



# REQUEST FOR PROPOSALS

## 222 NORTH ALABAMA STREET REDEVELOPMENT PROJECT

RFP-13DMD-2022-7



October 21, 2022

**RFP ISSUED**

December 2, 2022

**PROPOSALS DUE**

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### Exhibit A:

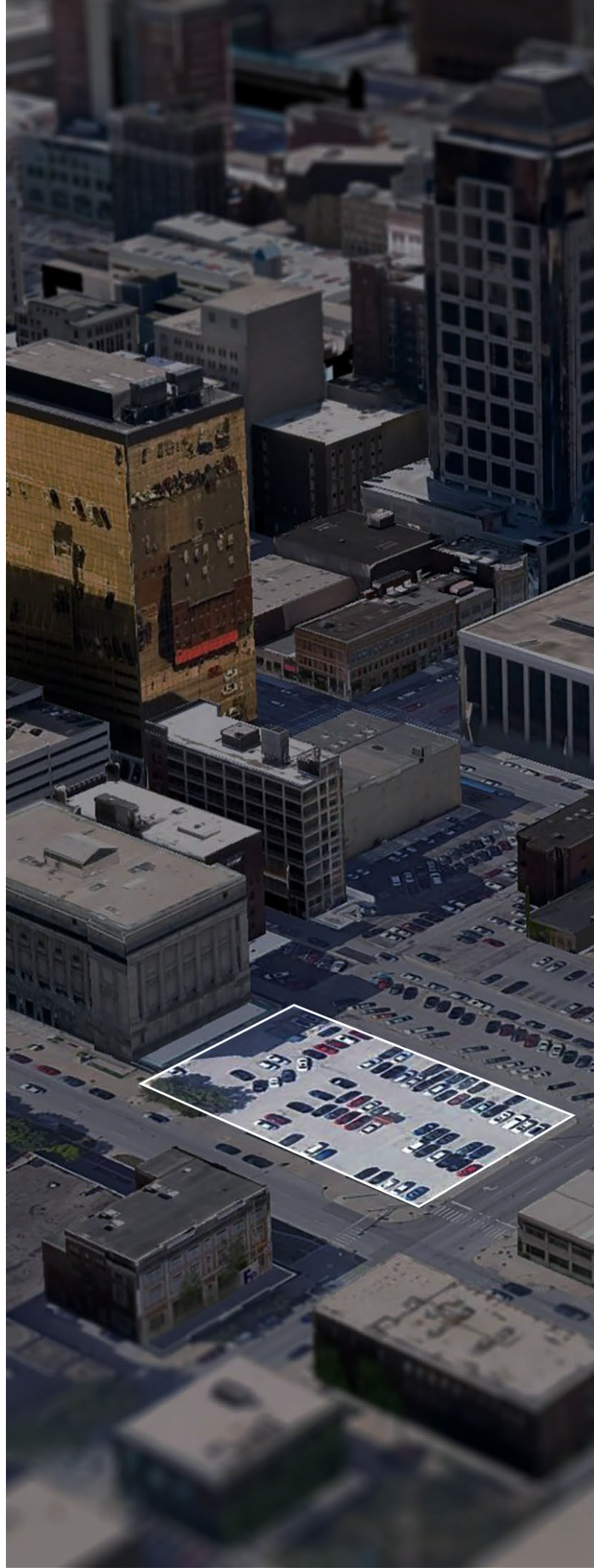
Offering Sheet (222 North Alabama Street)

### Exhibit B:

Old City Hall Preservation Plan

## CONTACT

Rusty Carr  
Deputy Director - Strategy & Collaboration  
[rusty.carr@indy.gov](mailto:rusty.carr@indy.gov)



Dear Bidder,

On behalf of the Office of Mayor Joe Hogsett and the Department of Metropolitan Development, I am pleased to present this request for proposals (RFP) for the redevelopment of the current surface parking lot at 222 North Alabama Street. Situated at the nexus of a burgeoning Market East District and the Mass Ave Cultural Arts District, this key parcel presents a unique opportunity to bridge two areas of significant downtown investment through responsible urban development.

While prior City explorations of development on this site have required the inclusion of Old City Hall as a prerequisite, this RFP presents the first opportunity for prospective development partners to suggest highest-and-best use of this City-owned parcel in and of itself, even while the Department of Metropolitan Development continues to work toward identifying the most appropriate preservation project for the century-old former municipal offices.

Thank you for your interest in this RFP. We look forward to sharing a dialogue about the potential of this transformative site.

Sincerely,

**Scarlett Andrews**

Director of the Department of Metropolitan Development

This project is a continuation of Mayor Joe Hogsett’s Downtown Resiliency Strategy, a set of initiatives aimed at strengthening our downtown as a livable neighborhood, a destination, and a place for business. Building upon recent momentum of the Indianapolis Transit Center, the Richard G. Lugar Plaza, 360 Market Square, and the Cummins Distribution Headquarters, the city recently procured development partners for the City Market Campus and the Cole Motor Redevelopment. This east-west continuity will connect downtown and the eastside, highlighting the need for north-south connectivity between the Market Street commercial corridor and the Mass Ave Cultural Arts District.

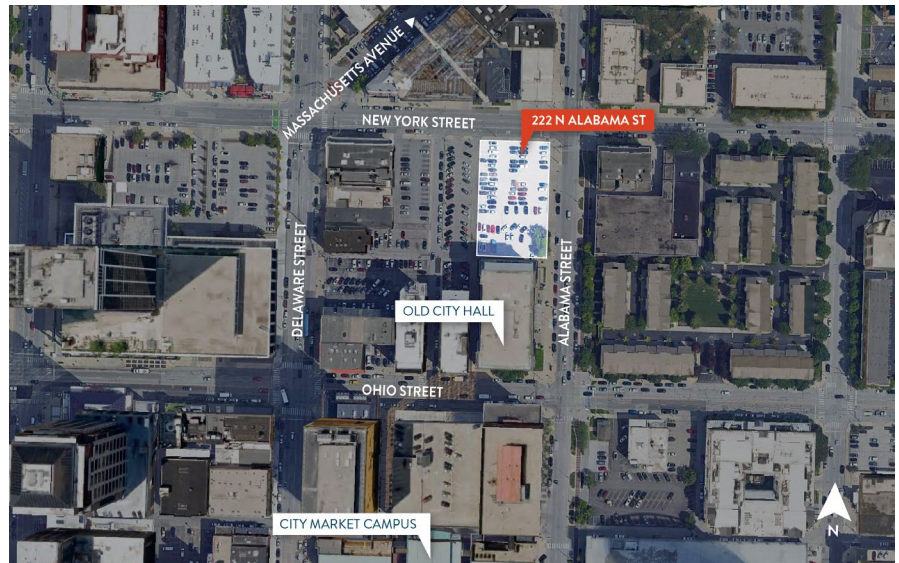
The City of Indianapolis invites proposals that provide density and commercial activity to this underutilized surface parking lot. Proposals should provide street-level activation and serve as a bridge between two fast-growing neighborhoods within the downtown. Proposals are not required to include the Old City Hall as a component of their development, and any concepts including that property should be sensitive to its historic nature and mindful that it was intentionally not included as part of this procurement.



## 02. SITE OVERVIEW

### OVERVIEW

The 222 North Alabama site is a 0.65 acre surface parking lot adjacent to the City-owned Old City Hall. It is bordered on the east by Alabama Street and the world renowned Indianapolis Cultural Trail, a Legacy of Gene and Marilyn Glick, which connect the established Mass Ave Cultural Arts District to the fast-growing Market East District that contains the City-County Building, Historic City Market, and the Cummins Headquarters. Loading access is prospectively available via the property's western boundary (N. Alley 365 East), reconnection of Miami Street, or by securing access to Hudson Street via adjacent property owners. Current zoning and recommendations from the Comprehensive Land Use Plan would suggest intensive mixed-use development on the site, and it is part of the Indianapolis Historic Preservation Commission's (IHPC) Old City Hall Preservation District.



### ENVIRONMENTAL CONSIDERATIONS

Historic commercial/industrial use of the Site has resulted in environmental impacts to site soils and groundwater, confirmed by previous environmental investigations conducted by the City. Interested bidders should include an environmental consultant as part of the team in order to provide oversight and regulatory guidance throughout the process.

Copies of all environmental investigation reports commissioned by the City are available for download from the Purchasing webpage along with this RFP listing.

Additional information related to the Site is available through the Indiana Department of Environmental Management 'Virtual File Cabinet' under Agency ID #109622: <https://vfc.idem.in.gov/DocumentSearch.aspx?xAIID=109622>

## SURROUNDING AREA

This site benefits from a number of significant public investments that have been completed or are planned in the near future. Directly to the south of the site, an announced redevelopment of the block containing the Historic City Market is underway, with a substantial rejuvenation of the Market House itself expected to bring renewed daytime/nighttime activation to the corridor. The site has access to the Indianapolis Cultural Trail across Alabama Street, which to the north provides direct multi-modal access to the Mass Ave Cultural Arts District and connectivity to the Monon Trail. To the south, the Cultural Trail provides access to the Market East District, inclusive of the IndyGo Downtown Transit Center. IndyGo also recently concluded construction of its first high-frequency “Super Stop” transit area just one block west of the project site.

### Walk Times to Nearby Amenities:

3 min	Massachusetts Avenue
3 min	Needler’s Fresh Market
3 min	City Market Campus
3 min	Whole Foods
4 min	City-County Building
5 min	Julia M. Carson Transit Center
9 min	Monument Circle
11 min	State Government Center
11 min	Cole Motor Redevelopment
15 min	Central Library
18 min	Bottleworks District

## 03. DEVELOPMENT VISION

### DESIGN CONSIDERATIONS

Protecting the walkability of New York Street, a key pedestrian connection to Massachusetts Avenue, University Park, and the nearby grocery and hardware stores, should be a priority of any proposal. With numerous existing curb cuts on this block of New York Street, care should be taken to avoid further degrading the already vulnerable pedestrian environment. It is strongly recommended that all vehicular entrances be located on the north-south alley adjacent to the site.

Building facades/site edges along both Alabama Street and New York Street should be pedestrian-oriented, with a high degree of permeability, transparency, and, where appropriate, sidewalks activated with features such as seating, externalized front doors, walk-up windows, and other amenities.

Contingent on the availability of future funding, the City anticipates transitioning both Alabama Street and New York Street back into two-way streets. These two-way conversions will include the sections adjacent to the project site.

### DESIRED USE

A wide range of uses may be appropriate for the site, including housing, hotel, office, or public-facing commercial uses.

### CONSIDERATIONS OF OLD CITY HALL

Although prior solicitations for redevelopment concepts on this site have been predicated on the rehabilitation and reuse of Old City Hall, such reuse is not a component of this request for proposals, nor a requirement. Respondents should assume there is no planned governmental use of the building. While proposed reuse of the Old City Hall site may be considered as part of a development plan, respondents should presume that such development components would be undertaken with sensitivity to the building's protected status as a historic landmark, with the development team assuming long-term maintenance and operational costs, and with no additional public subsidy beyond traditional economic development tools generally utilized by the City.

## 04. PROJECT SUPPORT

### INCENTIVES AND DEVELOPMENT FRAMEWORK

Developer shall specify any incentives (City, Federal, other) and the amounts thereof that it is anticipated will be included in the project capital stack and provide information regarding the process and timeline for such. Tools administered by the City available to a developer on this project might include:

- Assistance with land-use petition and permitting fees
- Developer-Backed Tax Increment Financing (TIF)
- Utilization of New Markets Tax Credits
- Affordable Housing Incentives
- Housing Trust Fund
- HOME/CDBG
- E-TOD
- Tax Abatement
- Payment in Lieu of Taxes ('PILOT')
- Brownfield Redevelopment Funds

It is expected that the City of Indianapolis will transfer the property to the selected developer through sale and MDC action.

The site is zoned Central Business District-2 (CBD-2) and falls within the Indianapolis Historic Preservation Commission's (IHPC) Old City Hall District. Teams must carefully consider the Old City Hall Preservation Plan affixed to this document as Exhibit B as final IHPC approval will be required.

### MINIMUM STANDARDS AND PROJECT GOALS

The City of Indianapolis, through law and policy, has adopted a number of minimum standards and project goals for public-private partnerships. Development teams should familiarize themselves with these precedents and incorporate them into their proposals to the greatest extent possible. Examples include minimum standards encouraging the use of high-quality construction labor, safeguards against contractor wage fraud, and efforts to meet codified XBE goals. In addition, the city requires multifamily projects receiving public subsidy to include affordable units, of a like kind to market rate units, across all available unit types.



## **ENGAGEMENT**

Equitable, inclusive, and ongoing engagement with the community will be expected as an integral component of the development process for this site. Development teams should undertake outreach to nearby stakeholders, including but not limited to neighborhood groups, merchants associations, and service providers. The Department of Metropolitan Development will play a supporting role in public participation throughout the process.

## 05. SUBMISSION REQUIREMENTS + OBLIGATIONS

A complete response will have the following components:

- **Cover Letter Containing:**
  - Organization Name
  - Address
  - Phone + Email
- **Team Organization**
  - Description of Team
  - Organizational Chart with Names
  - Key Staff
  - Description of Roles (inc. % of each team member's time devoted to project)
  - Percent Minority-, Women-, Veteran-, and Disabled-Owned Business participation
  - Resumes
- **Proposal for Redevelopment of the Site**
  - Financial Offer
    - An offer of not less than \$2,605,000.00 for the project site per the Offering Sheet attached as Exhibit A
  - General description of the proposed project
    - Outline of development and financial terms, including proposed purchase price (Proforma expected in later stages)
    - Projected overall construction costs
    - Proposed project schedule
    - Details regarding unit affordability if proposal contains multifamily housing, including the proposed % of affordable units
    - Details regarding incentives Developer will be requesting
    - Project renderings or images
  - A description of the proposed developer(s) and operator(s)
    - Identity and relationships with other firms involved in the project
    - Description of firm's in-house capabilities
    - Number of years in business
    - Documentation of financial ability to complete the project

- Examples of Prior Relevant Work
  - Number of Projects
  - Number of Units
  - Total Project Cost
  - Examples/Imagery

**Questions + Submittal Instructions**

Questions shall be submitted to [rusty.carr@indy.gov](mailto:rusty.carr@indy.gov) no later than 5:00 p.m. local time, November 11, 2022. The DMD intends to respond in writing or email to all questions that will be an addendum to the RFP, and such information will be provided to all respondents receiving a packet. All such addenda shall become part of the RFP, and all respondents shall be bound by such addenda, whether or not received by the bidder.

Respondents shall submit their responses electronically to [rusty.carr@indy.gov](mailto:rusty.carr@indy.gov) and should reference proposal number RFP-13DMD-2022-7 in both the subject line of the email and in the proposal document. All response files should be in PDF format, with individual file sizes limited to 20MB. All responses must be received by 12:00 p.m. local time, December 2, 2022. Hard copies may be required at a later date.

**Timeline**

RFP Released	October 21, 2022
Questions Due	November 11, 2022
Question Responses Provided	November 18, 2022
Proposals Due	December 2, 2022
MDC Proposal Opening	December 7, 2022
Interviews	December 12-16, 2022

**Option Agreement & Project Agreement**

In order to ensure timely transfer and commencement of site redevelopment, within 90-days of notification of selection, the selected Developer may be required to enter into an Option Agreement for eventual sale of the Site. Upon notification of selection Developer shall concurrently proceed with due diligence, pre-development activities, requests for incentives, and pursuit of real estate entitlements, while also working with the City to negotiate a required Project Agreement for sale of the property.

## Public Notice

In accordance with Indiana Code 36-7-15.1, the Metropolitan Development Commission (the “MDC”) is offering for sale property(s) described in this proposal package (the “Property”) and the Offering Sheet is affixed to this proposal as Exhibit A.

The disposition of the Property will be duly advertised in The Indianapolis Star and The Court and Commercial Record. The disposition of the Property will be governed by the procedures that have been established by the MDC in accordance with all applicable laws and rules. The MDC may consider offers for alternative proposed Fair Market Value of the property if appropriate justification can be demonstrated in the Developer’s proposal.

The MDC will open proposals at **1:00 p.m. EST on December 7, 2022, in the Public Assembly Room of the City-County Building** or any other location designated on the public notice for the hearing. All exhibits, drawings, renderings and other material to be used in such presentation that are in addition to the sealed bid shall be deposited by each bidder at the time of the submission of the written offers and shall be retained by the DMD. All exhibits and graphics of the successful bidder(s) remain the property of the DMD. The MDC reserves the right to accept, reject, or table any and/or all offers.

In determining the highest and best offer, the DMD, on behalf of the MDC, shall take into consideration all factors relevant to desirable development, including the following: the terms offered, the project description, the economic development benefits of the Proposal, compliance with the Request for Proposals, Experience and Qualifications of the Respondent Team, and the readiness to enter into a Project Agreement. Satisfying these factors will assure the DMD and the MDC that the sale, if made, will best serve the interests of the community both from the standpoint of human and economic welfare.

**EXHIBIT A**

Offering Sheet  
(222 North Alabama Street)

## **OFFERING SHEET**

### **222 N. Alabama Street, Indianapolis, IN 46204**

The City of Indianapolis Department of Metropolitan Development (DMD) is seeking redevelopment proposals from qualified firms ('Developers') for the opportunity to purchase and develop the Old City Hall Parking Lot, parcel #1029552 at 222 N. Alabama Street, Indianapolis, IN 46204 further outlined in the Request for Proposals ('RFP') linked below.

### **Respondents must make a minimum purchase offer of \$2,605,000.00.**

All materials relative to this RFP, including any official addendum will be available for download directly from City Purchasing at <https://www.indy.gov/workflow/find-bid-opportunities>. Any and all correspondence regarding this RFP, including questions and RFP submittals, should be directed to Rusty Carr, Deputy Director – DMD at [rusty.carr@indy.gov](mailto:rusty.carr@indy.gov).

Proposals will be evaluated based upon:

- Alignment with the vision and requests outlined in the RFP packet
- Description and character of the proposed project(s)
- Purchase price
- Any economic development benefits from the purchaser's uses, such as:
  - number of jobs to be created
  - amount of construction investment
  - projected average hourly wages for employees
  - recreational benefits to the city
- Bidder's Experience and Qualifications with respect to the proposed use
- Bidder's demonstrated financial responsibility (financial statements, prior projects, *etc.*)
- Any other factors that will assure the commission that the sale, if made, will best serve the interest of the community, from the standpoint of both human and economic welfare.

### **LEGAL DESCRIPTION**

**NOTE:** For purposes of the preparation of these descriptions, no surveys of the described real estate were performed, and no monuments were set. Legal descriptions are from the public assessor records.

### **222 N. ALABAMA STREET INDIANAPOLIS, IN 46204**

**1) Local Parcel:** #1029552

**Legal Description:** 135FT E END L1 L2 & L3

EX 37FT X 28FT W END & VAC ALLEY S & ADJ SQ38 CONT 0.650AC+-

**Visual Description**



1. RFP packet may be downloaded directly from City Purchasing, at <https://www.indy.gov/workflow/find-bid-opportunities>.
2. Offers submitted by a trust (as defined in IC 30-4-1-1(a)) must identify each:
  - Beneficiary of the trust; and
  - Settler empowered to revoke or modify the trust.

All submissions to this RFP must be made by **12:00 noon EST on Friday, December 2, 2022**. The Metropolitan Development Commission (MDC) will open proposals at their public meeting on December 7, 2022 at 1:00PM est.



**EXHIBIT B**

Old City Hall Preservation Plan

# **HISTORIC PRESERVATION PLAN**

## **OLD CITY HALL**

### **HA-41 (OCH)**

**202 and 222 N. Alabama Street  
Indianapolis, Marion County, Indiana**

**A PART OF THE  
COMPREHENSIVE PLAN  
FOR MARION COUNTY, INDIANA**

**Adopted by the Indianapolis Historic Preservation Commission  
February 1, 2017**

**Adopted by the Metropolitan Development Commission  
February 15, 2017**

**Prepared By:**

**Staff of the Indianapolis Historic Preservation Commission  
1842 City-County Building  
200 East Washington Street  
Indianapolis, Marion County, Indiana**

## **CREDITS**

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City of Indianapolis

Director Emily C. Mack  
Department of Metropolitan Development

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Zach Adamson

Stephen J. Clay

Jeff Coats

Susie Cordi

Jared Evans

Colleen Fanning

Monroe Gray, Jr.

Jason Holliday

La Keisha Jackson

Robert Blake Johnson

Scott Kreider

Frank Mascari

Janice McHenry

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### **Indianapolis Historic Preservation Commission (IHPC)**

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Ashley Rosenthal Payne

W. Bruce Stauffer

Alex White

Susan Williams

### **IHPC STAFF**

David L. Baker, Administrator

Meg Purnsley, Principal Architectural Reviewer

Emily Jarzen, Senior Architectural Reviewer

Christopher Myers, Preservation Planner

Lorie Finch, Office Manager

LeAnnette Pierce, Legal Counsel

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# OLD CITY HALL

## Historic Preservation Plan

### I. OWNER<sup>1</sup>

The City of Indianapolis  
200 E. Washington Street  
Indianapolis, IN 46204

### II. HISTORIC & ARCHITECTURAL DESIGN ANALYSIS

#### Construction Information

- Date of original design, construction, or origin: 1909-1910
- Architects: Rubush and Hunter
- Engineer: George M. Brill, Supervising Engineer
- Builder: Westlake Construction Company

#### Physical Description<sup>2</sup>

The Old City Hall is located on the northwest corner of Ohio and Alabama Streets, four blocks northeast of Monument Circle. The building itself occupies an area of approximately 190 x 115 feet. The longest side contains the main entrance and faces east onto Alabama Street.

The four-story-and-basement structure was constructed of hard-burned brick, faced with large slabs of Indiana Bedford limestone and has a granite foundation. All sides of the building, even those facing the alley to the west or the area to the north, are equally well finished.

The parking lot that extends to the north of the Old City Hall has contained businesses, residences, and parking facilities. According to aerial photography, the last commercial building on this site was demolished before 1986.

### III. HISTORIC AREA DELINEATION & LEGAL DESCRIPTION<sup>3</sup>

The historic area is comprised of two parcels of land which are part of Lots 1 through 6 of Square 38 of the Donation Lands of the City of Indianapolis, Marion County, Indiana, and part of vacated Miami Street:

- (1) Parcel 1029552 (commonly known as 222 N. Alabama Street) 135FT E END L1 L2 & L3 EX 37FT X 28FT W END & VAC ALLEY S & ADJ SQ38 CONT 0.650AC+-
- (2) Parcel 1097670 (commonly known as 202 N. Alabama Street) 135FT E END L4 THRU L6 & 37FT X 28FT SW COR L3 SQ38 CONT 0.659AC+-

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<sup>1</sup> From the records of the Center Township Assessor's Office on November 3, 2016.

<sup>2</sup> Adapted from the "Old Indianapolis City Hall" National Register of Historic Places nomination form prepared by Mary Jane Meeker and Eric Gilbertson on June 12, 1974.

<sup>3</sup> Adapted from a Quitclaim Deed, Instrument Number 2002-0122907, on file with the Marion County Recorder's Office, June 25, 2002.

- (3) Miami Street was vacated per Resolution Number 77-VAC-17 as recorded in the Marion County Recorder's Office in Instrument Number 770081995.

The consolidated boundary of the historic area can be described as follows:

Beginning at the intersection of the north right-of-way line of E. Ohio Street and the west right-of-way line of N. Alabama Street, which is the POINT OF BEGINNING, thence N 87° 59' 37" W 134.5 feet along the north right-of-way line of E. Ohio Street, thence N 2° 3' 47" E 419.8' to the south right-of-way line of E. New York Street, thence S 87° 59' 14" E 134.1 feet to the west right-of-way line of N. Alabama Street, thence S 2° 0' 28" W 419.9 feet along the west right-of-way line of N. Alabama Street to the POINT OF BEGINNING; containing 1.29 acres, or 56,428.7 square feet, more or less, subject to rights-of-way easements, and restrictions.

This boundary is depicted in Section VII of this historic area plan.

**NOTE:** This preservation plan expressly identifies and **designates the interior of Old City Hall** as having exceptional historic and architectural significance.

## IV. STATEMENT OF SIGNIFICANCE

### Summary

The Old City Hall is architecturally and culturally significant to the City of Indianapolis. Throughout its history, it has housed city government, the Indiana State Museum, and the Indianapolis-Marion County Interim Central Library. It has provided the citizens of Marion County a space in which to conduct public business, to learn about state history, conduct research, and pursue literary interests. The Beaux Arts structure was designed by Rubush and Hunter, one of Indianapolis' most prominent architectural firms, and provided office space to city agencies for more than half a century.

In 2003, The ROSK Group, Inc. completed an initial reuse feasibility study for the Old City Hall. The study concluded that it appeared feasible to preserve and reuse the historic structure to meet community needs.<sup>4</sup>

### Architectural Significance<sup>5</sup>

The Old City Hall is considered one of the finest examples of early-twentieth-century public buildings in the area. The exterior is a clear illustration of the classical Beaux Arts style. The interior exemplifies what was considered the height of decorative art at the time of its construction. At its cornerstone ceremony, Mayor Bookwalter stated, "The design speaks for itself. The interior finish, the exterior workmanship—every detail represents the highest degree of the builder's art."<sup>6</sup> The quality of construction is evidenced by the fine condition and usefulness of the building today.

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<sup>4</sup> The ROSK Group, Inc, "Initial Feasibility Study and Programming Developments for Conversion and Renovations at Former Interim Central Library—IMCPL (Old City Hall) Indianapolis, Indiana," on file with the Indianapolis Historic Preservation Commission, July 3, 2003.

<sup>5</sup> Much of this section, unless noted otherwise, is adapted from the "Old Indianapolis City Hall" National Register of Historic Places nomination form prepared by Mary Jane Meeker and Eric Gilbertson on June 12, 1974.

<sup>6</sup> "Lays Corner Stone of New City Hall," newspaper clipping on file with the Indianapolis Historic Preservation Commission, 28 July 1909.

The building retains much of its original building materials, as well as a relatively intact floor plan. Most of the exterior architectural details are extant, although the structure has been compromised by the infill of its window openings when it was converted to a museum use. Most of the original interior finishes and works of art are also intact, including those found in the grand, central rotunda. The building was listed in the National Register of Historic Places in 1974.

The Old City Hall is an adaptation of the classical Ionic order by the premier Indianapolis architectural firm of Rubush and Hunter, which won a design competition to be awarded the commission.<sup>7</sup> The firm began its successful partnership just a few years prior to the construction of the Old City Hall.<sup>8</sup> Preston C. Rubush and Edgar O. Hunter changed the built environment of downtown Indianapolis in the early-twentieth century, designing such landmark buildings as:

- Circle Theater (1916), Monument Circle
- Murat Temple Addition (1922), Massachusetts Avenue
- Columbia Club (1925), Monument Circle
- Indiana Theater (1927), Washington Street
- Circle Tower (1930), Monument Circle
- Coca-Cola Bottling Plant (1931), Massachusetts Avenue
- Art Deco façade for the H. P. Wasson and Company Department Store (1936), Washington Street.

The decoration is typical of Beaux Arts buildings. The first floor has three double bronze doors with bronze torchiers at the sides. These are framed with low pediments and carved lotus buds on the lintels. The second and third stories have recessed Roman Doric engaged columns banded at the top by an egg-and-dart motif. The columns are topped by a square abacus. A simple architrave with disks spaced over each column decorates the frieze while a continuous dentil runs under the cornice topped with an egg-and-dart motif. The fourth floor attic conceals a low, flat roof.

Entering through a marble-columned lobby, the floors of all lobbies and corridors in the structure are inlaid with colored marble, while the walls have marble wainscoting panels and pilasters. Columns in the rotunda area are scagliola matching the antique verde bases. Much of the original mahogany woodwork is still visible in many areas. The rotunda stretches eighty-five feet above the lobby and is capped by a magnificent 750-square-foot stained glass dome typical of the “Tiffany Era.” Wreaths with acorns, peaches, and other ripe fruit entwine themselves among the geometrical pattern of a bewildering array of multi-colored glass. Light streaming through the dome casts a soft glow throughout the center and balconies on each floor. The center of the rotunda floor features an inlaid compass rose design in marble. From each of the balconies one can sense the feeling of immense space inspiring a sense of pure visual delight within the building.

The Cincinnati art firm of William F. Behrens was commissioned to provide all of the murals decorating the interior at a cost of \$23,700.<sup>9,10</sup> Each has simulated gold backgrounds with animal

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<sup>7</sup> *Souvenir of the Opening and Dedication of the City Hall, Indianapolis, Indiana*, brochure on file at the Indianapolis-Marion County Public Library, 1910.

<sup>8</sup> Glory-June Greiff, “Rubush and Hunter,” in *The Encyclopedia of Indianapolis*, ed. David J. Bodenhamer and Robert G. Barrows (Bloomington and Indianapolis, IN: Indiana University Press, 1994), 333-334.

<sup>9</sup> “Buys Art for City Hall,” newspaper clipping on file with the IHPC Office, date unknown, c.1910.

<sup>10</sup> Assuming this price was set in 1910, this amount is valued at \$1,260,000.00 in 2015 US dollars according to [www.measuringworth.com](http://www.measuringworth.com) (accessed January 25, 2017).

symbols of the zodiac. Heavily-laden wreaths of fruits, flowers, and ribbons include heads of chaste maidens having sweet smiles and downcast eyes.

From 1964 to 1966, under the direction of James Associates of Indianapolis, the state invested nearly a million dollars to renovate the building for museum purposes. The exterior was cleaned and repointed and all window openings were sealed except in the third floor office area. Interior surfaces were cleaned or painted. Ceilings in the exhibit areas were lowered to permit installation of air conditioning, humidity controls, and additional wiring. Paneling and a traffic-resistant floor covering were installed in all exhibit areas. In spite of the sealed windows, much of the original architectural character remains. Inside, the tremendous enclosed space bespeaks of another era. More recent additions to the exterior of the building are two carved limestone eagles that flank the entry stairs. They were removed from the famed Interurban Traction Terminal (1904-1968) and given to the Indiana State Museum in 1968.

### **Historical Significance<sup>11</sup>**

After sixty years of leasing office space to house city government, Indianapolis Mayor Charles A. Bookwalter proposed to build a city hall for Indianapolis in 1907.<sup>12</sup> The new city hall's cornerstone was laid on July 27, 1909, later inscribed with the words of Governor Thomas R. Marshall: "I am, myself, a citizen of no mean city."<sup>13</sup> The Governor also said of the new city hall that, "It should stand for more than a pile of brick and stone and mortar; it should stand for the ideal of citizenship and office-holding in this community."<sup>14</sup> The building was dedicated just a year and a half later on December 21, 1910; its construction symbolized the "coming of age" of Indianapolis as a major midwestern metropolis. The total cost of the building, exclusive of ground and portable fixtures, was \$699,239.83.<sup>15</sup> The building was opened to the public with great fanfare that included the Indianapolis Military Band, a speech by Governor Marshall, and speeches by six former mayors, including Bookwalter.<sup>16</sup> Despite its rapid construction, the building served the people of Indianapolis for over half a century until city offices were moved to the new City-County Building in 1963.

The State of Indiana began leasing the structure in 1963. Major interior and exterior renovations costing nearly a million dollars were made under the direction of James Associates of Indianapolis to accommodate the Indiana State Museum. The Museum opened its doors in January 1967 and the State of Indiana purchased the building from the City of Indianapolis in 1973.<sup>17</sup> The museum occupied the building until May 2002, when it moved into its new facility at the White River State Park and the city regained ownership.

The building then housed the Indianapolis-Marion County Public Library until September 2007, while renovations and additions were made to the library's facility.

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<sup>11</sup> Much of this section is adapted from the "Old Indianapolis City Hall" National Register of Historic Places nomination form prepared by Mary Jane Meeker and Eric Gilbertson on June 12, 1974.

<sup>12</sup> *Background Information*, factsheet on file at the Indianapolis-Marion County Public Library, c.2000.

<sup>13</sup> This phrase originates with Paul of Tarsus. "Motto in City Hall Cornerstone Stirs Controversy Over Meaning," *Indianapolis Times*, 4 March 1962.

<sup>14</sup> "Lays Corner Stone of New City Hall," newspaper clipping on file with the Indianapolis Historic Preservation Commission, 28 July 1909.

<sup>15</sup> This sum is equal to approximately \$19 million in 2016 dollars according to [www.measuringworth.com](http://www.measuringworth.com)

<sup>16</sup> *Souvenir of the Opening and Dedication of the City Hall, Indianapolis, Indiana*, brochure on file at the Indianapolis-Marion County Public Library, 1910.

<sup>17</sup> *The Indiana State Museum...Biography of a Building*, brochure on file at the Indianapolis-Marion County Public Library, c.1982.



## V. PRESERVATION OBJECTIVES

1. Preserve the Old City Hall's interior and exterior features.
2. Encourage adaptive reuse of the Old City Hall and development of the surrounding historic area that retains and preserves the exterior and interior features of the Old City Hall building.
3. Encourage restoring and reopening Old City Hall's window openings.
4. Encourage any addition, pedestrian connector, or other attachment that connects the Old City Hall to any development of the surrounding historic area to:
  - a. Connect to either the north or west elevations; thereby avoiding the elevations that face E. Ohio Street or N. Alabama Street (the main façade).
  - b. Respectfully fit within an existing opening (or discernible but enclosed opening) such that, if the attachment is removed, the affected elevation of the Old City Hall will not be substantially altered. If building codes require a proposed addition, connector, or other attachment to widen or otherwise change the area surrounding a historic opening, these changes should be respectful of the original portions, materials, and details.
  - c. Avoid obscuring or damaging exterior or interior features of the Old City Hall.
5. Encourage new development within the historic area that complements the character-defining features of the Old City Hall.

## VI. PRESERVATION CRITERIA

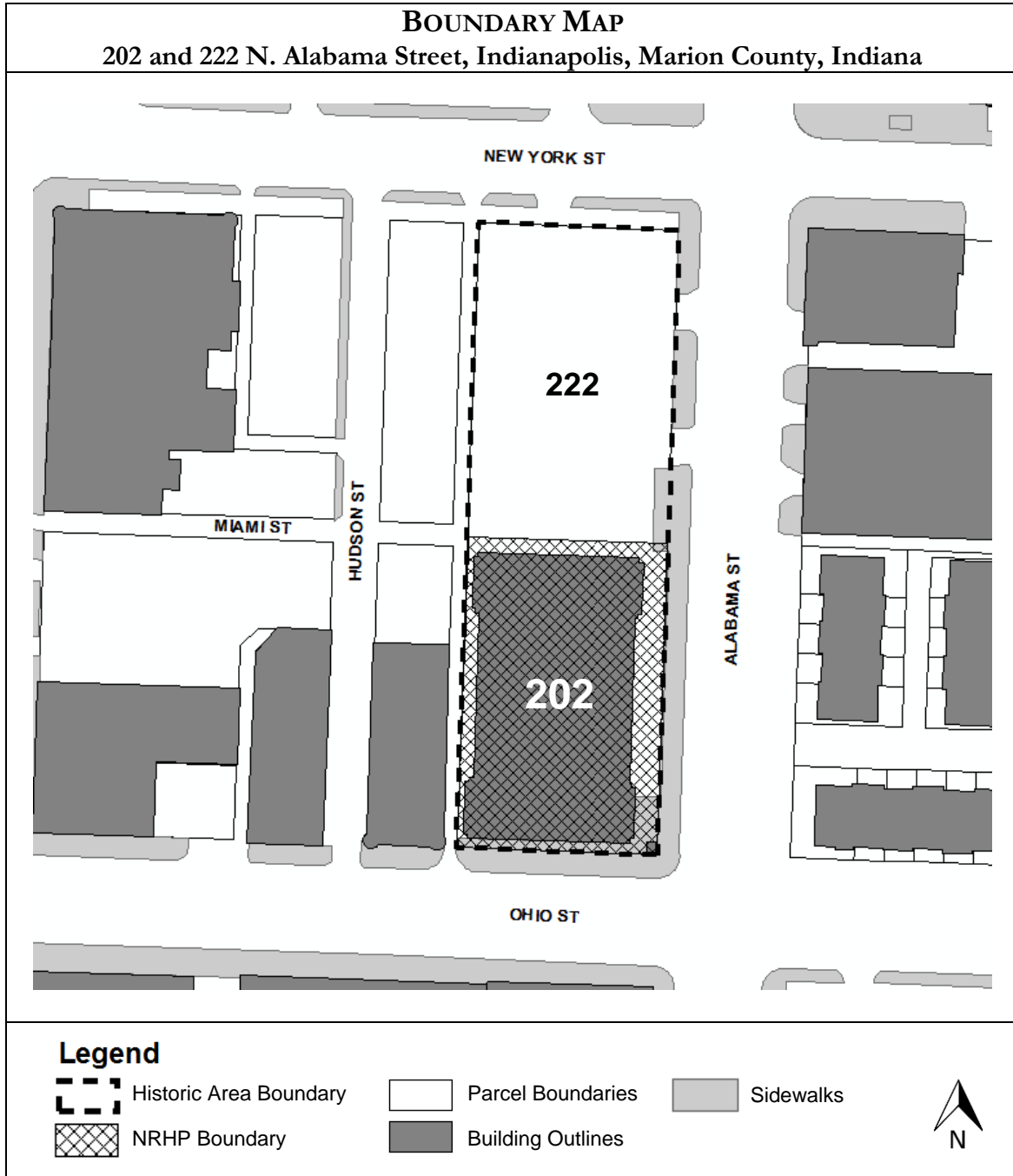
- A. Any development, construction, reconstruction, restoration, or alteration of the subject structure's interior, exterior, or site shall be appropriate to the property's historic and architectural values and significance.
- B. Any development, construction, reconstruction, restoration, or alteration to the exterior shall be visually compatible and appropriate in function, general design, arrangement, color, texture, and materials to the design and character of the historic area.
- C. The IHPC shall use the *Secretary of the Interior Standards for the Treatment of Historic Properties: With Guidelines for Preserving, Rehabilitation, Restoring & Reconstructing Historic Buildings*<sup>18</sup> to determine appropriateness when it reviews and makes decisions regarding development, construction, reconstruction, preservation, restoration, alteration, and demolition in the historic area.

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<sup>18</sup> Kay D. Weeks and Anne E. Grimmer, *Secretary of the Interior's Standards for the Treatment of Historic Properties: With Guidelines for Preserving, Rehabilitation, Restoring, & Reconstructing Historic Buildings*, Diane Publishing Co., 1995.

## VII. IDENTIFICATION AND DESIGNATION OF HISTORIC AREA

The property at 202 and 222 N. Alabama Street, Indianapolis, Marion County, Indiana is hereby identified and designated as an Indianapolis Historic Landmark. **Note:** This historic area plan expressly identifies and **designates the interior of Old City Hall**.



This plan has been prepared in accordance with the State Statute IC 36-7-11.1, which establishes and empowers the Indianapolis Historic Preservation Commission. After the approval of this plan by the Indianapolis Historic Preservation Commission and its adoption by the Metropolitan Development Commission as part of the Marion County Comprehensive Plan, the provisions and requirements of IC 36-7-11.1 and this plan apply to all property and structures within the delineated area.

## VIII. PHOTOGRAPHS & MAPS

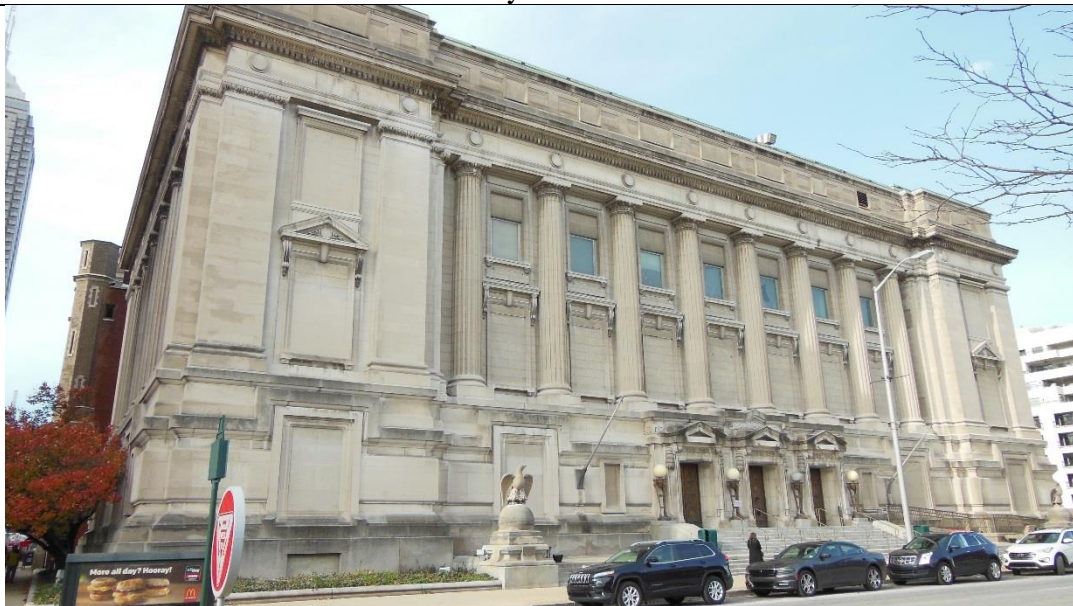
### HISTORICAL PHOTOGRAPH, C.1910

Photo courtesy of the Bass Photo Collection, Indiana Historical Society

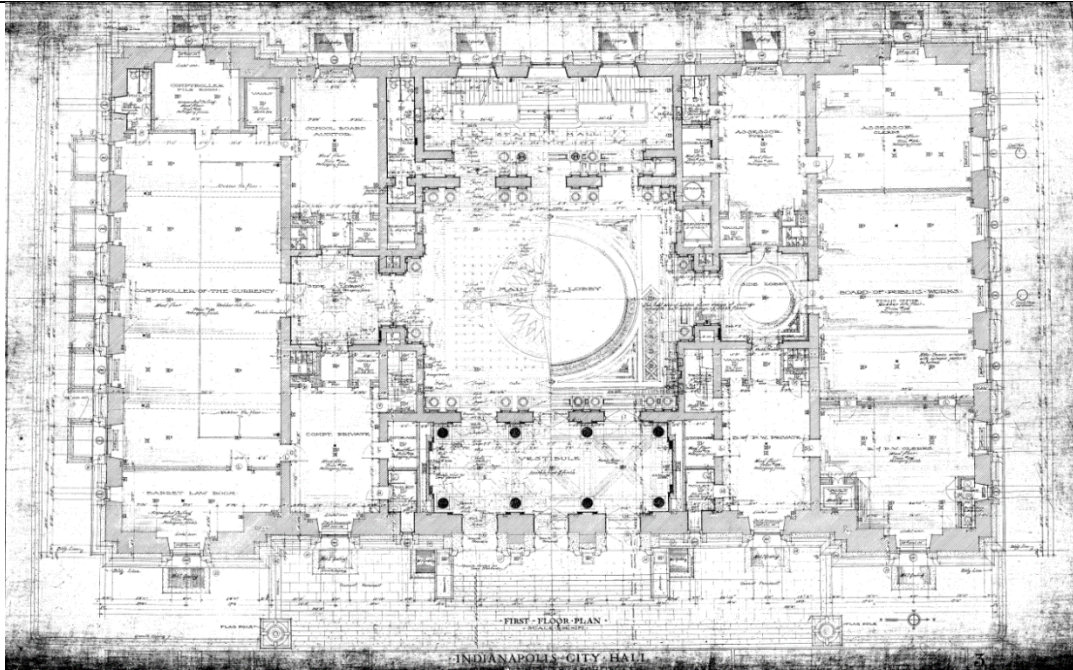


### EXTERIOR PHOTOGRAPH, NOVEMBER 2016

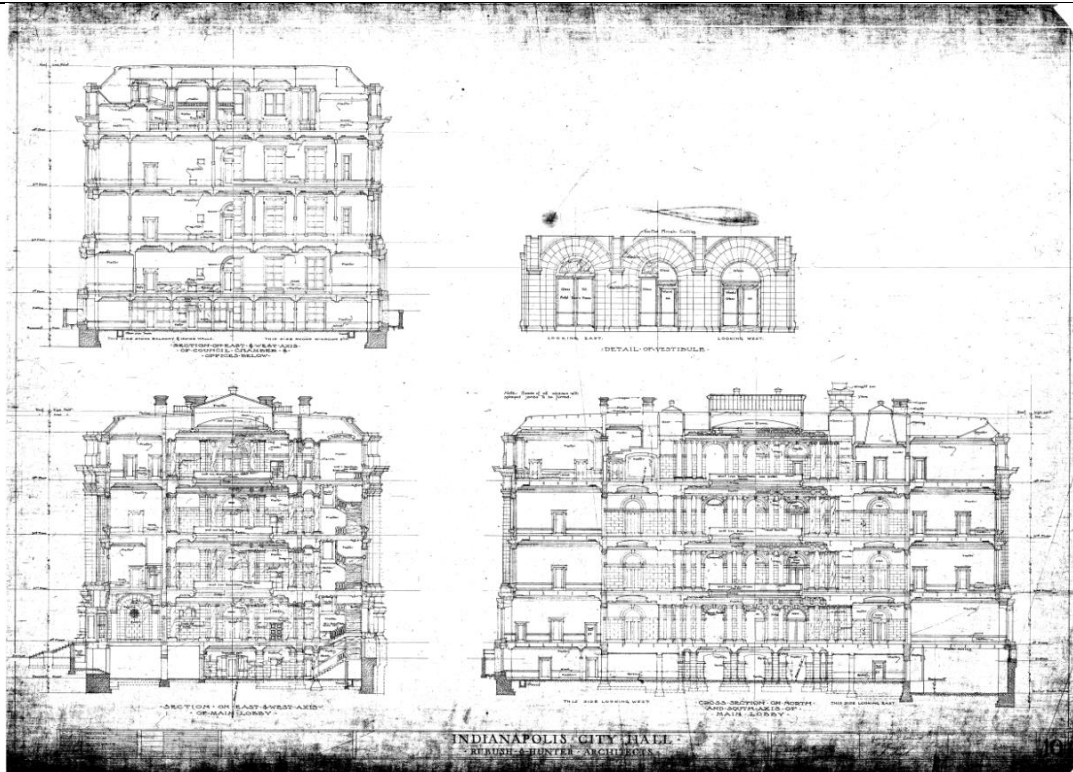
Photo by IHPC Staff



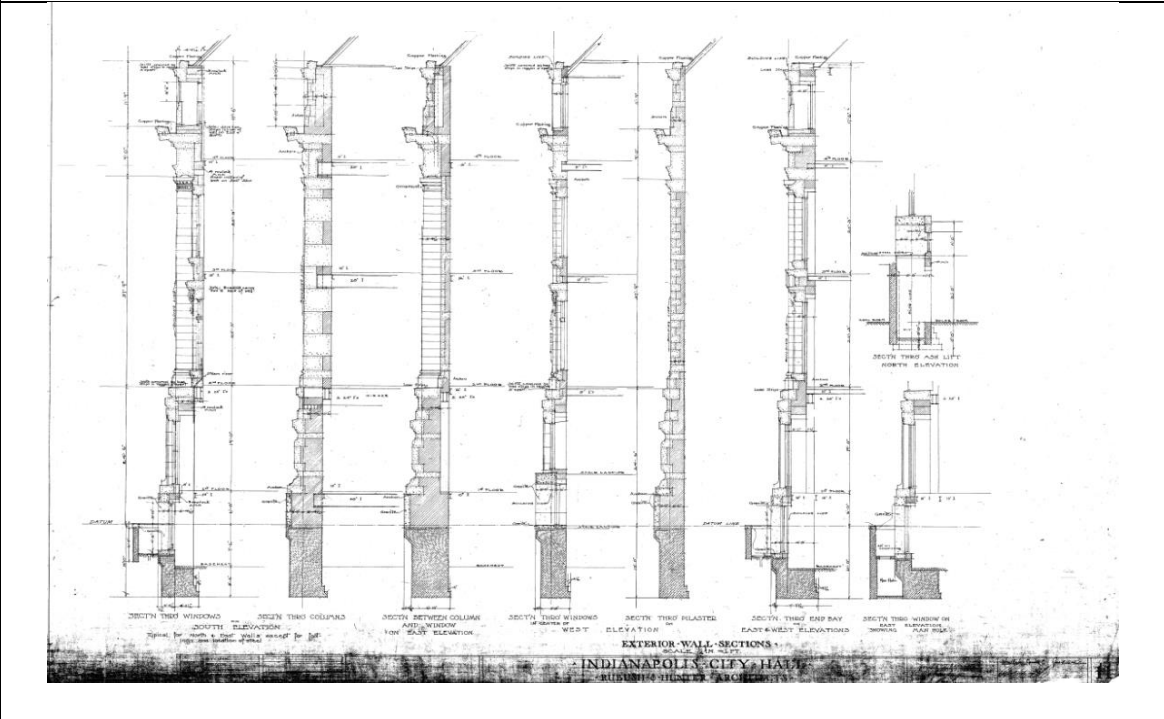
SCAN OF ORIGINAL PLANS  
FIRST FLOOR



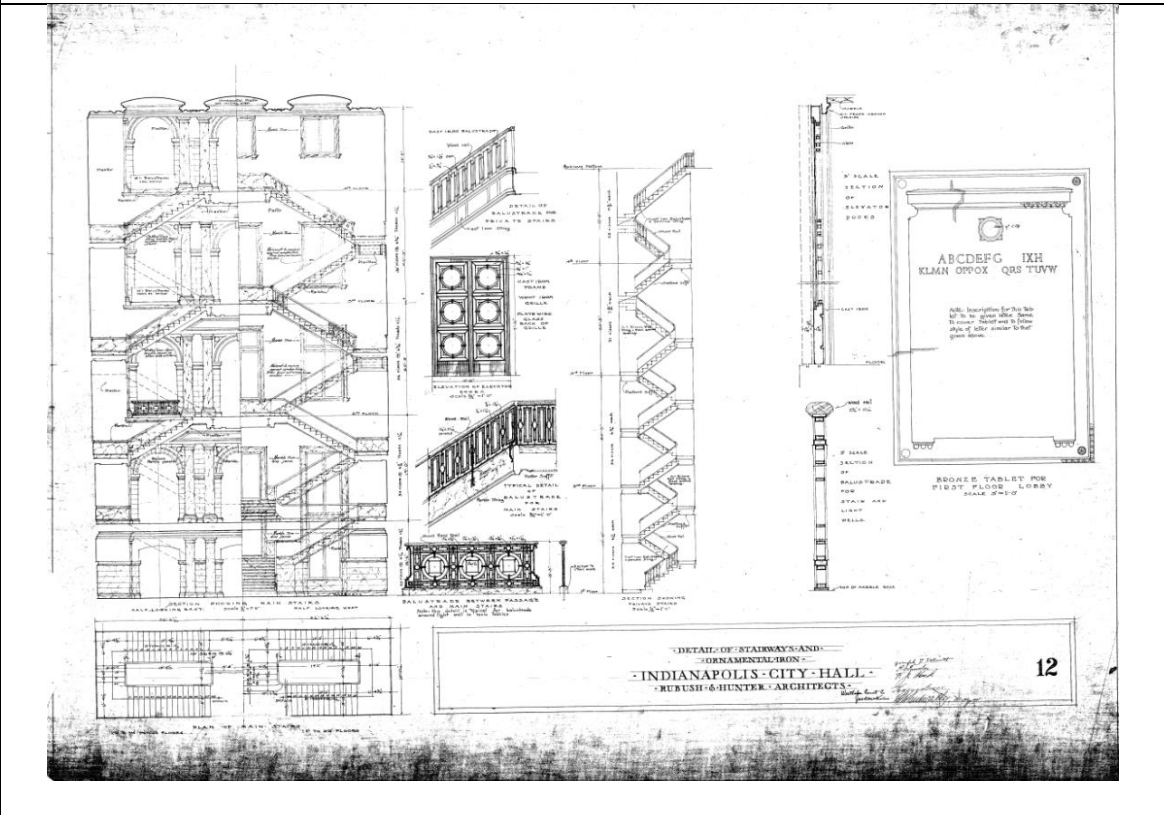
SCAN OF ORIGINAL PLANS  
INTERIOR WALL SECTIONS



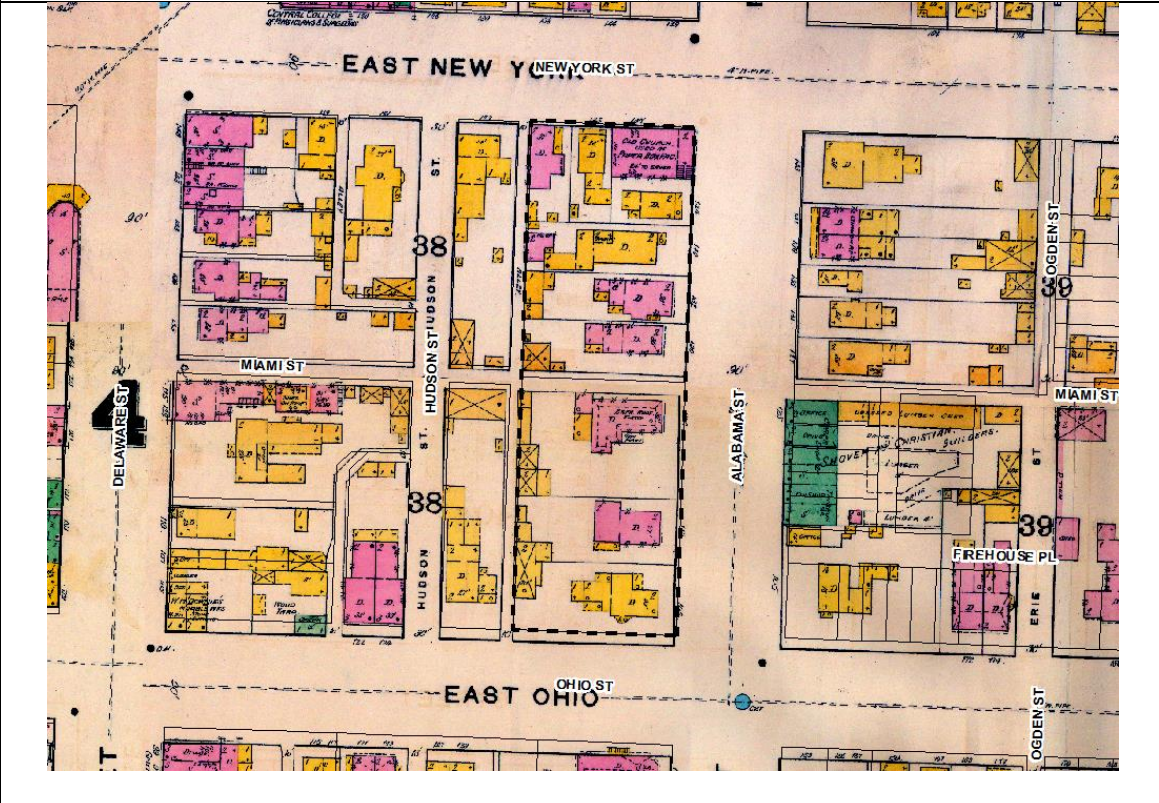
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EXTERIOR WALL SECTIONS



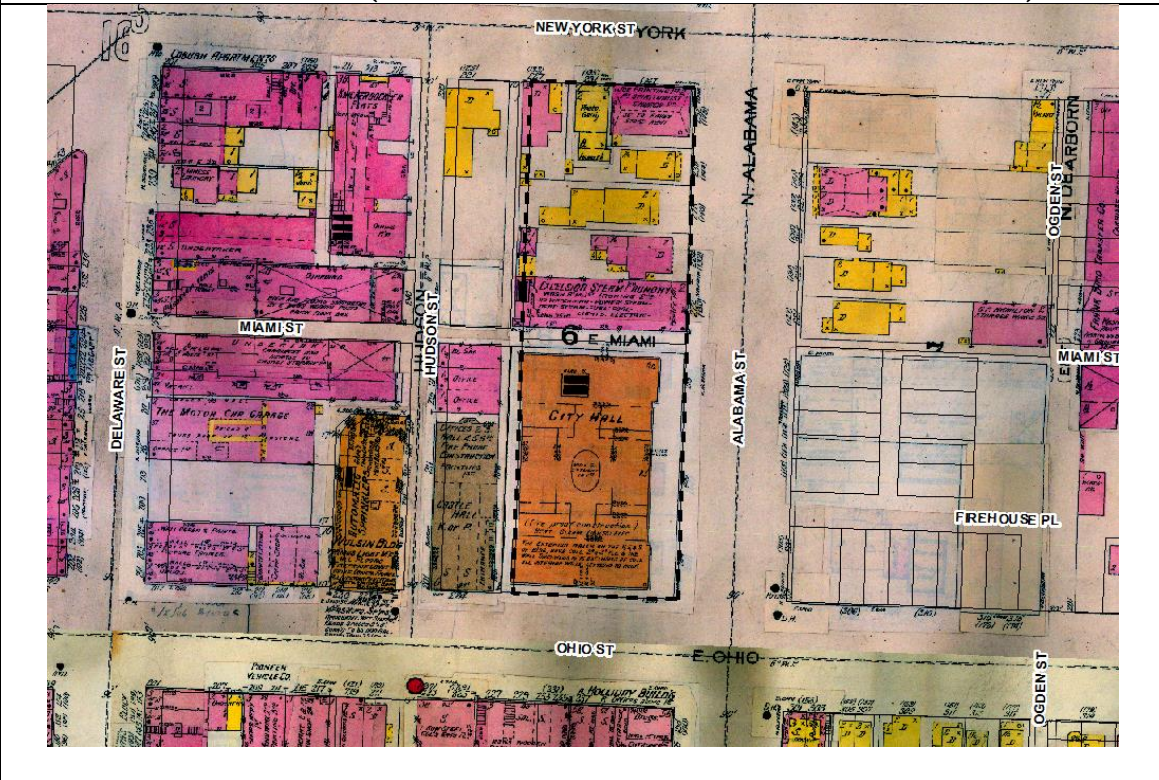
SCAN OF ORIGINAL PLANS  
DETAIL OF STAIRWAYS AND ORNAMENTAL IRON



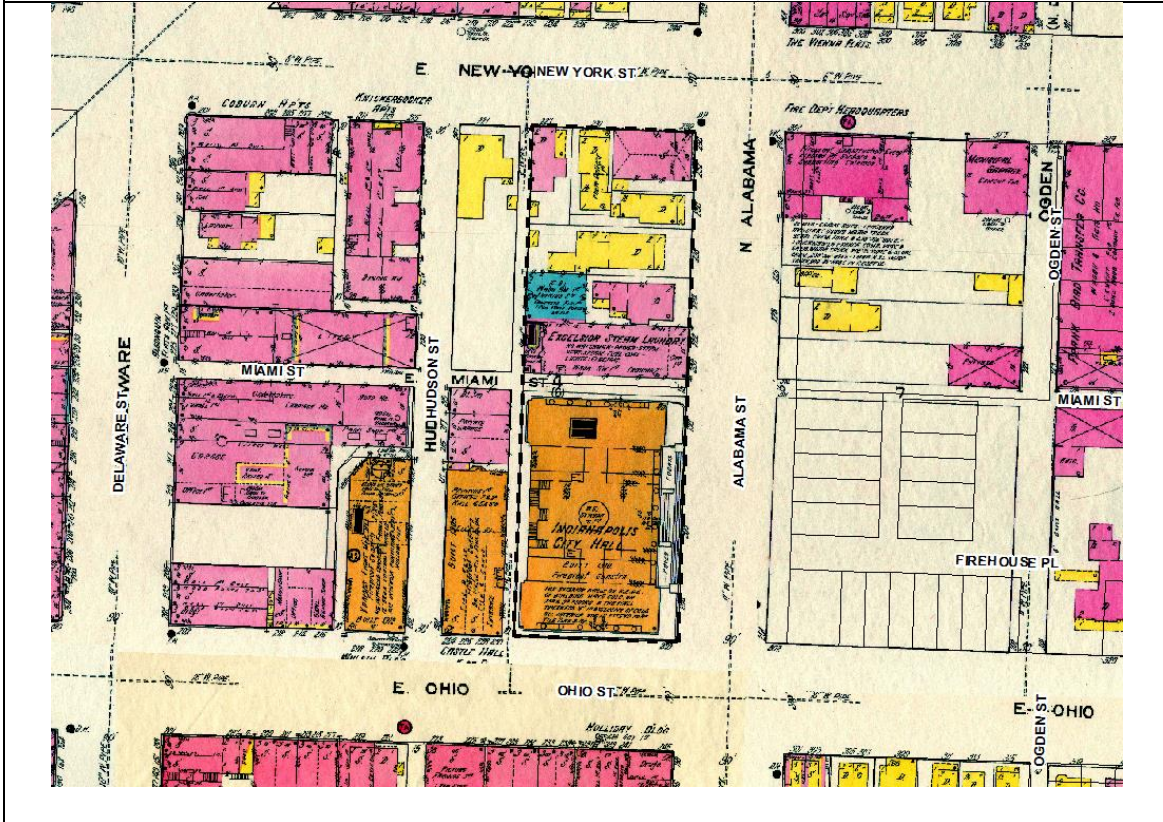
SANBORN MAP (C. 1887)



SANBORN MAP (C. 1898 BASE MAP UPDATED THROUGH 1910)



# SANBORN MAP (C. 1915)





INTERIOR PHOTOGRAPHS, APRIL 2011  
Photos by IHPC Staff

