



NORTHWEST AREA:  
PROGRESS &  
REDEVELOPMENT  
PLAN

City of Indianapolis - EPA Brownfield  
AREA WIDE PLANNING Project:  
*Former Carrier Bryant Brownfield Site as a  
Community Asset to Revitalize Northwest Area*

**Model and Measure.**

**Planting Seeds.**

**Opportunity Assessment.**

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- Outreach Plan

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- Linking Regional Economic Clusters with Targeted Urban Places
- Development Implementation Plan for the NWA TIF District
- Indy Connect: Purple Line
- Greening the Crossroads: A Green Infrastructure Vision for Central Indiana
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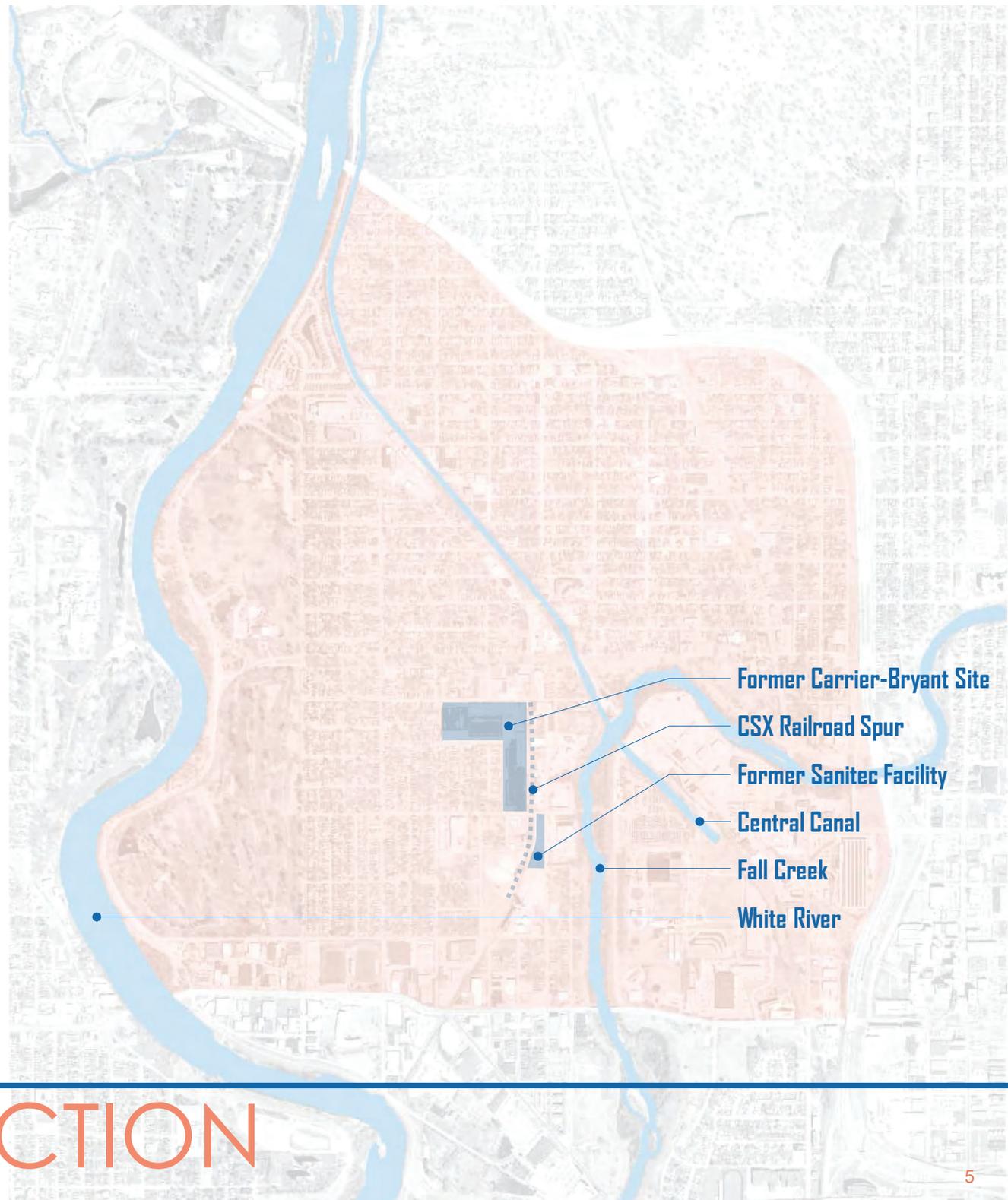


## Evolution of a Solution

The Northwest Area (NWA) is a culturally rich but economically distressed coalition of neighborhoods located 2 miles northwest of Indianapolis' vibrant Downtown.

The NWA is bounded to the south by 16<sup>th</sup> Street beyond which is a major economic development project known as 16 Tech: a nascent biotechnology innovation district. I-65, a barrier to the east and north, isolates NWA from more prosperous areas of the City. To the northwest, is Marian University, a rapidly growing institution of higher education. A solution to NWA's unemployment, food insecurity and vacancy rates, therefore, must be found within its boundaries.

This plan, created through the U.S. EPA Brownfield Program's Area Wide Planning process, emerged as a vehicle to tap the opportunity which exists among the many brownfield sites found in the NWA. Specifically, the former Carrier-Bryant site is a significant, near-term opportunity for brownfield redevelopment, primed to drive beneficial and transformative change in the Northwest Area. The City of Indianapolis and its partners, recognize the potential for this 19-acre site to catalyze the revitalization of the surrounding community.



# I. INTRODUCTION



## Acknowledgements

This project could not have been achieved without the support of Northwest Area residents and the dedicated leadership provided by the stakeholders, which included businesses, government, community-based organizations, nonprofits, and potential future partners.

Through community engagement, including advisory committees and public meetings, this Plan enables NWA to identify reuse opportunities while meeting EPA's Brownfields Area-Wide Planning Program Goals:

- Protecting public health and the environment;
- Finding economically viable options; and
- Reflecting the community's vision for reuse.

### Project Coordinator:

KERAMIDA Inc.  
Corporate Headquarters  
401 North College Avenue  
Indianapolis, IN 46202  
800.508.8034

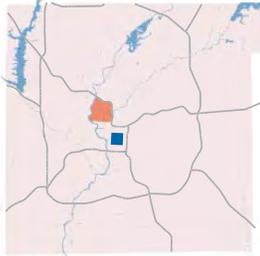
### For more information:

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This project was funded by the Environmental Protection Agency.

## Steering Committee Members and Planning Partners

- Bunge North America
- Central Indiana Corporate Partnership/16 Tech
- Citizens Energy Group
- City of Indianapolis and Marion County
  - City-County Council
  - Department of Metropolitan Development
    - Brownfield Redevelopment Program
    - Department of Real Estate Services
    - Division of Planning
  - Department of Parks & Recreation
  - Department of Public Works
    - Office of Sustainability
  - Department of Public Health
  - Mayor's Office
  - Soil & Water Conservation District
- Ebenezer Baptist Church
- Environmental Protection Agency, Region 5 Brownfields Program
- Flanner House of Indianapolis
- Groundwork Indy
- Holladay Properties
- Indiana Cooperative Development Center
- Indiana University
  - Fairbanks School of Public Health
- Indiana University Health
- Indy Chamber
- Ivy Tech Hospitality Administration
- KERAMIDA Inc.
- Keystone Enterprise Park Representatives
- Kheprw Institute EcoCenter
- Local Initiatives Support Corporation
- National Park Service Rivers, Trails, and Conservation Assistance
- Northwest Area Residents
- Northwest Area Quality of Life Plan
  - Food Access Committee
- Purdue Cooperative Extension Service
  - Marion County
  - Hancock County
- Riverside Civic League
- Summit Construction
- Tear Down the Walls Ministry
- TWG Development
- Urban Initiatives



**Neighborhood Orientation**

- Interstate Road Network
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- Downtown Mile Square
- Northwest Area Neighbourhood
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## Northwest Area Biography

Born of working-class entrepreneurs whose names grace street signs throughout the neighborhood, North Indianapolis, as NWA was originally known, was stimulated by the construction of the Central Canal of Indiana in 1837 and the western terminus of the Belt Line Railroad in 1873.

The “City Beautiful” urban planning concept, introduced *en masse* in 1893, so inspired then City Mayor, Thomas Taggart, to purchase over 900 acres of land along the White River for

park use by residents throughout our city. Taggart’s actions established NWA’s Riverside Park which was posthumously dedicated in his name, and provided the groundwork for George Kessler’s 1909 *Park and Boulevard System* plan for Indianapolis.

Establishment of Flanner Guild, now known as Flanner House, provided Indy’s African-American population a variety of social services, including vocational education and other self-help programs. At a time when

<p>1873: North Indianapolis Platted</p>	<p>1893: “City Beautiful” Concept Born, Columbia Exposition, Chicago</p>	<p>1898: Riverside Public Park Established for the Citizens of Indianapolis</p>	<p>1898: Flanner Guild Created</p>	<p>1900’s: Riverside Amusement Park, a Private, “Whites Only” Establishment 1939–early 1960’s</p>	<p>1909: Kessler’s Boulevard &amp; Park System Planned</p>	<p>1913: Great Flood of Indianapolis</p>	<p>1931: Taggart Memorial Dedication at Riverside Park</p>

African-American communities faced housing shortages due to a nationwide epidemic of housing discrimination, Flanner House negotiated with the City to acquire land and materials to establish a self-help home building project for NWA's residents. These residences, known as Flanner Homes, have molded the community aesthetically and culturally.

The post-war industrial boom also leaves its mark on the Northwest Area. In the late 1960's

a coalition of neighborhoods in this region of Marion County form the now defunct United Northwest Area Association in a effort to address local issues such as poverty, crime and city service deficiencies.

In 1970, construction of I-65 begins, and geographically divides the neighborhood and causes significant economic and social disruption from which the area has never fully recovered.

NWA is home to a primarily impoverished and minority demographic living in a deteriorating urban environment with little connectivity to amenities or access to local waterways.

Abandonment and eventual revitalization of the Carrier-Bryant site generates opportunity to implement an updated economic and cultural identity for the entire Northwest Area community.

1950-1964:  
330+ Flanner House Homes Built

1956:  
Bryant Opens Manufacturing & Research Facilities in Indianapolis

1967:  
United Northwest Area Created

1970:  
I-65 Construction Begins

2007:  
Burdsal Parkway Renovation

2016:  
NWA Publishes Its "Progress & Redevelopment Plan"

## Area Wide Planning Process

Brownfield Area Wide Planning activities identified community priorities, policy and physical infrastructure needs, market feasibility of reuse options, and environmental conditions to inform the community's vision for the redevelopment of three high-priority catalyst brownfield sites:

- The **former Carrier-Bryant site** was chosen for its size (19 ac.), proximity to homes, contribution to blight, use for illicit activities, threats to human health, magnitude of leveraged resources, and strong community interest in site redevelopment.
- The adjacent **CSX railroad spur** line joins with a single track rail corridor that transects the Northwest Area and parallels the Canal between Burdsal Parkway and West 29<sup>th</sup> Street. This 1.5 mile segment of rail corridor has long been the target of redevelopment plans spearheaded by the Parks Department for conversion to a multi-use trail and extension of the Central Canal Greenway.
- The **former Sanitec facility site** (2.6 ac.), located along the east side of the CSX rail spur, southeast of the former Carrier-Bryant site, was operated as a medical waste processing facility from 2009-2011.

The strategies developed through this project will facilitate critical next steps to reduce health threats, crime, and blight, while increasing access to healthy local food and opportunities for employment.

## Community Endorsement

Meaningful community involvement is integral to the planning process and as such, community input has been sought and incorporated in each stage. This invaluable voice establishes the highest and best use of each identified brownfield site, affects the potential reuse of existing infrastructure, determines the efficacy of city development programs and how they may be improved, and identifies the specific implementation steps and stakeholder responsibility. Support from the community was sought throughout the project to guide the Project Team's development of an initial vision and then to detail specifics of the plan. This inclusive planning process engaged a core of interested parties in NWA to operate in conjunction with the City and its partners to create, then to realize, the completed area-wide plan.

## Stakeholder Collaboration

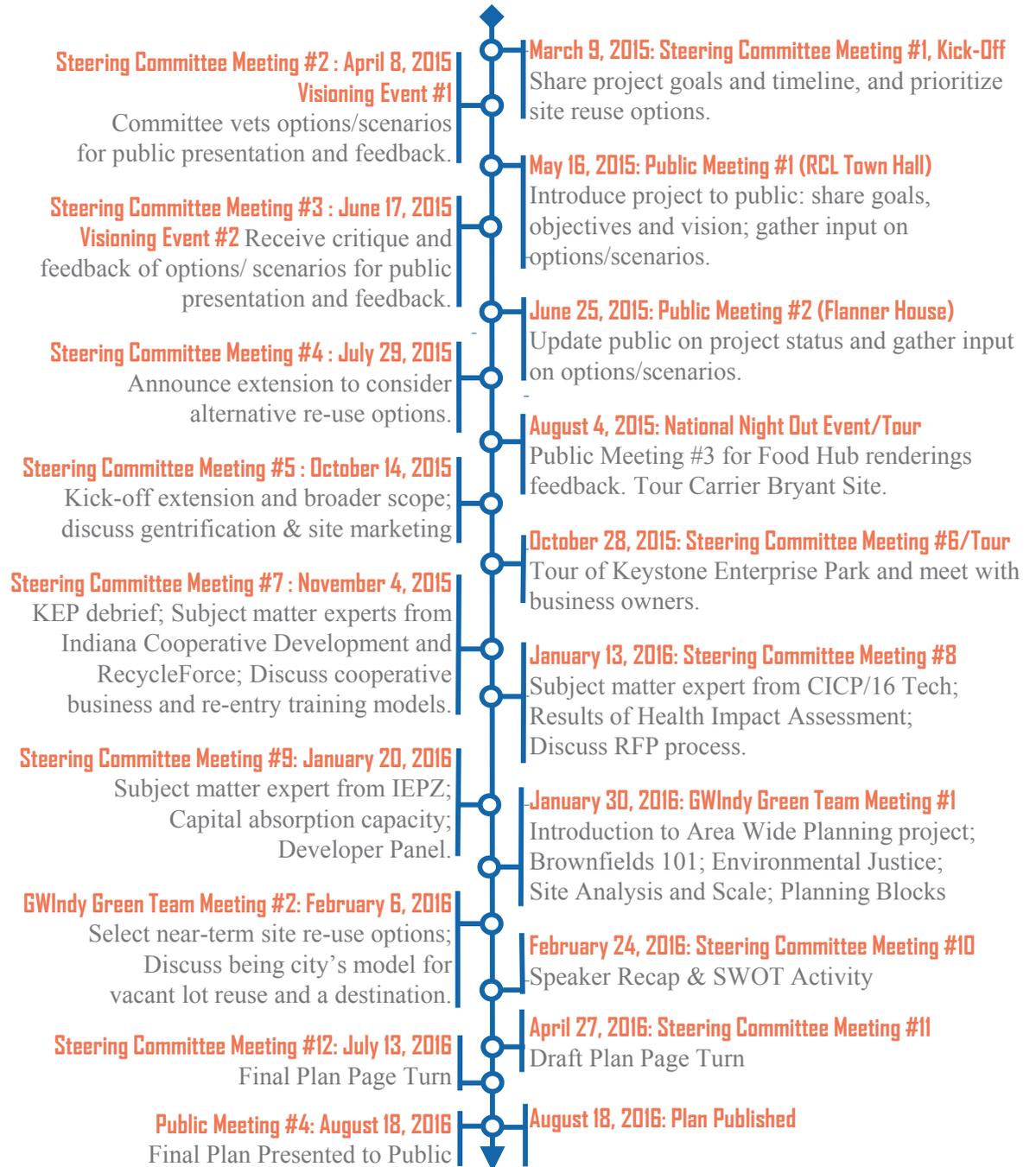
Within a series of public meetings, steering committee meetings, and planning charrettes, stakeholders were involved and engaged in the planning effort. Input and support were solicited from specific sectors (residents, business owners, property owners, developers, realtors, etc.) regarding issues such as community priorities, vision, and understanding solutions for generating private investment in NWA. During these gatherings, short-, medium-, and long-term priorities are identified and refined, with a strong emphasis on realistic and actionable goals/objectives that will

produce trackable and measurable community benefits. Meetings held in various locations within the neighborhood provided residents access and opportunity to join the planning conversation.

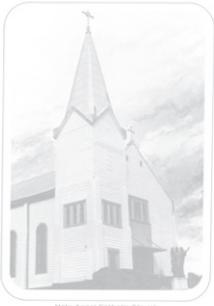
Throughout the project, community meetings, project team meetings, and site tours have been held to receive resident feedback for incorporation into the planning process.

## Outreach Plan

**Primary Goal:** “Redevelop the former Carrier Bryant Brownfield site, in partnership with The City of Indianapolis, the newly formed Groundwork Indianapolis (GWIndy) and other community organizations, local businesses and Northwest Area residents, into a financially sustainable enterprise to address needs identified in the recently completed Quality of Life plan including food access, health, economic development, local employment, community engagement, and education.”



United Northwest Subarea  
Plan



Holy Angel Catholic Church

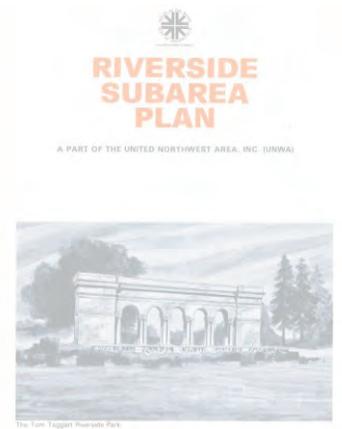


A PART OF THE UNITED NORTHWEST AREA, INC. (UNWA)

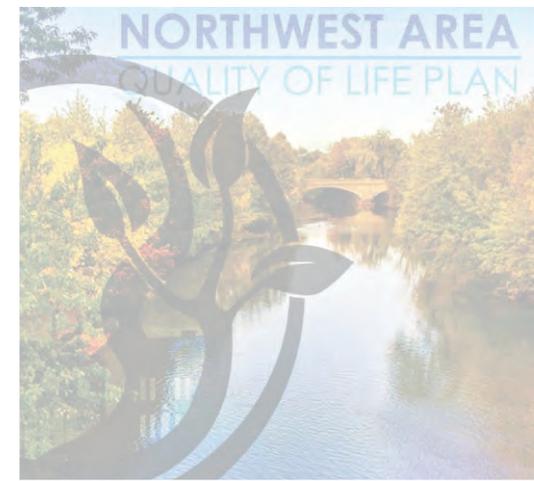
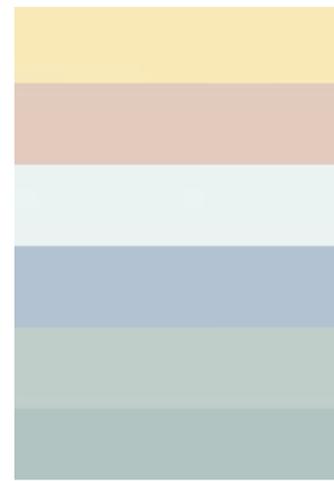
# SafeRoutes



GREENING  
the crossroads



- Northwest Area Quality of Life Plan
- Indy FastTrack Report
- Indy Greenways Master Plan
- Groundwork Indianapolis:  
*Feasibility Study and Launching Strategy*
- United Northwest Neighborhood Plan
- NWA Safe Routes to School Plan
- Linking Regional Economic Clusters with Targeted Urban Places
- Development Implementation Plan for the NWA TIF District
- Indy Connect: The Purple Line
- Greening the Crossroads
- Water Canal Development Guide:  
*Burdsal Parkway to West 30<sup>th</sup> Street*
- United Northwest Subarea Plan
- Riverside Subarea Plan



## II. PREVIOUS PLANNING EFFORTS

**Northwest Area  
Quality of Life Plan  
(2014)**

**Northwest Area  
Quality of Life Plan**

Initiated, driven, and sustained by the community, this plan seeks to benefit the people who live, work, and worship in NWA. After nearly one year of community engagement with over 3,000 neighborhood residents, the Quality of Life (QoL) plan outlines the needs of the community and potential avenues to improve the quality of life for residents.

**Indy Fast Track (2014)**

**Indy Greenways  
Master Plan (2014)**

**Groundwork  
Indianapolis:  
Feasibility Study and  
Launching Strategy  
(2014)**

The QoL plan emphasizes the importance of economic development and food access relative to community building. Economic development strategies include reconstruction and activation of abandoned commercial properties; attracting new businesses to the community; and educating and advocating for effective usage of Tax Increment Financing (TIF), a taxation program that attracts business and helps keep property tax dollars within the TIF District for reinvestment into the community.

**Contribution to AWP**

This plan specifically suggests the creation of cooperative economic opportunities at the Carrier-Bryant brownfield site and lists possible uses based on the stated and inferred needs of the community. This sizable property offers promising uses that fulfill many community goals identified in the QoL plan. Developing these economic and entrepreneurial opportunities realize the social mission identified in this plan.

*Quality of Life Plan  
Community Initiatives:*



**ADULT EDUCATION &  
SKILLS DEVELOPMENT**

**ART, PARKS & NATURE** P-12 EDUCATION

COMMUNITY CONNECTIONS **FOOD ACCESS**

**COMMUNITY ECONOMIC  
SAFETY & DEVELOPMENT**

**PEACEBUILDING**

HOUSING STRATEGIES

**YOUTH DEVELOPMENT**

## Indy FastTrack

With a main focus on the reuse of four closed automotive assembly sites, the FastTrack report is a market-based plan to increase private investment in the city. This plan identifies urban agriculture as a key opportunity for adaptive re-use of vacant land. As demand for local food and the advantage of close proximity to markets grows, urban agriculture is an exciting opportunity for brownfield redevelopment. The FastTrack report cites a study from Iowa that concluded that restaurants that buy food from local sources have an income multiplier of 1.54 compared to 1.2 for other restaurants.

### Contribution to AWP

This analysis encourages the redevelopment of existing industrial sites for economic development and job creation in Marion County. FastTrack specifically mentions the Carrier-Bryant brownfield and acknowledges urban agriculture as a method to increased food access and economic development, a theme which is echoed in many of the other NWA-specific plans.

## Indy Greenways Master Plan

The Indianapolis Greenway System is an urban network of multi-use trails throughout Marion County. The Master Plan lays out 260 miles of future greenway development with an increased focus on the economic potential along and near pathways, that will enhance Indy's already world-class trail network.

### Contribution to AWP

Proposed extension of the Central Canal Towpath continues at 30<sup>th</sup> Street on the north side of NWA, extending 2.5 miles through the heart of NWA, and connects with the downtown Cultural Trail. The extension creates a continuous greenway from downtown, through NWA, up to Broad Ripple. Greenways are excellent community assets as they increase quality of life, community stability, and economic growth. For instance, the city already boasts an 11.4% increase in property value within a half mile of the Monon Trail since its creation.

Similarly, property values have increased by \$1 billion for parcels within 500 feet of the trail, businesses report more customers and higher sales, and residents feel safer Downtown since construction of the 8-mile Cultural Trail, according to a survey conducted by Indiana University Public Policy Institute.

## Groundwork Indianapolis Feasibility Study and Launching Strategy

Groundwork USA is a national non-profit supported by primary Federal partners EPA Brownfields Program and the National Park Service Rivers, Trails & Conservation Assistance Program. Their mission is to change places and lives by working at the intersection of community renewal and environmental restoration. This feasibility study investigates creation of a Groundwork Indianapolis Trust (GWIndy) to reside in and focus on four key issues: 1. lack of opportunities for young people, 2. widespread vacant properties and brownfields, 3. greenways and public parks revitalization, and 4. healthy communities. The Steering committee voted unanimously to launch GWIndy in November, 2014, which joins to the network of over 20 other Groundwork Trusts across the United States.

### Contribution to AWP

Specific references to the Carrier-Bryant site and the AWP in this feasibility study and launching strategy name GWIndy as a vital operative for AWP-identified projects in Northwest Area. The missions of GWIndy and the AWP are complimentary, and the GW trusts across the United States have been extremely successful using the talents of its citizens to reclaim, enhance, develop, and maintain urban green space and reuse brownfields while raising awareness and appreciation of such spaces.

United Northwest  
Neighborhood Plan  
(2008)

Northwest Area Safe  
Routes to School Plan  
(2015)

Linking Regional  
Economic Clusters  
with Targeted Urban  
Places (2014)

Development  
Implementation Plan  
for the UNWA TIF  
District (2009)

## United Northwest Neighborhood Plan

This plan recommends coordination of resources to achieve neighborhood revitalization and development goals. The planning committee solicited public input in as many forums as possible, taking several years to complete, and identified key areas of opportunity for the UNWA neighborhood: crime and neighborhood safety; neighborhood beautification; employment, education, and jobs; housing; recreational development; economic development; and family, health, and social services. These findings are similar to those of the more recent Quality of Life plan with the exception of food access. A possible explanation for this is the increasing importance of food access issues as researchers improve their understanding of the economic, social, and health costs of lack of access to fresh, nutritious foods.

### Contribution to AWP

The development goals and areas of opportunity in this neighborhood plan align closely with those identified in the 2014 Quality of Life plan, which indicates independent verification of some key community needs addressed in this AWP.

*Neighborhood Plan  
Areas of Opportunity:*



## Northwest Area Safe Routes to School Plan

With overarching themes in line with the QoL Plan, this Safe Routes to School Plan is built using the the federal methodology: “The 5 E’s of Safe Routes to School Program: Engineering, Education, Encouragement, Enforcement, and Evaluation.”

The primary of goals of the plan are to increase the number people walking and biking to school safely; and identify and map safe routes in Northwest Area and prepare a phased plan for safety upgrades and construction of infrastructure improvements to proposed routes.

The plan reports that students cite “Dogs,” “Strangers/Bad People,” “Cars/Dangerous Street Crossings,” and “Infrastructure” as the most frequent impediments to biking or walking to school in their neighborhood. Making Safe Routes in the Northwest Area includes implementation of safety patrols, monitoring, group travel, and physical Improvements.

### Contribution to AWP

Route components and accompanying infrastructure improvements border the Carrier Bryant site on 22<sup>nd</sup>, 23<sup>rd</sup>, and Sugar Grove Streets; and also along Dr. Martin Luther King Jr. Street adjacent to sites of interest identified by the implementation of an FY13 US EPA Community-Wide Brownfield Assessment Grant-funded project focused on the Northwest Area.

## Linking Regional Economic Clusters with Targeted Urban Places

This program aimed to identify local economic cluster growth trends with the most potential to support “economic growth, workforce opportunity, and urban redevelopment,” then using that information to guide decision-making processes regarding industrial district type and location selection. Research indicated that clusters in Food Manufacturing and Distribution and Local Business-to-Business (B2B) enterprises currently have strong, predicable growth paths.

### Contribution to AWP

The Food and Local B2B clusters often use urban infill lands for development while providing equitable and accessible job opportunities for all citizens. These cluster-types may be an ideal fit for NWA.

## Development Implementation Plan for the UNWA TIF District

Similar to findings in this Area Wide Plan, the TIF Implementation Plan pinpoints neighborhood growth impediments, such as public transportation and education needs of NWA’s resident workforce; and opportunities to capitalize on existing unique business assets like Bar-B-Q Heaven and the Central Canal in creating a sense of place and community that is vital to successful urban revitalization. The TIF Implementation Plan then suggests how TIF funds may be employed to spur long-term revitalization along the MLK and Canal corridors.

### Contribution to AWP

Elements of the Implementation Plan, such as infrastructure updates and selected Phase I assessments, are being realized. Dovetailing the TIF initiatives with AWP goals enables community economic and social goals.



**Indy Connect: The Purple Line (2015)**

**Greening the Crossroads (2010)**

**Water Canal Development Guide: Burdsal Parkway to West 30<sup>th</sup> Street (2006)**

**United Northwest Subarea Plan (1982)**

**Riverside Subarea Plan (1980)**

**Indy Connect: Purple Line**

Included in the Indy Connect Transit Vision Plan, the Purple Line maps a bus rapid transit route from Lawrence, west across 38<sup>th</sup> Street to Eagle Creek Parkway. Established in phases, the Purple Route's Phase 2 is the route west of Meridian Street.

**Contribution to AWP**

Phase 2 includes an option to either continue service across 38<sup>th</sup> Street *or* provide service on 29<sup>th</sup> and 30<sup>th</sup> Street *through* NWA. Both options are still being investigated. The 29<sup>th</sup>/30<sup>th</sup> route will increase connectivity, providing NWA residents greater access to the rest of the city, and encouraging Indy residents to enjoy NWA's assets.

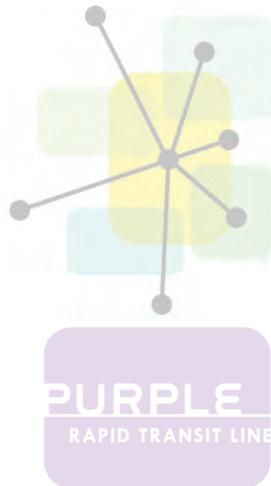
**Greening the Crossroads**

**A Green Infrastructure Vision for Central Indiana**

The City of Indianapolis has received technical assistance from the National Park Service, including assistance to Central Indiana's Greening the Crossroads initiative which is coordinated by the Central Indiana Land Trust.

**Contribution to AWP**

This program seeks to conserve and restore a connected system of natural areas while promoting growing vibrant communities in central Indiana, including targeted land along waterways in NWA. The National Parks Service Rivers, Trails, and Conservation Assistance (RTCA) Program is currently working with the Central Indiana Land Trust and other local stakeholders to complete three Greening the Crossroads pilot projects.



## Water Canal Development Guide:

### Burdal Parkway to West 30<sup>th</sup> Street

This plan documents the current state of the Central Canal between Burdsal Parkway on the south, and 30<sup>th</sup> Street on the north, and provides a blueprint for the development of the canal as a greenway. This NWA community asset is in the near vicinity of the AWP catalyst sites.

### Contribution to AWP

Greenway development along the central canal in NWA is relevant as greenways draw people to neighborhoods and increase foot and bike traffic to local businesses.

## United Northwest Subarea Plan

Perhaps considered outdated based on its year of publication, this plan so closely mirrors the findings of more recent neighborhood plans that it merits recognition. This subarea plan focuses on housing, transportation, commercial and economic development, parks and recreation, community services and facilities, public safety, education, and community organization.

### Contribution to AWP

The striking resemblance this plan has to the neighborhood and Quality of Life plans published approximately three decades later highlights the need to make substantial investments in NWA.

## Martin Luther King, Jr. Gateway and Streetscape

### Martin Luther King, Jr. Boulevard

The Martin Luther King Jr. Boulevard Gateway and Streetscape is an outcome of the Development Implementation Plan for the United Northwest Redevelopment Area (UNWA) TIF District. The Development Implementation Plan focused on generating short term, implementable development opportunities.

<http://www.storrowkinsella.com/martin-luther-king-jr-streetscape-neighborhood-revitalization-plan/>

### Contribution to AWP

The *Martin Luther King, Jr. Boulevard Gateway and Streetscape* incorporated "Place" into its design. An extensive community development process informed the design of identity elements to feature both Dr. Martin Luther King, Jr. the corridor's namesake, and local African-American heroes that have contributed to the life of the neighborhood and city. In addition to banners and storyboards telling those stories, an iconic symbol derived from the initials *MLK* was developed using traditional Kente Cloth-like patterns. That symbol is used in distinctive crosswalk patterns at key intersections, and on a pair of totem-like sculptures that bracket the street at its north gateway at 30<sup>th</sup> Street. Development for the former Carrier Bryant site and others along the Montcalm Corridor can incorporate aesthetic elements of this plan.

## Riverside Subarea Plan

The Riverside Subarea Plan also outlines virtually all of the same neighborhood demographics, zoning designations, and plan boundaries as this AWP. The Riverside plan continues by outlining many of the same social and political concerns, neighborhood attributes, and overarching goals that AWP stakeholders are voicing today.

For all the similarities in historic and present-day neighborhood issues, the Riverside Subarea Plan surely helped to achieve at least two important community service objectives: establishment of a community primary health care center and a public library facility. Although the original intent was to implement a library branch in School #44, the Indianapolis Public Library currently has a branch located at Flanner House, which is located just a few blocks down Martin Luther King, Jr. Boulevard from the Eskenazi Health Center Blackburn primary care facility.

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### Contribution to AWP

Like other plans reviewed herein, this plan further emphasizes that even after more than thirty years of planning and discussion, the need to make major improvements in NWA remains.

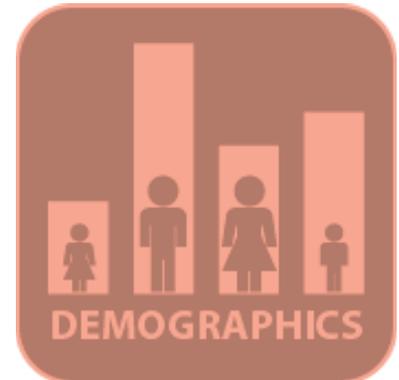
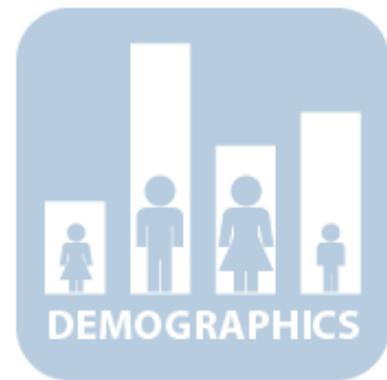
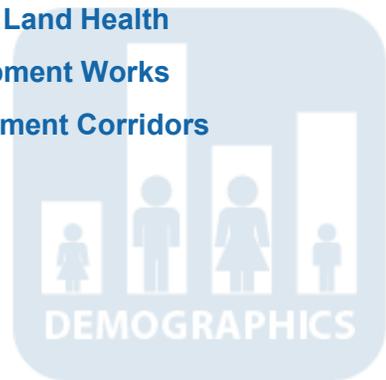
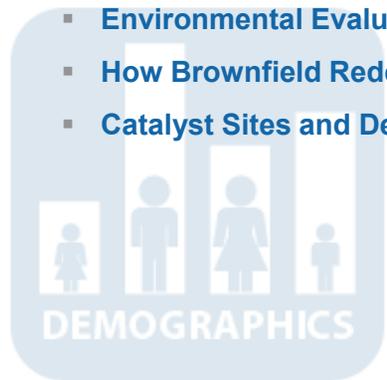


The Tom Taggart Riverside Park





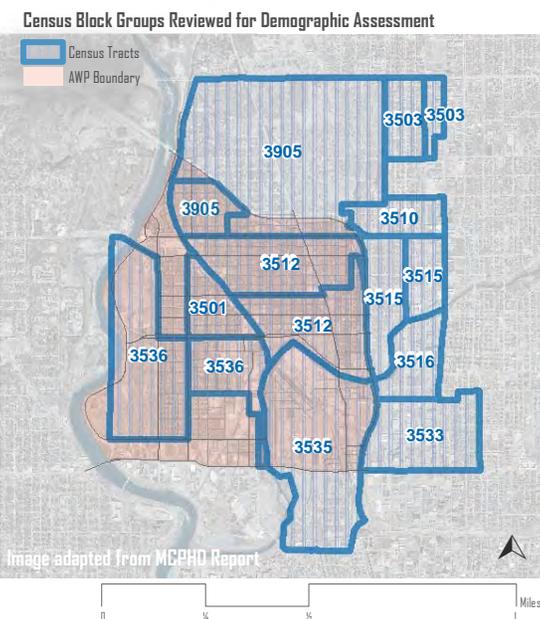
- **Methodology**
- **Neighborhood Description**
- **Human Health Analysis**
- **Environmental Evaluation: Water Health**
- **Environmental Evaluation: Land Health**
- **How Brownfield Redevelopment Works**
- **Catalyst Sites and Development Corridors**



# III. EXISTING CONDITIONS

## Methodology

This Plan follows a common method of demographic assessment, which delineates population classifications by Census Block Groups. The United States Census Bureau defines Block Groups as statistical divisions of census tracts that consists of 600-3,000 people, which were commonly defined with the help of local participants during the Bureau's Participant Statistical Areas Program. The statistics in this section have been collected from census tracts selected by the Marion County Public Health Department (MCPHD), then assembled in the Northwest Area Baseline Health Assessment report (June, 2015) for use in this AWP. The map below was adapted from the census tracts included by the MCPHD in their report.



## Indy Indicators

An initiative sponsored by MCPHD and Indiana University Purdue University Indianapolis (IUPUI), Indy Indicators measures quality of life in central Indiana by comparing distinct data from Indianapolis and other cities and counties throughout central Indiana to peer locations across the Midwest. In an effort to identify community strengths and weaknesses regarding quality of life, Indy Indicators identifies and measures variables in the following key indicator categories:

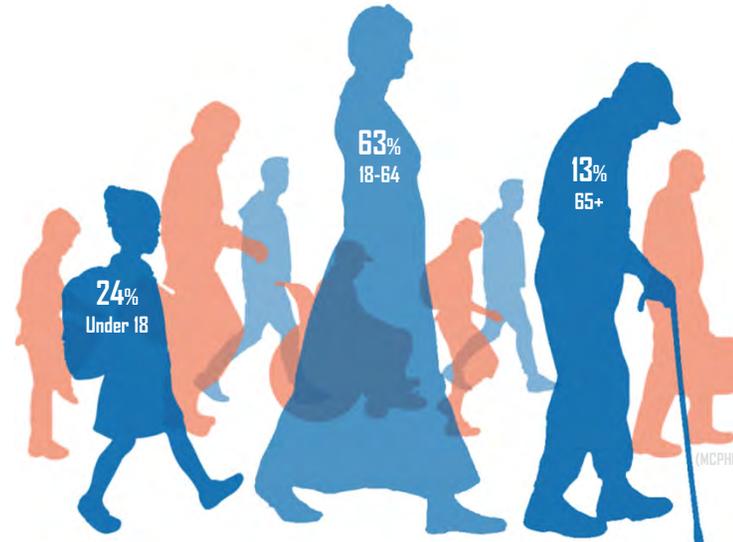
- Demographics
- Education
- Economy
- Government & Safety
- Public Health
- Transportation
- Arts & Culture
- Global Connections
- Philanthropy
- Environment

Compared to peer cities in the Midwest Indianapolis/Marion County generally ranks middle of the pack, with some exceptions in outlier categories including food security, cigarette use, illicit drug use, and homicide. The following is a review of how NWA compares to Marion County by referencing Indy Indicators' key categories and MCPHD's 2015 report data.

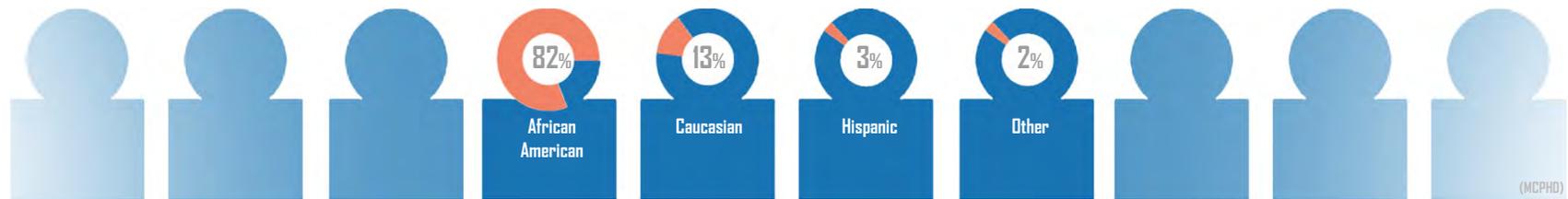
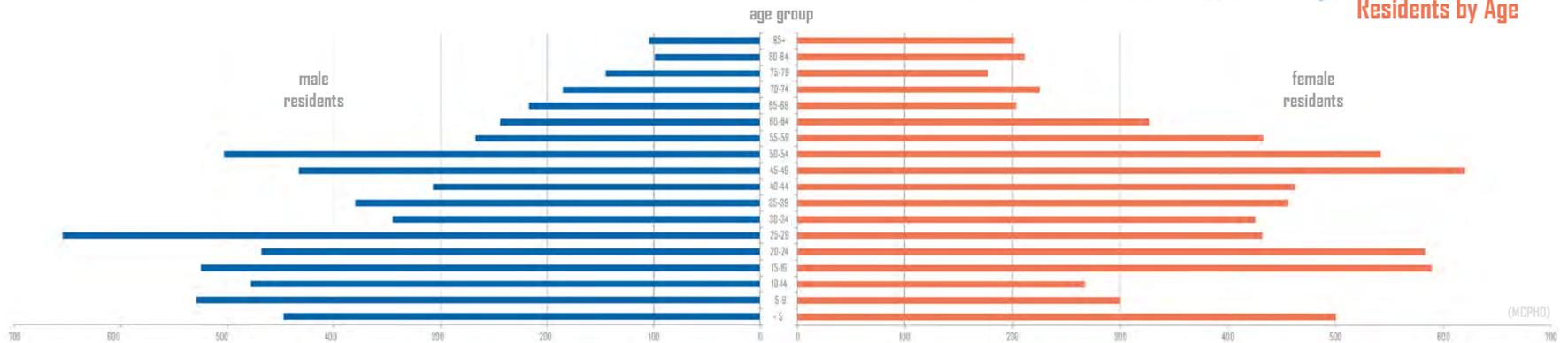
## Neighborhood Description

### Demographic

NWA is a predominately African American community with a strong available workforce. Most of the population is of working age and has at least a high school diploma. Although nearly one quarter of the population did not finish high school, these men and women are perfect candidates for workforce development and vocational skill acquisition programs to develop NWA into a rich labor shed.

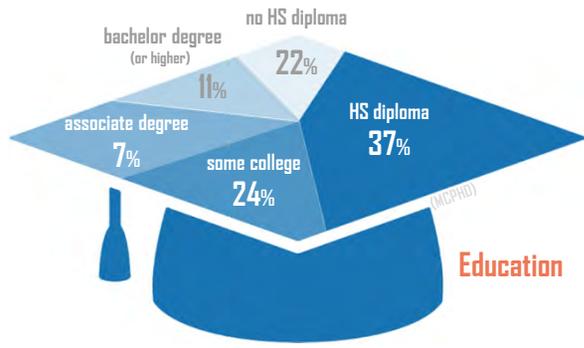


Residents by Age



Residents by Ethnicity

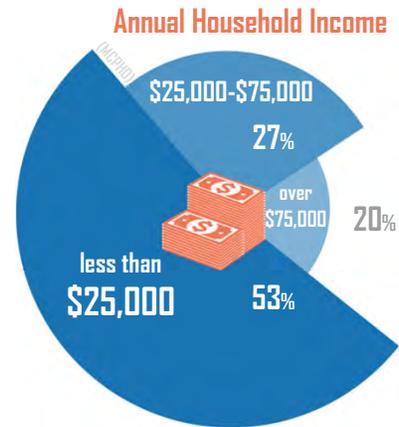
## Education and Economics



Education, employment, and home-ownership appear to be related demographic issues. The Marion County Public Health Department reports that 59% of NWA residents ended their education journey either with a high school diploma or did not finish high school; 53% of NWA households earn less than \$25,000 per year; and 40% of households are rented spaces (MCPHD). It is generally conceived that homeownership directly correlates to improved community conditions, but new research is indicating that the homeownership-to-community improvement link in low-income neighborhoods is actually unproven (Shlay).

It is, however, undisputed that homeownership for low-income parents increases a child’s ability to thrive in adulthood with “less idleness, higher wages and lower levels of welfare receipt.” (Shlay) This scenario supports long-term NWA goals by contributing to community stability.

It should also be noted that simply creating opportunity for low-income homeownership is not enough to create stable neighborhoods and supply social benefits. (Shlay) Working with community partners to establish educational infrastructure to guide NWA residents through the homeownership process and informing them about the associated financial demands creates a sustainable method of increasing homeownership as a part of a long-term goal of community strength.



## Global Connections

Although NWA may not be home to large immigrant communities or multi-national corporations, other global connections are a within reach through nearby access to Marian College, IUPUI, the International Motor Speedway (IMS), and the emerging 16 Tech Innovation Community.



**Employment**

All of these interrelated issues are compounded when employment is difficult to obtain. Within NWA census tracts, the unemployment rate is 2-3 times higher than the Marion County average (MCPHD) which contributes to this negative feedback loop affecting quality of life.

**Community Development Corporation (CDC)**

The United Northwest Area neighborhood was officially designated in the late-1960s, and soon after created the recently defunct United Northwest Area Community Development Corporation (UNWA CDC). CDCs are “nonprofit community-based organizations formed by residents, small business owners, faith congregations and other local stakeholders to revitalize low and/or moderate income communities through initiatives whose

objectives are to eliminate slums and blight, prevent deterioration of existing structures, conserve and expand affordable housing, restore and preserve properties of historical or architectural interest, create jobs, recruit and support small businesses, improve and expand vital social services, engage in long-term community planning and meet other local development needs” (Polis Center).

These organizations enable community members to cohesively drive the future of their neighborhoods and leverage funds for community-supported initiatives. NWA is full of strong, smart, passionate community members that aim to drive the neighborhood in a positive direction. However, NWA presently lacks this type of leadership and capital adsorption capacity that a CDC can offer.



1 in 5 county residents are diagnosed with depression

1 in 7 county residents has diabetes

1 in 10 county residents has hypertension

1 in 5 NWA children has asthma

42% of NWA residents smoke cigarettes

50% of NWA students are above normal weight-for-height

20% of NWA students are at-risk to be overweight

30% of NWA students are overweight

NWA infant mortality is 49% higher than the whole of Marion County  
- MCPHD

## Public Health Analysis

In 2012, a 5,000 household telephone survey of Marion County residents was conducted in an effort to assess county wellness by asking citizens about their access to healthcare, health habits, chronic disease, and neighborhood socio-economic factors. In this survey NWA results have generally reported in parallel to the rest of the county; however, economic factors in the neighborhood have created some health-related concerns that are distinctive to NWA (MCPHD).

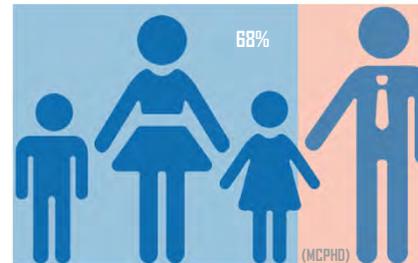
## Government & Safety

It is not uncommon for occurrences of illegal activity and violence to increase in urban areas that experience high unemployment and high housing vacancy issues. NWA is no exception to this phenomenon, and reports homicide and non-fatal shooting emergency calls 7-8 times higher than the county average. Interview data reports that NWA residents are far less likely than other county residents to say they “feel safe” in their neighborhood, meanwhile local civic leaders and the Indianapolis Metropolitan Police Department are working to “improve a whole spectrum of indicators, including drug overdose and suicide calls, fire calls, as well as enhanced anti-violence interventions” (MCPHD).

## Family Dynamics

Unlike other neighborhoods in the downtown area that may be uniquely divided by age, NWA is a neighborhood of families whose age spans the from children to seniors. Marion

County Public Health Department reports that households in NWA are three times more likely to have a female head of household, 60% more likely to have children as members and twice as likely to have a senior member (MCPHD).



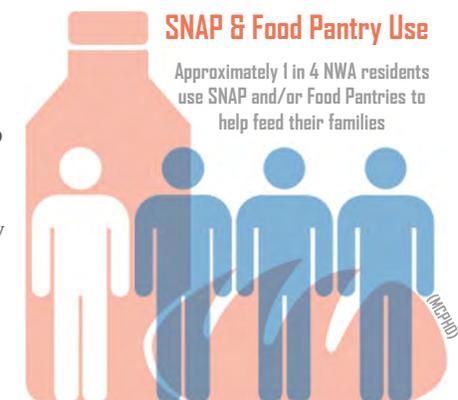
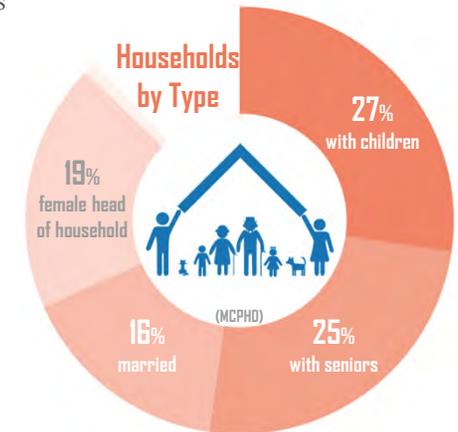
## Single-Parent Homes

## Health Care

With cost as a barrier to healthcare, only about half of NWA residents reported having health insurance (MCPHD). However, with dramatic changes in national healthcare policy since the 2012 survey, this statistic should be improved.

## Food Security

Marion County Public Health Department defines “Food Security” as the ability to afford enough food for a household in any given month. Approximately, 75% of county residents indicate that they are “always” able to afford enough food for their families, but only 56% of NWA residents were able to report the same. In an effort to fill the financial gap many NWA residents use SNAP (23%) and WIC (7.5%) benefits, and approximately 26% NWA residents visit food pantries to feed their families (MCPHD).

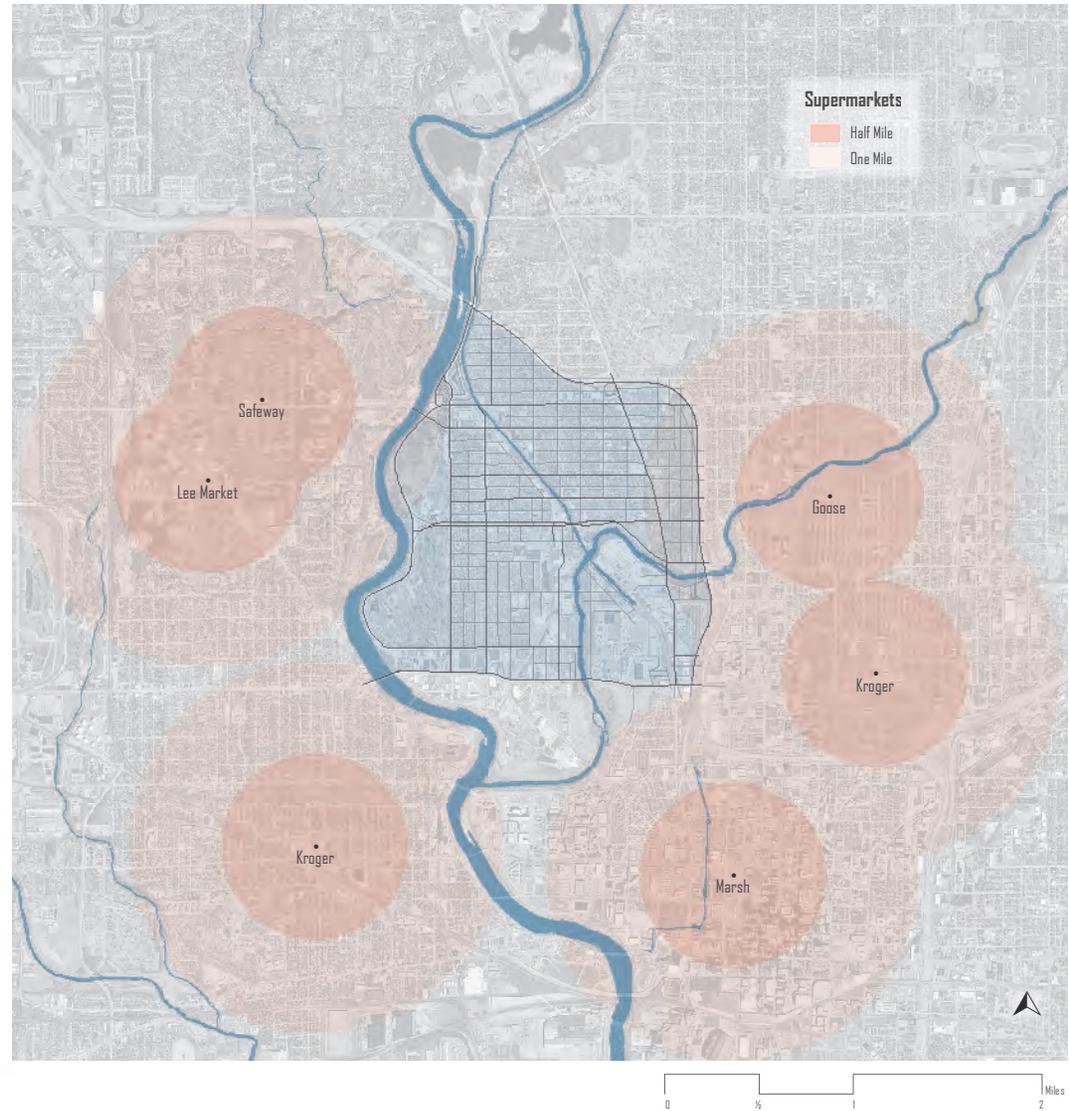


## Food Desert

One of the most crucial amenities for any community is food access. The last modest food vendor in NWA, Double 8 Foods, closed its doors in August, 2015. Although some gas station-style convenience stores and a few restaurants exist, there is no place for NWA residents to purchase reasonably priced, nutritious, whole foods. Virtually all of NWA is now a food desert, defined by USDA as a low-income urban census tracts more than ½ mile from access to fresh, healthy, and affordable food via supermarkets and grocery stores. “The lack of access contributes to a poor diet and can lead to higher levels of obesity and other diet-related diseases, such as diabetes and heart disease” (USDA).



Former Double 8 Foods on Dr. Martin Luther King Jr. Street



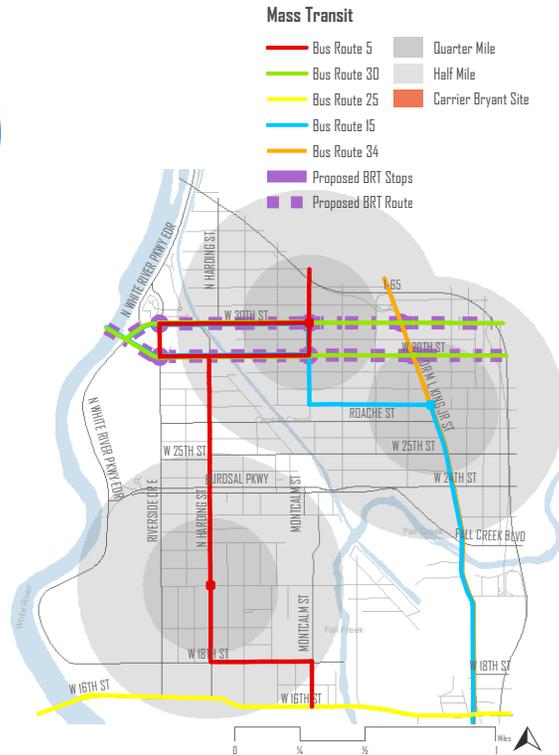
## Transportation & Connectivity

Connectivity, or the ability to easily move throughout the city, is a key component to successful neighborhood revitalization. As with any neighborhood, NWA has unique natural barriers that impede the ability to travel to, from and through the community. NWA's borders naturally occur at the White River, Interstate 65, and 16<sup>th</sup> Street - as heavy automobile traffic prevents most pedestrians and cyclists from navigating this thoroughfare. As all of these

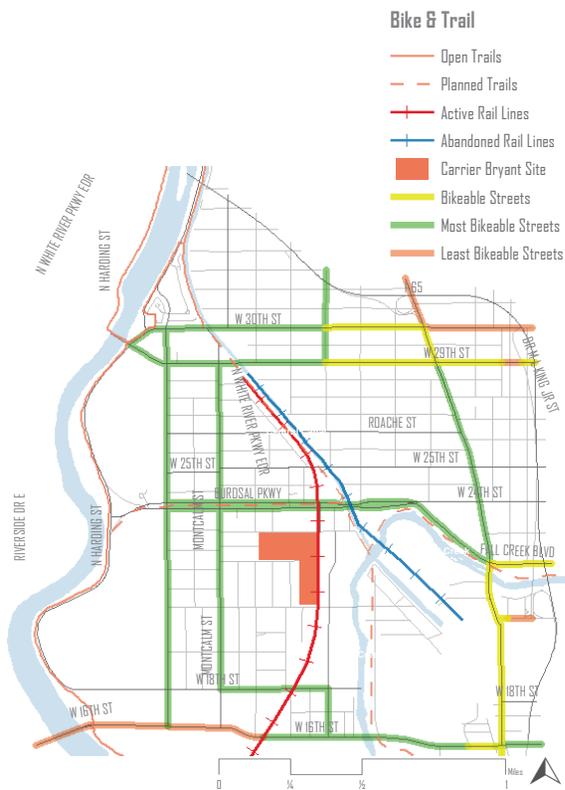
elements inhibit residents from leaving the neighborhood, the barriers also keep merchants, consumers, and other visitors *out* of NWA.

In 2012, the City and City-County Council approved a **Complete Streets Ordinance**, meant to improve the livability of Indianapolis by enabling users of all ages and abilities to safely move throughout the city. "Complete Streets" are streets designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and public transportation users. Since 2013, Indy has been installing and updating sidewalks, trails, paths, bike lanes, intersections and transit stops across the city (DPW). As 25% of NWA households do not have access to an automobile, ensuring alternative transportation options is crucial (MCPHD). The Complete Streets Ordinance has helped catalyze infrastructure improvements from **Indy Parks**, which has planned trails that travel through the heart of NWA (along Burdsal Parkway, Fall Creek, and Central Canal) which increases access to neighborhood-adjacent recreational, cultural, and commercial amenities. Meanwhile, the **RebuildIndy** program improved infrastructure conditions by resurfacing Sugar Grove Avenue and Montcalm Street.

**IndyGo** buses that travel through NWA assist with connectivity, however, without a service line through the east-west center of NWA, some residents must walk at least one-half mile to the nearest transit stop, which is especially problematic for aged or ill residents.



The recently published **Northwest Area Safe Routes To School Plan** also provides infrastructure recommendations such as sidewalk repair, brush removal, and vacant lot clean up that align with AWP recommendations, as proposed Safe Routes run adjacent to the Carrier Bryant catalyst site. The GWIndy Green Team has taken on sidewalk daylighting and brush removal projects. In conjunction with INDYCOG’s bikeable streets maps, transportation routes within NWA become more negotiable for average users.



### Arts & Culture

NWA connects to the Indianapolis Museum of Art, which is surrounded by the 100-Acres Art and Nature Park with a LEED-certified visitor center accessible via Riverside Park trails; and the Children’s Museum of Indianapolis, which won the 2014 National Medal for Museum and Library Service (Children’s Museum), is accessible via IndyGo bus. NWA also enjoys close proximity to the downtown’s many other museum, sport, and performance venues.

### Social Services

NWA is home to Flanner House, established in 1898, is one of Indy’s longest running philanthropic organizations that provides assistance and guidance to individuals and families working toward self sufficiency.



### Parks & Recreation

While NWA is home to several key parks [Riverside (95.7 ac.), Watkins (19.1 ac.), and Frank Young (0.8 ac.)], the potential for full community benefit of these public assets remains unrealized due to pervasive environmental contamination, shrinking city budgets, and failure to utilize emerging local public-private coordination platforms.

As a result of the growing capacity within NWA to advocate for neighborhood revitalization and the implementation of their Quality of Life Plan, the City of Indianapolis Department of Public Works’ Parks Planning Division will commence the Riverside Master Plan process in 2017. The plan will look at the entire recreational corridor from 38th street south to 16th Street including both sides of the White River. It is anticipated that the planning process will interconnect with the existing work of partners such as Riverside Civic League, GWIndy, Purdue Extension, Reconnecting our Waterways, and IU Health to educate NWA residents about the importance and benefits of environmental health on urban communities. To that end, a successful planning process will specifically seek the community’s input on ways to adapt local success stories where improved access to and restoration of waterways and natural habitats and connection to existing trails outside of the planning area greatly increased traffic through the district, spurred economic development and increased property values. (e.g., Cultural Trail, Broad Ripple Village Art2Art Trail).

## Environmental Evaluation: Water Health

White River, Fall Creek, and Central Canal all pass through NWA boundaries. These waterways should be considered neighborhood amenities, but their beneficent status is complicated by recent discovery of a contaminated groundwater plume, municipal wellfield protection areas that cover most of NWA, and combined sewer overflows (CSO). All of these factors can change NWA waterways from public amenities into public health hazards. Access to these waterways and awareness of compromised water quality is further hampered by extreme overgrowth of invasive plant species.

## Combined Sewer Overflows

During heavy rainfall or snow melt events CSOs move the excess runoff water that the City's sewer system cannot manage during the event, directing the runoff into nearby natural water sources, such as streams and rivers. During the overflow process raw sewage is also emitted with the rain/snow runoff, which contaminates local waterways. Catalyzed by EPA mandate, DPW and CEG have started the DigIndy project, in which a 27-mile network of 18" diameter pipe that will capture up to 97% of the sewage from entering city waterways (CEG). This will create a healthier environment for plant and animal communities, as well as provide a beautiful, safe amenity for human residents to enjoy.



West 30<sup>th</sup> Street Bridge at  
Riverside Park

### EPA National Priority Listing

In April 2016, EPA proposed the “Riverside Ground Water Contamination site” be added to the National Priorities List (NPL), a group of sites identified for their ‘known or threatened releases of hazardous substances, pollutants or contaminants.’ In this case, legacy sources in and around NWA, long out of use, may have contributed to a contaminated groundwater plume. While the public water utility operates high-capacity water supply wells located in nearby municipal well fields, finished (potable) water quality monitoring data demonstrates that this plume does not pose a risk to human health by way of exposure through ingesting treated drinking water extracted from these wells.

As a precautionary measure, wells nearest the plume with raw water levels of contaminants above those allowed for finished water have been abandoned, or are being taken off-line temporarily to install an aeration treatment system to remove the trace and currently declining amounts of contaminants. Finished (potable) water quality will continue to be monitored quarterly, as required, with results reported to the Indiana Department of Environmental Management (IDEM). A sampling regimen for monitoring the quality of the raw water is being proposed.

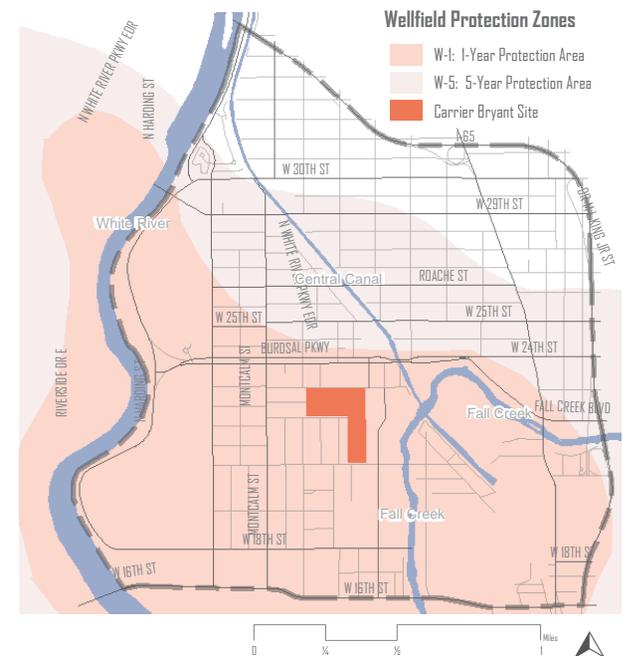
As of the date of this plan’s publication, EPA is taking public comment about the proposed site designation and an alternative approach to addressing the legacy sources of contamination is being drafted for consideration.

### Wellfield Protection Areas

Wellfield protection areas aim to preserve drinking water supplies from contamination when the water is derived from wells fed by natural underground aquifers. Pollutants may be released at the soil surface or underground and leach through the dirt into the aquifer (CEG).

The W-1 zone is the area in which it may take a pollutant only one year to reach the aquifer and contaminate the water supply. The W-5 zone is the area in which it may take a pollutant up to five years to reach the aquifer and contaminate the water supply.

In addition to informing residents living within Wellfield Protection Areas of the importance of their role in maintaining a clean water supply, the practices of certain types of businesses including commercial printing, fuel stations, medical supply, automotive repair and service, and dry cleaning are of special note due to their use of chemicals. Restrictions and regulatory implications, such as prohibition of petroleum and other chemicals from being stored in bulk within these zones, must be considered as redevelopment strategies are defined and site prioritization is made (DMD).



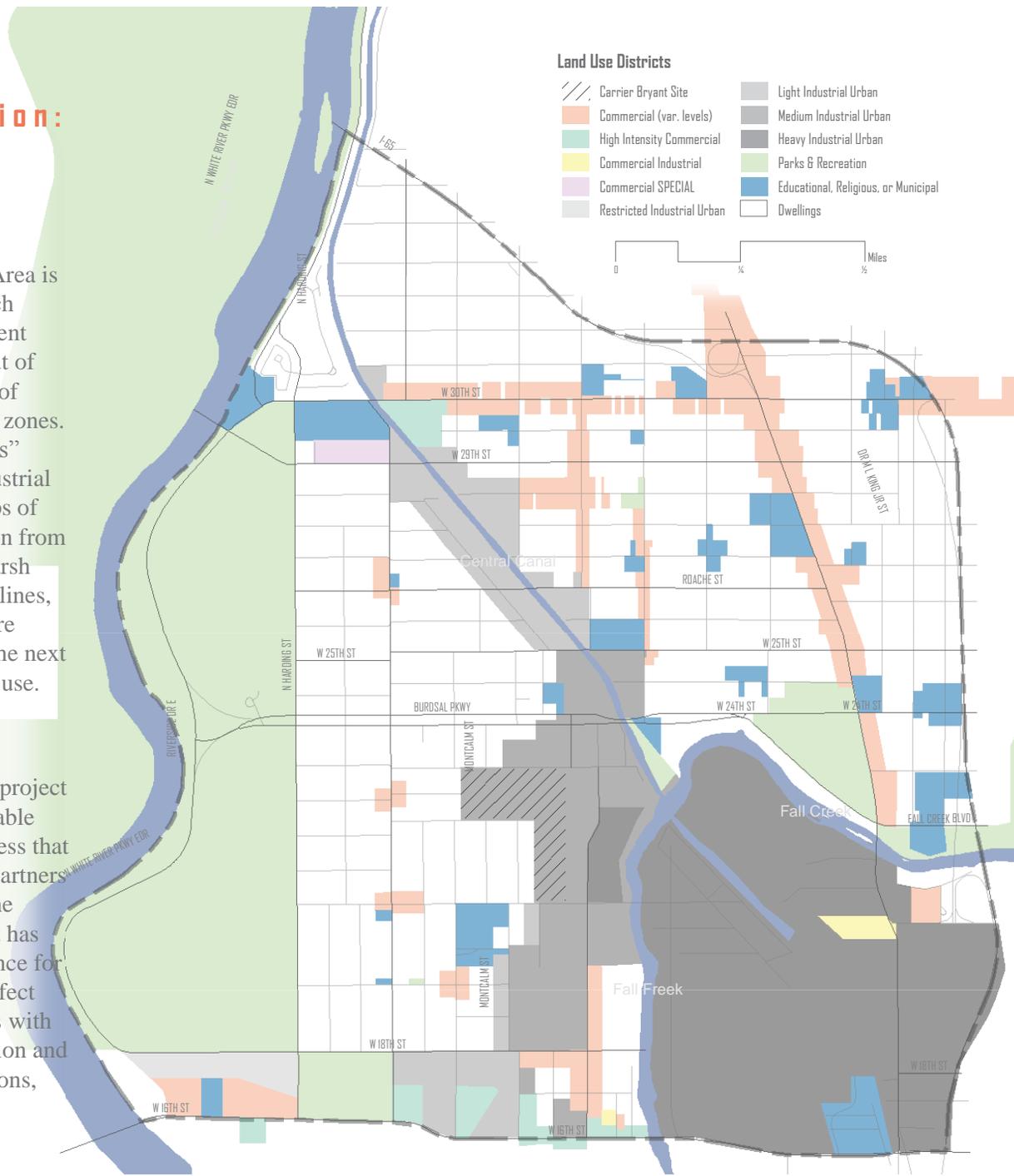
# Environmental Evaluation: Land Health

## Land Use

One of the many attributes of Northwest Area is its full spectrum of land use districts, which allows for an extensive list of redevelopment opportunities. However, the current layout of designation zones has created some areas of conflict between residential and industrial zones. In some parts of NWA, residential “islands” have been created as commercial and industrial districts have enveloped these small groups of homes. In other cases, the abrupt transition from residential areas to industrial settings is harsh and unwelcoming to residents due to sightlines, traffic issues, and sound annoyances. More harmonious transitions from one zone to the next could help mitigate these conflicts in land use.

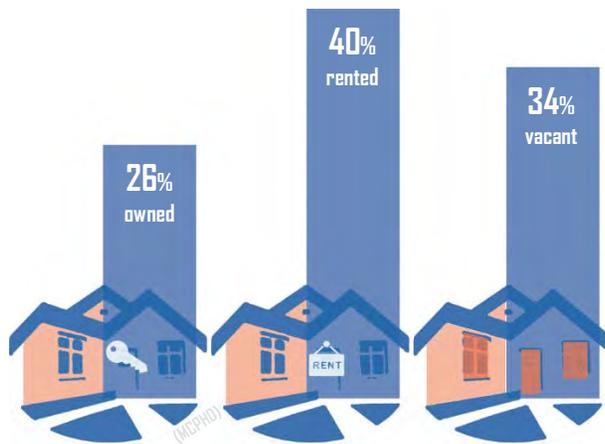
## Indy ReZone

The overarching goal of the Indy ReZone project has been to create a more livable, sustainable city. Through a cooperative drafting process that included input from a broad spectrum of partners ranging from engineers to homeowners, the Department of Metropolitan Development has received approval of a new zoning ordinance for the city. Indy ReZone should positively affect NWA redevelopment plans as it correlates with neighborhood concerns regarding circulation and transportation, mixed-use design applications, safety and the area environment.



## Vacancy

Compared to the whole of Marion County, which has a 14% vacancy rate, NWA has a 34% vacancy rate. With so many unoccupied structures, building deterioration and safety concerns come to the forefront of community concerns. Unsavory activities such as illegal entry into buildings, vandalism, and illegal trash dumping reduce adjacent property values.



## Housing Units

## Illegal Trash Dumping

In 2014, 642 residences and 114 vacant lots were reported to the MCPHD for the presence of illegal dumping. The standing trash encourages insect and rodent infestations, threatens the health of curious children, and compromises environmental health.

## RenewIndy

RenewIndy is a nonprofit community land bank that seeks to return unoccupied residential properties to productive use by selling them to buyers who will further the interest of the community. They work with DMD and other agencies, and lenders to find qualified buyers for chronically vacant and abandoned properties. RenewIndy is currently DMD's **Hardest Hit Funds** demolition partner but it does not currently conduct all demolitions under the **Unsafe Building Law**.

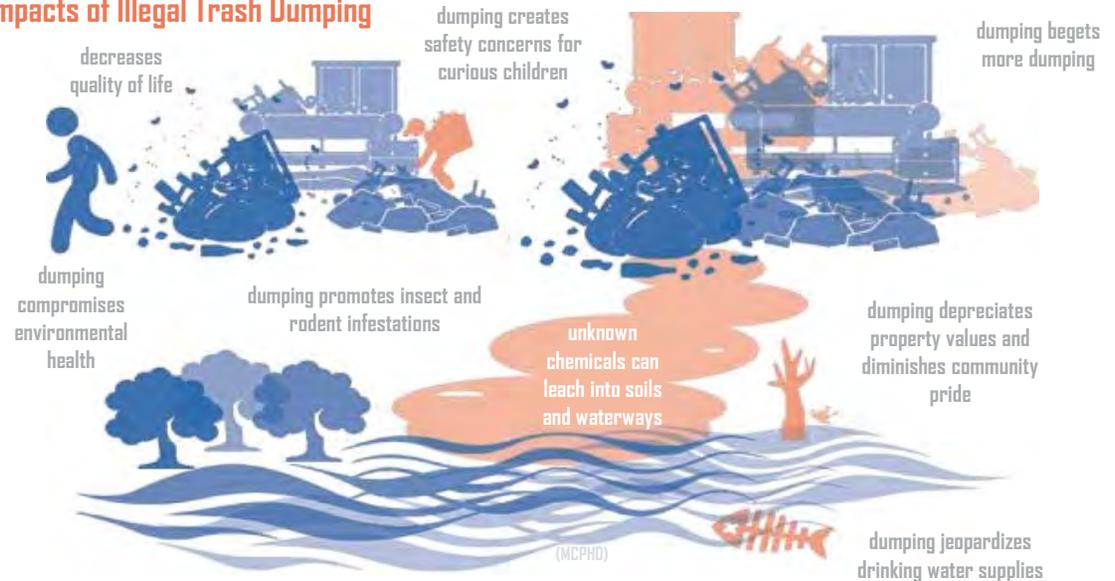
## Central Soya Explosion

Just past midnight on June 28, 1994, the NWA neighborhood was jolted awake by an explosion at the Central Soya soybean processing facility located on Montcalm. Nearby homes were lifted off their foundations and many

sustained various degrees of structural damage. Reports state 11 people were injured and 50 families were immediately evacuated from their homes and sought temporary refuge at Marian College (WTHR, New York Times). Although settlements were paid, homes were demolished, and families were relocated, questionable legal representation resulting from the incident left some NWA neighbors in an anxious state of legal limbo and left the Riverside neighborhood a legacy of vacant lots.

The Central Soya facility now operates as Bunge Grain Indy. Bunge continues to produce various soy-based products. The company is invested in NWA's safety and future, and supports this Area Wide Plan as a stakeholder.

## Impacts of Illegal Trash Dumping

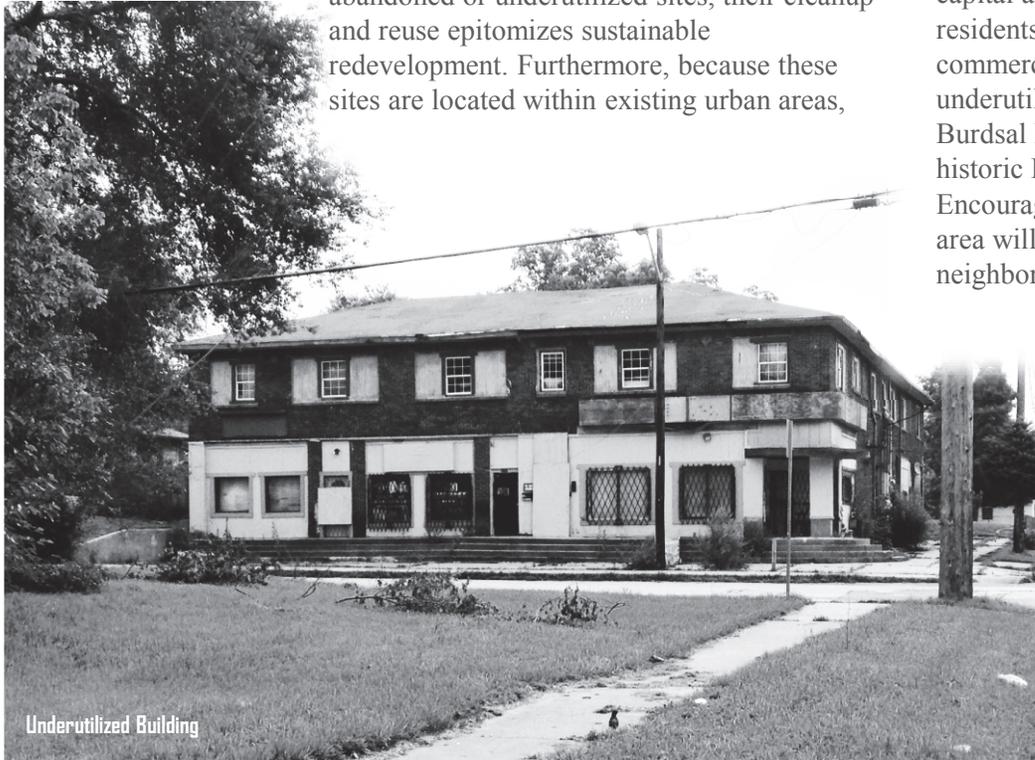


## How Brownfield Redevelopment Works

The United States Environmental Protection Agency defines brownfields as “a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.” (EPA) If a property is found to have contamination, it must be remediated and the type of redevelopment options available may be restricted.

Because most brownfields within NWA are abandoned or underutilized sites, their cleanup and reuse epitomizes sustainable redevelopment. Furthermore, because these sites are located within existing urban areas,

they are already served by buildings, roads, sidewalks, water and sewer services, storm water infrastructure, and utility lines. By reusing existing infrastructure, both the City and the developer benefit because tax dollars and private funds normally spent on new infrastructure can be focused on redevelopment and reuse of the site itself. Also, by encouraging compact redevelopment, a larger number of buildings and residents can be served by the same amount of infrastructure. This reduces capital and maintenance costs while providing residents with multiple economic, mobility, and commercial benefits. In fact, an important but underutilized neighborhood thoroughfare, Burdsal Parkway, is part of George Kessler’s historic Parks and Boulevards System. Encouraging brownfield redevelopment in the area will improve utilization of this notable neighborhood amenity.



Underutilized Building

### Challenge: Brownfields

Due to actual or perceived contamination and costs associated with assessment and remediation, investors are reluctant to develop brownfields. This explains why so many sites in NWA are vacant or underutilized, reducing property values and development potential, leading to further disinvestment in the area. With little incentive for economic investment and redevelopment, residents suffer deteriorating neighborhoods, lack of retail and employment options, and blight. A 2004 brownfield survey, 2010 city-wide brownfield inventory, and a recent review have identified a total of 46 known or potential brownfields in the project area, totaling 145 acres – 8.25% of the total land area. Many of these sites are located directly adjacent to residential housing, parks, schools, and waterways. This poses a multitude of health and safety risks, not only from environmental contamination but from the dangerous conditions of on-site buildings. Additionally, many of these structures have been a haven for illicit activities, destabilizing the neighborhood and putting residents at risk. A number of large brownfields are located along the Central Canal, hindering the extension of the Canal Greenway through NWA along the unused rail line and restricting community access to the waterway.

### Opportunity: Brownfields

Brownfield redevelopment within NWA will trigger reinvestment in this disadvantaged neighborhood, increase property values for both the sites and surrounding properties, and lead to an expanded tax base. Increased housing and retail options in the neighborhood are expected to improve quality of life and attract additional service and retail development, further improving the tax base. Increased numbers of retail shops and service providers are expected to result in improved access to diverse employment opportunities.

Site control is key to advancing brownfield redevelopment. The City of Indianapolis currently owns 83 parcels within NWA worth a minimum combined value of over \$350,000. Some of these parcels may be brownfields. The market value of the City-owned Carrier Bryant site will be determined prior to the issuance of an RFP and will be based on two professional appraisals of the site. Further, RenewIndy owns 231 residential parcels in NWA totaling 24.15 acres, worth an estimated \$544,000.



Former Carrier Bryant Site







urban initiatives

- Building Off the Northwest Area Quality of Life and United Northwest Neighborhood Plans
- Steering Committee
- Subject Matter Experts
- Consulting Support
- Phase I: Food Hub
- Phase II: Alternative Development Programs
- Long-Term Opportunities
- Near-Term Opportunities



# IV. CREATING COMMUNITY VISION

## Building Off the Northwest Area Quality of Life and United Northwest Area Neighborhood Plans

The Area Wide Plan has evolved primarily from these two plans, which call for coordination of resources to benefit the people who live, work, and worship in NWA. The Quality of Life (QoL) plan goes further to outline NWA community needs and potential avenues to improve residents' quality of life.

### "Needs"

The QoL plan emphasizes the importance of addressing community needs categorized as:

- Adult Education and Skills Development
- Arts, Parks and Nature
- Community Connections
- Community Safety and Peacebuilding
- Economic Development
- Food Access
- Housing Strategies
- P - 12 Education
- Youth Development

The size and location of the former Carrier-Bryant site is explicitly recognized in the QoL as an opportunity to direct its reuse toward achieving goals for economic development and improving food access. This opportunity to address NWA's needs formed the geographic focus of the AWP.

## Connecting 'Needs' to 'Goals'

The Area Wide Planning process considered its ability to accomplish the following goals set for addressing two particular areas of need:

### "Goals"

Economic Development Goals:

- Creation and attraction of locally owned businesses and support for entrepreneurs;
- Reconstruction and activation of abandoned commercial properties;
- Home repair for seniors, disabled, and low income home owners;
- Development at the scale needed to create housing demand; and,
- Creation of a comprehensive housing strategy.

Food Access Goals:

- Increase overall food access, as well as increase access to fresh produce and healthier food options;
- Increase knowledge about the food cycle, including growing, preserving, cooking and eating; and,
- Food production and activities as an economic opportunity.

The environmental status of the former Carrier Bryant site was unknown at the beginning of the AWP process, so the planning for redevelopment options centered on achieving the economic development goals of commercial reuse instead of goals related to housing. *At the time this plan was published, housing plans for Riverside and the NWQoL were underway.*

### Connecting Goals to Vision

Creating an inventory of needs, setting goals and sharing a vision of the desired outcome of required actions unites a community in a very powerful way, enabling them to plan collaboratively for a future that resonates with each of its Stakeholders.

#### “Vision”

“By nurturing relationships between our neighbors, local businesses, and other community stakeholders in the public and private sectors, we envision our community bursting with vibrant residents, quality schools, lively businesses, and service organizations assisting our residents in need. We envision a more connected place that breathes life into all those that live work and worship in the Northwest Area because we have built strong connections between the residents and stakeholders to create a renewed sense of community.”

The AWP process honored this vision in its approach: with a diverse composition of Steering Committee members, with authentic connections to the community, with flexibility when priorities shifted or new knowledge was gained, and with the breadth of subject matter experts providing specialized knowledge upon demand.

### Connecting Vision to Mission

Drawn from the neighborhood’s own vision for their brighter future, the following mission was articulated by the Area Wide Planning stakeholders in its earliest days.

#### “Mission”

“Create a Plan to redevelop the former Carrier Bryant Brownfield site, in partnership with the City of Indianapolis, the newly formed Groundwork Indianapolis Trust (GWIndy) and other community organizations, local businesses and Northwest Area residents, into a financially sustainable enterprise which will address needs identified in the recently completed Quality of Life plan including food access, health, economic development, local employment, community engagement, and education.”

### Connecting Mission to Action

The mission of the AWP planning process was given wings by the actions captured in the graphic below and inspired by lines excerpted from the QoL:

“It all started with a little green sticker by the river when we simply asked our community to declare, ‘I want \_\_\_\_\_ in my neighborhood.’ Fill in the blank at will.”

#### “Action”

**Phase I:** The initial phase of the planning process focused on a common theme among the Actions the neighborhood desired and explored reuse options and benefits related to creation of a Food Hub.

**Phase II:** The AWP focus later shifted to reuse options and strategies that had a larger potential for job creation.



## Steering Committee

### Governing Structure

The governing structure, or steering committee, for this Plan was borne out of the 1100 Committee, which was convened by the Indianapolis Brownfield Redevelopment Program when the Riverside Civic League neighborhood association approached the City with its concerns about the disrepair of and illicit activity occurring at the abandoned Carrier Bryant site (and aptly named from its 1100 West 21<sup>st</sup> Street address). The Steering Committee is comprised of a diverse group of neighborhood, business, technical, and political stakeholders with interests in the projects in NWA and who have committed resources to coordinate them. The Area Wide Plan Steering Committee members and their affiliations are listed. Additional members were added when the project scope was extended. Steering Committee members who participated in the first phase of planning are denoted with ‘Phase I’. Steering Committee members who participated in the second phase of planning are denoted with ‘Phase II’. Those who served both phases are denoted with ‘Phase I & II’.

The Indianapolis Brownfield Redevelopment Program leads this planning effort and coordinates this outreach process enabling engaged organizations to adequately and effectively prioritize site cleanup and reuse, related infrastructure improvements, and other revitalization needs.

### City of Indianapolis, DMD Brownfield Redevelopment

(Piers Kirby, Senior Project Manager P: 317.327.5845)

Indianapolis’ Brownfield Redevelopment Program (BRP), administered through the Department of Metropolitan Development’s (DMD’s) Redevelopment Division, works diligently to identify, assess, cleanup, and redevelop contaminated sites across the city. The BRP was the Awardee of the EPA grant that funded this body of planning work.

### USEPA Region V: Brownfields & NPL Reuse Section

(Kyle Rogers P: 312.886.1995)

Mr. Rogers participation in the planning process highlighted the need for local capacity building alongside brownfield reuse planning. The BRP is grateful for his support for extending the planning process so that a more diverse palette of reuse options with more job creation potential could be considered.

### National Park Service (NPS)

(Rory Robinson P: 330.657.2951)

Mr. Robinson’s experience with the NPS Rivers Trails and Conservation Assistance (RTCA) program was relied upon by the AWP Steering Committee for insight on recreational reuse scenarios. Rory encouraged open discussion among the group about difficult topics such as gentrification and offered ways to proactively identify and address this concern. He also provided guidance on implementing an effective SWOT analysis.

### **Riverside Civic League**

(Peggy Gamlin, President, P: 317.600.0289)

RCL is a neighborhood organization representing the portion of NWA bounded by West 30<sup>th</sup> Street, Fall Creek and Stadium Drive, the Central Canal, and White River Parkway. RCL has been involved in planning efforts through the 1100 Committee and continues to be engaged throughout the life of the project. The organization has provided meeting space and assistance with community outreach for this planning project. Peggy Gamlin, President of RCL is a compelling advocate for the welfare of the neighborhood she represents and held an active role in guiding the planning process. (Phase I and II)

### **NWA Quality of Life Plan: Food Access Committee Chair**

(Carina McDowell, P: 317.440.3123)

Carina is a 35 year resident of the Riverside Neighborhood and is a lifelong gardener. She became concerned with food access and related issues years ago when she saw grocery and corner stores closing. Carina serves the Northwest Area Quality of Life Plan Action Team as the Food Access Committee Chair, tasked with bringing real whole foods back into the NWA, rebuilding its food shed and other concerns facing her community, such as employment, youth and crime. Carina is also the Executive Director of Fall Creek Gardens. (Phase I and II)

### **Flanner House of Indianapolis**

(Brandon Cosby, P: 317.925.4231)

Flanner House is a multi-service center that provides assistance and guidance to individuals and families who are moving along the economic continuum toward self sufficiency. Flanner House has demonstrated its commitment to the provision of human services by planning and implementing a variety of employment training, social services, economic development, housing development, recreational programs, and health programs. Flanner House has been committed to assisting the City throughout grant implementation. (Phase I and II)

### **Tear Down the Walls Ministry**

(Brian Walls, P: 317.457.8974)

Located in the heart of Indianapolis in the Near North West side, Tear Down The Walls Ministries is a Christian Community Development 501(c)(3) non-profit organization that reaches out to those in need. Serving under resourced neighborhoods, the homeless community and at-risk urban youth by providing practical help, encouragement and friendship to those living in the worst of circumstances. The organization trains students to be involved in their communities by serving in some of the poorest and highest violent crime areas practicing CCD transforming abandoned buildings and lots into beautiful and useful areas for the community. (Phase I and II)

### **Summit Construction**

(Mike Martin, P: 317.634.6112)

Mike is the CEO of Summit Construction Co., Inc., a full service construction company providing project programming, project management, scheduling, estimating, construction management, general construction and design-build services. Since 1983, Summit is located in Northwest Area, along Burdsal Parkway, just north of the planning area. Mike hosted the AWP Steering Committee meetings and also serves as Chairman of the GWIndy Board. (Phase I and II)

### **City of Indianapolis, Division of Economic Incentives**

(Ryan Hunt, P: 317.327.5155)

As part of the City's economic development team, the Incentives Division assists businesses, developers and community organizations seeking to improve the City through the implementation of commercial, industrial and retail development projects that promote job creation and retention, revitalize neighborhoods and grow the tax base. (Phase I and II)

### **NWA Resident**

Janice Lindsay, a homeowner living very near the former Carrier Bryant site, is inspired by the resilient and hard-working residents who have characterized the Riverside neighborhood throughout its history. She is credited with bringing the blighted site to the attention of RCL which then began soliciting the City's support for its redevelopment. (Phase II)

## Steering Committee Members

### **Bunge North America**

(Russell Brann, P: 317.266.0927)

Russell Brann is the Facility Manager of the Bunge North America Oilseed Division, with active elevators located near NWA's catalyst area, adjacent to the South of the Sanitec site. Bunge is a valued member of the NWA community and hires neighborhood residents and sponsors various Riverside Civic League's neighborhood celebrations. (Phase II)

### **City of Indianapolis Mayor's Office**

The Deputy Mayor of Neighborhoods, Olgen Williams, focused on strengthening neighborhoods and keeping them safe through faith-based initiatives. Previously, he served as Director of the Christamore House, a community center in the settlement house tradition on the city's west side for nearly 12 years. Reverend Williams co-chaired the GWIndy feasibility study, and supported its launch in November 2015. (Phase I and II)

### **NWA Resident**

Sam Griffin, a 48-year NWA resident, is a Project Management Professional with a B.S. in Engineering from Purdue. Sam worked with the Grindery and the Economic Development Committee of the NWA QoL while serving as Director of Membership for the Central Indiana Chapter of the Project Management Institute. (Phase II)

### **Local Initiatives Support Corporation (LISC)**

(Tedd Grain, P: 317.454.8486)

LISC works with local nonprofit community development organizations to help transform distressed urban neighborhoods into healthy communities. LISC has been involved in ongoing Quality of Life planning efforts and continues to build upon their previous NWA investments, including neighborhood capacity building, economic development, housing revitalization, and job development. (Phase I)

### **Indianapolis Marion County City-County Council**

(Vop Osili, P: 317.332.0877)

Councillor Vop Osili represents the downtown and near-downtown district of the city, District 11, which is within Marion County's Center Township and includes all of the Northwest Area. Councillor Osili advocates for working families and the return of ex-offenders to the workforce and has championed the creation of microloan programs for small businesses in targeted economic areas around Indianapolis' TIF districts. (Phase I and II)

### **Kheprw Institute EcoCenter**

(Imhotep Adisa, P: 317.329.4803)

Imhotep Adisa is the Executive Director of the KI EcoCenter, a local organization with a focus on youth development, that addresses social and environmental issues through innovative programming such as urban agriculture science lab, aquaponics, composting, and social entrepreneurship. (Phase I and II)

### **Citizens Energy Group**

Recently retired, Jan Diggins served as Manager for Community Redevelopment at Citizens Energy Group (CEG). She oversaw neighborhood revitalization through low interest loan funds and corporate volunteerism. Jan contributed insight on the plans and restrictions related to the CEG-owned Central Canal within NWA. (Phase I and II)

### **Indiana University Health**

(Kaliah Ligon, P: 317.962.6128)

Located in downtown Indianapolis, IU Health is comprised of Methodist Hospital and Indiana University Hospital. IU Health's Community Outreach and Engagement Team works with the community to address health and wellness needs of central Indiana residents. During Phase I, Lisa Cole, formerly with IU Health, contributed her knowledge regarding IU Health's Garden on the Go Program for making fresh produce available to residents of urban neighborhoods throughout Indianapolis. Kaliah Ligon, represented IU Health during Phase II. (Phase I and II)

### **NWA Resident**

Aleks Gifford has been a resident of NWA for 15 years, living in the Riverside neighborhood. Aleks is a Sr. Mortgage Loan Officer, husband and father of three small children who are being raised in Riverside. He is an urban farmer, an avid gardener, sustainable living advocate and enjoys serving on the RCL Board and as the NWA QoL Governance Council Chair.

### **Indiana University**

#### **Richard M. Fairbanks**

#### **School of Public Health**

(Cynthia Stone, P: 317.278.0761)

Dr. Stone is an Associate Professor at the IU Richard M. Fairbanks School of Public Health, and an adjunct for the IU School of Nursing. She is the MPH program director for the Department of Health Policy and Management and teaches their Health Impact Assessment graduate course. Her work focuses on community health assessment for improvement planning or accreditation. Dr. Stone is also a member of the Food Access Committee for the Northwest Area Quality of Life plan and a member of the Indy Food Council. Dr. Stone and student Jennifer Ellis contributed expertise on commercial aquaculture to the planning process. (Phase I and II)

### **Ebenezer Baptist Church**

(Rev. Shaune Shelby, P: 317.631.5946)

An Indianapolis native, Reverend Shaune R. Shelby is Pastor of the Ebenezer Missionary Baptist Church (MBC) and is the 3<sup>rd</sup> Pastor since the church founding on November 6, 1960. He has served in ministry at Mt. Vernon MBC Chicago, Illinois, Bible-Based Fellowship Church in Tampa, Florida, and Second Calvary MBC in Norfolk, Virginia. He has done a mission trip to Burkina Faso, Africa where he taught and preached, and leads visits to the Holy Land, Israel. He also leads a men's bible study for the Indiana Department of Corrections, Re-Entry Program. (Phase II)

### **Groundwork Indy**

(Phyllis Boyd, P: 317.737.2810)

Following a parallel effort to add place-based and locally lead capacity to the NWA, particularly around brownfield reuse for community benefit, GWIndy was launched. Phyllis Boyd, Executive Director, leads GWIndy in its mission to bring about the sustained regeneration, improvement and management of the physical environment by developing community-based partnerships which empower people, businesses and organizations to promote environmental, economic and social well-being. GWIndy engages in community-based strategies for revitalizing neighborhoods. (Phase II)

### **NWA Quality of Life Plan: Community Organizer**

(LaShawnda Crowe Storm, P: 317.925.4231)

In the professional role of Community Organizer, LaShawnda brought together a diverse community of residents, businesses, faith-based institutions and other community stakeholders in the development of a community-led economic and social development plan known as The Northwest Area Quality of Life Plan or QoL. LaShawnda brought to the AWP process deep knowledge of the community needs, ascertained through her involvement with the QoL. (Phase I and II)

## Subject Matter Experts

As the planning process evolved, numerous subject matter experts were invited to share technical expertise with the City, steering committee and facilitators. Many of the Subject Matter Experts engaged during Phase I included those with advanced knowledge that focused on elements of urban agriculture: soil science, cooperative farms, food distribution models, food processing and other aspects of the food ecosystem.

Experts in Phase II brought information to bear regarding cooperative models, innovation districts, site marketing, site development, and business park creation, and neighborhood investment absorption capacity.

## Indiana Cooperative Development Center

(Debbie Trocha, P: 317.692.7707)

Debbie Trocha joined the Indiana Cooperative Development Center in August, 2006, after serving as Executive Director of the Indiana Small Business Development Center. Under her leadership, ICDC promotes cooperatives as a vibrant model to address economic and social needs. ICDC provides start-up, management, and technical assistance to a wide variety of co-ops in agriculture, arts, childcare, education, energy, and housing sectors. ICDC also provides training opportunities designed to bring together groups of people involved in co-op development. (Phase I & II)

## Holladay Properties

(Chris Wilkes, P: 317.548.4238)

As Partner and SVP Development of Holladay Properties, Mr. Wilkes oversees the development and management of AmeriPlex, Holladay Properties' 1,500-acre corporate business park in Indianapolis. Since joining Holladay in 2002, Mr. Wilkes has orchestrated over \$55 million in land transactions and has developed over 3 million square feet of industrial and commercial facilities within Holladay's AmeriPlex Park, including the Purdue Research Park, an 80-acre research and technology park being co-developed with The Purdue Research Foundation. (Phase II)

## Marion County Public Health Department

(Sandy Cummings, P: 317.221.2000)

MCPHD promotes healthy lifestyles and healthy environments for Marion County residents. MCPHD has assisted with grant implementation by analyzing NWA health and environmental conditions in and the effects of demolition and remediation of the Carrier-Bryant site on the health of nearby residents through publication of the NWA Baseline Health Assessment report. (Phase I)

### **City of Indianapolis, Department of Parks & Recreation**

(Andre Denman, P: 317.327.7275)

Indy Parks is responsible for managing all city parkland, parks, greenways, and recreational facilities and is committed to providing a safe, fun, engaging, and sustainable park system to enhance the quality of life of Indianapolis residents. Indy Parks has provided input on converting brownfields to parkland and recommendations for how to align the AWP implementation plan with existing Indy Parks efforts to extend the Central Canal Greenway and abandoned CSX rail spur through the project area. (Phase I and II)

### **City of Indianapolis: Department of Public Works Office of Sustainability**

(David Hirschle, P: 317.925.4231)

In his role with the Office of Sustainability (OS), Dave's focus is primarily on projects related to food access, code development, and building energy efficiency. He is a Certified Planner and a LEED-accredited professional and has been with OS since November, 2011. Prior to that, he worked for the city's Department of Metropolitan Development on the Indy ReZone effort, and on updating the city's Comprehensive Plan and drafting zoning ordinance amendments pertaining to wellfields and mining activities. (Phase I and II)

### **Indy Chamber/Develop Indy**

(Todd Cook, P: 317.464.2276)

Todd serves the Indy Chamber as Senior Project Director. The Indy Chamber includes Develop Indy, Indy Partnership and the Business Ownership Initiative. In his role with Develop Indy, Todd oversees economic development in the City of Indianapolis, including marketing the City for business relocations and expansions, site identification and real estate services, incentive recommendations, and project management and liaison services with the City's department of code enforcement. (Phase II)

### **Ivy Tech Community College of Indiana: Hospitality Administration, Culinary Arts**

(Thom England, P: 317.921.4619)

Chef England is a local food expert and author, founder of Dig IN; a non-profit for the promotion of Indiana Food, Agriculture, and Beverages, and is the Culinary Program Coordinator for Ivy Tech Community College. Ivy Tech students can receive an Associate Degree of Applied Science in Hospitality Administration with a Culinary Arts Concentration. Chef Thom shared with the project team the many opportunities for NWA residents to engage with students, and speculated that the contemplated Food Hub could be an accessible venue for cooking demonstrations and nutrition classes as part of his program's requirement for students to perform community service. (Phase I)

### **Central Indiana Corporate Partnership/16 Tech**

(Betsy McCaw, P: 317.275.9309)

Betsy serves as chief operating officer for the Central Indiana Corporate Partnership (CICP) where she oversees projects that enhance CICP's overall mission, including a regional Bioscience thrust. McCaw is also serving as President of the 16 Tech, the entity overseeing the development of the 16 Tech innovation district, anchored by the Indiana Biosciences Research Institute, just blocks south of NWA. A Community Investment Fund dedicated to supporting the NWA QoL plan will be established from rents collected within the district. (Phase II)

### **Purdue Cooperative Extension Service: Hancock County**

(Roy Ballard, P: 317.462.1113)

Roy Ballard is an Extension Educator for Agriculture and Natural Resources at the Purdue Cooperative Extension Service, Hancock County Office. He is also the Indiana State Coordinator for the North Central Sustainable Agriculture Research & Education (NCR-SARE) which is a regional office of a nationwide grants and education program to advance sustainable innovation to American agriculture. Roy's expertise earned through the feasibility study, launch and ongoing stewardship of the Hoosier Harvest Market Food Hub, a virtual farmers market which began filling orders in mid-2013, was essential to the project team's understanding of the operational, regulatory and market aspects of a food hub enterprise.

## Subject Matter Experts

### Urban Initiatives

(Brad Hurt, P: 317.513.6262)

As President of Urban Initiatives, Brad Hurt has been providing a broad range of consulting services to clients since 1991. These services include project management, economic development, downtown redevelopment, and real estate development consulting. His development experience included downtown and suburban office buildings, retail projects, industrial parks, apartments, and large scale land development transactions. (Phase II)

### City of Indianapolis: DMD Real Estate Services

(Steve Schulmeyer, P: 317.327.5908)

Steve has nearly 40 years of experience with the City of Indianapolis having been involved in various neighborhood and economic development projects for DMD such as the Downtown Canal, Fall Creek Place, Keystone Enterprise Park, Union Station and the old RCA Dome. Steve facilitated the Steering Committee's tour of the Keystone Enterprise Park and meetings with several of the business owners within the park. (Phase II)

### Keystone Enterprise Park Representatives

The planning process included a tour of the Keystone Enterprise Park and meetings with the following businesses: Doug Switzer of Vision Direct, Tony Gates of Commercial Foods, Ariana Turner of Xpress Cargo Inc., Mark Miller of Markey's Rental and Staging and Bryan Foley of Restaurant Depot. (Phase II)

### TWG Development

(Dennis Dye, P: 317. 264.1833)

Dennis Dye is a principal at TWG Development, LLC. He is responsible for site evaluation and acquisition, development, financing and sale for market rate and commercial projects. He is active in the community serving many civic organizations including the Indiana Sports Corporation Board and Executive Committee, the Butler University College of Business Board of Visitors, and the City of Indianapolis 16 Tech Advisory Council. (Phase II)

### Marion County Soil & Water Conservation District

(Kevin Allison, P: 317.786.1776)

Kevin serves as Marion County Soil and Water Conservation District's Urban Soil Health Specialist. He is focused on assisting land users in applying the principles of Soil Health to gardens and small farms for the benefit of soil function and the environment. (Phase I)

### Purdue Cooperative Extension Service: Marion County

(Emily Toner, P: 317.275.9309)

Emily Toner is an urban agriculture educator for Purdue Extension – Marion County in Indianapolis. She supports the urban agriculture community by providing direct education opportunities as well as building the food system community. (Phase I)

## Englewood Community Development Corporation

(Joe Bowling, P: 317.496.2662)

Joe currently serves as the Director of the East Washington Street Partnership and as Co-Director for Englewood Community Development Corporation. The East Washington Street Partnership is a collaborative effort to foster sustainable economic development and revitalization along one of this city's most important commercial/industrial corridors. Since 2012, Bowling has played a direct role in assisting over 75 businesses, the creation of over 700 new jobs, and over \$30 million in new investment along this revitalizing corridor. In 2012, Bowling was honored as one of twenty "Neighborhood Visionaries" by LISC Indianapolis. (Phase II)

## RecycleForce

(Gregg Keesling, P: 317.532.1367)

Gregg Keesling is founder and president of the RecycleForce where those transitioning out of prison get sheltered work for several months and help making the transition from supervision, into mainstream society. Gregg described for the Steering Committee challenges that face re-entry workforce training organizations such as his and provided insight on existing funding models and ongoing legislative challenges with expanding the economic viability of creating an organization with a mission similar to that of RecycleForce. Gregg also described the suite of surrounding services, in addition to skills training, required for a successful venture. (Phase II)

## Consulting Support

The City of Indianapolis was supported in the implementation of the FY2013 USEPA Brownfield Area Wide Planning Grant by professional consulting parties:

### KERAMIDA Inc.

(Pamela Cooper Griesemer, P: 317.372.6118)

KERAMIDA is a full service engineering consulting firm that supports clients with a full range of services including brownfield due diligence and investigation, insurance cost recovery, regulatory compliance, remediation engineering, soil, groundwater and vapor intrusion risk assessment and mitigation, facility decommissioning, and sustainability program development and management. Pamela Griesemer leads the firm's Sustainability Services business unit and served as senior project manager of Indianapolis' Area Wide Planning project. As practioners, her team of analysts, designers, scientists and engineers achieve desired outcomes through a strategic, whole-systems approach involving the optimization of social, environmental and economic factors with a focus on local capacity building and operational efficiency, funding and maintaining high-performance infrastructure, amenities and services, and institutionalizing the means for cultivating financial, natural, and human capital toward states of social equity and environmental justice. KERAMIDA is a woman-owned business enterprise (WBE) and has been headquartered in Indianapolis since 1988. (Phase I and II)

## Engaging Solutions

(Debra Simmons Wilson, P: 317.283.8300)

Engaging Solutions, LLC, a minority-owned business enterprise (MBE), was established in 2005 as a management consulting firm and is headquartered in Indianapolis. Debra Simmons Wilson, Managing Principal, was relied upon by the project team for her expertise in community outreach and strategic planning (Phase I).

## Guidon Design

(Tim King, P: 317.319.2055)

Guidon Design, a veteran-owned business enterprise (VBE) headquartered in Indianapolis, was founded in 2011 to guide clients and partners toward sustainable project solutions in a cost effective manner. Guidon is a sustainable architecture and engineering firm focused on providing high quality, cost effective design solutions to their clients. Tim King, P.E., was relied upon by the project team for his expertise in integrating sustainable civil engineering solutions with sustainable stormwater solutions and low impact development. (Phase I)

## Sustainable Communities Institute

Ball State University faculty, Dr. John Motloch and Scott Truex, created SCI in 2012 as a "think and do center for change." Their projects build on John's expertise in landscape architecture, sustainability, and systems thinking design, which combine with Scott's urban planning, community development, and public engagement experiences. (Phase I)

**Food hubs of all ages and operational structures (including nonprofits) generated a positive cash flow.**

**The average food hub houses 19 paid positions.**

**Over 95% of food hubs are experiencing an increasing demand for their products and services.**

- 2013 National Food Hub Survey Findings

## Phase I: Food Hub

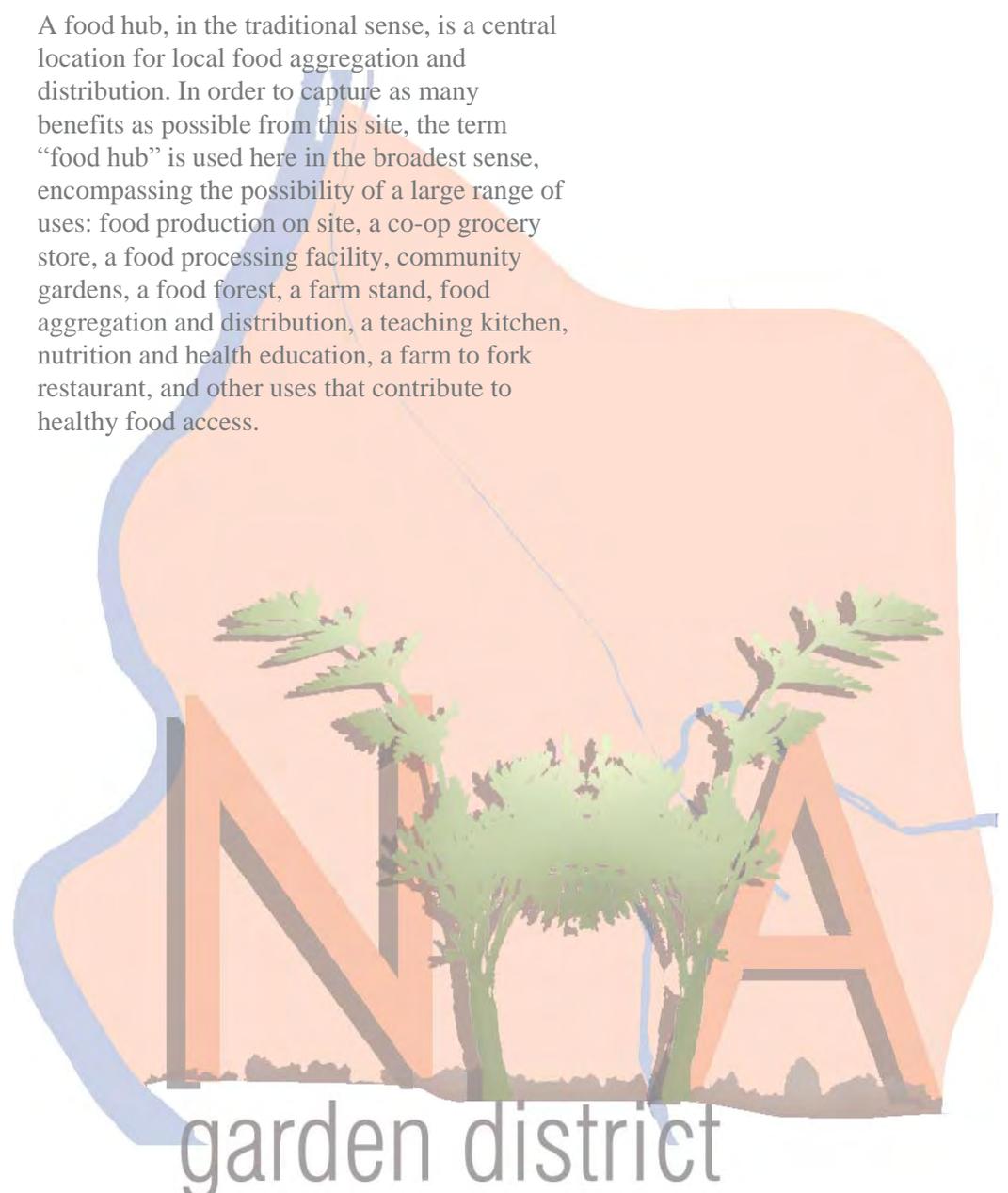
Implementation of an urban agriculture program on the Carrier Bryant site and other similar brownfield sites throughout the city, could provide locally grown, healthy food to the area and address many community needs identified in the NWA Quality of Life Plan, including food access, health, economic development, education, and local employment, and community engagement.

### Market Analysis

In order to construct the optimal reuse plan for the Carrier Bryant site, it is important to understand what the market will support in this location. A detailed market potential and analysis for some form of food hub on the Carrier Bryant site, including likely challenges associated with this land use, and three detailed Food Hub concept designs (see Appendix A) have been conceived for this AWP using analysis drawn principally from two recent studies: (1) “Hoosier Farmer? Emergent Food Systems in Indiana”, prepared by Ken Meter, analyzing the state of non-commodity farming in Indiana, and (2) “Indiana Farms, Indiana Foods, Indiana Success: Central Indiana Food Hub Feasibility Study”, prepared by Sarah Aubrey, Principal at Prosperity Ag & Energy Resources. The aforementioned LISC-sponsored, Linking Regional Economic Clusters with Targeted Urban Places, also contributes relevant market data for a food distribution economic cluster in Indianapolis.

### What is A Food Hub?

A food hub, in the traditional sense, is a central location for local food aggregation and distribution. In order to capture as many benefits as possible from this site, the term “food hub” is used here in the broadest sense, encompassing the possibility of a large range of uses: food production on site, a co-op grocery store, a food processing facility, community gardens, a food forest, a farm stand, food aggregation and distribution, a teaching kitchen, nutrition and health education, a farm to fork restaurant, and other uses that contribute to healthy food access.



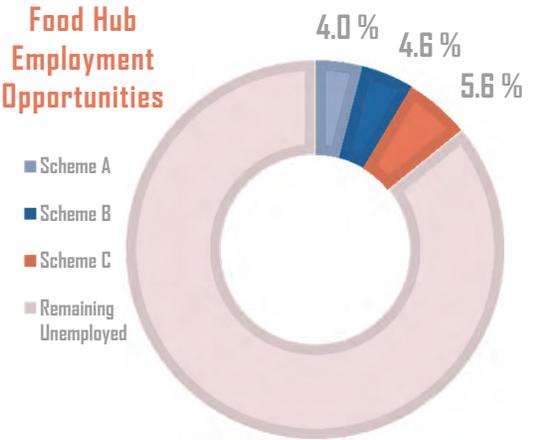
### NWA Food Hub Appraisal

Each food hub concept presented to the Steering Committee contributed multiple layers of consideration, including food production that provides for NWA and beyond, community amenities, additional housing opportunities in the neighborhood, and infrastructure upgrades in and around the site. Although impressed with the over-arching food hub concept, the Steering Committee ultimately surmised that the number of jobs created through each design scheme was not plentiful enough to benefit the whole community.

Scheme C offered the highest number of jobs created at 139, which would only support about 5.6% of the current unemployed residents.

Elements of the food hub concept may be better suited for the many vacant lots distributed throughout the NWA, as food security is such an important issue for NWA residents.

### Food Hub Employment Opportunities



### Food Hub Concepts Land Allocation Analysis

		Site Land Allocation					
		Scheme A		Scheme B		Scheme C	
		acres		acres		acres	
<b>Food Production</b>							
	Urban Farming	6.4	33.7%	5.4	28.4%	12.7	66.8%
	Intensive Agriculture	4.1	21.6%	5.7	30.0%	0	0.0%
	Community Gardens	0.2	1.1%	2.0	10.5%	1.2	6.3%
<b>Community Center</b>		2.4	12.6%	2.1	11.1%	1.1	5.8%
<b>Value-Adding/Processing</b>		2.7	14.2%	1.4	7.4%	0	0.0%
<b>Specialty Housings</b>		0.7	3.7%	1.2	6.3%	2.4	12.6%
<b>Roads/Infrastructure</b>		2.5	13.2%	1.2	6.3%	1.6	8.4%
<b>Totals:</b>		19	100.0%	19	100.0%	19	100.0%

## Phase II: Alternative Development Programs

In the next phase of the AWP process, the Steering Committee, with the blessing of the EPA and City of Indianapolis, expanded the scope of the planning investigation in an effort to identify alternative development solutions with a focus on accessible job creation. The Steering Committee utilized the results of a health impact assessment and drew upon the valuable perspectives provided by the Indiana Cooperative Development Center, Recycle Force, 16Tech, Keystone Enterprise Park, Indy East Promise Zone, Holliday Properties, Urban Initiatives, and TWG Development, LLC. The group organized these learnings into a SWOT analysis to better understand and communicate the context, scale and impact of the Carrier Bryant site and its various development potentials.

### Health Impact Assessment

Included in the Phase II process has been careful review of the “Health Impact Assessment of Brownfields in the Northwest Area Neighborhood of Indianapolis” (HIA) report issued in September 2015 by Dr. Cynthia L. Stone and her colleagues at the Indiana University Richard M. Fairbanks School of Public Health. The report illustrates the interconnectivity of environmental conditions, public safety, community health, economic conditions, and social cohesion as they relate to NWA’s overall community health.

The HIA states that chronic conditions such as congestive heart failure, stroke, diabetes, and heart disease can reflect NWA residents’ ability to attain healthy food, be physically active, live stress-free lives and have access to healthcare. “In essence, these chronic conditions are tied to the absence of active living.” The report also indicates that NWA’s elevated levels of cardiovascular disease and pulmonary conditions, as compared to the rest of Marion County, may be influenced by brownfield contaminant exposures. Further, NWA pediatric health concerns including low birth weight, pre-term deliveries, infant mortality, and neonatal mortality rates, which are all higher than county averages, may also be impacted by the presence of brownfields.

HIA recommendations have been made to ensure the health of NWA residents is protected from the negative consequences of brownfield redevelopment, while maximizing the health benefits incurred from the positive consequences of brownfield redevelopment. Recommendations were prioritized at the quality-of-life meeting on July 16, 2015. At this meeting the residents present indicated that their top three top recommended actions for redevelopment are:

- senior housing, which may address the high number of seniors residing in NWA;
- a co-op grocery, which may address NWA food security concerns; and
- walking and biking trails along the canal, which encourage active living habits.

## RecycleForce

<http://www.recycleforce.org/>

The Steering Committee discussed the potential for the redevelopment to host a business with a re-entry workforce training program. To that end, Gregg Keesling with RecycleForce provided them with valuable insights from the perspective of a social enterprise that pays work-release and ex-offenders \$9-\$11/hr at Marion County's 5<sup>th</sup> largest electronic recycler.

The demand for workers coming from RecycleForce's program is in part due to Indiana's Right-to-Work law which has created a labor shortage in the \$10 – 13/hr wage range and to the E-verify system which has had a big impact on hiring immigrants. RecycleForce also provides temporary housing, monitoring / biometrics, child support management and visitation accommodations, and OSHA training to inmates on work-release and to ex-offenders. RecycleForce pays for these support services out of its business revenue, supplemented with grant funding, and not as a traditional contractor to the criminal justice system.

Gregg advised the Steering Committee to avoid traditional train-and-place. As potential alternatives to e-waste recycling, Gregg advised the Steering Committee to look at training sheetrock hanging, plumbers, electricians fish farming and sorting salvaged building material/deconstruction and avoid logistics and hospitality due to the difficulty in getting participants placed in these jobs.

## Indiana Co-Op Development Center

<http://icdc.coop/>

The Steering Committee, in response to the NWA community's interest in a cooperatively-owned (co-op) grocery store/café, requested additional information about co-op business models from Debbie Trocha, the Executive Director of the Indiana Cooperative Development Center (IEDC).

Although there are many kinds of co-ops, a *worker-owned co-op*, would be the type most responsive to the needs of NWA since at a worker-owned co-op, workers who intend to use the co-op for employment create and maintain a values-driven business that puts worker and community benefits at the core of its purpose. Workers participate in the profits, oversight, and governance of the organization using democratic practices, and workers own the majority of the equity in the business and control the voting shares.

Skilled Trades co-ops are an example of a worker-owned co-op that are in demand and pays well, but these require skilled worker-owners with a low risk tolerance who are also entrepreneurial. Food co-ops may not require the same level of skilled workers but they may not be as desirable in terms of wages or job creation, since for every \$1M in sales, only 9.3 jobs are created. Laundry co-ops, home health care co-ops and retirement housing co-ops are other examples of worker-owned co-ops that may be feasible within NWA.

The steering committee was advised to consider carefully the significant challenges of starting a co-op, including:

- 100% consensus about the mission and structure of the worker-owned coop is needed from the start;
- Worker/owner financial commitment is needed. Financing can be a huge challenge, and it is hard to be adequately capitalized at start up; and
- There is usually a long timeline until the co-op is revenue producing. As many as 12 – 15 people are needed to create a steering committee, then it takes 24-36 months before a co-op is ready to hire its first manager.



## Timeline and General Steps in Developing a Cooperative Business

## Keystone Enterprise Park

The Keystone Enterprise Park (KEP), on Indy's near east side adjacent to the Martin-Brightwood neighborhood, was identified as a proxy for how the development of the Carrier Bryant site and the Montcalm corridor could look in 10 or 15 years. The Steering Committee members toured KEP and spoke with representatives from five business located there about their experiences being in a development within an urban neighborhood challenged by brownfields.

Prevailing themes heard were: 1) most of the companies in KEP provide business-to-business goods and services with distribution capabilities, so easy access to I-70 was a huge factor in locating there; 2) the businesses were willing to partner with local community and faith-based organizations to identify and/or train potential job candidates from the community; 3) the businesses there built their own structures to suit their needs and had room on their lots to expand; 4) most businesses there have security systems, lighting and fences and attribute their satisfaction with overall security to only one way in and out of the park and no retail within KEP; 5) the Small Business Administration HUB-zone program is attractive to business that want to seek HUB certification to capture market share while hiring 35% of their employees from within the HUB-zone (both KEP and NWA are within HUB-zones); and, 6) barriers to employment include poor driving records and substance abuse, but at least two of the employers mentioned hiring from work-release and "back on my feet" programs.

The Steering Committee learned that KEP originally had about 70 acres of developable land, 15 acres of which are still available; the City of Indianapolis owned the land within KEP and continues to market and sell the remaining parcels; the business owners there are bound by covenants and restrictions on their operations and have requirements for site maintenance to which owners attribute a very pleasant and clean park; Martindale Brightwood Development Corporation reviews the proposals of interested purchasers; and, once the park reaches a certain extent of ownership, the business will have to organize themselves to take on the overall management of KEP.

It has taken about 15 years for KEP to mature to the level of providing about 500 jobs. A slow start may have been due to the difficulty fulfilling the requirement to hire local residents. There are no child care centers, health clinic facilities, or public green spaces within KEP. Employees from KEP would likely patronize local restaurants and grocers if there were more/any nearby. Some employees commute to KEP by bus or bike.

The Steering Committee agreed that many elements of KEP's overall framework were desirable and could be advocated for in this plan, but there were concerns that job accessibility would remain a common challenge.

## Indy East Promise Zone

<http://indyeast.org/>

The lack of a community development corporation (CDC), and the organizational capacity one would provide, was discussed by the Steering Committee as a primary deficiency in the NWA's ability to steward the redevelopment of the Carrier Bryant site and implement their recently published Quality of Life Plan (2014). Indy's near east side was identified as local source for lessons learned since they have been growing their internal capacity to realize the goals in their Quality of Life plan (published in 2008). Their efforts recently garnered them the Indy East Promise Zone (IEPZ) designation from HUD.

Joe Bowling with Englewood CDC, one of the IEPZ member neighborhood organizations, described the "near east side of Indianapolis" as comprised of 20 different neighborhood organizations with robust and distinct neighborhood identities. While they are stronger together, they err on the side of local decision making when a neighborhood's identity is at stake. Early on, a coalition of residents worked at identifying and prioritizing local institutions that could be charged with the responsibility to both curate a neighborhood's authenticity - since the average stay of a resident in a neighborhood is getting shorter - while growing a neighborhood's development capacity over time. These institutions are intentionally putting down roots to grow a diverse community where the people who have lived there in the worst of times can live there in the best of times.

Joe described their quarterly Quality of Life (QoL) neighborhood meetings as a way to defend against when people start to get territorial, since that can be poisonous and erode a neighborhood's capacity. He also described their decision making process as one that always asks if an initiative that is seeking support is going to be sustainable long term and whether it will build long term capacity. Joe advised the Steering Committee to celebrate radical resident engagement; encourage and support local institutions and businesses in becoming drivers of change; and, invest resources in neighborhood capacity.

## 16Tech

<http://www.16techindy.com/>

The 16Tech innovation district presentation to the Steering Committee by Betsy McCaw with Central Indiana Corporate Partnership (CICP) discussed the potential for the planned project to create jobs for NWA residents. A link to the Battelle study she referenced is located here: <http://www.biointellex.com/wp-content/uploads/2015/09/Indy-Talent-Driving-Innovation-Report.pdf> When the 16 Tech Innovation District is fully built-out in 2030, using the estimated space uses and industry allocations, it is expected that the 9,120 jobs housed at 16 Tech will comprise of 3,849 high skilled jobs or 42% of the total jobs generated; 2,256 middle skilled jobs or 25% of the total jobs generated; and, 3,016 low skilled jobs or 33% of the total jobs generated. With more than half the jobs created offering opportunities in middle and low skilled occupations, job training will be essential to employ NWA residents.

## Developer Panel

Representatives from local developers Holliday Properties, Urban Initiatives, and TWG Development, LLC, were assembled on a panel to describe for the Steering Committee how firms similar to theirs might approach the redevelopment of a site like Carrier Bryant. They were asked to speak from their experience about what challenges, risks and opportunities exist as they perform site selection, secure financing and seek community support for their projects and to share with the Steering Committee their evaluation of the Carrier Bryant site and what market constraints exist.

Positive attributes included site control, the site's location within the Downtown Consolidated TIF district and close proximity to downtown - where end-users who want to be close to other businesses that are already close to downtown want to relocate, the perception that there are a scarcity of sites this size within Marion County, and proximity to commercial areas with which partnerships may be made with Indianapolis Motor Speedway, IU Health, and 16Tech. Negative attributes included the site's location adjacent to residential properties, lack of adequate truck access, distance from and limited access to I-65, limited access to the frontage along Montcalm, its awkward 'L shape', poor drainage, and the availability of and competition by suburban "Greenfields." The Steering Committee was advised to "be a patient seller" and court an end-user with a long term plan to invest in the community while sustaining a stable business model.

## S.W.O.T.

A SWOT analysis is a tool used by many groups to help identify internal and external factors that positively and negatively influence solutions to various issues they may have. The exercise works when organizations employ the acronym to identify those components in this way:

- **S = Strengths:** Internal attributes of the organization that are helpful to achieving the goals of the AWP.
- **W = Weaknesses:** Internal attributes of the organization that are harmful to achieving the goals of the AWP.
- **O = Opportunities:** External conditions that are helpful to achieving the goals of the AWP.
- **T = Threats:** External conditions that are barriers to achieving the goals of the AWP.

The SWOT analysis served to organize how the advice and observations of invited subject matter experts resonated with the Steering Committee and resulted in an inventory of strengths, weaknesses, opportunities, and threats. This exercise was not intended to reach consensus or speak for every NWA resident, and in fact, it illustrates a full spectrum of viewpoints, some contradictory. Rather, it is meant to provide a snapshot of ideas and perceptions that existed at the conclusion of the planning process which will inform the NWA's growing capacity to plan for the site's redevelopment and implementation of the AWP.

## Strengths

- Site location is close to resources (i.e. 16 Tech, Speedway, motorsports, downtown, Interstate 65, and IUPUI)
- Located within Downtown Consolidated TIF District – funding source for job training and infrastructure
- City currently maintains site control
- Size:
  - 19 ac.! (Large for urban infill parcel)
  - Size draws interest/large parcels of land in Indy are limited
  - Flexible - may adapt to/support many applications at once (2 parcels)
- Rail connectivity possible with adjacent spur
- Site may support a reuse which requires outdoor space such as childcare or recreation
- The energized community can guide development
  - RCL, Watkins Park, QoL
- May be built to the desires of (adjacent) community (via AWP)
- Site has catalyst potential to spark development at other nearby locations
- May become a “destination” for the City
- Creation of tax base
- Lot “L” shape allows for separation of zoning; Mixed-Use, Recreation and/or Light Industrial
- Connectivity: public transportation; pedestrian, bicycle lanes nearby
- Have QoL and AWP as roadmaps
- Local business support
- Vibrant residential community



## Weaknesses

- Limited access for commercial vehicles
  - Site is embedded within neighborhood
  - 16<sup>th</sup> Street, 18<sup>th</sup> Street, Burdsal Pkwy., Harding Street, and Montcalm Street are restricted.
  - No frontage along Montcalm
- Prohibitive L-shaped lot geometry
- Outsiders' negative perception of NWA as low education, high crime, etc.
- Poor condition of surrounding infrastructure such as sidewalk, street and sewer networks
- Poor condition of nearby properties
  - Vacancy, abandonment, maintenance, rentals.
- Lack of nearby skilled workforce
- Site size too small for some desired uses
- To some, a lack of cohesive neighborhood identity
- To some, a lack of historical memory/community/pride
- Limited outreach to site stakeholders with up-to-date information
- Some stakeholder ambivalence
- Low population density, population decline, resident flight
- Many different community identities to balance
- Difficult to conserve integrity of community culture
- Location within a residential neighborhood
- Potential for irregular shape of site to be carved up in a way that leaves a portion poorly utilized.

## Opportunities

- Potential 16 Tech spinoff businesses: offices, support services (B2B), vendors, laundry, and motorsports
- Apply surplus property for parcel assembly
- Use TIF to support infrastructure, job training, etc. to unskilled workforce
- Riverside Park as a business amenity
- Trails + greenways + canal recreation and facility amenities include: White River, Riverside Park, Canal Tow Path
- Obtain City assistance for vacant/brownfield property clean up and infrastructure issues
- Create county industrial land bank via ICIC
- Mitigate Gentrification:
  - Cultivate family asset management skills among residents,
  - Create forum via ICIC or other host
- Create/enforce Community Benefit Agreement
- Branding/Re-Branding: Unified Identity.
- Job Creation
- Buffer residential from industrial zones
- Become local and national model for abandoned urban site reuse
- Promise Zone Designation, Partnership with Promise Zone Entities
- Community control via AWP engagement
- Roundabout installation at Burdsal/Montcalm intersection
- Ivy Tech hospitality re-entry program

## Threats

- Outside Speculators/Land Grabbers
- Impatience, Planning Fatigue, and consternation creates stagnation and makes potential businesses skittish
- Financial pressure to show return on investment, and return site to City tax rolls.
- Gentrification/Displacement:
  - Be strategic + mitigate.
  - Inability to discuss tax base creation and economic opportunity, while maintaining current residents' best interests
- NWA lacks strong community organizations like a CDC to provide leadership
- Abandonment/lack of long-term commitment
- Missing amenities in neighborhood: gas station, drycleaner, child care, etc.
- Infrastructure concerns: narrow streets inhibit logistics/transportation, sidewalk disrepair, deficient street permeability for emergency and convenience
- Pedestrians desire paths
- Competition with 16 Tech Development.
- Child Safety
- Competition with other recreational facilities
- Preserve existing venues
- Balance local and area-wide demand for resources (no host for this)
- Re-entry programs may deter growth if they inhibit area quality of life (i.e. material sorting/salvage can impact area air quality)
- Re-entry programs not funded through criminal justice system

## Long-Term Opportunities

Optimum long-term solutions include plans that provide neighborhood stabilization, job creation, and connection or cooperation with other local development mission happening within and adjacent to NWA's borders. The following projects are in various stages of organization and implementation. Each has unique end-goals, but all have potential to be outstanding collaborators with the NWA community.

### Herron High School & Heslar Naval Armory

The Heslar Naval Armory, located at W. 30<sup>th</sup> St., and the White River, has been a iconic fixture in NWA since it was built in 1938. After 75 years of service, the United States Navy abandoned the training facility, eventually handing over ownership to the City of Indianapolis, which then delivered ownership to non-profit, historic preservation organization Indiana Landmarks (Herron).

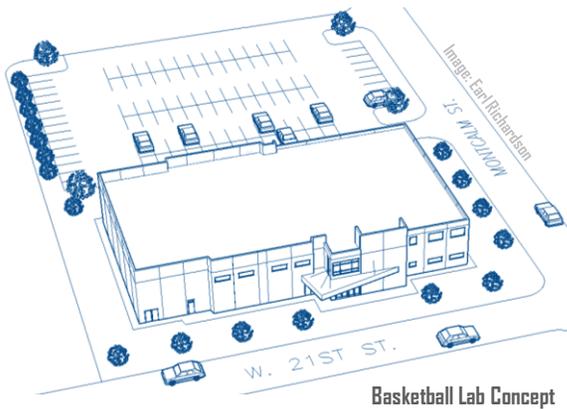
Indy's award-winning Herron High School, located just east of NWA on W. 16<sup>th</sup> Street, is looking to expand their educational philosophies beyond their current facilities. They are embracing existing building re-use strategies to further spotlight the importance of history, art, and architecture in education, by converting the Armory into a second campus. This strategy aligns directly with Indiana Landmarks' mission to embrace and repurpose "architecturally unique, historically significant,

and communally cherished properties" in an effort to preserve local history while revitalizing communities (Landmarks).

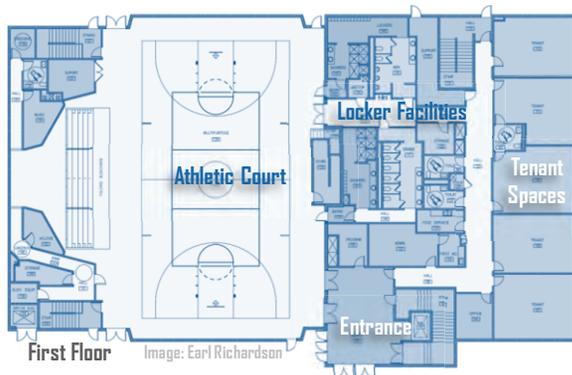
As a portion of its Core Values Statement, Herron wishes to engage in an urban community and serve as a catalyst for renewal. Since its inception in 2003 Herron High School has become one of the most highly rated schools in the United States, boasting student diversity and intense academic rigor (Herron). Having flourished at its initial campus just outside of NWA, Herron High School is a welcomed new partner to the NWA.



Heslar Naval Armory

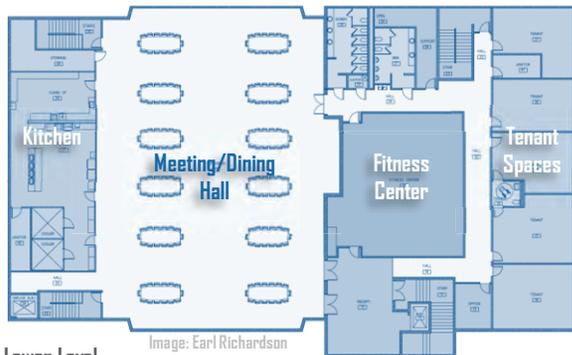


Basketball Lab Concept



First Floor

Image: Earl Richardson



Lower Level

Image: Earl Richardson

## Indoor Basketball Lab

This redevelopment concept creates a state-of-the-art basketball facility on a modest two acre portion of the former Carrier Bryant site. This scheme is presently being directed by Reverend Shaune R. Shelby, Pastor of NWA's Ebenezer Baptist Church. The facility will host visiting teams during high-profile tournaments like those sponsored by Indy-headquartered NCAA (National Collegiate Athletic Association), by offering quality practice and training facilities, close to downtown tournament locations like Banker's Life Fieldhouse and Lucas Oil Stadium. Daily facility activities focus on community needs and desires by offering a variety of enrichment options.

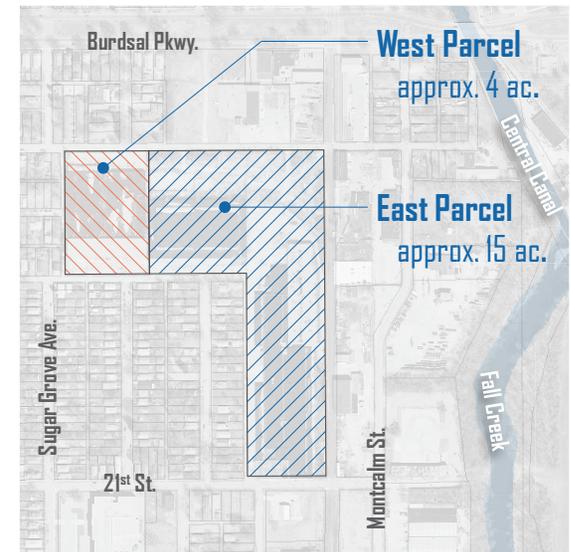
This concept aims to achieve goals of profitability and diversity of activities, while also being a community resource and hub of activity. The Basketball Lab fulfills a need for facilities in which local athletes may hone their physical skills, while also bolstering life skills necessary beyond the court, like interviewing and other job preparations.

In its current incarnation, the three-floor structure is equipped with full training facilities to meet the needs of collegiate and professional athletic visitors to Indy.

In addition to sport-centric attributes, additional tenant spaces may host small businesses, city satellite offices, and not-for-profit organizations. This public-private design satisfies current gaps in neighborhood service needs. By incorporating a multi-use method of filling building spaces, the single-function athletic scheme is transformed into a multi-service hub of activity and community resource.

## Parcel Division

Another redevelopment option is division of the 19-acre Carrier Bryant site. Though generally presented as one unit, the site is already subdivided into two separate parcels, which can make multiple smaller redevelopment opportunities easier to negotiate.



Current Parcel Boundaries

## Connection to 16Tech

16 Tech is a growing and continually evolving Innovation Community that shares its northern 16<sup>th</sup> Street border with the southern edge of NWA. The redevelopment concept of 16 Tech is to capitalize on Indiana's rank as the second largest biosciences exporter in the United States to create a technology and innovation based business community. With the understanding that ideas are generated naturally when parties are able to interact freely, 16 Tech invites companies from a range of industries, including life sciences, technology and advanced manufacturing, to reside in this community. 16 Tech collaborators are thinking beyond the workday by designing a 60-acre "work, live, play" community that includes a mix of research labs, corporate offices, business incubators, co-working spaces, apartments, retail businesses and parks, welcoming streetscapes, and bike/trail connections to the rest of the city.

A partnership between NWA and 16 Tech could and should be mutually beneficial. 16 Tech literature already boasts about proximity and access to NWA's Riverside Park, Golf Course, and Taggart Memorial, which invites 16 Tech residents into NWA for recreation. Further, a Community Investment Fund, seeded with \$2M from the Downtown Consolidated TIF district, will be established to support education, workforce and infrastructure projects proposed by the adjacent community. The fund will be sustained beyond the first eight years by a portion of rents collected.



16 Tech/NWA Extension Master Plan Concept

Image: 16techindy.com

## B2B Opportunities

Further invitations to NWA can be made by NWA's development of support service businesses for 16 Tech companies, known as business-to-business (B2B) operations. A possible development B2B master plan might look like the image below. An extension of the Indiana Ave. 16 Tech corridor that includes the Carrier Bryant site can bring jobs into NWA.

Regardless of how the connection to 16 Tech is made, there is no doubt that NWA has an eager, trainable workforce within close proximity to the 16 Tech campus.

## Light Industrial Options

The 16 Tech/NWA Extension Master Plan Concept may also host light industrial business applications, such as advanced manufacturing, logistics, information technology, life sciences service industries, and maker-spaces for specialty craft endeavors,

As "heavy industrial" activities can greatly impact residential quality of life standards, "light industrial" applications by definition are industries that typically do not create objectionable by products such as smoke, dirt, noise, vibration, glare, heat, odor, hazardous materials, waste, etc. Light industrial facilities often act as buffers between heavy industrial activities that have been grand-fathered deep into industrialized cities like Indianapolis. By Code, light industrial properties are fully screened from residential neighbors either by

covered fencing or dense landscape buffers to preserve area aesthetics.

Aforementioned, B2B opportunities, or redevelopment opportunities limited to the Carrier Bryant site may entertain light industrial development options as a part of a strong neighborhood growth strategy.



16 Tech/NWA Extension Master Plan Concept

Image: Urban Initiatives

## Near-Term Opportunities

While waiting for the full development of the Long-Term Opportunities, there is also a plan of action for the Near-Term. There is no need for NWA to sit idly while large-scale ideas are fully developed, business partnerships are negotiated, and construction begins on any major project.

### GWIndy

GWIndy is an independent nonprofit organization, which is a part of the Groundwork USA Network. Primarily partnered with EPA Brownfields Program and the National Park Service Rivers, Trails & Conservation Assistance Program, the Groundwork Trust works alongside local businesses, residents and government officials to revitalize neighborhoods and transform community liabilities into community assets. (GW Trust) Each of its over 20 location across the United States are able and encouraged to adapt to local circumstances to maximize positive impact on each neighborhood through community-based environmental projects.

Officially vetted and organized in 2015, GWIndy conducted a feasibility study, which occurred in tandem with the 2014 NWA Quality of Life (QoL) Plan assembly. By executing some of the goals established in the QoL Plan, GWIndy can use NWA's tremendous natural and environmental assets to spark renewal and capitalize underperforming neighborhood parks, rivers and creeks.

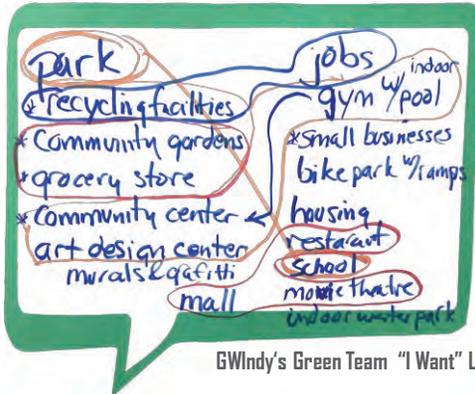
Through the QoL Planning/feasibility study process, GWIndy identified primary issues in which Groundwork has the experience and expertise to address directly:

- Lack of opportunities for young people: service, education and employment.
- Vacant properties and brownfield clean-up and re-use.
- Disconnected waterways, specifically Central Canal and White River.
- Health concerns regarding nutrition and healthy food access.
- Public park restoration and revitalization.

And a list of secondary issues presented by the QoL in which GWIndy may assist:

- Mobility and transit connectivity needs across the neighborhood.
- Jobs and job training for adults.
- Location specific safety and crime concerns.
- Need for more public art and art programs.
- The need for viable and thriving commercial amenities for local residents.

## I want



GWindy's Green Team "I Want" List.

GWindy has four programmatic areas upon which the organization focuses:

- Youth Employment/Green Team,
- Greenways and Parks
- Brownfields/Vacant Land, and
- Healthy Communities.

These programs guide GWindy in their response to the primary and secondary issues, and in creating activities and community interactions which will help mitigate those issues. The Youth Employment/Green Team focuses heavily on clean-up, conservation, and beautification efforts. The Greenways and Parks program area looks at cleanup and connection of public greenspaces, including Central Canal and CSX rail line. An adult Green Corps was launched in Summer 2016. The Brownfields and Vacant Land program is working to improve vacant properties throughout NWA and the Carrier Bryant site. Meanwhile, Healthy Communities seeks community engagement through urban agriculture, fitness and nutrition based activities. (GWindy Feasibility Study)



GWindy's Green Team explores Carrier Bryant site reuse scenarios.



GWindy can use the Carrier Bryant site to pilot multiple vacant lot strategies while serving as a role-model to other neighborhoods in the Indianapolis region by illustrating how brownfield sites may be reactivated. For example, one near-term reuse option is to plant a cover crop on the site which will improve its

aesthetic value. A cover crop would also provide a number environmental benefits including soil erosion reduction, storm water runoff volume reduction, local air-quality improvement, increase in local biodiversity, and reduction of the urban heat-island effect.

GWindy will host a copy of this plan on their website located at <http://groundworkindy.org> and the Green Team will update the site as elements of the plan are implemented. The NWA Quality of Life website <http://nwqol.org> will also link to a digital plan.

Bound copies of this plan will also be made available to the public at the following locations:

- **Flanner House Branch  
Indianapolis Public Library**  
2424 Dr. Martin Luther King, Jr. Street,  
Indianapolis, IN 46208
- **Watkins Family Center**  
2360 Dr. Martin Luther King, Jr. Street,  
Indianapolis, IN 46208
- **Riverside Family Recreation Center**  
2420 East Riverside Drive  
Indianapolis, IN 46208
- **Municipal Gardens**  
1831 Lafayette Road  
Indianapolis IN 46222

