



# REQUEST FOR PROPOSALS

**COLONIAL BAKERY AFFORDABLE HOUSING**  
RFP-13DMD-2022-3

January 20, 2022  
**RFP ISSUED**

February 17, 2022  
**PROPOSALS DUE**



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## CONTACT

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On behalf of Mayor Joseph H. Hogsett and the City of Indianapolis Department of Metropolitan Development, our team is excited to present the Colonial Bakery Affordable Housing RFP. Located at 2434 & 2444 Winthrop Avenue, our team is calling for mixed-income housing proposals in the Martindale Brightwood neighborhood at the former Colonial Bakery site.

The Colonial Bakery RFP is centered on creation and preservation of affordable housing goals outlined in the [25th and Monon Vision Plan](#) and the [Anti-Displacement & Inclusive Growth Policy Agenda for Indianapolis](#) and calls for proposals that reserve at least 51 percent of units as affordable. This opportunity supports Mayor Hogsett's goal of creating and preserving affordable housing in neighborhoods that have experienced discriminatory housing and land use policies and are now seeing rapid property investment. We encourage careful review of the 25th and Monon Vision Plan, the City's collaboration with the neighborhood which made specific recommendations for several sites within the area, including the former Colonial Bakery properties.

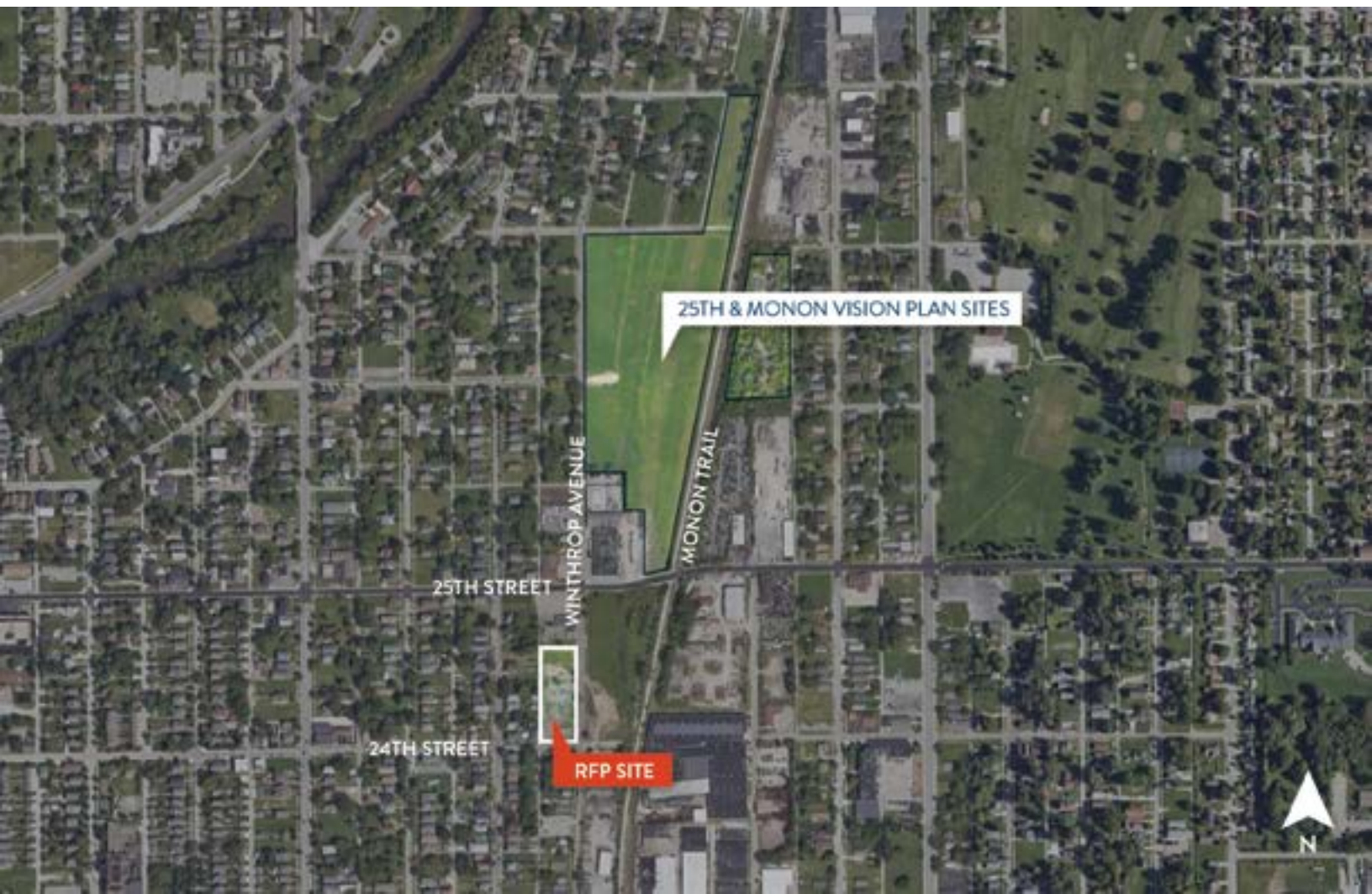
Proposals for purchase and development of the former Colonial Bakery site are due on February 17, 2022. We look forward to sharing dialogue about the future of affordable housing in Martindale-Brightwood.

Sincerely,

Scarlett Andrews

Director of the Department of Metropolitan Development

The City of Indianapolis Department of Metropolitan Development ('City') is seeking redevelopment proposals from qualified firms ('Developers') for the opportunity to purchase and redevelop a property ('Site) located at 2434 & 2444 Winthrop Avenue. The redevelopment of this long-vacant Site for a residential use that will harmoniously blend with the area and include at least 51% of the units at an affordable rate is of critical importance to the City and community stakeholders as outlined in the recently completed [25th and Monon Vision Plan](#).



## 01. PROPERTY DETAILS

This subject property consists of two adjoining parcels (Local Parcel #s 1058732, 1059903) with a combined area of ~1.34-Acres. The Site is situated on the near northside, at 2434 and 2444 Winthrop Avenue, Indianapolis, IN, 46205. Site boundaries are roughly Winthrop Avenue (E), East 24th Street (S), a City-owned alley (W) and the Harvest Christian Fellowship Church at 923 East 25th Street (N).

The property has been vacant for over a decade, having formerly been used for residential purposes, and later for bakery truck maintenance and parking, storage, and auto repair. All above-ground structures formerly located at the site were removed in 2007 – 2008. Remaining appurtenances such as paved parking areas were removed in 2019 during environmental remediation activities.



## 02. LOCAL COMMUNITY CONTEXT

The Site is located within the boundaries of both the Kennedy-King Neighborhood Association and the Reagan Park Community Action Group service areas. Additional information regarding the location of the Site within these organization’s service areas, as well as contact information for these and other community groups near the Site, can be found on the City’s website for Registered Neighborhood Organizations:

<https://maps.indy.gov/Indy.Organizations.Web/>

**A critical consideration regarding the development of new housing in this area is alignment with the goals outlined in the Anti-Displacement and Growth Policy Agenda for Indianapolis. As reflected by current race-based gaps in household income, wealth, poverty, and opportunities, there exists a racial divide in Indianapolis. As such, the creation of new affordable housing, and preserving that housing for long-term affordability, is an important component of the City’s strategy to prevent displacement while encouraging investment in neighborhoods with historically marginalized populations.**

### 03. DESIRED FUTURE USES

The Site is currently zoned I-2 Light Industrial, a legacy of past uses that would be incompatible with current desired end-uses. The City is requesting proposals for 1-, 2-, 3- or 4-unit residential redevelopment of the Site that will align with existing plans. While a mix of units is contemplated, Developers are encouraged to focus on family units with a minimum of 3-bedrooms. At least 51% of the units within the development must be set aside at affordable rates. “Affordable” within this RFP means at prices available to those making less than or equal to 80% of the area median income (AMI) as defined the most recent applicable Median Family Income estimates. Priority will be given to proposals that establish deeper and longer levels of affordability. The City expects a high level of design for this project and encourages respondents to explore “missing middle” housing options, recently made easier to build through updates to the Marion County Zoning Ordinance. These housing types provide new opportunities for current and future neighbors. Any proposal that moves forward should expect to work closely with the community and neighborhoods on the development and site plan.

Specific plans that speak to the desired future development of the Site include:

#### 25th & Monon Vision Plan (March, 2021)

The City of Indianapolis Department of Metropolitan Development and Greenstreet Ltd. Completed a community-development planning process for four City-owned brownfield sites in the Martindale-Brightwood and Reagan Park areas. The planning process explored potential future uses of the sites based on heavy community input, summarized the brownfield status of each site, and provided market condition analysis. The completed Vision Plan outlines the framework utilized throughout the process, and includes the guiding principles, development program, and inclusive development recommendations. [Plan download link.](#)



## Marion County Land-Use Plan Pattern Book & Center Township Land Use Map (2019)

The Marion County Land Use Plan consists of two major components: The Pattern Book and the Land Use Map. The Land Pattern Book is the written component of the Marion County Land Use Plan, and lays out the land uses and typologies that are applied in the Land Use Map. The desired future land-use of 2434 & 2444 Winthrop Avenue is intended to be consistent with the ‘Traditional Neighborhood’ typology listed on p. 33 – 40 of the Pattern Book. [Pattern Book](#) and [Center Township Land Use Map](#) links.

Developers should anticipate incorporating accessibility and visitability features and universal design to allow for future use of the Site by everyone, regardless of age, physical ability, or stature.



## 04. SITE ENVIRONMENTAL STATUS

Historic commercial/industrial use of the Site and upgradient properties has resulted in environmental impacts to site soils and groundwater, confirmed by environmental investigations conducted by the City.

Copies of environmental investigation and remediation reports for the Site can be downloaded from the Indiana Department of Environmental Management (‘IDEM’) ‘Virtual File Cabinet’ under Agency ID #s 125198, 28888, and 22677:

<https://vfc.idem.in.gov/FacilitySearch.aspx>

Compliance with environmental regulations was in part achieved through the recording of Environmental Restrictive Covenants (‘ERCs’) containing land-use restrictions for both Site parcels. Copies of both ERCs are available for download through the IDEM Virtual File Cabinet under Document #s 83254951 and 83164138.

Further soil vapor investigations, installation of any needed vapor mitigation systems, and/or indoor and/or ambient air sampling required by IDEM during redevelopment will be paid for by the City, subject to design approval.

## 05. INSTRUCTIONS TO BIDDERS & RFP TIMELINE

**A complete response will have the following components:**

- **Cover letter containing:**
  - Organization Name
  - Address
  - Phone + Email
  
- **1-Page Offering Sheet as an individual file containing:**
  - Bidder Name & Contact Info
  - Proposed Bid Amount
  - 1-Paragraph Executive Summary
  
- **Team Organization**
  - Description of Team
  - Organizational Chart with Names
  - Key Staff
  - Description of Roles (inc. % of each team member's time devoted to project)
  - Resumes
  
- **Proposal for Redevelopment of the Site**
  - General description of the proposed project
    - Outline of development terms
    - Outline of financial terms
    - Projected overall construction costs
    - Proposed project schedule
    - Details regarding unit affordability, including the proposed % of affordable units (min. 51%), and % of AMI or other metrics
    - Details regarding incentives Developer will be requesting
  
  - 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 (i.e. design, CM, equity position, etc.)
    - 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



Respondents shall submit their responses electronically to [piers.kirby@indy.gov](mailto:piers.kirby@indy.gov). All response files should be in pdf format, with individual file sizes limited to 20MB. Offering Sheet shall be submitted as an individual file labeled "Offering Sheet". All responses must be received by 12:00 p.m. local time February 17, 2022. Submittal messages should be titled "Request for Proposals – 2434 & 2444 Winthrop Avenue". Hard copies may be required at a later date.

**EXPLANATIONS WRITTEN AND ORAL:** Should a bidder find any discrepancy in or omission from these Instructions to Bidders or any other forms in the bid packet, or should the bidder have questions regarding any aspect of this offering, the bidder shall submit written questions to Piers Kirby, Principal Program Manager, at the City County Building, Suite 2042, 200 E. Washington Street, Indianapolis, IN 46204 or email to: [piers.kirby@indy.gov](mailto:piers.kirby@indy.gov) by 5:00 pm EST on February 3rd, 2022. All Inquiries/ information related to the RFP should be directed to City staff member listed above. All official updates /responses to questions will be posted as described above.

### **Timeline**

RFP Released	January 20, 2022
Questions Due	February 3, 2022
Addendum Distribution	February 7, 2022
Responses Due	February 17, 2022
Responses Opened at Regular MDC Meeting	March 2, 2022
Selection Notification	March, 2022

## **06. DEVELOPER OBLIGATIONS**

### **Option Agreement & Project Agreement**

In order to ensure timely transfer and commencement of site redevelopment, within 60-days of notification of selection, the selected Developer will be required to enter into an Option Agreement for eventual acquisition 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 statutorily-required Project Agreement for transfer of the property.

## Incentives

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
- Single-Site 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 Revolving Loan Fund (RLF)

## 07. TERMS & CONDITIONS

**1. GENERAL:** The City is offering for sale the Property in accordance with Indiana Code Sections 36-7-15.1-7(c) and 36-7-15.1-15.

a. The sale of the Property was duly advertised in The Indianapolis Star and The Court and Commercial Record. The sale of the Property will be governed by the procedures that have been established by the City in accordance with appropriate regulations and statutes of the State of Indiana. All offers, to qualify for consideration by the City, must be prepared and submitted in accordance with these procedures.

b. The sale of the Property will be in accordance with, and the successful bidder(s) must be willing to negotiate and enter into, a Project Agreement with the City within ninety (90) days of the acceptance of the bids, which Project Agreement(s) shall set forth the nature of the development of the Property.

c. Interested Bidders shall provide a development plan for 1-, 2-, or 4-unit housing with at least 51% of units being affordable.

d. The City's minimum offering price and other essential terms for which offers on such Property will be considered. Bidders must make an offer of at least the minimum purchase price of Four Hundred and Thirty-Two Thousand Dollars (\$432,000.00). The City will consider offers for alternative proposed Fair Market Value of the property if appropriate justification can be demonstrated in the Developer's proposal. In no event will the City consider proposals for the Property gratis.

e. A bid submitted by a trust (as defined in IC 30-4-1-1(a)) must identify each: (A) beneficiary of the trust; and (B) settler empowered to revoke or modify the trust.

**2. OFFERS:** Written offers, in accordance with these Instructions to Bidders will be received by the Department of Metropolitan Development ('DMD') staff member identified above. Each bidder shall submit along with their response a 1-page 'Offering Sheet' formally listing the bidder name and proposed bid price, and containing a 1-paragraph executive summary of their proposed redevelopment project. The City will publicly open and consider all written offers at a public meeting of the Metropolitan Development Commission at its regular meeting at 1:00 p.m. on March 2, 2022 in the Public Assembly Room of the City-County Building. All exhibits, drawings, renderings and other material to be used in such presentation that are in addition to their bid shall be provided by each bidder at the time of the submission of the written offers.

All exhibits and graphics of the successful bidder(s) remain the property of the City. The successful bidder(s), however, may arrange to borrow the graphics for other presentations.

**3. FORM OF OFFER:** Every offer must be made following the instructions provided in the RFP.

**4. SUBMITTING QUESTIONS:** No oral interpretation or oral instructions will be made to any bidder as to the meaning of the bid packet or any part thereof. Every request for such an interpretation or instructions shall be made in writing or emailed to the DMD staff member identified above as the RFP contact and received no later than 5:00 pm EST on, February 3, 2022. The DMD intends to respond in writing or email to all questions that will be an addendum to the bid packet, and such information will be provided to all bidders receiving a bid packet and when issued will be providing on the City Purchasing web page. All such addenda shall become part of the bid packet, and all bidders shall be bound by such addenda, whether or not received by the bidder. The City, its representatives, employees, or agents will not be responsible for any oral instructions and/or interpretations.

**5. WITHDRAWAL OF OFFER:** No offer will be allowed to be withdrawn after bid opening.

**6. REJECTION OR ACCEPTANCE OF OFFERS:** The City reserves the right to accept, reject, or table any and/or all offers. If the City accepts an offer, the successful bidder(s) shall begin negotiating the Project Agreement within ten (10) days after such bidder is notified of acceptance.

**7. HIGHEST AND BEST OFFER:** In determining the highest and best offer, the City shall take into consideration at least the following: the purchase price offered, the project description, the economic development benefits of the Proposal, compliance with the Request for Proposals, Experience and Qualifications of the Bidder(s), excellence in design, sustainable site design/building practices, and readiness to enter into a Project Agreement. Satisfying these factors will assure the City that the sale, if made, will best serve the interests of the community both from the standpoint of human and economic welfare.

**8. DEVELOPMENT PLAN:** Each bidder shall submit a description of the proposed Project, as well as any exhibits, drawings, renderings, plans, and other material that illustrate the development plan proposed, any other pertinent information the bidder may wish to submit to further illustrate his/her proposed development plan, and will be deposited with the City. Bidders are suggested to limit development plans to no more than ten (10) pages.

**9. BIDDER'S QUALIFICATIONS:** Each bidder shall submit with the proposal, a Statement of Bidder's Qualifications. If an offer is made subject to the bidder being successful in obtaining adequate financing, the bidder must present evidence to the City that there is a reasonable assurance that financing can be obtained.

**10. TRANSFER OF INTEREST IN/POSSESSION TO THE PROPERTY:** Interest in and possession of the Property herein offered will be delivered to the successful bidder(s) at the time and in accordance with the terms and conditions set forth in the Project Agreement.

**11. DISPOSITION:** The bidder must bid on the entirety of the Property being offered.