Memorandum

TO: Rose Scovel, Indianapolis MPO

FROM: Chris Porter, Sarah Windmiller, and Jack Glodek

DATE: July 24, 2020

RE: Land Use Scenario Placetype Distribution

This memo describes the changes to placetype distributions within each transportation and land use scenario for Central Indiana's 2050 Long Range Transportation Plan (LRTP). Currently, a "base" future placetype map has been created for the Indianapolis region from future land use maps and plans from counties, cities, and towns within the region. For each of the future scenarios, this land use map will be altered to reflect the influences and forces within each scenario that affect land use and development patterns. The specific changes for each scenario are outlined here.

The Four Scenarios

The four scenarios are outlined in greater detail in the *Regional Transportation and Land Use Scenarios* memo from June 23, 2020, but some background is given for each of the four scenarios here.

- **Business as Usual:** This is a continuation of the current trajectory of transportation and land use. Most new housing is low density, single-family homes, although there is some redevelopment of older neighborhoods in the urban core. Private automobiles continue to be the dominant form of transportation, but there is still transit for people that don't own vehicles. E-commerce continues to increase at moderate rates and most vehicles are still powered by fossil fuels. This scenario is the "base" future placetype map that has been vetted by the Land Use Advisory Panel members and Indy MPO staff.

- **Clean Suburban:** Most new housing is in large, single-family homes, following low density development patterns. However, automated, connected, and electric vehicle technology progresses to a point where households begin to own fewer vehicles. Pollution decreases as a result, but public transportation options become less sustainable as fewer people take advantage of them. E-commerce also captures the majority of the retail market, replacing brick-and-mortar retail.

- **Moderate Infill:** Residents exhibit increasing preferences for walkable neighborhoods and a slight increase in density, but not for densities that make high-frequency transit viable. Micromobility options (bikes, scooters, etc.) proliferate along with shared mobility services that optimize multi-passenger routing. E-commerce rises, but residents still value the social

interaction of select brick-and-mortar stores. Transportation becomes less polluting as vehicles become electric.

- **Transit-Supportive:** Dense, urban environments become the location of choice for residences and business, resulting in more widespread high-capacity transit service. Many households own few or no vehicles, and micromobility options become more common. New land use regulations focus warehousing and distribution uses into industrial centers. Equity remains a concern and affordable housing policies are implemented to combat rapid gentrification.

Changes in Placetype Distribution

The differences between scenarios outlined above will lead to associated differences in land uses. The anticipated change in placetypes, relative to the 'Business as Usual' scenario, are described in the following sections and summarized in the table below. In this table, a select number of relevant placetypes are displayed, and for each scenario, there is an arrow showing the increase or decrease in this placetype (compared to Scenario 1). Two arrows means a stronger change than one arrow, and a horizontal arrow indicates a minimal change in that placetype.

Selected Placetypes	Scenario 1 – Business as Usual	Scenario 2 – Clean Suburban	Scenario 3 – Moderate Infill	Scenario 4 - Transit-Supportive
Agriculture / Conservation	↔	↓	↑	↑
Rural Estate	↔	↑	↔	↔
Suburban Residential	↔	↑↑	↓	↓
Walkable Neighborhood	↔	↔	↑	↑↑
Suburban Mixed-Use	↔	↓	↑	↑
Mixed-Use Urban Infill	↔	↓	↑	↑↑
Strip Commercial	↔	↓	↓↓	↓↓
Office Park / Corporate Campus	↔	↑	↔	↔
Traditional Downtown	↔	↔	↑	↑↑
Downtown Indy	↔	↔	↑	↑↑
Warehouse / Logistics	↔	↑↑	↑	↑

CAMBRIDGE SYSTEMATICS

Legend: ⬇⬇ = strong decrease, ⬇ = moderate decrease, ⬌ = no change, ⬆ = moderate increase, ⬆⬆ = strong increase

Business as Usual

Since the "Business as Usual" scenario implies that the development patterns seen today will continue, the current future land use map will remain unchanged for this scenario. The rest of the scenarios (Clean Suburban, Moderate Infill, and Transit-Supportive) will be compared to this land use distribution used in the "Business as Usual" scenario.

Clean Suburban

The "Clean Suburban" scenario primarily represents a continuation and increase in low density development patterns. This will require some of the future land use changes to stay similar to existing (2020) conditions. For example, when comparing the existing placetype map and the map for the "Business as Usual" case, some of the neighborhoods have become higher density. For the "Clean Suburban" scenario, instances of higher density should be returned to their current density. For example, an existing area may be primarily suburban residential, but the "Business as Usual" scenario has that area increasing in density and becoming a walkable neighborhood. The "Clean Suburban" scenario proposes to return that location to suburban residential.

Along with the lower densities, the "Clean Suburban" future anticipates increasing traditional suburban and exurban development patterns. In the case of land use types, this means agricultural land far from city centers would become a little denser and turn into rural estate, while existing rural estate land would become suburban residential. There would also be an increase in corporate campuses that aren't located downtown. This would not be mimicked in locations that are already dense, as this scenario predicts a reduction in density.

The changes in e-commerce would affect the future land use as well. Compared to the "Business as Usual" scenario, the "Clean Suburban" scenario forecasts e-commerce increasing even more and replacing brick-and-mortar shopping centers. With the rise of e-commerce comes the need for more warehouses (as shipping will increase), so warehousing footprints should expand beyond their current borders. The new warehouses would be primarily seen around old clusters. Subsequently, since people are doing their shopping more online, commercial centers would remain largely as they were in 2020 or be redeveloped into mini-neighborhood distribution centers for local delivery. Places that were predicted to become the strip commercial placetype in the "Business as Usual" scenario would instead become more residential (suburban residential, rural estate, walkable neighborhood), depending on the surrounding densities. Additionally, mixed-use communities would likely decline and become more residential as well (either suburban residential or walkable neighborhood).

Moderate Infill

The "Moderate Infill" scenario was characterized by an increase in density compared to the "Business as Usual" alternative, but not as much an increase as seen in the "Transit Supportive" alternative. For this reason, densification would be seen mainly in areas between the urban core and the outer limits of the suburbs. The suburbs closer to the city center would turn more into

CAMBRIDGE
SYSTEMATICS

walkable neighborhoods to reflect an increase in micromobility, while walkable neighborhoods would become a little denser and turn to urban mixed-use. In addition, current agriculture / rural estate areas that were anticipated to develop into suburban residential would mostly stay as-is, especially in the areas furthest from city centers.

Since e-commerce is still prevalent in this scenario (but not as much as the "Clean Suburban" scenario), strip commercial placetypes would transform to suburban mixed-use. The commercial parts of these mixed-use developments would provide the people in this scenario the limited physical shopping locations they desire, so many single-use, retail-based locations would be redeveloped into mixed-use or other non-strip commercial placetypes. This would support the increased densities in this scenario as well as the rise of micromobility as mixed-use neighborhoods are more pedestrian-friendly.

Warehouses would increase in this scenario compared to the "Business as Usual" scenario, but not by as much as the "Clean Suburban" scenario as people would still do some shopping in-person. It's anticipated that the expansion of warehouses would occur near existing clusters, which is the same pattern as the "Clean Suburban" scenario.

Transit-Supportive

The "Transit Supportive" scenario is characterized by much higher densities and a reliance on transit instead of personal vehicles. In this alternative, there should be no converting of agriculture/rural estates to higher density land uses; the growth should occur almost entirely in areas that are already of medium or higher densities. This means areas close to the city center should transform to walkable neighborhoods (if they were suburban residential already), walkable neighborhoods should become urban mixed-use, and urban mixed-use should become downtown Indy. The increase of jobs in the downtown area should particularly fuel the increase in the downtown Indy placetype, and with that should come high-frequency transit lines that are necessary to support higher densities. The grids immediately adjacent to transit stations should be a higher density than the surrounding placetype. For example, a station in a walkable neighborhood would support a mixed-use urban infill density.

Densities can also be increased in limited locations outside the city center. High-frequency transit lines mean there can be hubs of dense development in parts of the region, as these hubs would be connected to downtown by a transit line. This would mean the rise of suburban mixed-use land uses, replacing former strip malls and potentially some suburban residential. Adjacent to these could be more office parks/corporate campuses as well, depending on the station locations relative to existing office parks. Cities outside of I-465 would see an increase of the traditional downtown placetype, as these cities and towns could be connected to Downtown Indianapolis with high-frequency transit lines. Similar transit access could be made to suburban mixed-use areas.

Suitability Analysis

To fully support and represent the varying scenarios, the underlying suitability map that prioritizes residential and employment development needs to be updated. These suitability maps should represent the attractiveness of areas due to the scenario influences. For example, low-density,

residential areas will be more attractive in the "Clean Suburban" scenario versus the "Transit-Supportive" scenario.

Cambridge Systematics and the Indy MPO will need to coordinate on where these sweeping generalizations are located. In addition, we will need to coordinate on location-specific changes, such as station locations for high-capacity transit and areas for warehouse / logistic center growth. These locations will need to be identified through the placetypes and suitability map. For example, the station areas should have higher-density placetypes and have a higher weighting in the suitability map.