



MEETING SUMMARY

Date: January 16, 2020
Time: 4:30 to 6:30 p.m.
Meeting: North Split Consulting Parties Meeting #7
Location: Ivy Tech Culinary and Conference Center

**Complete attendee list begins on page 9.*

1) Welcome & Introductions

Kia Gillette from HNTB called the meeting to order at 4:35 p.m. Kia welcomed everyone, and all meeting participants in the room and on the telephone introduced themselves.

2) Purpose of Meeting

Kia reviewed the agenda with meeting participants.

3) Section 106 Steps

Kia reviewed the steps of the Section 106 process for the North Split.

Two of the four main steps under the Section 106 process are completed:

1. Initiate Consultation
2. Identify Historic Properties

Step 3 of the Section 106 process is being completed:

3. Assess Effects of Undertaking on Historic Properties
 - a. Assessment of Effects Report/Consulting Party meeting – completed.
 - b. Noise Analysis/Noise Barrier Addendum/Consulting Party meeting – completed.
 - c. The Jan. 16, 2020, meeting focuses on the 800.11 (e) Document/Finding/Mitigation ideas.

Following this meeting, the North Split Project Team will move to Step 4, which involves drafting, reviewing, and finalizing the Memorandum of Agreement (MOA) to resolve adverse effects. There will likely be another Consulting Parties meeting for this step.

4) Archaeology Updates

Three archaeology reports have been completed. Phase 1a Archaeology Report #2 identified one archaeology site, which was an abandoned railroad bed. The portion of the railroad bed in the North Split project area was determined to not be eligible for the National Register of Historic Places (NRHP). The State Historic Preservation Office (SHPO) concurred with this finding on Dec. 16, 2019.

5) Traffic Noise Barrier Update

Kia described the preliminary noise barrier recommendations.

- INDOT recommends construction of Noise Barrier 3E and Noise Barrier 3W, on westbound I-70 along the edge of the north shoulder from Valley Avenue to Commerce Avenue and from Commerce Avenue to Lewis Street, near the Martindale-Brightwood neighborhood.
- INDOT does not recommend construction of proposed Noise Barriers 4, 5, or 7 along the inner loop.

6) Section 106 800.11(e) Documentation

The Section 106 800.11(e) Document is over 1,200 pages in length, so it cannot be emailed.

However, the document is available on the IN SCOPE website

(<http://erms.indot.in.gov/Section106Documents/>) and the North Split website (northsplit.com).

The 800.11 (e) documentation contains:

- A description of the undertaking
- A description of the steps to identify historic properties
- A description of historic properties
- A description on the effects of historic properties
- An explanation of adverse effects
- Measures to avoid, minimize, or mitigate adverse effects
- Views of Consulting Parties
- Official effect finding for proposal – Adverse Effect

Comments on the 800.11(e) Document are due January 31.

7) Design Modifications

There have been some minor design modifications since publication of the 800.11(e) document, but there are no recommended changes to effect findings. The minor design modifications will be outlined in Update Memo #9 for Consulting Parties' feedback.

Following the completion of the Section 106 review process, the design-build contractor will move to the final design stage. During that time, there is a possibility that additional changes will occur. INDOT and FHWA will review the changes and determine if the modifications have the potential to cause adverse effects to historic properties. If not, the changes will be documented in the project record. If they are not sure, they may consult with the SHPO to determine if Section 106 consultation needs to be re-opened. This process will be included in the Memorandum of Agreement (MOA) for Section 106.

8) Possible Mitigation Ideas

Kia provided an overview of Section 106 mitigation. Mitigation is compensation for the diminishment of a historic property and is only completed for adverse effects to historic properties. The historic properties are:

- Old Northside Historic District/Morris-Butler House
- St. Joseph Neighborhood Historic District
- Chatham-Arch Historic District

Mitigation should relate to the historic property's significance and address the nature of adverse effects. Mitigation measures will be documented in the MOA. The MOA will provide a written understanding of the measures to mitigate adverse effects to historic properties in order to ensure everyone understands the mitigation measures. Parties to sign the MOA are described below:

- FHWA, the SHPO, and Advisory Council on Historic Preservation (ACHP) are required signatories.
- INDOT and any party who assumes a responsibility under the MOA are invited signatories.
- Consulting Parties can sign the MOA as concurring parties.

Consulting Parties are encouraged to comment on these proposed mitigation ideas by January 31. They will also receive a draft MOA for review prior to the final version.

Possible mitigation ideas include:

1. Tree preservation and plantings

Kia reviewed a slide showing the North Split construction "Do Not Disturb" areas. The goal for the Do Not Disturb areas is to preserve existing vegetation.

There are 3 locations for the Do Not Disturb areas:

- a. North side of I-65 from College Avenue to Alabama Street
 - i. The design-build contractor will be allowed to work 15 feet north of the retaining wall. There will be a Do Not Disturb area north of that.
- b. Pockets along the south side of I-65 from Delaware Street to College Avenue
- c. West side of I-65/I-70 from Michigan Street to New York Street

There are large drainage pipes under some of the Do Not Disturb areas. The contractor will be allowed to work within that Do Not Disturb areas to install lateral drainage connections. However, the contractor will not be allowed to remove any trees with trunks larger than 2 inches in diameter at breast height (dbh).

Preserving the trees will require a taller retaining wall or a wall where one wasn't proposed before. The North Split Project Team originally committed to a wall no taller than 12 feet along I-65. However, the ground is not always the same elevation and there will be some areas where the slope would need to be made steeper to accommodate the 12-foot minimum commitment. The steeper slope would require removal of existing vegetation.

In the area near Lockerbie Square, the retaining wall will be a maximum of five to six feet in height. No retaining wall was originally proposed at this location. Along the north leg of the interstate, the wall will be an average of approximately 12 feet, with a maximum of 16 feet, in order to maintain the existing slope and retain the existing trees.

The North Split Project Team is seeking Consulting Parties' feedback regarding whether some of the existing earthen berms that are no longer needed with the revised interchange design should be retained to provide visual shielding for historic districts. This includes the northern-most earthen berm that currently carries I-70 westbound to I-65 northbound, which could provide visual shielding for the Old Northside Historic District and O'Bannon Park from the interchange ramps. It could also include the earthen berm in the

southwestern quadrant that currently carries I-65 southbound to the C-D road, which could provide visual shielding for the Chatham Arch Historic District from the interchange ramps. The pavement would be removed and the earthen berms could be left in place for visual screening from the interchange or they could be removed. Either way, the area could be planted with trees.

2. Connectivity improvements

Kia reviewed connectivity improvements that could result from Section 106 mitigation.

- The North Split project will not replace the Alabama Street bridge; however, new lighting and signage highlighting the Old Northside and St. Joseph neighborhoods could be added.
- Central Avenue and College Avenue underpasses would be replaced and will have wider sidewalks, new lighting on the bridge, elimination of drainage from the bridge, vertical bridge walls and space for murals. The bridge widening will respond to feedback from the neighborhoods to enhance connectivity. The lighting would be higher quality than standard underpass lighting.
- Although the brick pavement area on 10th Street between New Jersey Street and Central Avenue is not expected to receive construction traffic, temporary signs will be installed to ban construction and truck traffic.
- The North Split Project Team have met with leadership from the Benjamin Harrison Presidential Site about mitigation efforts that could include funding for an Old Northside connector, a proposed pedestrian and bicycle path south of the Benjamin Harrison Presidential Site to Pennsylvania Street.
- As part of the North Split construction, INDOT will widen and construct a portion of the Monon Trail that ties into the Cultural Trail to use as a detour during construction. INDOT will leave the portion north of the interchange and along College Avenue as a permanent feature after construction. The City of Indianapolis will maintain this new trail segment.

3. Education/Interpretation/Community Outreach

INDOT proposed creating an oral history initiative with community input. The oral history initiative would capture the history of historic neighborhoods surrounding the North Split, the history of the planning and construction of the original interstate, the impacts resulting from the construction, and a description of revitalization efforts. The oral history could be communicated via a documentary film, podcast, website, traveling exhibit, or another publicly accessible format.

4. Vibration monitoring and control plan

The design-build contractor will create a vibration monitoring and control plan that includes:

- Buildings within historic properties or districts within 140 feet of construction
- Identifying buildings sensitive to vibration; the contractor will initiate both pre- and post-surveys
- Conducting pre-construction surveys of historic buildings
- Developing and implementing a vibration monitoring program for construction activities to ensure vibration does not exceed maximum levels of 0.20 in/sec for “fragile” and 0.12 in/sec for “extremely fragile” buildings
- Phasing construction activities that create vibration

- Prohibiting or limiting certain activities that create higher vibration levels during specific nighttime hours
- Developing a method for responding to community complaints
- Keeping the public informed of proposed construction schedules
- Conducting post-construction surveys

Consulting Parties will be able to review and comment on the vibration monitoring and control plan. The design-build contractor will be responsible for repairs if vibration damage does occur. Any repairs would be coordinated with the SHPO so they are in accordance with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. Consent will be obtained prior to the contractor's entry to privately owned property for monitoring or damage repair.

9) Next Steps

- January – Receive Consulting Party comments on possible mitigation ideas and 800.11(e) documentation.
- January – Section 106 Update Memo #9 sent for Consulting Party review.
- February – Consulting Party comments due on Section 106 Update Memo #9.
- February – Draft MOA sent for Consulting Party review.
- April – Final MOA sent for signatures.

There may be another Section 106 Consulting Parties meeting in March after the draft MOA is sent out for review. She reminded the Consulting Parties to submit their comments. The meeting slide presentation will be emailed to the Consulting Parties.

10) Discussion and Questions

Q: Why will Noise Barrier 3E and Noise Barrier 3W be constructed and not the other noise barriers?

A: A majority of surveys were returned in favor of Noise Barriers 3E and 3W. A majority of surveys were returned in the area of Noise Barrier 4 requesting the barrier not be constructed. Survey responses for Noise Barriers 5 and 7 were split. INDOT made the decision to not construct these barriers based on other factors, including concerns from the SHPO and other Consulting Parties about effects to historic properties.

Q: When you say "historic properties," identified as having adverse effects, you identified three historic districts and one building when there are other individual properties within those districts that are historic. Are all properties viewed individually or as part of the district? The North Split construction will have more of an impact on the Indiana Landmarks building.

A: Individual historic properties in those historic districts are protected within those districts.

Q: Do the historic district boundaries follow the National Register boundaries or local district boundaries?

A: The historic district boundaries are National Register boundaries. If construction impacts something within local historic district boundaries, the North Split Project Team will work with the Indianapolis Historic Preservation Commission. Most of the North Split construction work will be within the INDOT right-of-way, but there may be some work on the local streets.

Q: How will the new North Split retaining walls compare to what was originally proposed?

A: The retaining walls would be taller than what was originally proposed (north of I-65) or present where a wall was not originally proposed (west of I-65/I-70 near Lockerbie). The wall would come down to the existing slope, which would allow preservation of existing trees.

Q: Can you terrace the slopes of the retaining walls?

A: The slopes could likely be terraced. However, if the slopes are terraced, the existing trees would need to be removed. The terrace would also need to be maintained, long-term.

Q: Does the steepness of the slope grade prohibit trees from growing?

A: It depends on the slope. On a 3:1 slope ratio, almost anything can grow. On a 2:1 slope ratio, trees and shrubs may be able to grow, and on a 1:1 slope ratio, trees would not be planted. If a new slope is constructed, existing trees will need to be removed since fill cannot be placed around existing trees.

Q: Where does the 15-foot buffer start?

A: The buffer starts at the edge of the retaining wall north of I-65 to provide the contractor room to construct the new wall.

Q: Has INDOT considered planting green infrastructure (climbing vines or ivy) to provide a backdrop to the retaining walls?

A: This has not been defined as a project element, but INDOT has previously planted climbing greenery on retaining walls. For example, the roads at Keystone Avenue and U.S. 31 have retaining walls with ivy that were planted per the request of residents. The challenge is that the climbing vines are not aesthetically pleasing during winter months.

Q: Is the Do Not Disturb area on the Davidson Street side of highway the extent of the area being addressed on that leg of the interchange?

A: INDOT is focusing on areas where there is the most concern for existing trees, and where trees are more dense. If there are additional areas the North Split Project Team should be preserving, the Team is open to that.

Q: What is your experience with the Do Not Disturb area and the survival of trees during construction?

A: Since the contractor will not disturb trees in the Do Not Disturb area, except to tie into drainage, the trees are likely to survive. If there is a concern about the survival of the existing trees as the result of construction, INDOT might need to replant them.

Q: At what point will you make the decision about the retaining walls and tree plantings?

A: The North Split Project Team is asking for Section 106 Consulting Parties comments by the January 31, 2020, deadline. The decision will be made after reviewing the Consulting Parties feedback.

Q: Will slope and retaining wall treatments vary by location in the North Split project area?

A: They can vary, but the North Split Project Team is looking for some continuity in the general area on the preferred slope treatment.

Q: When do you need Consulting Parties comments?

A: Comments are due by January 31, 2020. (Note: this was originally January 24.) The North Split Project Team will send out Update Memo #9 for review later in January.

Q: Wouldn't INDOT normally do the "connectivity improvements" described for the underpasses, at least in similar urban situations?

A: Some of the improvements (such as the vertical abutment walls) would be done in urban situations; however, most (such as wider sidewalks, wider bridge openings and lighting fixture upgrades) are being done in response to comments we've heard from the public.

Q: Will Update Memo #9 include the slide presentation?

A: The Consulting Parties slide presentation will be distributed the day after the Jan. 16, 2020, meeting.

Q: What will the earthen berms look like after the pavement is removed?

A: The contractor will either leave the earthen berms or will use the earth as fill for other parts of North Split construction. It would likely be preferable to the contractor to use the material as fill for the project. This will depend on the feedback the North Split Project Team receives from Consulting Parties.

Q: When the old roadway pavement is removed, will the unused land be open to public access?

A: What happens after North Split construction is completed is a conversation that residents are encouraged to have with INDOT and the City of Indianapolis. There will be no transfer of land as part of the North Split Project.

Q: Will there be detention basin or wetlands as part of the North Split project?

A: There will be a detention basin, which will be dry most of the time.

Q: Will the design and use of earthen berms dictate possible future use of the land?

A: Possible future use could be considered as well as visual screening for the existing neighborhoods. It is unlikely the berms would inhibit or preclude any land use changes in the area. The berms could be removed at a later time if desired by the community.

Q: Will INDOT retain control of the remaining unused land after the North Split Project is over?

A: There are no current plans to transfer the land.

Q: Restoring the grid isn't something INDOT is considering?

A: This is not part of the North Split Project. However, INDOT is talking with the City of Indianapolis about possibly assisting with a connection at 10th Street and Lewis Street, if the City can provide the right-of-way.

Q: Who manages the INDOT-owned park? Couldn't the unused land be converted to something like that?

A: The City of Indianapolis manages O'Bannon Park. INDOT and the City of Indianapolis would

need to have the conversation about use of additional land. These conversations can continue now and after the North Split Project is complete. Meanwhile, the North Split Project is moving forward and land transfer is not a part of the North Split Project.

Q: Can you plant trees on the earthen berms after the pavement is removed?

A: Yes.

Q: How does the Section 106 Consulting Parties conversation fit in with Context Sensitive Solutions (CSS) process?

A: The processes are separate but related. The North Split Project Team will meet with the Rethink Coalition early in February to discuss the CSS Process. The Project Team is still working to define CSS components.

Q: How does Section 106 mitigation fit into CSS process?

A: Mitigation for adverse effects to historic properties is the concern of Section 106, and a binding MOA will be prepared as part of that process.

Q: What about extending the Monon Trail around the Bottleworks area?

A: That is not currently planned due to the existing nearby pedestrian connection at College Avenue and 10th Street.

Q: The Saint Joseph neighborhood would like additional options to ensure truck traffic does not enter the brick area of 10th Street. Could a balustrade be erected to limit the size of vehicle that can travel through the road?

A: The North Split Project Team will coordinate with the City of Indianapolis about the suggestion of a temporary barrier.

Comments

The Rethink Coalition is working on a management entity to establish maintenance of land beyond what INDOT would normally provide. Maintenance is an issue the neighborhoods cannot undertake. We need to understand the trade-offs for the different slopes. The Rethink Coalition would like a mixed variety of trees planted randomly.

The earthen berms should not be left as-is. The land should be sculpted and designed to add interest to the ground or expand the existing park to make it useful and enjoyable. The selling point given to the public for shrinking the North Split interchange was providing more green space.

The original boards at public meetings showed flat space in the interchange and around overpasses with people walking. The neighborhoods mow and pick up trash on both sides of highway. The Holy Cross neighborhood would like fewer slopes because they are difficult to maintain. Also, in meetings, we were told we could terrace the slopes, but the neighborhoods had to do the vegetation planting.

We haven't heard anything about the response to the CSS process. We need a comprehensive solution for the North Split that accomplishes multiple goals.

Soundproofing of certain historic properties should be part of the mitigation process. Indiana Landmarks is obtaining an estimate for doing so and will provide that to the North Split Project Team.

11) Adjourn

Kia Gillette adjourned the meeting at 6 p.m.

Attendees:

Project Team	
Kia Gillette	HNTB
Seth Schickel	HNTB
John Myers	HNTB
Michelle Allen	FHWA
Patrick Carpenter	INDOT
Anuradha Kumar	INDOT
Anthony Ross	INDOT
Runfa Shi (INDOT)	INDOT
Dave Cleveland	Corradino Group
Leah Konicki	ASC Group
Ron Taylor	TSW Design Group
Erin Pipkin	Compass Outreach Solutions
Amy Hanna	Borshoff

Consulting Parties	
Hilary Barnes	Old Northside Neighborhood Association
Garry Chilluffo	Historic Urban Neighborhoods of Indianapolis
Marsh Davis	Indiana Landmarks
Charles Hyde	Benjamin Harrison Presidential Site
Joe Jarzen	Keep Indianapolis Beautiful, Inc.
Marjorie Kienle	Historic Urban Neighborhoods of Indianapolis/Lockerbie Square People's Club
Betsy Merritt (phone)	National Trust for Historic Preservation

Meg Purnsley (phone)	Indianapolis Historic Preservation Commission
Jordan Ryan (phone)	North Square Neighborhood Association
Mandy Ranslow (phone)	ACHP
Chad Slider	IDNR – Division of Historic Preservation and Archaeology
Meg Storrow	Massachusetts Avenue Merchants Association
Kelly Wensing (phone)	Holy Cross Neighborhood Association