



MEETING SUMMARY

Date: March 23, 2020
Time: 4:30 to 6:30 p.m.
Meeting: North Split Consulting Parties Meeting #8
Location: Meeting conducted via WebEx

**Complete attendee list begins on page 11.*

1) Welcome & Introductions

Kia Gillette from HNTB introduced everyone on the WebEx conference call and explained the WebEx format. At several points during the presentation, there will be a pause for questions. There will also be an opportunity at the end of the presentation for questions. Consulting parties were also encouraged to submit written comments by April 10.

2) Purpose of Meeting

Kia reviewed the agenda with participants.

3) Section 106 Steps

There are four steps in the North Split Section 106 Process. Steps 1 through 3 of the process have been completed, which are:

1. Initiate Consultation
2. Identify Historic Properties
3. Assess Effects of Undertaking on Historic Properties

The Section 106 Process is currently in Step 4, which is:

4. Resolve Any Adverse Effects

A draft Memorandum of Agreement (MOA) was developed and submitted to Section 106 Consulting Parties for review earlier in March 2020. The next step will be to finalize the MOA and submit it for signatures.

4) Archaeology Update

Three archaeology reports are complete. There will be a fourth report for a Phase 1A survey of two small areas. One area was near Noise Barrier 3W on the north side of I-70 from Commerce Avenue to Lewis Street and the other was a possible trail location southwest of the interchange.

The field work is complete and no archeological sites were found. A report is being developed that will be sent to the State Historic Preservation Office (SHPO) and Indian Tribes in April for review.

5) Section 106 Mitigation

Kia provided a refresher on what Section 106 mitigation is.

- Mitigation is compensation for the diminishment of a historic property.
- Mitigation is for Adverse Effects to historic properties.
- Adverse Effects were identified for the Old Northside Historic District/Morris Butler House, St. Joseph Neighborhood Historic District, and Chatham Arch Historic District.
- Mitigation should relate to the historic property's significance and address the nature of the adverse effect(s).
- Mitigation measures will be documented in an MOA, which is a written document that outlines mitigation development.

The MOA is described below.

- The MOA is a written understanding of the measures to mitigate adverse effects to historic properties.
- A draft MOA was sent for Consulting Parties' review in March. A final version will be sent for signatures in April.
- The Federal Highway Administration (FHWA), the SHPO, and the Advisory Council on Historic Preservation are required to sign the final MOA.
- The Indiana Department of Transportation (INDOT) and any other parties that assume responsibility for mitigation measures are invited signatories for the MOA.
- Section 106 Consulting Parties can sign the MOA as concurring parties, but it is not required.

Kia paused for questions; there were no questions.

6) Aesthetic Design Guidelines

Ron Taylor from TSW Design Group walked through an overview of the North Split Aesthetic Design Guidelines.

1. Bridge treatments and areas on infrastructure through neighborhoods: Ron showed an image of a typical North Split bridge, highlighting that the bridge engineering is more exposed and part of the design aesthetic of the bridges. He shared some of the detailed design directives in the Aesthetic Design Guidelines that will instruct the design-build contractor on how to build the bridges.
 - a. There will be three bridge types – The first two are major bridge types, which have a similar design aesthetic that includes treatments to wall facades, underpasses, and the pedestrian environment underneath.
 - b. The major bridges have areas for future artwork installations.
 - c. The third bridge application will apply to bridges that are being rehabilitated and not rebuilt. Those bridges will have the same design vocabulary but will not be exactly like the major or minor bridges.
2. Other areas of the interchange will also have a consistent aesthetic design treatment.

3. Underpass considerations – The North Split Project Team heard from the community that underpasses were important and a priority.
 - a. Each new underpass will have wider walkways and a mixture of concrete and pavers.
 - b. Consideration was given to lighting underneath the underpasses, which will include both downlighting for a pedestrian level of lighting and lighting across the roadway. Downlighting will be installed on columns in the interchange as more of a visual feature.
 - c. Up lighting and spotlights will be installed on bridge treatments closer to neighborhoods. The goal is to make the underpasses near neighborhoods well-lit and inviting places, so significant attention was given to lighting in those areas.
4. Retaining walls – The North Split Project Team heard from the community that they did not want retaining walls to look like something they are not. The Aesthetic Design Guidelines include a standardized pattern to enable the walls to blend in more. Standard colors will be used on retaining walls and sound barrier treatments.
5. Fencing – Along the Monon Trail and sidewalks, the fencing is more visible. The Aesthetic Design Guidelines include vinyl-coated fencing, which has better aesthetics at the pedestrian scale and fades into the background for motorists on the roadway. The fences will primarily be 4-feet tall, but there will be some Monon Trail areas where the fence will be taller.
6. Landscape treatments – This is one of the most visible aesthetic features. The Aesthetic Design Guidelines will introduce tree canopy into the interchange design, especially within the internal interchange areas, as the North Split Project Team received significant community feedback around creating an “urban forest.”
 - a. The Aesthetic Design Guidelines contain six different landscape typologies.
 - b. Ron showed slides highlighting the different typologies and where they will be located:
 - i. Tree preservation area – This provides guidance for preconstruction, construction, and post construction, all with the goal of preserving existing trees deemed “significant” to the landscape.
 - ii. 10-foot buffer zones – Trees can be planted only so close to the interstate, per federal guidelines so there is no future overhang into the interchange. These areas will have a mixture of ground treatments.
 - iii. Side slope plantings – Side slope treatments include the use of native seed mixes and tree species.
 - iv. Screen plantings – Screen plantings will occur in areas with sound barriers to help minimize and soften the barrier appearance. The screen plantings will have a greater use of evergreen trees for all-season screening.
 - v. Interchange plantings – These will be for the larger interchange areas and will include ground-level seeding mixtures and different species of trees. The Aesthetic Design Guidelines require a mix of tree types so trees will grow at different rates. The Guidelines call for tightening up the spacing between the trees to achieve denser plantings in some areas to create a higher visual aesthetic and a more natural planting.
 - vi. Detention basin plantings – Some areas of the interchange may hold water during storm events. The application for these areas will be plantings that survive in wetter conditions.

The intent of the Aesthetic Design Guidelines is to create an area that expands the overall green space, feels like an urban forest, has screening plantings, and starts to feel more like an expansion of downtown Indianapolis green space.

Ron paused for questions. Questions are in “Discussion and Questions” section below.

7) Additional Mitigation Items

Kia reviewed additional Section 106 mitigation items:

A. Tree Preservation and Plantings

1. INDOT and FHWA will ensure the project elements, including trees and plantings, are designed in accordance with Aesthetic Design Guidelines.
2. Elevating those guidelines to a stipulation in the MOA makes them a stronger project commitment. Minor modifications may be made if they are in the spirit of the Aesthetic Design Guidelines and are approved by FHWA and INDOT. For example, tree species substitutions may be made, if needed.
3. FHWA and INDOT will provide draft landscape and side slope plans for Consulting Parties review and comment at two points during the Design-Build Team’s design phase.
 - a. Each comment period will be 30 days.
 - b. First comment period will be for initial review and comment.
 - c. Second comment period will show how comments are addressed, allow comments on revisions, and solicit input regarding any remaining questions.
 - d. FHWA and INDOT will make a good faith effort to address comments and will provide responses regarding how or why comments were addressed or not addressed.
 - e. One Consulting Parties meeting will be held within each Consulting Party comment period to provide information and solicit feedback.
 - f. FHWA and INDOT will conduct at least one neighborhood meeting within each comment period to solicit feedback from adversely affected historic districts, including Old Northside, St. Joseph, and Chatham Arch neighborhoods. The meetings will also be open to the general public.
 - g. FHWA will have final approval regarding the implementation of aesthetic and landscaping measures. For example, if a tree species in the design is too close to the road, FHWA may require it to be moved further away.
 - h. INDOT will develop a landscape maintenance plan for three years after tree and shrub planting. This would be a special mitigation measure for the project.
 - i. Keep Indianapolis Beautiful (KIB) will be engaged by INDOT as a landscape advisor to provide recommendations and/or services for tree and shrub planting, monitoring, and maintenance for the three-year period. It is important to get the plants established, and the North Split Project Team and INDOT are continuing to work with KIB throughout the process.
 - j. INDOT will replace trees and shrubs that do not survive during the first three years after planting. This is two additional years beyond the standard warranty for vegetation planted as part of INDOT highway projects.
 - k. If trees in the “do not disturb area” do not survive within one year of the conclusion of construction activity within 15 feet of the area, INDOT will plant replacement trees at ratio of 3 to 1, and the trees will be planted within those “do not disturb” areas if space allows, or placed elsewhere in INDOT right-of-way.

B. Connectivity Improvements

1. FHWA and INDOT will ensure project elements, including underpass treatments, are designed in accordance with the Aesthetic Design Guidelines. Minor modifications may be made if they are in the spirit of the Aesthetic Design Guidelines and are approved by FHWA and INDOT.
2. FHWA will have final approval regarding implementation of connectivity improvements.
3. INDOT and the Design-Build Team will avoid the limestone curbs on 12th Street north of I-65 during construction. If damage to the limestone curbs occurs as a result of North Split Project construction, INDOT will repair the curbs.

C. Possible Additional Mitigation Idea

1. Proposed Monon Trail detour during construction – North and west portions will remain as permanent after construction.
 - a. The City of Indianapolis and Consulting Parties requested that the temporary detour on the southwest side of the interchange (from College Avenue southeast to 10th Street) also remain as a permanent feature to provide good connection to the trail system.
 - b. There are some initial concerns regarding re-classifying the trail section from limited access right-of-way to non-limited access right-of-way. The North Split Project Team is working with the City of Indianapolis and FHWA on an alternative that would primarily utilize INDOT non-limited access right-of-way and City right-of-way.
 - c. This is not included in the MOA and will require additional approvals from the City, INDOT and the FHWA.
 - d. The North Split Project Team conducted an additional archaeology survey of the potential new trail location.
 - e. The potential new trail is within the Chatham Arch Historic District. INDOT will not want to move forward if it will adversely affect the district. The North Split Project Team is requesting Chatham Arch neighborhood and Consulting Party feedback.

Meg Storrow from Massachusetts Avenue Merchants Association said she will attend the next Chatham Arch meeting and help with the discussion of the potential trail and share the provided map.

Kia paused for questions: Questions are in "Discussion and Questions" section below.

8) Mitigation Item Removed from Consideration

One mitigation item was considered, but not carried forward based on Consulting Party feedback:

- A. Oral History Initiative – A collection of oral history of the neighborhoods to be used for a documentary film, podcast, website, traveling exhibit, or other publicly accessible format. This was ultimately removed from consideration based on Consulting Parties feedback that it would not be effective mitigation.

9) Specific Mitigation Request Responses

Earthen Berms – Kia Gillette said the North Split Project Team wants to provide clarification and obtain additional Consulting Party input on earthen berms. There are two areas where berms or portions of berms could remain:

- Northwest quadrant of the interchange, from approximately 14th Street to College Avenue, to provide visual shielding for the Old Northside Historic Neighborhood.

- Southwest quadrant, from College Avenue to 10th Street, to provide visual shielding for the Chatham Arch Historic Neighborhood.

The berms could be sculpted into a more natural shape and planted with trees. The berms would provide some noise reduction. Without the berms there would be no additional areas exceeding unacceptable thresholds per INDOT's noise policy. However, there would be greater levels of noise without the berms:

- Predicted noise values with the berm would be 57.6 to 65.1 dB(A)
- Predicted noise values without the berm would be 60.1 to 65.8 dB(A)
- Predicted noise values with the berm are 0.7 to 4.3 dB(A) less than without it

Ron Taylor reviewed renderings of possible berm areas and the visual impact with the standard landscape treatments for both the northwest and southwest quadrants. He also reviewed a rendering showing what it would look like if berms were added – both with and without landscaping. If the berms are built, detailed contouring and grading would occur.

Kia Gillette said the berm contours could be included in the landscape plan as an additional mitigation measure. The North Split Project Team will provide guidance to the Design-Build Team on how berms need to look. Renderings of the berms are included in the PowerPoint presentation and as attachments in the Consulting Parties Update Memo #10. She asked the Consulting Parties to review the renderings and share them with the individuals in their neighborhoods.

Kia paused for questions: Questions are in "Discussion and Questions" section below.

Expanded Vibration Monitoring Area – Kia said an increase in distance for the Vibration Monitoring and Control Plan was requested, from 140 feet to 400 feet. The vibration thresholds are based on the Federal Transit Administration (FTA) Vibration Manual criteria. The North Split Project Team researched the 140-foot distance figure, which is based on an equation from the FTA Manual. Kia shared the equation with the group and said the North Split Project Team is willing to revisit this number based on the 400-foot distance figure if justification can be provided by the Consulting Parties.

The North Split Project Team's priority is capturing the effects of vibration, and the 140-foot distance figure is based on the maximum values in the FTA Manual. The current vibration language requirements include:

- The Design-Build Team is required to conduct pre- and post-construction surveys of buildings.
- The Design-Build Team will monitor vibration throughout construction. If the vibration is found to exceed the maximum thresholds in the MOA, work must stop and the Design-Build Team must fix the problem and not begin work again without written INDOT permission.

Interior Noise Reduction for Buildings – The North Split Project Team received comments regarding interior noise reduction for the Indiana Landmarks Center and the Morris-Butler House. Kia said the highway noise levels are predicted to be lower than existing noise levels once the project is complete.

There will be noise during construction, but it will be temporary and only affect adjacent buildings when construction is occurring at that location. Most construction will occur in areas not adjacent to

these historic buildings. In addition, highway noise is anticipated to be reduced during construction due to lower traffic levels.

Since noise is not identified in the determination of adverse effect, noise reduction is not being considered as a mitigation measure under Section 106.

Compensation for Business Revenue Loss – The North Split Project Team received comments regarding business revenue loss for the Indiana Landmarks Center. INDOT does not provide compensation for businesses because there are no established, reliable methods for estimating revenue changes due to highway construction projects. INDOT does the following:

- Prioritizes continuous access to business properties during construction.
- Works with businesses to provide public information and signage to alert customers of the best available access routes.
- Emphasizes proactive planning, coordination, and collaboration with businesses to minimize impacts during construction.

Terraced Side Slopes – Kia said terraced side slopes had been requested by some Consulting Parties. Kia noted the following regarding terraced side slopes:

- Terraced side slopes would require removal of all trees within the existing right-of-way.
- It is anticipated a minimum 10-foot wall would be needed for each level.
- The second level of the terraces would be extremely difficult to water or maintain, from the street level or from the above interstate.
- There would be an additional cost of \$1.4 million for a three-level terrace between the bridges along I-65/I-70 south of the interchange and \$650,000 additional for terraces south of I-65 from Alabama Street to Central Avenue.

Ron said if structured terraces are introduced, the existing trees within the right-of-way would be removed. If one of the goals is to try to maintain existing trees, it will not be possible to preserve trees and construct terraces.

Kia said the Design-Build Team will be designing the side slopes based on the Aesthetic Design Guidelines. The North Split Project Team has received mixed feedback from Consulting Parties and the public regarding tree preservation and terraces. It is best to review and all weigh all the comments simultaneously.

Kia paused for questions: Questions are in “Discussion and Questions” section below.

Next Steps:

1. Consulting Party comments are requested by April 10, 2020. In the past, the North Split Project Team has been able to extend timeframes, but due to the timing for this review period, the deadline cannot be extended.
2. The North Split Project Team will review comments and feedback on the draft MOA, revise it, and send the final MOA for signatures in late April.
3. Please submit comments to Kia Gillette by April 10. The MOA and Update Memo were attached to the original email and are also available on the INDOT In Scope website if attachments were not received.

Discussion and Questions

Q: There are other locations near the Ohio Street exit where there is existing fencing. Will the same fences in the Aesthetic Design Guidelines go into those locations, too?

A: Yes, the intent is for new fencing to go where existing fence is now.

Q: What percentage of trees will be evergreens vs. other trees?

A: Those percentages have not yet been determined at all locations, but in areas where trees are planted as screenings for sound barriers, the guidelines call for a 2 to 1 ratio of evergreen to deciduous trees to improve the appearance of the barriers throughout the year. For side slopes, there is a mix. We can check on the percentage for the interchange. [Note: after checking on this, the percentage of evergreen trees is not specified within the interchange area in the Aesthetic Design Guidelines.]

Q: Has the Department of Parks and Recreation provided feedback on the Aesthetic Design Guidelines?

A: The North Split Project Team is coordinating with the Department of Public Works and the Parks Department. Thus far, they are in favor of what has been presented.

Q: How will the possible trail be presented to the neighborhoods – will it be in the MOA?

A: The North Split Project Team is asking for comments now for inclusion in the MOA. It will be mentioned during the next round of coordination, but the Project Team wants some sort of feeling now of whether the response is positive or negative.

Q: Who should residents call with concerns about construction impacts, specifically vibration?

A: The North Split Project Team will have contact information prior to construction. INDOT and the Design-Build Team will have a specific contact point identified for the community.

Q: Regarding the locations of plantings on side slopes, particularly on the south side of I-65, do we already have the actual locations showing technically what would be planted where?

A: The typology of planting application is identified for each area of the interchange in the Aesthetic Design Guidelines. The typologies give the range of plants that can be used by the Design-Build Team. Final planting plans will be prepared by the Design-Build Team and will be sent to Consulting Parties for review per the MOA.

Q: Is there a plan/map that shows what is specified for plantings?

A: Yes, the Aesthetic Design Guidelines indicate where typologies are to be applied.

Q: For the south bank of I-65 north, are there drawings showing what's on the slopes in that specific area?

A: There is a certain typology for each slope. The Aesthetic Design Guidelines show which species are to be used and where they will be used. To clarify, the final planting plan is part of the final design process by the Design-Build Team. The Aesthetic Design Guidelines provide directions that tell the design builder what our expectation is for which plants are used, how they are used and the spacing. The Guidelines also show the

different zones with different species planted in each zone. They do not show the specific locations of where each tree or shrub will be planted. The MOA mitigation stipulation will give the Consulting Parties a review of the landscape design plan once it is developed.

Q: Regarding the new archaeology addendum – the last Section 106 update letter mentioned modifications within the North Split project area. It looked as if some of these areas were not reviewed for archaeology?

A: Most of the modifications occurred on the existing, disturbed roadbed. There were a couple of areas that appeared as though they might not already be disturbed, which is the reason for the additional archaeology report. The North Split Project Team will provide a more detailed explanation in upcoming Consulting Parties correspondence.

Q: The Alabama Street bridge is not being rebuilt. What will be done with the existing structure underneath that bridge?

A: The North Split Project Team is limited in what it can do because the bridge isn't being replaced. While it won't look the same as the bridges that are being replaced, lighting will be replaced and sidewalks will be replaced, with the addition of pavers for better connectivity. Street-level signage identifying the neighborhood will also be put into place.

Q: Will anything be done with the sloped areas under the Alabama Street underpass to prevent people from camping out under there?

A: The slope itself cannot be removed. However, the North Split Project Team can talk with the City of Indianapolis about putting something up there that would deter camping.

Q: In the earthen berm images that contain trees, how many years of maturity do those trees represent?

A: The images in the presentation are representative of trees that are approximately 10 to 15 years of age. The Design-Build Team is required to plant 2-inch diameter at breast height trees in the Aesthetic Design Guidelines.

Q: We already have quite a few tents along the highway. Who would maintain these berms and how would tent cities be avoided?

A: Berms and landscape would fall under the 3-year maintenance plan. In the area behind the berm, the potential for homeless camps should be taken into consideration. A portion of that area would also be where the wet plantings would occur.

Q: Is there a rendering of the Monon Loop Trail?

A: There is not a rendering of the trail to the southwest of the interchange because it is a possibility that has only recently been raised. The northern portion of the Monon Loop was included in the rendering because it will be a permanent feature, but the new piece southwest of the interchange was not included in the rendering because it has not yet been determined if that piece will be incorporated as a permanent feature.

Q: Can berms be softer and extended?

A: Yes, in the final design the berms could be softer and extended.

Comments:

- The Rethink Coalition requests a contour plan/map to help decipher what the berms mean and where they will sit. (Meg Storrow)
- Concerns were expressed about the slope along the Delaware Street ramp and am trying to determine what to expect in those areas. (Garry Chilluffo)
- The potential permanent trail southwest of the interchange is good news and I think CANA will support it. (Meg Storrow)
- If there are additional mitigation areas that have not yet been surveyed or disturbed, be sure those areas are addressed archaeologically. (Wade Tharp)
- Thank you for your efforts on the southwest Monon trail, the berms, and the urban forest. (Paul Knapp)

Comments and conversation regarding terraces:

- Terraces should not have to be mowed if they are being naturalized with trees. A temporary, quick water system would take care of the water supply issue. (Meg Storrow)
- Can we all assume that the maintenance of slopes will not change when the project is complete? The current maintenance situation is there is no consistent mowing of flats and no mowing of slopes. (Kelly Wensing)
- Regarding maintenance of terraces, terraces do not have to be manicured. They minimize the impact of the interstate at the pedestrian scale. A lot of those trees will be lost anyway and it will take a while for trees within the protected zone that are impacted to show the effects of the damage. If we will have that type of impact, we should just face up to it and replace the trees. There will be a fairly large impact at the top of slope and not as much at the bottom of the slope. (Meg Storrow)
- The SHPO indicated Meg (Storrow) made a good point about the terraces. I am pleased with tree preservation and planting but think there may be areas where terracing may still be more appropriate, particularly if a slope will be extremely steep and terracing will soften that effect. (Chad Slider)
- The North Split Project Team will need specific comments on where the terraces are requested.
- I am glad to help review a technical drawing showing those slopes. Let's not take the terracing off the table yet. (Meg Storrow)

10) Adjourn

Kia adjourned the meeting at 6:23 p.m.

Attendees:

Consulting Parties	
Garry Chilluffo	Historic Urban Neighborhoods of Indianapolis
Marsh Davis	Indiana Landmarks
Meg Purnsley	Indianapolis Historic Preservation Commission
Jordan Ryan	North Square Neighborhood Association
Chad Slider	IDNR – Division of Historic Preservation and Archaeology
Meg Storrow	Massachusetts Avenue Merchants Association
Kelly Wensing	Holy Cross Neighborhood Association
Wade Tharp	IDNR – Division of Historic Preservation and Archaeology
Mandy Ranslow	Advisory Council on Historic Preservation
Betsy Merritt	National Trust for Historic Preservation
Jeffrey Christoffersen	Lockerbie Square People’s Club
Paul Knapp	Interstate Business Group
Amina Pierson	Martindale-Brightwood CDC
Hilary Barnes	Old Northside Neighborhood Association
Charlie Hyde	Benjamin Harrison Presidential Site

Project Team	
Kia Gillette	HNTB
Seth Schickel	HNTB
John Myers	HNTB
Michelle Allen	FHWA
Eryn Fletcher	FHWA
Laura Hilden	INDOT
Patrick Carpenter	INDOT
Anuradha Kumar	INDOT
Anthony Ross	INDOT
Runfa Shi	INDOT
Leah Konicki	ASC Group
Ron Taylor	TSW
Scott Siefker	TSW
Erin Pipkin	Compass Outreach Solutions
Megan Gross	Borshoff
Amy Hanna	Borshoff