



REQUEST FOR PROPOSALS

Old City Hall Properties

RFP-13DMD-102

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1. INTRODUCTION

This project is a continuation of the City's continued investments in the historic urban core, a set of initiatives aimed at strengthening our downtown as a livable neighborhood, a destination, and a place for business. Redevelopment of this critical site will build on and complement other projects underway or recently completed, including the Cole Motor Redevelopment, Traction Yards (Circle Center Mall Conversion), Whistler Plaza Redevelopment, Signia Hotel, Ritz-Carlton Hotel and Theater, Convention Center Expansion, Indiana Fever Sports Performance Facility, and ongoing downtown infrastructure investments. The site is positioned to connect the Mass Ave Cultural Arts District with the Market East Cultural District, and enhance east-west pedestrian connectivity to the Indianapolis Cultural Trail on New York and Ohio Street.

The City of Indianapolis invites proposals that provide a mix of housing and commercial/retail activity for the underutilized surface parking lot, proposals that would preserve and repurpose the Old City Hall building, and proposals that would seek to redevelop both properties. Responses should contemplate street-level activation and development that harmonizes with and builds off adjacent development and districts. Proposals should be sensitive to the historic preservation plan for both properties.

2. SITE OVERVIEW & AREA CONTEXT

OVERVIEW

The Old City Hall properties (“Site”) are addressed 202 North Alabama and 222 North Alabama Street. 202 North Alabama is the location of the Old City Hall building, and 222 North Alabama Street is a vacant parking lot (“Sites”).

The Old City Hall parcel (local parcel #1097670) is 0.66 acres. The parcel is occupied entirely by the historic Old City Hall. The building is four floors and a basement, with a total floor area of ~85,000 square feet. Constructed in 1909 – 1910, the building was used for City offices until 1962, after which it was used for the Indiana State Museum and later for the Indianapolis Central Library. It is bordered on the east by Alabama Street and the Indianapolis Cultural Trail, a Legacy of Gene and Marilyn Glick, which connects the established Mass Ave Cultural Arts District to the Market East District that contains Whole Foods, the Indianapolis City-County Building, Historic City Market, 360 Market Square apartments, the Cummins Headquarters, and the underway Cole Motor loft apartments & neighborhood retail development.

The 222 North Alabama parcel (local parcel #1029552) is a 0.65-acre surface parking lot adjacent to the Old City Hall parcel and building. Loading access is available via the property’s western boundary (N. Alley 365 East), with additional potential for reconnection of Miami Street, or by securing access to Hudson Street via adjacent property owners.



HISTORIC PRESERVATION (1/2)

Due to its historic significance, Old City Hall has been listed in the National Register of Historic Places since 1974. In addition, it was also locally designated a historic area in 2017 and is subject to review and approval by the Indianapolis Historic Preservation Commission (IHPC) and the guidelines set forth in the Old City Hall Historic Preservation Plan, which is attached to this RFP as Exhibit A. The parking lot parcel is also within the IHPC Old City Hall Historic Preservation Area and is subject to review and approval by the Commission. Interested bidders are encouraged to have a historic preservation consultant as a part of their team to provide oversight and regulatory guidance throughout the process.

The Indianapolis Historic Preservation Commission (IHPC) is a government agency established in 1967 to preserve the character and architectural fabric of historically significant areas and structures in Marion County. It operates as a division of the city's Department of Metropolitan Development. The commission is composed of nine members appointed by the Mayor of Indianapolis and the City-County Council. The board is supported by a professional staff of architectural reviewers and preservation planners.

HISTORIC PRESERVATION (2/2)

The IHPC's primary responsibility is to protect and maintain the visual and historic integrity of designated areas through several key functions:

- Designation of Historic Areas
 - They identify and recommend the creation of local historic districts, conservation areas, and individual landmarks.
- Design Review and Approval
 - Property owners in these areas must obtain a Certificate of Appropriateness (COA) from the IHPC before making any exterior modifications, including new construction, renovations, site improvements, or demolition, and in some instances, interior modifications.
- Preservation Planning
 - The commission develops and maintains preservation plans for each district, which serve as guidelines for the treatment of historic properties.
- Zoning and Variance Review
 - They provide zoning review and conduct public hearings to issue variances and COA's for rezonings within designated historic areas.
- Research and Technical Aid
 - The IHPC offers architectural and historic research assistance to help residents and developers rehabilitate historic properties appropriately.

The Old City Hall Historic Preservation Plan is attached to this RFP as Exhibit A.

ENVIRONMENTAL CONSIDERATIONS

Construction methods employed at the time Old City Hall was built resulted in the use of hazardous building materials, specifically lead-in paint and asbestos-containing materials. Previous environmental assessments have confirmed the presence of regulated asbestos-containing materials in certain portions of the building, and should be referenced when preparing rehabilitation estimates.

Historic use of the Parking Lot parcel 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 to provide oversight and regulatory guidance throughout the process.

Copies of all environmental investigation reports commissioned by the City for the Sites are available for download from the Purchasing webpage, along with this RFP listing as an attachment under Exhibit B.

Additional information related to the Sites is available through the Indiana Department of Environmental Management Virtual File Cabinet under:

Parking Lot Parcel: Agency ID #109622
<https://tinyurl.com/Parking-Lot-Parcel>

Old City Hall Parcel: EPA ID IND981953243
<https://tinyurl.com/Old-City-Hall-Parcel>

SURROUNDING AREA (1/2)

This Site benefits from a number of significant public investments and surrounding amenities that have been completed or are planned in the near future. Due to its location within the Central Business District, the Site experiences a high volume of foot and vehicular traffic and is in proximity to thousands of homes and strong retailers. As of 2026, over 6,600 multi-family, rental units are located within 0.5-miles of the Site.

The Site has access to the Indianapolis Cultural Trail across Alabama Street to the north, which provides direct multi-modal access to the Mass Ave Cultural Arts District and connectivity to the popular Monon Trail. To the south, the Cultural Trail provides access to the Market East District, inclusive of a Whole Foods, IndyGo Downtown Transit Center, and new WNBA Indiana Fever Performance Center and Gainbridge Fieldhouse. To the west lies the heart of Indianapolis, Monument Circle and Indiana Convention Center, and Lucas Oil Stadium



Area Retail Map

SURROUNDING AREA (2/2)

Directly to the south of the site, redevelopment of the block containing the Historic City Market & Whistler Plaza is underway. The redevelopment will feature a transformation of the Plaza into an open-air green park and daylighting of the famous catacombs, and substantial rejuvenation of the Market House itself, expected to bring renewed daytime/nighttime activation to the corridor. Numerous surrounding developments & infrastructure improvements are underway that will complement redevelopment of the property.



Development & Investments Map



Infrastructure & Investments Map

3. 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.

The design of any new building will be required to meet the Indianapolis Historic Preservation Commission (IHPC) requirements, including compatibility with the existing Old City Hall structure, specifically the base of any new structure. Density is encouraged but should be justified by appropriate design and financial feasibility.

All restoration, alterations and new construction will be subject to the design guidelines in the Old City Hall Historic Area Plan and subject to the IHPC Policies and Procedures. 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.

Both properties are currently zoned CBD-2. Prospective respondents are strongly encouraged to review the Indianapolis-Marion County Consolidated Zoning and Subdivision Ordinance to incorporate into their project applicable requirements and/or describe their intentions to submit land-use petitions to allow for their proposed project.

<https://www.indy.gov/activity/zoning-and-subdivision-ordinance-indy-rezone>

DESIRED USE & PRE-SUBMITTAL MEETING

A range of uses may be appropriate for the site, including a mix of housing such as multi-family and condos, retail, and civic uses. On the parking lot parcel, single-use office and hotel developments are discouraged but may be incorporated as a part of a mixed-use building. Any new office space within a new structure should be designed for future conversion potential.

Scale and massing of the proposed development should be consistent with the urban nature of the Site, providing an appropriate level of density and urban form that is harmonious with the surrounding area.

DMD encourages interested respondents to request a 1-Hour Pre-Submittal Meeting with city staff to discuss their concept and alignment with the city's desired use of the site prior to responses being due. To request a Pre-Submittal meeting, contact Piers Kirby, Administrator for Real Estate & Brownfield Redevelopment, piers.kirby@indy.gov. All requests for Pre-Submittal Meetings must be submitted in writing, by no later than August 1, 2026. It is not a requirement to have participated in a Pre-Submittal meeting to submit a response to this RFP.

4. PROJECT SUPPORT

FINANCIAL FRAMEWORK

Operating proforma, construction budget, and sources and uses should clearly identify any anticipated funding gap. All funding sources contemplated should be included in the project sources and uses, and information regarding the process and timeline for securing all financing should be included in the submission.

Developer shall specify if any city incentive will be needed and the amount of each incentive; if a city incentive is anticipated, the aggregate amount of the gap should be clearly specified. Respondents should indicate the type of incentive anticipated for the proposed development, explain how the incentive will fill a gap, and articulate why it is necessary for project feasibility.

MINIMUM STANDARDS AND PROJECT GOALS

The City of Indianapolis, through law and policy, has adopted several 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 good-faith 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 be prepared to undertake outreach to nearby stakeholders, including but not limited to neighborhood groups, merchants' associations, elected officials, neighboring property owners, and service providers. The Department of Metropolitan Development will play a supporting role in public participation throughout the process.

5. SUBMISSION REQUIREMENTS & OBLIGATIONS

SUBMISSION COMPONENTS (1/2)

- Cover Letter Containing:
 - Organization Name
 - Address
 - Contact Person's Name
 - 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

The Market Value established in May 2026, of each parcel is listed below:

Old City Hall Parcel: \$3,619,000.00

Parking Lot Parcel: \$2,275,000.00

The market valuation establishes a Target Price for each parcel. The Target Price is not a minimum bid. Respondents may propose a lower purchase price provided the request is made with supporting documentation indicating the rationale behind a below-market bid and proposed alternative consideration (see Financial Framework section). Offers for the Target Price will receive maximum scoring points in the Purchase Offer scoring section.

SUBMISSION COMPONENTS (2/2)

- Description of the proposed project
 - Outline of development and financial terms, including proposed purchase price
 - 15-year Operating Proforma
 - Proposed funding sources & uses
 - Detailed construction budget
 - Proposed project schedule
 - Details regarding unit affordability if the proposal contains multifamily housing, including the proposed % of affordable units
 - Details regarding incentives Developer will be requesting
 - Details regarding historic preservation design
 - Details regarding public benefits, such as affordable housing, job creation, etc.
 - Project renderings or images
 - Proof of market demand, such as a market feasibility study
 - Community engagement plan
 - XBE Engagement & Utilization plan
- 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
 - Organization's Role in past development projects
 - Project Descriptions
 - Project Timelines
 - Total Project Cost
 - Examples/Imagery

SELECTION CRITERIA (1/3)

Applications are scored to assess development team qualifications, project budget, design plans, and other factors based on the following categories. If DMD determines that all proposals for a given development opportunity fail to adequately advance local planning goals, the department reserves the right not to select any applicant. DMD may request additional information from applicants prior to a final recommendation for selection.

Proof of experience (0-30)

Priority is given to applicants who demonstrate qualifications, proven experience completing similar projects, including historic preservation, environmental remediation, and downtown development, and the capacity to execute the project as proposed in a timely manner. Team member track record in the Indianapolis Metropolitan Statistical Area is also considered. Rubric below:

0 to 5 Team composition

0 to 10 Relevant and demonstrated development team experience

0 to 15 Capacity to timely execute the project

Financial capacity and feasibility (0-35)

Priority is given to development teams that have the financial capacity and have a viable and timely plan to secure funding. Market demand for the proposed use of the Site and project should be demonstrated. Rubric below:

0 to 5 Demonstrated market demand for Project

0 to 10 Demonstrated financial capacity

0 to 10 Detailed construction budget, operating proforma, and sources and uses

0 to 10 Financial feasibility and plan to secure funding

SELECTION CRITERIA (2/3)

Historic Preservation & Design Goals (0-10)

Priority is given to proposals that meet the programming goals stated in this document and that propose high-quality designs that meet the stated urban design and historic preservation principles, within the local context and culture, and with high-quality materials. Applications that maximize the full development potential of the site are preferred. Rubric below:

0 to 5 Historic Preservation principles

0 to 5 Design goals and high-quality materials

Purchase offer amount (0-5)

Priority is given to applications that offer a reasonable purchase price that meets or exceeds the site's market value. Purchase offers less than market value may result in a lower application score, lower financial feasibility score, and lower project readiness score. DMD may decide to decline any application with a purchase offer less than market value. Alternatively, DMD may consider an offer less than market rate if the development meets local redevelopment goals or offers commensurate public benefits.

Rubric below:

0 to 5 Purchase offer

Public benefits (0-10)

Priority is given to concepts that provide tangible public benefits, such as a variety of mixed-income housing units, new or retained jobs, new retail, cultural activities, social services, fiscal benefits, environmentally sustainable features, or other priorities identified for the site. Applications that maximize the development potential of the site are preferred. Applicants that propose site assembly with adjacent non-City-owned parcels will be considered in terms of catalytic impact as well. Rubric below:

0 to 5 Programmatic public benefits

0 to 5 Fiscal, jobs and catalytic impact on public benefits

SELECTION CRITERIA (3/3)

Community Engagement & XBE Utilization Plans (0-10)

Respondents should provide a community engagement plan outlining the process that they would undertake, after selection, with elected officials, adjacent neighbors, community organizations and businesses around the site and in the surrounding neighborhood. Any letters of support for the proposal may also be included. Additionally, respondents should include in their plans anticipated good-faith efforts to engage and utilize Minority-, Women-, Veteran-, and Disabled-Owned Businesses, and identify anticipated percentages of those businesses. Rubric below:

0 to 5 XBE Engagement & Utilization plans

0 to 5 Community engagement plan

DMD may review additional information as it relates to the above criteria, including but not limited to provided references or staff research.

Following the review of an evaluation committee consisting of City staff and subject matter experts, a recommendation for selection is submitted to the Metropolitan Development Commission (MDC).

SITE WALKTHROUGHS

Walkthroughs of the Old City Hall building will be held throughout the RFP period on a monthly basis, on the following dates and at the following times:

- June 15, 2026 – 10:30 – 12:00pm
- July 13, 2026 – 3:00 – 4:30pm
- August 3, 2026 – 10:30 – 12:00pm

Prospective respondents are strongly advised to participate in a walkthrough to inform their proposals. All walkthrough participants will need to sign city waiver of liability forms prior to going through the building. On the day of the scheduled walkthroughs, City staff will meet prospective respondents onsite at the main entrance on Alabama Street and will guide participants through all levels of the structure.

QUESTIONS & SUBMITTAL INSTRUCTIONS

Questions shall be submitted to piers.kirby@indy.gov no later than 5:00 p.m. local time, August 7, 2026. 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 piers.kirby@indy.gov and should reference proposal number RFP-13DMD-102 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, August 28, 2026. Hard copies may be required at a later date.

Respondents submitting a proposal must check the website indy.gov/workflow/find-bid-opportunities daily for addenda and updates after the release date. The City will not send addenda or updates directly to respondents. Respondents should print out, sign, and return addenda acknowledgement(s) in the appropriate response section of the RFP proposal. Failure to sign and return the addenda may cause a proposal to be determined as non-responsive for review purposes.

DMD encourages interested respondents to request a 1-Hour Pre-Submittal Meeting with city staff to discuss their concept and alignment with the city's desired use of the site prior to responses being due. To request a Pre-Submittal meeting, email piers.kirby@indy.gov. All requests for Pre-Submittal Meetings must be submitted in writing, by no later than August 1, 2026. It is not a requirement to have participated in a Pre-Submittal meeting to submit a response to this RFP.

TIMELINE

RFP Released _____ May 29, 2026
Questions Due _____ Aug. 7, 2026
Question Responses Provided _____ Aug. 12, 2026
Proposals Due _____ Aug. 28, 2026
MDC Proposal Opening _____ Sept. 2, 2026
Interviews _____ 4Q, 2026

PROJECT AGREEMENT

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 36-7-15.1-7, the Metropolitan Development Commission (the “MDC”) is offering for sale property(ies) described in this proposal package (the “Property”).

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 September 2, 2026, 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.