjacent to the airport south of Washington Street. This area could be anchored further by commercial or community sports uses with additional residential development.

Phase	Site	Use	SF
1	A	Residential	160 units
1	A	Commercial	37,500 sf
1	A	Hotel	220 keys
1	B	Commercial	37,500 sf
1	B	Advanced Manufacturing / Light Industrial	119,000 sf
3	C	Residential	495 units
3	C	Commercial	90,000 sf
1	D	Advanced Manufacturing / Light Industrial	661,000 sf
2	D	Advanced Manufacturing / Light Industrial	162,000 sf
2	D	RD/ Tech/ Office	180,000 sf
2	D	Commercial	215,000 sf
3	F	Residential	98 units/ 196 units
3	F	Commercial	11,000 sf/ 46,700 sf
3	F	Community Health and Recreation	115,000 sf
3	F	Athletic Fields	2

Ben Davis Station Site



Bridgeport Site



Complete Streets Strategy

West Washington Street

West Washington Street serves as a main east-west thoroughfare connecting the surrounding West Side area to downtown Indianapolis.

The current conditions include two travel lanes in each direction as well as a center turning lane. Few traffic lights or traffic calming measures along the corridor causes high vehicular speeds on West Washington Street. There are minimal and inconsistent sidewalks that exist along the corridor, making it difficult and unsafe for pedestrians to navigate the corridor.

Improvements to Washington Street explored here will enable transformative development to occur and are an opportunity for a partnership with INDOT.

Alternative 1

The first proposed alternative design for West Washington Street recommends installing sidewalks on both sides of the road throughout the corridor. A buffer between the sidewalk and the roadway would not only separate pedestrians from vehicles, but they would present an opportunity for landscaping and street trees or other streetscape elements that would create a more comfortable and inviting experience along the corridor. In some locations, this design would require land to be returned to the right-of-way that has been encroached upon by existing businesses.

Alternative 2

The second proposed alternative plans for future increased IndyGo bus service in the study area. Designing the West Washington Street corridor to accommodate future transit amenities is important to alleviate future infrastructure costs and provide for more mobility options as they arise over time.

Implementing a bus pull-off area with a station platform and a bus lane would allow for efficient bus service of the highly-used BRT that does not hinder traffic flow on the roadway. Designing this versatility into the redesign of the corridor would make the corridor more adaptable and accommodating to future transit and development. A redesigned West Washington Street that considers future transit needs and accommodates multi-modal travel increases access for all users of the corridor.



Number of Lanes Speed

2 lanes in each direction

Non-motorized Facilities

Sidewalks, trail integration, and crosswalks at signalized intersections

Bus/transit Facilities

Enhanced transit stops with side-load platforms that link to the Blue Line BRT

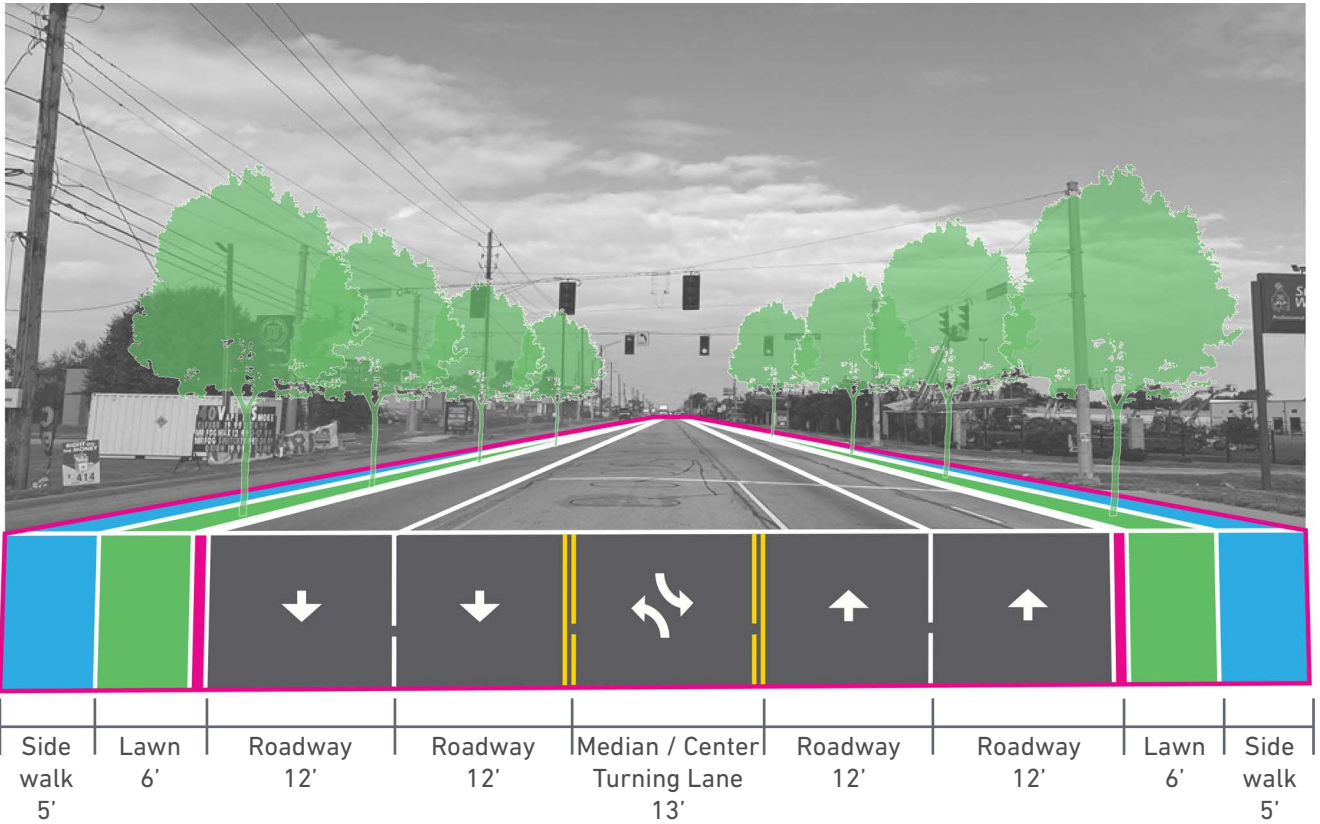
Access Management

Redundant curb-cuts should be consolidated as development occurs, no-new curb cuts outside of signalized intersections should be allowed on the corridor

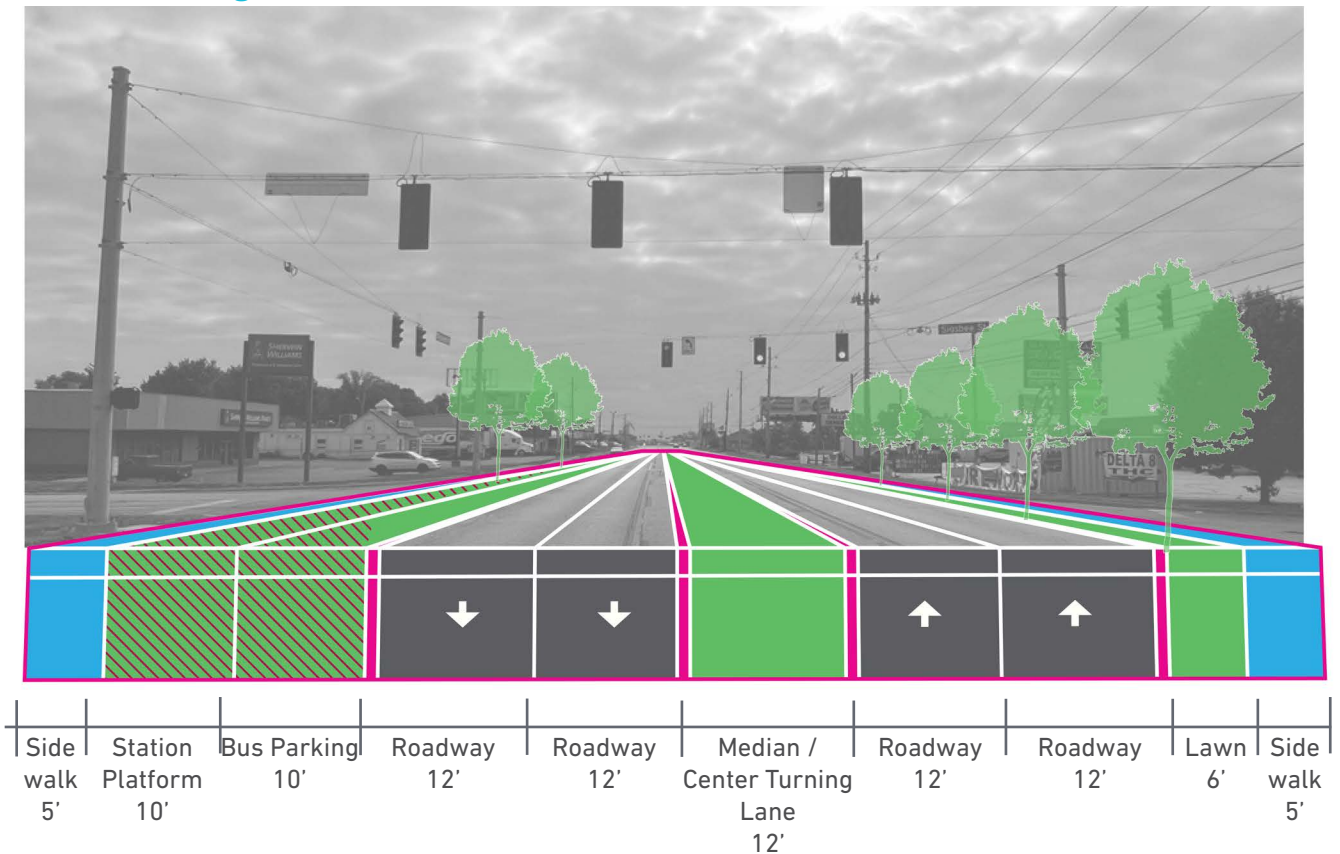
Public Realm Design/ Amenities

Opportunity to work with INDOT to implement a high-quality streetscape that is durable, low maintenance, but still creates a welcoming environment for residents, people working at the district, and those driving through.

West Washington Street Alternative 1



West Washington Street Alternative 2

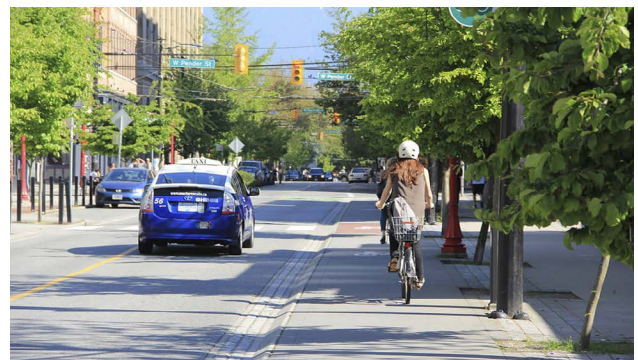
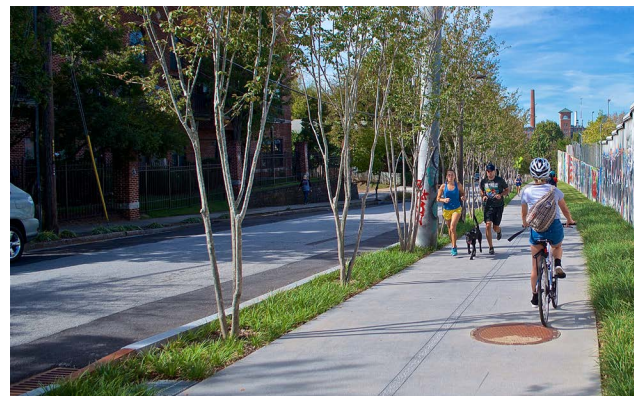


Complete Streets Strategy



Minnesota Street

Minnesota Street bisects Site D in an east to west alignment which connects to West Washington Street and High School Road. Today, Minnesota Street consists of one vehicular lane in each direction without sidewalks on either side, with a main service towards vehicular traffic. The proposed alignment would add a 10-foot multi-use trail on one side, sidewalk, and landscaped lawn to buffer the sidewalk from the roadway. This design would improve access to the site and accommodate both vehicular and pedestrian traffic anticipated as a result of future proposed development. These improvements would make Minnesota Street more accessible and safe for multiple modes of transportation, especially pedestrians along Minnesota Street. Minnesota Street may be vacated as the site is developed to enable a larger site.



- Lawn
- Curb / Shoulder
- Sidewalk
- Bus Facilities
- Trail / Bike Path
- Roadway



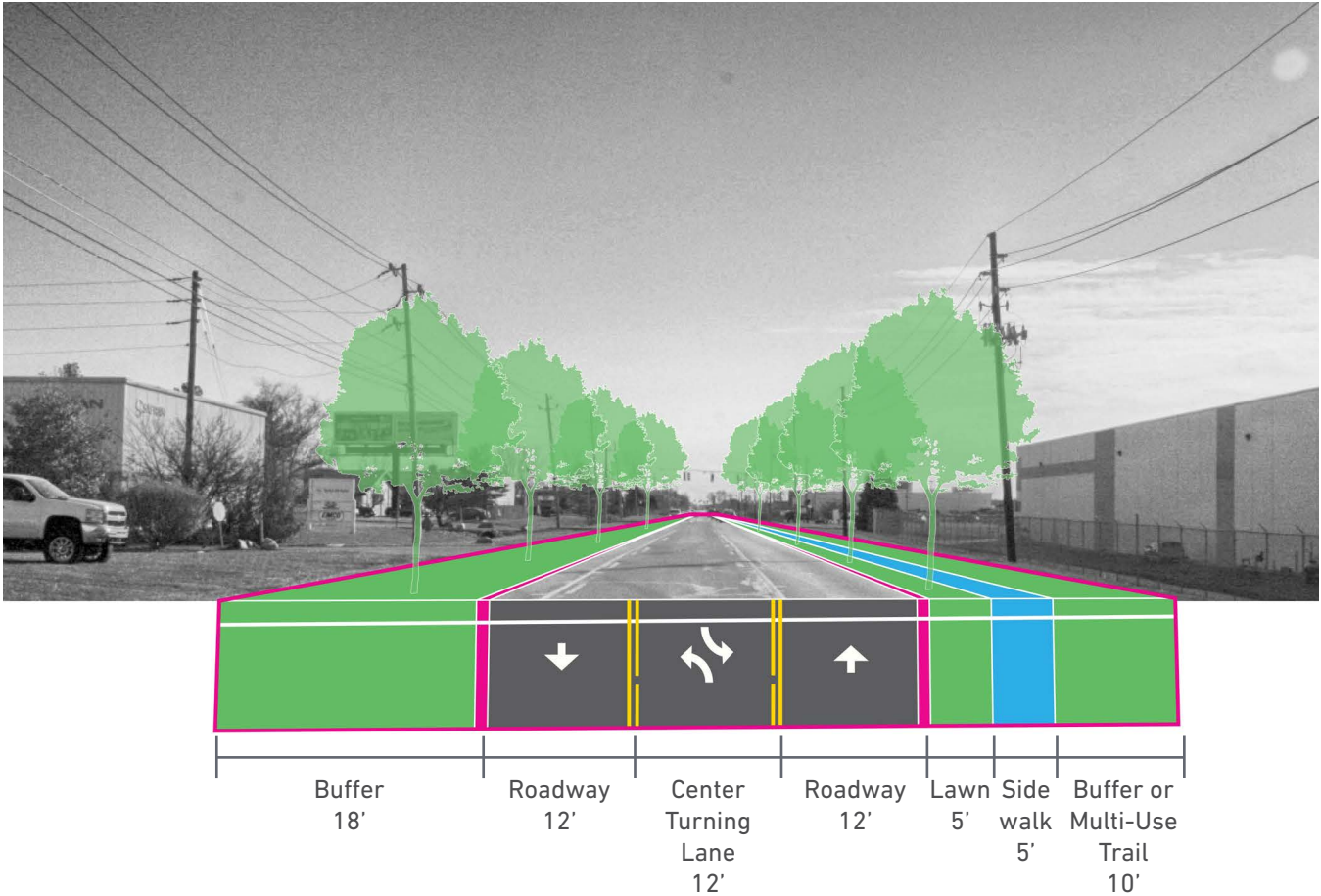
Sigsbee Street

Sigsbee Street runs north to south and provides access to Site C and D. Like Minnesota Street, today Sigsbee Street consists of one travel lane in each direction and no sidewalks on either side, with a main service towards vehicular traffic. The proposed alignment includes a 10-foot multi-use trail on one side, sidewalk, and landscaped lawn to buffer the sidewalk from the roadway. Consolidation of access points along West Washington Street would make Sigsbee Street a main access point and primary connection into Site D. The improvements would also provide access to the West Washington Street corridor from the existing neighborhoods and future residential development in Site C.



- Lawn
- Curb / Shoulder
- Sidewalk
- Bus Facilities
- Trail / Bike Path
- Roadway

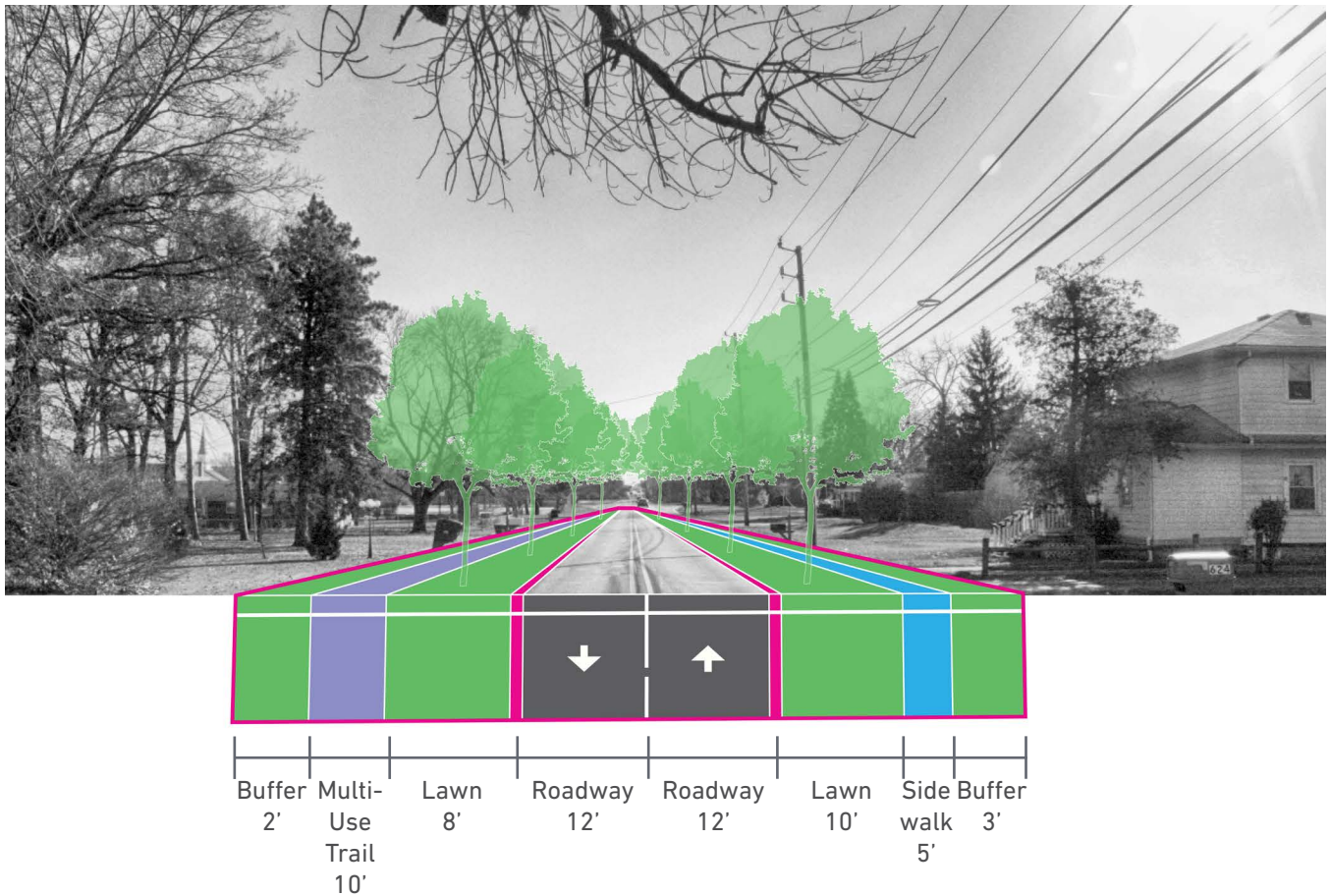
Complete Streets Strategy



Girl School Road

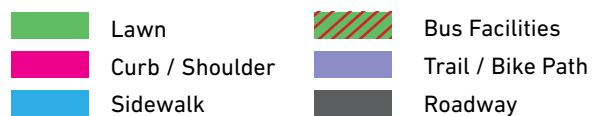
Girls School Road was recommended for Complete Streets improvements as part of the 2018 West Side Vision Plan. This corridor connects Washington Street to Rockville Road, and is in need of sidewalk and drainage improvements to accommodate pedestrians utilizing IndyGo bus and walking to work. A minimum of a five-foot sidewalk is recommended for the east side of the corridor, but if possible, the sidewalk should be upgraded to a 10-foot multi-use path. Crosswalks should be installed with a pedestrian cycle at signalized intersections along this corridor. A Rectangular Rapid Flashing Beacon (RRFB) signal and crosswalk should also be considered at the intersection of Girls School Road and McCarty Street.





High School Road

High School Road was recommended for Complete Streets improvements as part of the 2018 West Side Vision Plan. This corridor connects Washington Street to Morris Street, and is in need of pedestrian connectivity and drainage improvements to improve access in support of a mixed-use center on the east side of the street. These improvements will further connect this area to Krannert Park, create a vital pedestrian link for IndyGo bus riders and students walking from Ben Davis University, and create a walkable destination from nearby neighborhoods. A minimum of a five-foot sidewalk is recommended for the east side of the corridor, and a ten-foot multi-use path is recommended on the West Side. Crosswalks should be installed with a pedestrian cycle at signalized intersections along this corridor. A Rectangular Rapid Flashing Beacon (RRFB) signal and crosswalk should also be considered at the entrance to Krannert Park.



Trail Strategy

Vandalia Trail & White Lick Creek Greenway

Both the Vandalia Trail and White Lick Creek Greenway planning efforts have been considered in this plan. The Vandalia Trail is anticipated to run parallel to West Washington Street along Perimeter Road, and the White Lick Creek Greenway will run north following the White Lick Creek waterway.

The White Lick Creek Greenway will provide a more naturalized trail experience, aiming to protect and conserve the White Lick Creek and the surrounding wooded environment.

The Vandalia Trail is part of the National Road Heritage Trail (NRHT) following former rail corridors. It is planned as a cross-state multi-use trail connecting 30 communities from Terre Haute to Richmond, Indiana.

The Vandalia Trail and White Lick Creek Greenway converge on the westernmost portion of the study area, creating an opportunity for a trailhead and/or connection point. Creating trail connections provides access to alternative transportation routes and recreational activities for residents and creates efficiencies in the trail network for visitors.

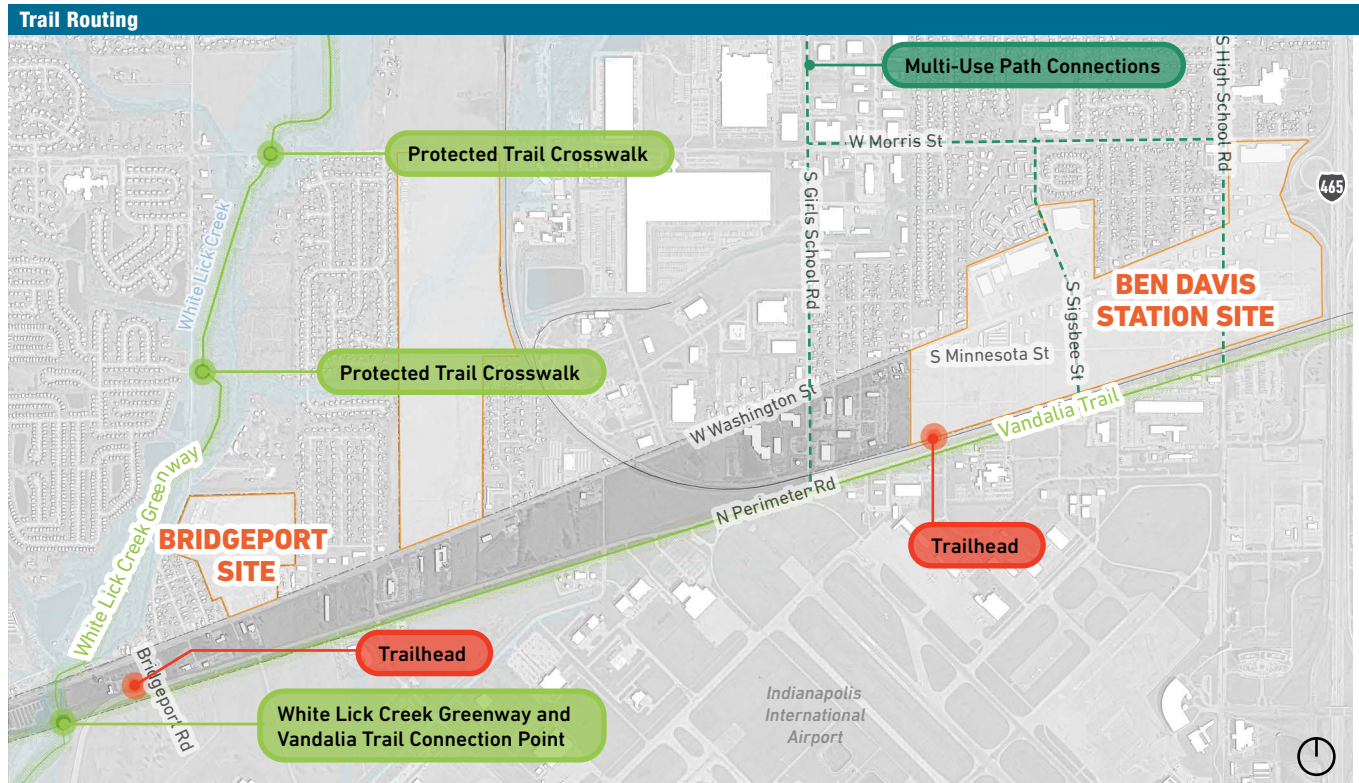
The IAA supports the Vandalia Trail extension by providing easements along Perimeter Road - this allows for a significant benefit in implementing this trail. Other Complete Streets improvements should connect to this trail infrastructure. This approach will greatly improve the ability of pedestrians to travel to this area and create amenities for future development in the surrounding area.

High School Road & Girls School Road Infrastructure Improvements

Infrastructure improvements along High School Road and Girls School Road will improve conditions in the public right-of-way and allow for access to development along the north-south corridors.

Girls School Road Multi-Use Path

The multi-use path along Girls School Road will create north and south connections to the West Washington Street Corridor and the Vandalia Trail from Rockville Road.



Utility Strategy

Strategy

The West Washington Street Corridor was examined to determine the conditions of existing utility infrastructure, including sanitary sewer. After thorough analysis, it was determined that sufficient gas, water, and fiber exist throughout the corridor to supply the development envisioned by this study, with user tap-on occurring as development occurs. Electrical infrastructure exists in sufficient supply throughout the corridor, but a new substation will be needed as large-scale development occurs. Stormwater will need to be provided on-site, but within the FAA Flight Part zones, no standing water is permitted, so storage will have to be underground. While these considerations are important as development occurs, the primary barrier to development along West Washington Street is the availability of sufficient sanitary sewer capacity. Currently, sanitary sewer is provided by the Ben Davis Conservancy District with undersized infrastructure to supply the development envisioned by the study. As such, the primary focus of the utility study was on providing options for extending sanitary sewer to this area. Cost estimates have been prepared for each of the utility upgrades described in this section.

The upgrades to sanitary sewer along this corridor are recommended as a strategy to enable transformative economic development to occur along this corridor and should be considered as part of grant applications such as the State's READI Grant Program.

Sanitary Sewer Recommendations

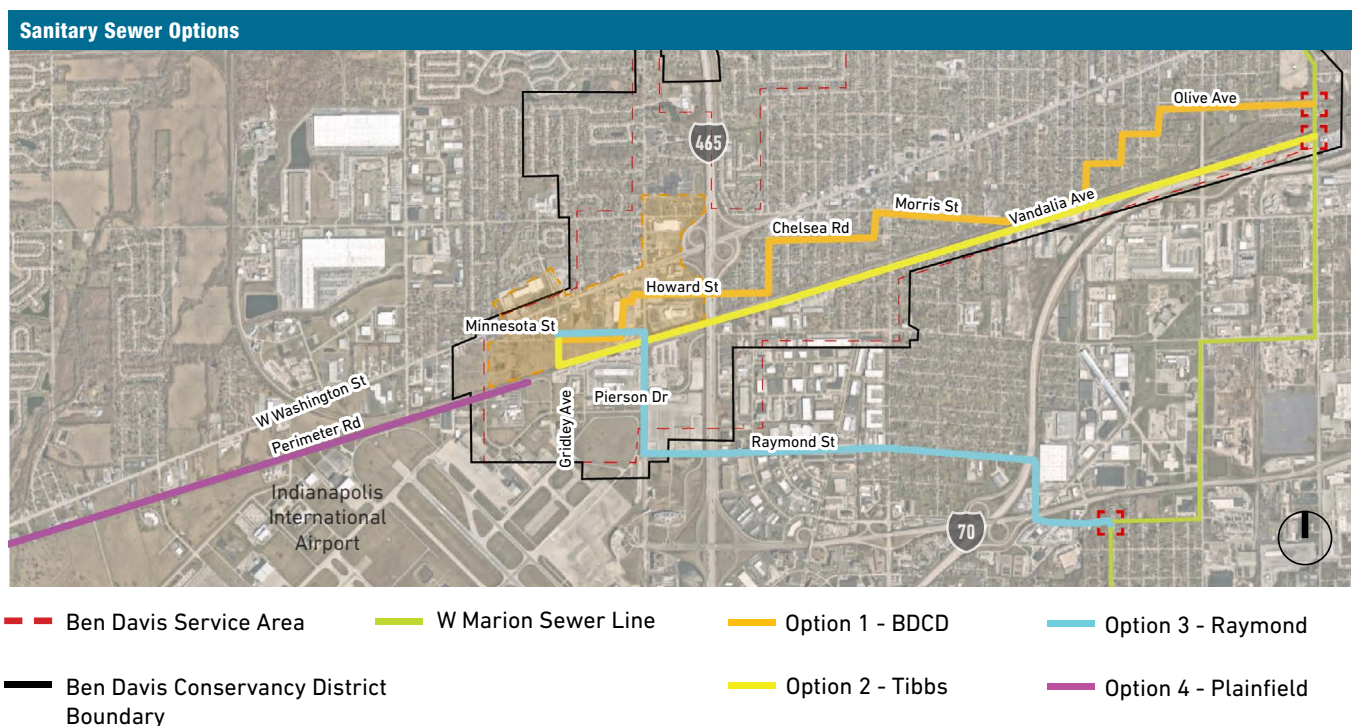
Several options to upgrade sanitary sewer service were examined, and cost estimates were prepared. It was determined that Option 3, Raymond Street, is the preferred option as it directly services the site envisioned for the first phase of development, minimizes easement acquisition, and services the area for the best cost. This option also allows for sanitary sewer upgrades to be continued further west on Washington Street to service this entire district.

Option 1: Utilization of the existing Ben Davis Conservancy District line - This line winds through the BDCD and connects to the 66' Tibbs interceptor (West Marion Line).

Option 2: Construction of a new sanitary sewer line running parallel to the railroad - This line runs northeast and connects to the 66' Tibbs interceptor (West Marion Line).

Option 3 Raymond Street: Connects to the CEG sewer line south of the site and railroad - This line runs west to east and connects to the 66' Tibbs interceptor (West Marion Line). **This is the preferred alternative.**

Option 4: Construction of a new sanitary sewer line running parallel to the railroad. This line runs southwest and connects to the Plainfield sewer system.



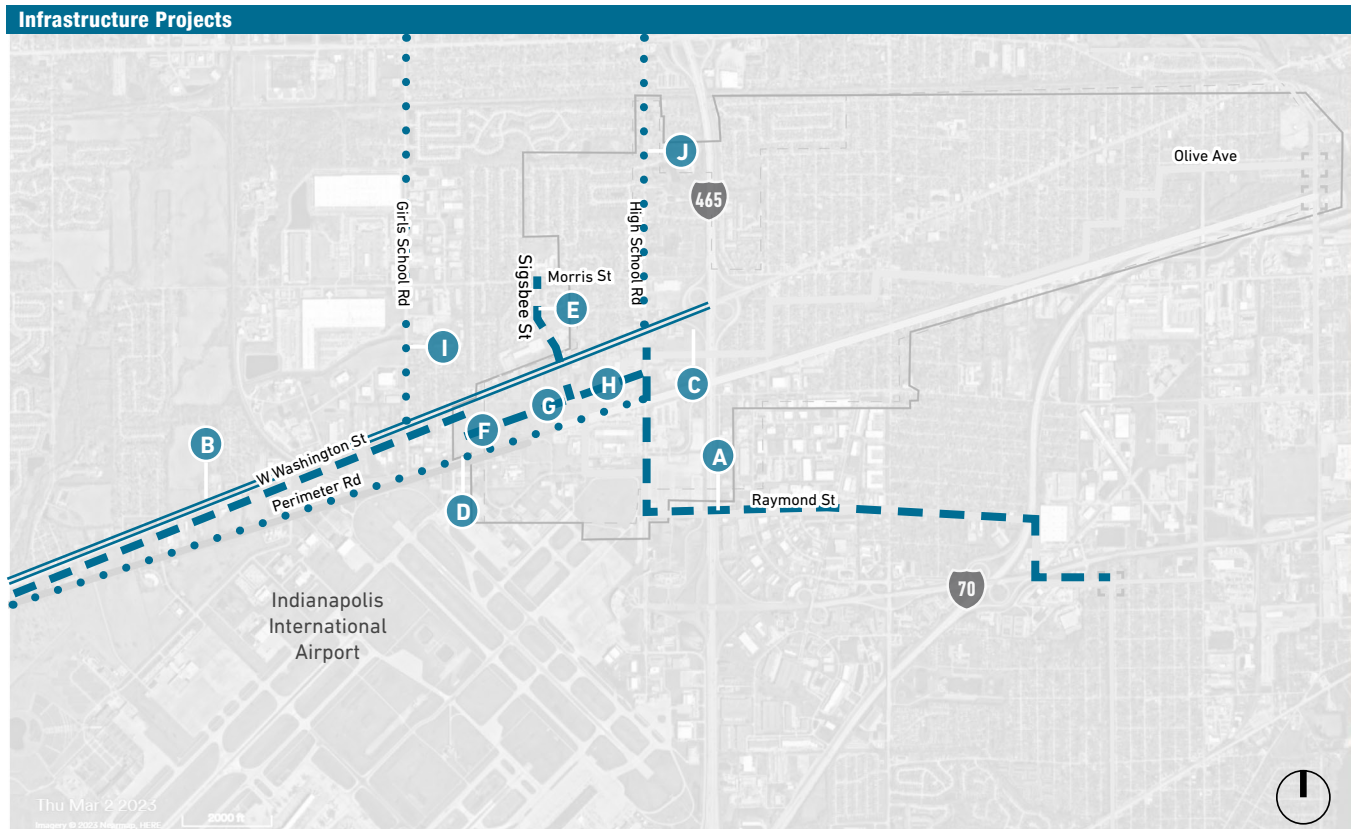
Corridor Investment Strategy

West Washington Street

The West Washington Street Corridor Implementation Strategy sets forth the steps to achieve transformative investment for the betterment of the West Side and its residents. To implement this strategy, several priority projects have been outlined that will ready real estate for a change, signal to the market that the time is right to invest, and catalyze transformative economic development within this corridor focused on growing an equitable, dense, mixed-use, employment based and walkable and transit-connected, neighborhood commercial development near a major employment anchor.

Once fully implemented, this strategy will help the City of Indianapolis and the IAA to strengthen this corridor, encourage economic development and revitalization of this corridor. The following page outlines the initial phase of projects envisioned to enable the revitalization of the West Washington Street Corridor.

ID	Project Description	Notes
A.	Sanitary Sewer - Option 3 Raymond Street	Covered by TIF and potential READI Grant (CEG will cover some percentage of this as O+M – potentially 25%)
B.	West Washington Street Improvements	INDOT and/or federal grants paying 50% of the total \$43 m cost - this does not include IndyGo improvements
C.	Sewer connection west to County Line along Washington Street or rail ROW	Extension could occur coordinated with West Washington Street improvements
D.	Vandalia Trail	Full trail alignment along Perimeter Road
E.	Sigsbee Street Improvements	Complete Streets improvements between Minnesota and Morris Streets -potential developer driven cost
F.	Minnesota Street Improvements	Complete Streets improvements within development site - potential developer driven cost.
G.	Electrical Substation	Substation to serve development area - potential utility driven cost
H.	Minnesota Street Stormwater Tank	Stormwater tank with sufficient capacity to supply the entire Minnesota Street site - potential developer driven cost.
I.	Girls School Road Improvements	Multi-use pathway - funded by existing TIF
J.	High School Road Improvements	Multi-use pathway - funded by existing TIF
	Total	



TIF Phasing and Funding

TIF Implementation Phasing

A multi-step TIF phasing approach is recommended to maximize the potential revenues available for the implementation of the development plan.

Step 1: Remove Phase One Parcels from Current Airport EDA

The current Airport EDA expires in 2025. Any investment that is captured in the current TIF will only generate increment assessed value through that time. In order to maximize the revenue available for the West Washington Street redevelopment, the parcels that comprise the Phase One development should first be removed from the current Airport TIF. This will require a due diligence and disclosure process to verify that current bondholders will not be impacted. This step should take place in 2024.

Step 2: Establish a New TIF Allocation Area for the Phase One Development

Once the Phase One parcels are removed from the Airport TIF, a new TIF should be established to capture the investment from the Phase One development. An illustrative TIF boundary is shown on the map below. The Declaratory Resolution for the new allocation area should be adopted after Step 1 is complete but prior to the end of 2024.

Step 3: Renew Airport EDA and Consolidate with West Washington Street Allocation Area

After the current Airport EDA expires in 2025, the City has the option of renewing the TIF. If this happens, the increment assessed value currently captured within the Airport TIF would flow to the tax base of the local taxing units. The base assessed value would be re-established at tax year 2026 levels, and any new assessed value would flow to the increment. The boundaries of the re-established TIF should be designed in a way that aligns with the economic development policy objectives of the City at that time. If desired, the Declaratory Resolution to re-establish the Airport TIF should be adopted after July 1, 2025, but before December 31, 2025.

Step 4: Expand the TIF to Capture Follow-on Development

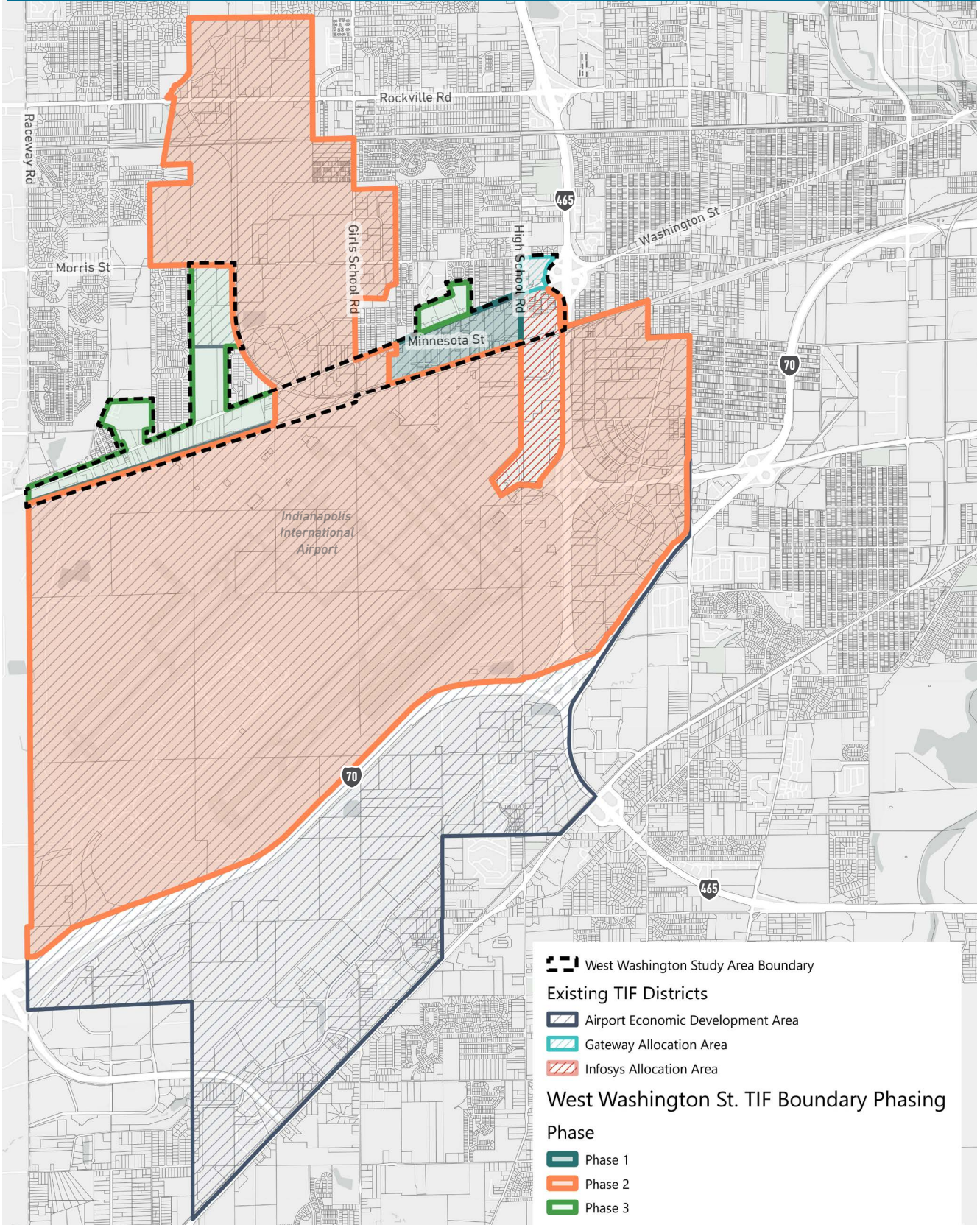
As the potential for development expands beyond the initial phases, the TIF boundaries may need to be expanded from time to time to capture appropriate investments.

Potential Sources for Infrastructure Funding

A variety of potential options are available to fund the infrastructure investments needed to catalyze development on West Washington Street. Several options available to the City are summarized below.

- **TIF Financing on Phase One Development** – Could be structured as either a bond or a bond anticipation note
- **Existing TIF Reimbursement** – Fund initial expenditures from Airport TIF or Infosys TIF and reimburse funds from Phase One development through 2025
- **Supplemental Airport Development** – Bring TIF proceeds from projects outside of the study area, but within the Airport TIF into the financing
- **General Obligation Bond** – Use a property tax or income tax supported bond to fund initial investment, likely reimbursed by Phase One TIF proceeds in the future
- **READI Grant Award** – Use READI grant funds to supplement TIF proceeds or other public funding
- **FAA Funding Reimbursement** – Subject to regulations, fund initial expenditure with FAA dollars, later reimbursed by TIF proceeds
- **Public-Private Partnership** – Use private dollars to fund initial development, incorporated into a total incentive package (could include a developer-backed bond)

West Washington Street TIF Boundary & Phasing



- West Washington Study Area Boundary
- Existing TIF Districts**
 - Airport Economic Development Area
 - Gateway Allocation Area
 - Infosys Allocation Area
- West Washington St. TIF Boundary Phasing**
- Phase**
 - Phase 1
 - Phase 2
 - Phase 3

