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# **CONTENTS**

EXECUTIVE SUMMARY	1	PART 4: Live INDYEAST	40
PART 1: Promise Zone Overview	4	SUBGOAL 1 Efforts & Activities	42 42
PROMISE ZONE DEFINED	6	Barriers, Progress, & Outcomes	43
PROMISE ZONE APPROACH	6	SUBGOAL 2	45
HISTORY OF CEOCRAPHY & OHALITY OF		Efforts & Activities	45 45
HISTORY OF GEOGRAPHY & QUALITY OF LIFE PLAN	9	Barriers, Progress, & Outcomes	43
	J	SUBGOAL 3	47
GOVERNANCE STRUCTURE	10	Efforts & Activities	47
Committee Structure	10	Barriers, Progress, & Outcomes	47
IEPZ Goals	10		
Staff & Partnership Structure	10	PART 5: Safe INDYEAST	50
Vista Structure for Cohort 3 (2018-2019)	11	SUBGOAL 1	52
Public Private Partnership Structure	11	Efforts & Activities	52
		Barriers, Progress, & Outcomes	52
PROMISE ZONE ADVANTAGES	12		
Data Partnership	12	SUBGOAL 2	54
Effective Collective Impact	13	Efforts & Activities	54
	4.5	Barriers, Progress, & Outcomes	53
REPORT STRUCTURE	15	OUDGOLL O	
DADT 2. D INDVEACT	1.0	SUBGOAL 3	55
PART 2: Buy INDYEAST	16	Efforts & Activities	55
SUBGOAL 1 Efforts & Activities	18 18	Barriers, Progress, & Outcomes	55
	18	PART 6: Work INDYEAST	58
Barriers, Progress, & Outcomes	19	SUBGOAL1	60
SUBGOAL 2	21	Efforts & Activities	60
Efforts & Activities	21	Barriers, Progress, & Outcomes	61
Barriers, Progress, & Outcomes	22	barriers, rrogress, a vaccomes	01
		SUBGOAL 2	62
SUBGOAL 3	23	Efforts & Activities	62
Efforts & Activities	23	Barriers, Progress, & Outcomes	63
Barriers, Progress, & Outcomes	23	, ,	
_		SUBGOAL 3	67
PART 3: Learn INDYEAST	28	Efforts & Activities	67
SUBGOAL 1	30	Barriers, Progress, & Outcomes	68
Efforts & Activities	30		
Barriers, Progress, & Outcomes	31		
SUBGOAL 2	32		
Efforts & Activities	32		
Barriers, Progress, & Outcomes	33		
SUBGOAL 3	37		
Efforts & Activities	37		
Barriers, Progress, & Outcomes	37		

# ADDITIONAL CONTENT

#### OVERVIEW OF INDYEAST PROMISE ZONE

- 5 MAP 1. IndyEast Promise Zone (IEPZ) Boundary
- **6 FIGURE 1. IEPZ Population (2015-2016)**
- **MAP 2. IEPZ Population (2016)**
- 8 FIGURE 2. Poverty Status OF IEPZ Residents (2015-2016)
- 8 FIGURE 3. Racial/Ethnic Composition
- 8 FIGURE 4. Age Composition

#### **BUY INDYEAST**

- 17 MAP 3. IEPZ Land Use (2014)
- 19 **FIGURE 5.** Number of New Businesses Recruited to District (2015-2017)
- 19 FIGURE 6. Facades or Signage Improvements (2015-2017)
- 19 **FIGURE 7. IEPZ Marketing Efforts or Events (2015-2017)**
- 20 MAP 4. Retail Outlets in IEPZ Geography (2017)
- 22 FIGURE 8. Number of Cultural & Creative Placemaking Events (2016-2017)
- 24 FIGURE 9. Walk Score for Near Eastside Neighborhood (2015 & 2017)
- 24 FIGURE 10. Number of Greenspace Improvements (2016-2017)
- 25 MAP 5. IEPZ Pedestrian Network & Bike Lanes (2018)
- 26 MAP 6. IndyGo Bus Lines in IEPZ Geography (2018)

#### LEARN INDYEAST

- 29 MAP 7. Paths to Quality Early Childhood Education & Childcare Facilities (2018)
- 31 FIGURE 11. Trends among Child Care Providers in IEPZ Zip Codes (2017)
- 31 FIGURE 12. Licensed capacity of Child Care Providers in IEPZ Zip Codes (2017)
- 34 **FIGURE 13. Number of Students Participating in EDGE Programming,** SY 2014-2015 to SY 2016-2017
- 34 FIGURE 14. Percentage of Parents Participating in EDGE Programming, SY 2014-2015 to SY 2016-2017
- 34 FIGURE 15. Student Mobility Rate among IPS Schools in the IEPZ, SY 2016-2017 to SY 2017-2018
- 35 MAP 8. Educational Institutions (SY 2016-2017)
- 36 FIGURE 16. IREAD Pass Rates among Students who Live and / or Attend School in IEPZ, SY 2014-2015 to SY 2016-2017
- 36 FIGURE 17. Math and English Language Arts ISTEP Pass Rates among Students who Live and/or Attend School in IEPZ, SY 2014-2015 to SY 2016-2017
- 36 FIGURE 18. Suspension Rates per 100 Students among IPS Schools in the IEPZ, SY 2014-2015 to SY 2016-2017
- 38 FIGURE 19. Arsenal Tech Graduation Rate, SY 2014-2015 to SY 2016-2017
- 38 FIGURE 20. Percent of Arsenal Tech Graduates who Enroll in College, Earn Dual Credit, or are 21st Century Scholars (2015)

#### **LIVE INDYEAST**

- 41 MAP 9. Renter Occupied Properties in IEPZ (2016)
- 43 FIGURE 21. Percent of Population Living in a Different House from One Year Ago (2015-2016)
- 43 **FIGURE 22.** Number of Days to Resolve Citations for Property Issues (2015-2016)
- 44 **FIGURE 23. IEPZ School Mobility Rate,** SY 2015-2016 to SY 2016-2017
- 45 FIGURE 24. IEPZ Owner-Occupied Housing (2015-2016)
- **FIGURE 25. IEPZ Home Occupancy Rate (2015-2016)**
- 46 FIGURE 26. IEPZ Median Home Sales Price (2015-2017)
- 46 FIGURE 27. Number of IEPZ Homes Sold (2016-2017), by value
- 48 FIGURE 28. Residential Building Permits (2015), Single & Multi-unit
- 48 FIGURE 29. Average Gross Rent among IEPZ Residents (2015-2016)
- 48 FIGURE 30. Total LIHTC Occupied Subsidized Housing Units in the IEPZ (2018)
- 48 FIGURE 31. Total LIHTC Occupied Subsidized Housing Units in the IEPZ (2018)

#### **SAFE INDYEAST**

- 51 MAP 10. Overall Crime Rate in IEPZ Geography (2016)
- 53 **FIGURE 32. Overall Crime Rate per 1,000 people (2015-2016)**
- 53 **FIGURE 33.** Violent Crime Rate per 1,000 people (2015-2016)
- 53 **FIGURE 34. Property Crime Rate per 1,000 people (2015-2016)**
- 54 FIGURE 35. IEPZ Juvenile Offense Charges (2015-2016)
- 56 FIGURE 36. Trends among RecycleForce Participants (2010-2016)

#### **WORK INDYEAST**

- 59 MAP 11. Known Brownfields in IEPZ Geography (2015)
- 60 TABLE 1. EDA Brownfield Assessments (2016-2018)
- 61 FIGURE 37. Brownfield Assessments Conducted (2016-2017), by year and acreage
- 61 FIGURE 38. Number of Remediated Brownfields (2015-2017)
- 63 FIGURE 39. IEPZ Unemployment Rate (2015-2016)
- 64 MAP 12. Unemployment Rate in IEPZ Geography (2016)
- 65 FIGURE 40. Median Household Income (2015-2016)
- 65 FIGURE 41. Educational Attainment of IEPZ Residents (2015-2016)
- 65 FIGURE 42. Number of Jobs Created in IEPZ (2015)
- 66 FIGURE 43. Number of CWF Participants at JBNC Placed in Jobs (2015-2016)
- 66 FIGURE 44. Number of CWF Participants at JBNC Maintaining Employment After 6 Months (2015-2016)
- 68 FIGURE 45. Average Number of Riders on IEPZ Bus Routes (2017)
- 68 FIGURE 46. Walk Score for Near Eastside Neighborhood (2015 & 2017)
- 69 MAP 13. Vacant & Abandoned Property in IEPZ Geography (2018)

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# **EXECUTIVE SUMMARY**

For many years, residents and community partners have worked to revitalize the Near Eastside of Indianapolis, and with the April 2015 designation of the IndyEast Promise Zone (IEPZ), this work received significant support. The ten-year designation, provided to those who demonstrate potential to address poverty through collective impact, has accelerated progress and created opportunities for greater collaboration.

The designation additionally confers:

- Preference points on applications for select federal grants
- A federal liaison to provide technical assistance with program implementation
- Five AmeriCorps VISTAs to build capacity in the Promise Zone
- Tax incentives for businesses who locate in or hire residents from the Zone (through Opportunity Zones)

In this report, we highlight specific efforts that have emerged from initial work with our co-applicant, the City of Indianapolis, and the ten IEPZ implementation partners. Together, we have worked over the past three years to build capacity for implementation, refine implementation plans, and collect baseline data. This groundwork has positioned Indianapolis to take advantage of federal partnerships and has resulted in the award of 29 grants from 12 federal agencies totaling over \$123 million and the provision of technical assistance from the U.S. Departments of Housing and Urban Development, Education, Justice, and Agriculture. With this support, the IEPZ implementation partners have made notable progress on the five goal areas that shape their work: Live (affordable housing), Learn (education), Work (employment), Buy (economic development), and Safe (public safety). To achieve this progress:

#### **BUY INDYEAST**

The IEPZ, the City of Indianapolis, the Department of Public Works, the Department of Metropolitan Development, Local Initiatives Support Corporation, and Englewood Community Development Corporation have partnered to lay the groundwork for new commercial districts with an emphasis on arts-based community development. In addition to reviving the P.R. Mallory Building and Circle City Industrial Complex, they have employed artists to enhance aesthetic appeal, connectivity, and sense of place through initiatives such as the Pogue's Run Trail and farmer's market promotion funding.

#### **LEARN INDYEAST**

The IEPZ, the John Boner Neighborhood Centers, United Way of Central Indiana, and Indianapolis Public Schools have partnered to improve health outcomes and school readiness for infants and toddlers, family economic stability, parent engagement in their children's learning, and cultural competency and racial equity in schools districtwide.

#### LIVE INDYEAST

The IEPZ, Near East Area Renewal, Renew Indianapolis, the Department of Metropolitan Development, and the Indianapolis Neighborhood Housing Partnership have partnered to reduce resident turnover, demolish

or renovate condemned and abandoned properties, eliminate lead hazards, offer repair subsidies for low-income homeowners, and develop affordable housing.

#### **SAFE INDYEAST**

The IEPZ, the City of Indianapolis, the Indianapolis Metropolitan Police Department, RecycleForce, and the John Boner Neighborhood Centers have partnered to expand access to workforce and entrepreneurship opportunities and have collaborated on several pilot projects focused on improving public safety through strategies centered around art and Crime Prevention through Environmental Design. Additionally, pilot programs focused on mental health and addictions aid in developing strategies that can be replicated in other communities.

#### **WORK INDYEAST**

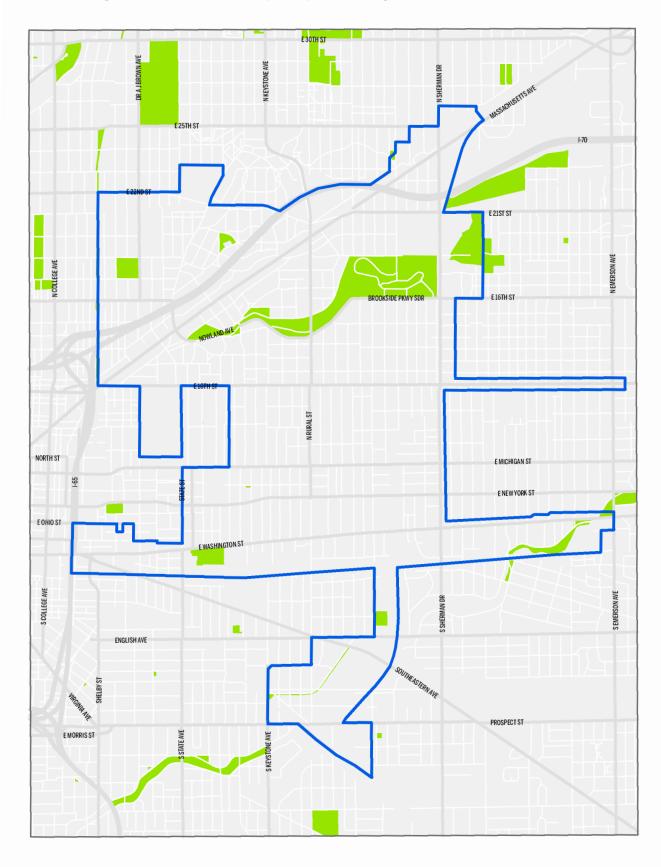
The IEPZ, the City of Indianapolis, the Department of Metropolitan Development, and the Department of Public Works have partnered to remediate contamination and revive commerce on abandoned former industrial sites, improve the infrastructure that connects homes and jobs, encourage local entrepreneurship, and provide incentives to attract employers to the Near Eastside.

This report defines the Promise Zone designation in detail; explains how organizations are leveraging federal grants, technical assistance, and partnerships to improve the Quality of Life on the Near Eastside; identifies trends in outcomes identified by IEPZ committees; describes barriers and opportunities to achieving various components of IEPZ goals; and offers a vision for ways in which the IEPZ can further build prosperity and capacity among its neighborhood serving organizations and neighbors. These activities benefit not only the IndyEast Promise Zone area, but also other communities across the City of Indianapolis and State of Indiana.





MAP 1. IndyEast Promise Zone (IEPZ) Boundary



# **PROMISE ZONE DEFINED**

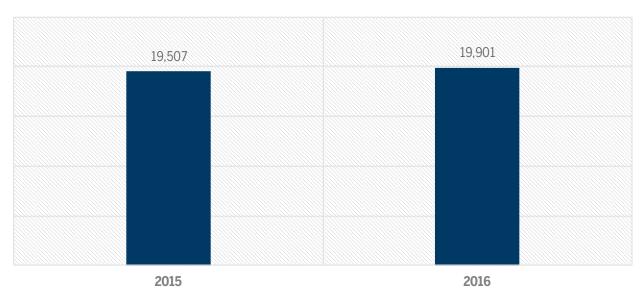
The Promise Zone Initiative is a federal initiative that facilitates collective impact – an emerging model of community development. From 2014 to 2016, each of the 22 urban, rural, and tribal Promise Zones were selected through three rounds of national competition. Successful applicants demonstrated a consensus vision for their community and its residents; the capacity to execute the vision; and a shared commitment to specific, measurable results. A Promise Zone designation is in effect for ten years.

Promise Zones are high-poverty and high-capacity communities that partner with federal government partners and local leaders to address priorities identified by the community. Each Promise Zone receives an opportunity to engage five AmeriCorps VISTA members, a federal liaison assigned to help navigate federal programs, preference for certain competitive federal grant programs, and technical assistance from participating federal agencies.

# INDYEAST PROMISE ZONE APPROACH

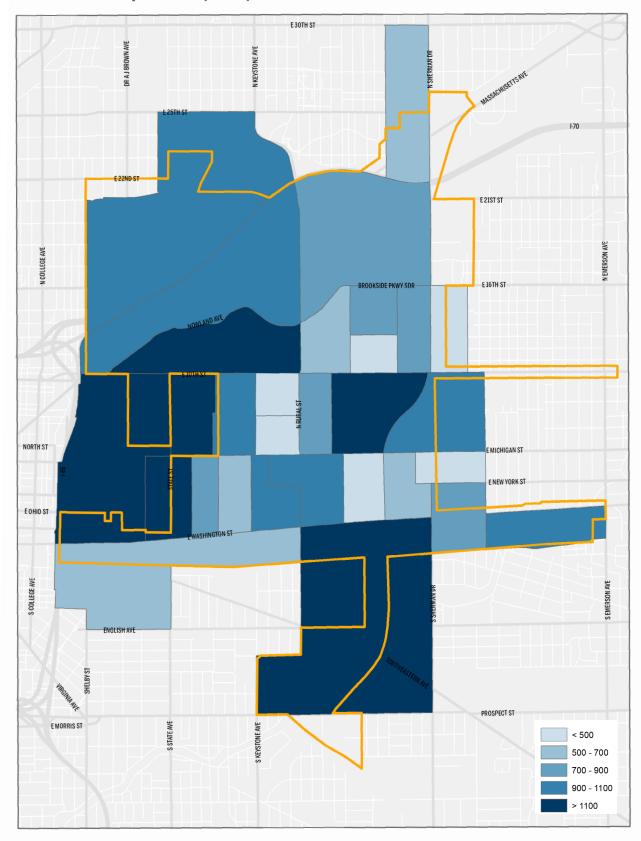
The IndyEast Promise Zone (IndyEast/IEPZ) is one of only two Promise Zones led by a non-governmental private not-for-profit organization, the John Boner Neighborhood Centers (JBNC). The City of Indianapolis is a co-applicant for the IndyEast Promise Zone designation. The IEPZ spans two mayoral administrations (Mayor Greg Ballard, 2008-2015, and Mayor Joe Hogsett, 2016-present), and boasts a firm commitment from both administrations to prioritize its partnership with JBNC and implementation partners to strategically invest in Promise Zone initiatives using the city's federal and local resources.

#### FIGURE 1. IEPZ Population (2015-2016)



SOURCE: U.S. Census Bureau / American FactFinder. "B01003:Total Population." 2012-2016 American Community Survey 5-Year Estimates

#### MAP 2. IEPZ Population (2016)

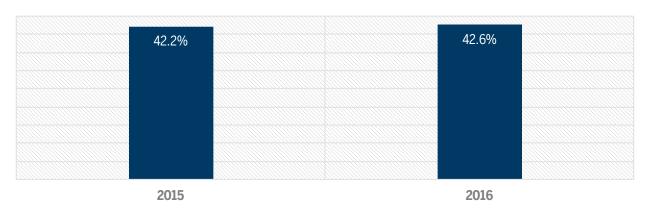


SOURCE: U.S. Census Bureau / American FactFinder. "B01003:Total Population." 2012-2016 American Community Survey 5-Year Estimates

The IEPZ has approximately 19,901 residents, with high levels of need. These levels of need show the extent to which the Promise Zone designation can benefit the Near Eastside neighborhood. Specifically, the area has high poverty rates (43 percent of residents), varying levels of quality of life across different racial/ ethnic groups, and many families with young children (over a quarter of residents are younger than 18 years old).

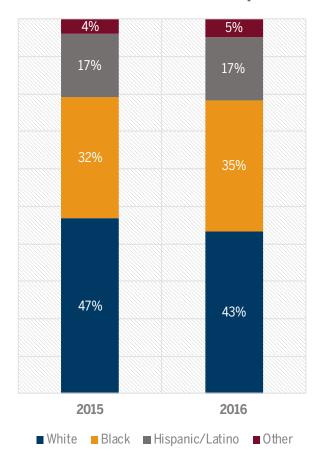
#### **IEPZ RESIDENTS (2015-2016)**

#### FIGURE 2. Poverty Status in the Past 12 Months



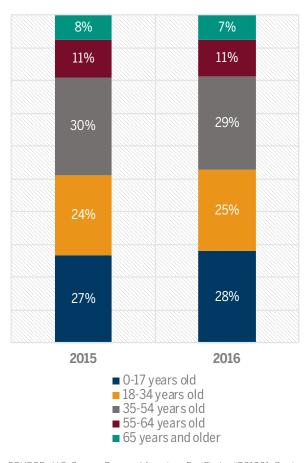
SOURCE: U.S. Census Bureau / American FactFinder. "B17017: Poverty Status in the past 12 months by Household Type by Age of Householder." 2012-2016 American Community Survey 5-Year Estimates

#### **FIGURE 3.** Racial/Ethnic Composition



SOURCE: U.S. Census Bureau / American FactFinder. "B03002: Hispanic or Latino Origin by Race." 2012-2016 American Community Survey 5-Year Estimates

#### **FIGURE 4.** Age Composition



SOURCE: U.S. Census Bureau / American FactFinder. "B01001: Sex by Age." 2012-2016 American Community Survey 5-Year Estimates

# HISTORY OF GEOGRAPHY & NEAR EASTSIDE QUALITY OF LIFE PLAN

For the past 10 years, IndyEast residents, major local institutions, and community partners have worked together to create a new story for the Near Eastside of Indianapolis – a neighborhood where residents choose to live, work, and play. Once hailed as Indy's first suburb, the Near Eastside was a thriving community of neighborhoods. The neighborhood started experiencing declines in the 1960s, worsened when Interstate 65 was built in the early 1970s and separated the Near Eastside from downtown. Cut off from the heart of the city, the Near Eastside continued to decline. In 2004, residents created the Near Eastside Collaborative Taskforce to address critical quality-of-life issues. Composed of more than 400 residents, the taskforce was the driving impetus to apply for the Great Indy Neighborhoods Initiative (GINI), a pilot program led by Local Initiatives Support Corporation that introduced Quality of Life planning to the city.

In 2007, the Near Eastside was one of six neighborhoods selected to participate in GINI. Through the work with GINI, neighbors created an ambitious, resident-led, quality of life (QOL) plan that would eventually leverage \$154 million in public, private, and philanthropic funding. This plan captures the energy that neighbors have for making our neighborhood a better place to live, work, and play. It is a living guide intended to inform the strategic decisions of neighborhood leaders when prioritizing funding and projects.

As neighbors and partners began to implement specific objectives outlined in the QOL plan, the City of Indianapolis was assembling the bid to host the 2012 Super Bowl. In an unprecedented decision, the Indianapolis Super Bowl Host Committee selected the Near Eastside and the QOL plan as the 2012 Super Bowl Legacy Project. This decision was followed by the selection of Indianapolis as a Super Bowl host city by the National Football League, both of which amplified and accelerated the efforts of the Near Eastside to achieve the goals identified in the QOL plan.

Although unknown at the time, the work done by the Near Eastside Collaborative Task Force, the QOL plan completed through GINI, and the work completed as part of the 2012 Super Bowl Legacy Project laid the foundation for the neighborhood's successful application as a Promise Zone. The Near Eastside neighbors are enormously proud that this was the first Promise Zone to be led by a community center.

Residents lead change through their participation in quarterly summits, during which they have the opportunity to bring issues for discussion, form task forces and committees, and vote on initiatives to take place in the neighborhood. Through their active engagement in community decision-making processes, residents continue to drive planning and implementation efforts in IEPZ and to make definitive choices about the future of the area. This element of the IEPZ approach connects residents on the ground with the leaders who serve them at many levels and is a great contributor to the success of Promise Zone in that it empowers residents to be part of the change they wish to see in the zone.

# **IEPZ GOVERNANCE STRUCTURE**

The IEPZ functions with the support of four core groups: goal area committees, designated staff members, AmeriCorps VISTA members, and public-private partners.

#### **COMMITTEE STRUCTURE**

Five committees make up the goal areas of IEPZ and identify key needs and potential solutions in their designated area. Each committee has approximately 14 members, and includes a neighborhood-based co-chair and an established NFP organization focused on the goal area in the City of Indianapolis. The IEPZ Director and VISTA members are ex-officio members of each committee.

#### INDYEAST PROMISE ZONE GOALS

**Buy IndyEast:** Increase Economic Activity

**Live IndyEast:** Affordable Housing and Redevelopment

**Safe IndyEast:** Reduce Serious and Violent Crime

Work IndyEast: Job Creation

**Learn IndyEast:** Improve Educational Opportunities

These focus areas emerged from years of conversations with community members and leaders, as well as in reference to the Near Eastside Quality of Life Plan, a community-created, living document that provides a roadmap of what success looks like to our neighbors.

#### **STAFF & PARTNERSHIP STRUCTURE**

The Promise Zone team is nested within the Community Development Department of the John Boner Neighborhood Centers, led by the Community Development Officer for JBNC. This team of five has regular internal meetings to stay up to speed on development projects and neighborhood engagement events that impact Promise Zone goals

The IEPZ Director was hired in March of 2016 to oversee the management and implementation of the IEPZ plan, strategies, and activities in conjunction with implementation partners, funders, stakeholders, civic leaders, and neighborhood residents. The IEPZ Director is responsible for overseeing the effective functioning of the five IndyEast committees; managing VISTA members and volunteers, including data collection efforts and coordination with stakeholders; working with HUD and the City of Indianapolis; and providing support for IEPZ implementation partners, among other important roles.

In May 2016, a Federal Grants Manager was hired to develop infrastructure around federal funding opportunities. The Federal Grants Manager is responsible for researching grant opportunities that align with the mission and vision of JBNC programs and initiatives (which include Promise Zone activities);

working with local partners, overseeing and coordinating strategy, grants, and federal applications, with an emphasis on Promise Zone-related opportunities.

As the co-applicant for the IndyEast Promise Zone (IEPZ), the City of Indianapolis works with JBNC and implementation partners to identify potential projects and funding opportunities, serve as a fiscal agent for grants when necessary, leverage local resources, and provide planning support. The City of Indianapolis works with the IEPZ primarily via its Chief Coordination Officer. Her role is to be the primary liaison between city government and other implementing partners, help coordinate and connect relevant city initiatives, serve as a single point of contact for federal partners, improve data collection from city partners, and support funding opportunities for the IEPZ. To date, the City of Indianapolis has leveraged multiple federal awards to support the goals of the IEPZ plan, discussed in greater detail later in the report.

#### **VISTA STRUCTURE FOR COHORT 3 (2018-2019)**

Promise Zone designation comes with five AmeriCorps VISTA members who each have responsibilities at the committee level and the neighborhood level. Positions are aligned with committees and allow organizations to build capacity around the five goal areas.

VISTA TITLE	AREA OF WORK	RELATED COMMITTEES
Neighborhood Engagement Specialist	Housing & Public Safety initiatives	Live IndyEast Safe IndyEast
Economic Development Planner	Small Business, Arts Based Community Development, Greenspace/Business infrastructure	Buy IndyEast
Communications Coordinator	Compose and organize messaging for Promise Zone stakeholders	All IndyEast Committees
Research and Data Evaluation Associate	Organize and assess partner data and neighborhood quality of life indicators	All IndyEast Committees
Education & Workforce Development Strategist	Education and Workforce Development initiatives	Learn IndyEast Work IndyEast

#### PUBLIC PRIVATE PARTNERSHIP STRUCTURE

Initial funding for the positions was provided by a local foundation with funding to be sustained through collective fundraising and capacity building. As the Co-Applicant for IEPZ, the City of Indianapolis works with the JBNC and implementation partners to identify potential projects and funding opportunities, serve as a fiscal agent for grants when necessary, leverage local resources, and provide planning support.

# **IEPZ ADVANTAGES**

#### DATA PARTNERSHIP

JBNC believes in data-informed decision-making. In preparation for its federal Promise Zone application, JBNC began working with the IU Public Policy Institute (PPI) to help quantify their goals and the outcomes of related efforts. PPI currently serves as the data and evaluation partner to the IEPZ, working with JBNC, the City of Indianapolis, and multiple community partners to design, implement, and routinely evaluate program-related activities.

The goal of IndyEast's data collection efforts are twofold: 1) to consistently inform committees' decision making across each of their goal areas for their quarterly meetings, and 2) to serve as a living document to ensure goals are met or modified as needed. In this way, data informs committee experts and residents, while stakeholders can decide if initial goals need to be modified or eliminated over the life of the designation. The following are key considerations made by JBNC and the data team, informed by experiences throughout the process.

#### **Developing & Maintaining a Clear Story**

JBNC developed a path for the goals they wanted to achieve, based in five areas with three subgoals each. This structure clarifies decision making related to which outcomes need to be modified or measured in different ways. IndyEast also identified a boundary that most effectively captures the community, rather than solely using the convenience of Census tracts or Census block groups. Though this decision affects how accurately some data points can measure change for IndyEast, it has created funding opportunities in some of the strategic and highest need locations they selected, and clarified where gaps in measurement exist.

#### **Flexibility**

Several factors initially complicated the data collection and maintenance process, including organizational turnover at several participating organizations, as well as lack of funding support and capacity for data collection efforts. These issues led to creativity for several parties involved, including the creation of a VISTA position that maintains partner-specific data.

#### **Utilization of Existing Data**

In addition to obtaining federal-level data from the American Community Survey and other sources, the goal for IndyEast's data is to use as much existing information as possible from IndyEast's community and data partners. Several organizations, such as LISC Indianapolis, United Way of Central Indiana, and Indianapolis Public Schools, already have data collection infrastructure to which IndyEast has modified access. For example, IndyEast has shared its GIS shapefile with multiple organizations, so that they can pull data specific to residents or incidents within that boundary. That minor change makes data collection more effective with relatively little additional effort from partners.

#### **Developing & Maintaining Data Partnerships**

The process of identifying and measuring the efforts of the IEPZ differs from some other locations. Namely, JBNC and PPI work closely with the City of Indianapolis and other organizations to obtain data directly affecting IEPZ residents. This process includes developing and signing data sharing agreements

with organizations, especially to obtain individual-level data on residents, students, and program participants. Partners also initially signed memoranda of understanding at the outset of the project, as an initial, less formal means of support for the effort.

#### **Streamlining the Process**

Developing and maintaining data relationships also involve identifying how frequently (and realistically) data can be obtained from partner agencies. Some agencies provide data monthly, others quarterly, and others annually. Federal sources are only available annually and using data that is a year older. IndyEast is in the process of finalizing these steps to ensure timely, frequent data collection that can be provided to committee members throughout the year.

#### **EFFECTIVE COLLECTIVE IMPACT**

In the process of implementing the IEPZ plan, the John Boner Neighborhood Centers and its implementation partners have had many opportunities to ask themselves what the ingredients are for an effective collective impact initiative. Time and again, the capacity of the leaders in the IndyEast area to build strong organizations, collaborate deeply, and raise capital for transformative programs, projects, and initiatives has risen to the top.

#### **Collective Capacity Building**

As part of its collective impact model, JBNC has a core ability related to leveraging and scaling program partners' capacity to not only perform their missions but to secure needed resources to expand their impact. A prime example of this work is with Near East Area Renewal (NEAR). At the beginning of the Super Bowl Legacy Project in 2008, NEAR was an unfunded agency with only one employee and a minimal record of accomplishment. Through becoming a partner with JBNC, NEAR secured seed funding from three local foundations to complete planning, build capacity, and hire start-up staff. NEAR has since grown by demonstrating results in the community and, as a result, has leveraged funding from a wide variety of sources. Since 2009, NEAR has completed over \$35 million in affordable housing developments, including completion of nearly 130 units within the Promise Zone. NEAR is now regarded as one of the most prominent community development corporations in Indianapolis, and has developed funding relationships that have enabled it to expand its efforts to serve the community.

In the implementation of the IEPZ plan, implementation partners work to duplicate this success, working closely with local organizations to expand their capacity and to create new relationships based upon performance and outcomes generated for the zone. These outcomes are greater than any individual partner could achieve in isolation and create advantages in leveraging additional investments for the zone. In addition, this work deepens the collaborative relationships between partners over time, building upon networks to form fully integrated systems and approaches. Finally, this work creates a secure foundation for more sophisticated collaborations as trusting relationships are built and sustained and outcomes are achieved and surpassed.

#### **Creative Financing**

One element that has greatly contributed to IEPZ's success is the ability to create and effectively utilize creative financing such as loan pools. In 2010, State Farm Insurance made a \$4 million social investment in the Near Eastside in the form of a loan to JBNC. JBNC in turn loaned out this \$4 million to various partners to further housing initiatives in a targeted area. Over the past 8 years, this initial \$4 million

investment has been leveraged into \$54,656,492 and created 382 new housing units, including both single family and multi-family. Of these 382 units, 79 were created for vulnerable neighbors and 94 were created for seniors. Now, a partnership of three Promise Zone implementation partners (NEAR, JBNC, and Englewood CDC) has a proposal, approved by the Indianapolis Neighborhood Housing Partnership (INHP), to create a \$1.5 million loan pool to support community development activities in IEPZ and the overall Near Eastside for a total of five years. Once this proposal is granted, the three organizations named will be able to function as a single body with a larger budget and larger collective staff capacity. Collectively, these organizations will work to implement Promise Zone plan elements along 10th Street, where they have purchased property under a mutually owned LLC.

This access to capital has been a critical piece of what has allowed Promise Zone partners to take leadership for development activities within the zone, and the capacity, skills, and knowledge it takes to use such tools effectively is what has allowed these efforts to thrive. In addition, the deep, trusting relationships required to make these collaborations possible have come about as a result of work over many years toward a shared vision defined by a shared resident base. As part of the implementation of the IEPZ plan, these organizations are working to build similarly strong, trusting relationships with partners such as IMPD, the City of Indianapolis Department of Public Safety, IPS, IUPUI, EmployIndy, and the Indiana State Department of Health. In addition, IEPZ is working to build strong funding relationships with federal agencies such as the Small Business Administration (SBA), Economic Development Administration (EDA), Department of Education (ED), the Environmental Protection Agency (EPA), Department of Labor (DOL), and the U.S. Department of Agriculture (USDA), as well as with other state and local agencies.

#### **Unique Model**

As the first Promise Zone in the country in which the lead implementation partner is a nonprofit community center (and one of only two such zones currently designated), the Promise Zone has made a special effort to identify and share learning about the unique model under which it implements its Promise Zone plan. In this model, the City of Indianapolis is an implementation partner but not the lead entity responsible for the administration of IEPZ. There are several advantages to this model. First, the model offers greater opportunity for resident input. Second, the model is more agile and flexible and can act swiftly to take advantage or mitigate the impacts of environmental changes that would affect the work being done in the zone. Finally, the model allows for those who are doing much of the program and project-based work to be at the center of the IEPZ plan's implementation, building upon the expertise that already exists to expand impact and build systems between disparate parts, breaking down silos for better outcomes.

This model allowed the designation to continue uninterrupted through a mayoral transition. The Promise Zone designation was announced in 2015 under the leadership of Mayor Greg Ballard and his Republican administration. In 2017, Mayor Joe Hogsett and his Democratic administration took over leadership of the City of Indianapolis. Because the Promise Zone designation was led by a non-partisan community-based organization, this transition between administrations was smooth, with JBNC continuing to lead the implementation of Promise Zone activities and both administrations continuing to provide support.

#### **Partnership for Co-Governance**

As a whole, Indianapolis has been nationally and internationally recognized as a city that excels in unique governance strategies. In the book *The New Localism: How Cities Can Thrive in the Age of Populism*,

Indianapolis was recently highlighted as a city that is a leading example of networked local governance that "reaches beyond the mayor's office and into local universities, philanthropies, businesses, and civic organizations" (Katz & Nowak, 2017). Under this model, cities, institutions, and leaders co-govern cities through formalized structures of collaboration to achieve strategies for global competitiveness with a complex interplay between public, private, and civic sectors operating at multiple levels (local, regional, state) with continued support over time. In its work, the IEPZ builds upon this model for shared governance and collective impact, harnessing and utilizing it to revitalize communities in an applied way. In this way, the IEPZ both evolved out of and furthers the work of community leaders, and it can be an example to others for how this innovative approach can work.

# REPORT STRUCTURE

In the IEPZ, collective impact is a complex process, requiring activities and efforts by stakeholders and partners. These efforts include maximizing existing work and developing new projects. These activities often take years for an area to experience their full effects. At the same time, more targeted programs can see direct effects, but may not impact the entire geography.

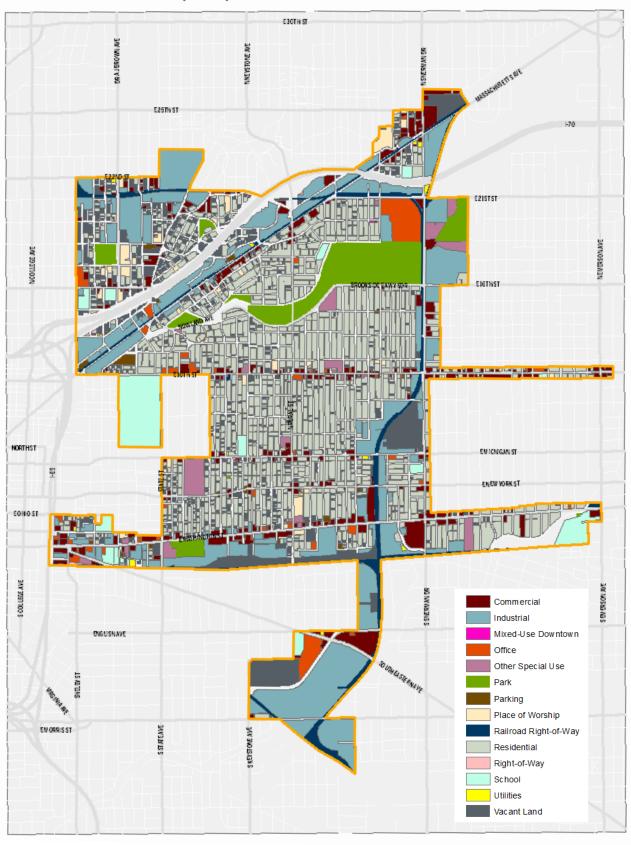
This section is an attempt to highlight the efforts and activities for each of the goals developed by the IEPZ, as well as related outcomes. In some cases, the outcomes can be directly linked to a specific programmatic activity. With others, especially outcomes from federal sources, the relationship to specific efforts is more diffuse. Each page attempts to provide context for the IEPZ's outcomes, which are presented and discussed at quarterly committee meetings. The discussions provide ideas for modifying goals, and removing or adding potential indicators to better demonstrate needed growth and opportunities.

Each of the following sections include the following information:

- **Sub-goal:** The intended results of the efforts and activities conducted within that topical area
- **Efforts and Activities:** Specific programs, investments, or partnerships that help accomplish the sub-goal's intended results
- **Barriers, Progress, and Outcomes:** Factors that may prevent efforts and activities from being fully effective or outcomes from being measured effectively, including public policies, identified needs for greater collaboration, and data-related issues, among others. Also includes data that highlight initial or ongoing progress associated with stated sub-goals.

# PARTUE BUY INDYEAST

MAP 3. IEPZ Land Use (2014)



SOURCE: Open Indy

# **SUBGOAL 1**

## **Commercial District Development**

Provide comprehensive commercial district development resources and incentives targeting new and existing neighborhood-serving businesses, commercial property owners, and neighborhood-commercial developers.

#### **EFFORTS & ACTIVITIES**

#### **Commercial Development Strategy**

The IEPZ partners with NEAR and Englewood CDC to gather information, organize events, and convene stakeholders and partners strategizing for commercial district development. Key activities include: gathering property information for vacant commercial locations, promoting events, providing technical assistance to small businesses in creating promotional material for those events, building an entrepreneurship support strategy with Buy Committee members, and profiling local small business owners' personal entrepreneurship stories. These combined efforts promote existing small businesses, create an image of the Near Eastside as a destination neighborhood, and support new, inclusive economic development.

#### **Street Improvements**

The City of Indianapolis spent an estimated \$150,000 on the street improvements on 10th Street adjacent to the Circle City Industrial Complex. Other city-supported projects in the North Mass corridor include facade improvements for 1417 Commerce Avenue (event space), tax abatement for 1835 Ludlow Avenue (McNamara Florist), and tax abatement for 1411 Roosevelt Avenue (bouldering gym and office space).

#### **PR Mallory Building**

The City of Indianapolis DMD and the Office of Mayor Joe Hogsett are working with JBNC and Englewood Community Development Corporation (Englewood CDC) to redevelop the former PR Mallory industrial site. The site is currently owned by the City of Indianapolis, and will become the home of a new high school and middle school in the neighborhood. The City of Indianapolis has issued a Soft Commitment Letter for \$14.5 million in New Markets Tax Credits (NMTCs) for the development of the high school in 2019.

#### **Circle City Industrial Complex (CCIC)**

In order to support economic development in the North Mass Industrial Corridor (part of the IEPZ), the Indianapolis Department of Metropolitan Development (DMD) has invested an estimated \$1.5 million in HUD-allocated CDBG funds in the Circle City Industrial Complex (CCIC) building (located in the IEPZ) for job creation, capital improvements, and business development.

#### **Small Business Development**

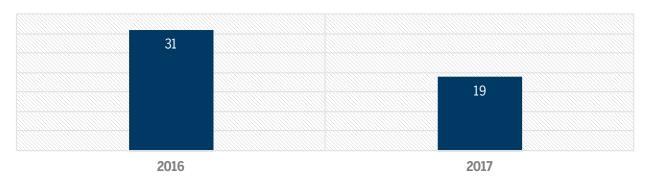
Englewood CDC has made specific efforts to cultivate social entrepreneurship in the IEPZ and has worked to attract, capitalize, and support small businesses with a social mission, such as Cat Head Press and Farm 360.

#### **BARRIERS, PROGRESS, & OUTCOMES**

#### **Business Data Reporting**

For several indicators, the IEPZ team utilized Insight Vision as a primary source of information—a data system that uses partner reporting in a central database. Using this information, the team was able to identify reported trends in business growth and marketing efforts in the IEPZ. At the same time, this process indicated that the methods by which partners report this information might be inconsistent. The data team will work with partners to better report this information, and to identify supplemental and local data sources to capture business growth.

**FIGURE 5.** Number of New Businesses Recruited to District (2015-2017)



SOURCE: Insight Vision

**FIGURE 6.** Facades or Signage Improvements (2015-2017)



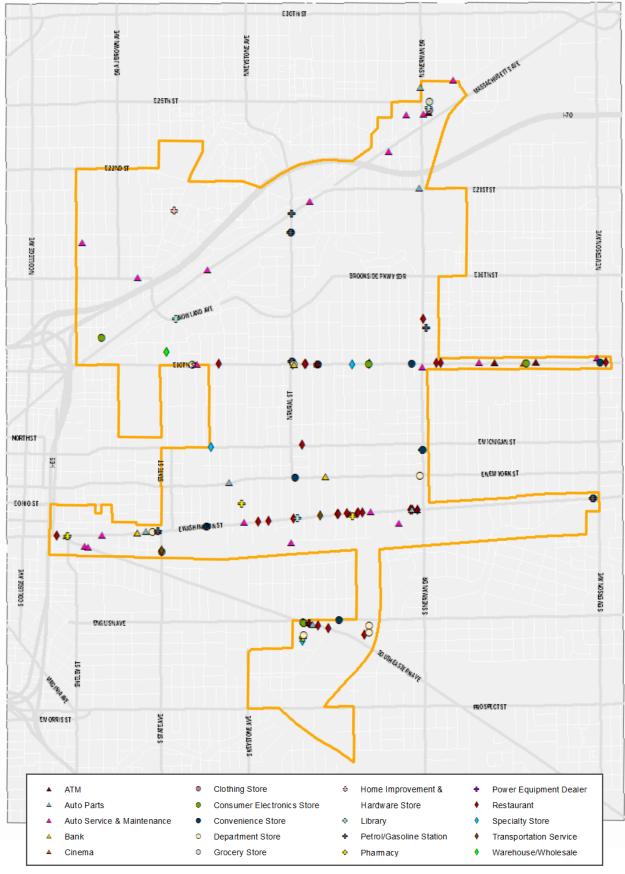
SOURCE: Insight Vision

**FIGURE 7. IEPZ Marketing Efforts or Events (2015-2017)** 



SOURCE: Insight Vision

MAP 4. Retail Outlets in IEPZ Geography (2017)



SOURCE: Maptitude

# **SUBGOAL 2**

### Arts-based Community Development at Neighborhood Nodes

Strategically target neighborhood-centered commercial redevelopment nodes to implement Arts-based Community Development (ABCD) initiatives as an economic catalyst for commercial development, entrepreneurship, and creative programming.

#### **EFFORTS & ACTIVITIES**

#### **Cultural District Development**

IEPZ is convening previously siloed neighborhood groups together on various projects, including: A multi-phase revitalization project in Martindale-Brightwood called *Station Street Live!*; creating a long-term strategy for 10th Street as an art and design corridor through Inspire 10th Street, LLC; identifying and acquiring vacant properties for placemaking and/or art and design small business development; and profiling artists as entrepreneurs to re-frame perceptions around the economic value of art-based work.

#### **Great Places 2020**

Great Places 2020 is a collective impact initiative to transform neighborhoods and spur urban revitalization. The initiative is implemented by the City of Indianapolis, INHP, the Indy Chamber, Keep Indianapolis Beautiful (KIB), Local Initiatives Support Corporation (LISC), and United Way of Central Indiana (UWCI). The Great Places include five neighborhoods, including Englewood Village and Twin Aire, located in the IEPZ. With a focus on livability, opportunity, vitality, and education that addresses creative placemaking, economic development, and programming, Great Places 2020 provided a framework for many concentrated improvements in the zone.

#### **Arts Landmark Stabilization**

The City of Indianapolis has awarded CDBG funds for the stabilization of the Rivoli Theater on East 10th Street. Built in 1927 and vacant since 1992, the theater is a historic landmark in the Rivoli Park neighborhood. Indianapolis hopes to work in partnership with JBNC and the newly created organization, Inspire 10th Street, to invest in arts-based community development around this key node.

#### **NEA Our Town Program**

#### LIFT Indy Creative Placemaking (primary applicant: The Harrison Center)

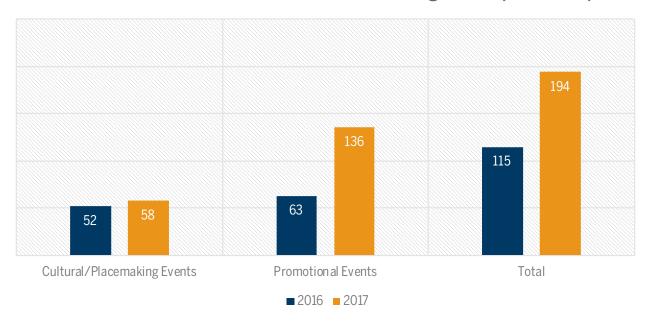
In 2016, the Harrison Center for the Arts (HCA) was awarded an Our Town grant to fund the planning and implementation of PreEnactIndy. The Harrison Center was an applicant on a previous round of Our Town and was not awarded. In 2016, with the help of Promise Zone preference points, HCA was able to secure an award. With this initial federal funding and supplemental NEA funding, which totaled \$75,000, HCA was able to leverage significant public/private/philanthropic investment of over \$200,000. The two-year PreEnactIndy project community engagement work also allowed the community to rise and be selected by the City of Indianapolis for the LIFT Indy funding.

#### **BARRIERS, PROGRESS, & OUTCOMES**

#### **Identifying resident participation**

Similar to Sub-goal 1, Identifying resident participation in ABCD-related efforts were reported by partners. The data team will work with partners to ensure ABCD reports are entered consistently.

FIGURE 8. Number of Cultural & Creative Placemaking Events (2016-2017)



SOURCE: Insight Vision

# **SUBGOAL 3**

# Placemaking & Innovative Infrastructure

Implement innovative infrastructure including public gathering spaces, dedicated trail systems, and streetscape improvements to attract a strong consumer base and utilize placemaking practices as catalysts for business development.

#### **EFFORTS & ACTIVITIES**

#### **Pogue's Run Trail**

The City of Indianapolis committed \$500,000 in HUD-allocated CDBG funds towards the completion of Segment I of Pogue's Run Trail, located in IEPZ. The City of Indianapolis is currently working with partners, including JBNC and private philanthropic organizations, to seek additional resources for the completion of the remaining trail segments.

#### **Protected Bike Lane Completion**

The City of Indianapolis Department of Public Works completed bike lanes on two key corridors into the neighborhood: New York Street (from College Avenue to Rural Avenue) and Michigan Street (from College Avenue to State Street).

#### **Farmers Market Promotion Funding**

The Hoosier Farmers Market Association (HFMA) was awarded a \$500,000 Farmers Market Promotion Program grant through the US Department of Agriculture. HFMA will provide Technical Assistance to IndyEast farms, CSAs, farm stands, and farmers markets, some of which are located within IEPZ. Additionally, through this grant, HFMA provides preference to promise zone residents for educational workshops and apprenticeship programs.

#### **BARRIERS, PROGRESS, & OUTCOMES**

#### **Crosscutting Goals & Outcomes**

Walkability and infrastructure-related issues are also important for other committees, namely Work IndyEast and Live IndyEast. Collaborating to identify potential partnerships and streamlining reporting benefits multiple groups.

#### **Capturing Completed Projects**

The IEPZ set several goals related to completing infrastructure, including completion of trails and protected bike lanes. Capturing those successes are not as simple as a graph that shows progress, especially when such projects are completed within a one to two-year time span.

#### **Accuracy of Walkability & Multi-modality**

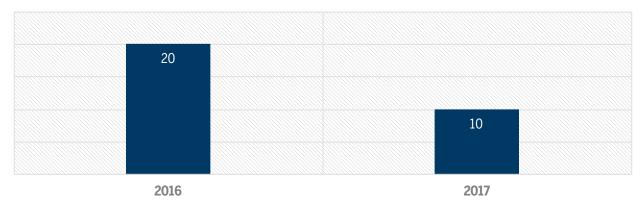
Certain sites, such as Walk Score, can provide customized data for an area. The team is identifying related costs to securing walkability data within the IEPZ geography. The current data utilizes the Near Eastside neighborhood, inclusive of the IEPZ.

FIGURE 9. Walk Score for Near Eastside Neighborhood (2015 & 2017)



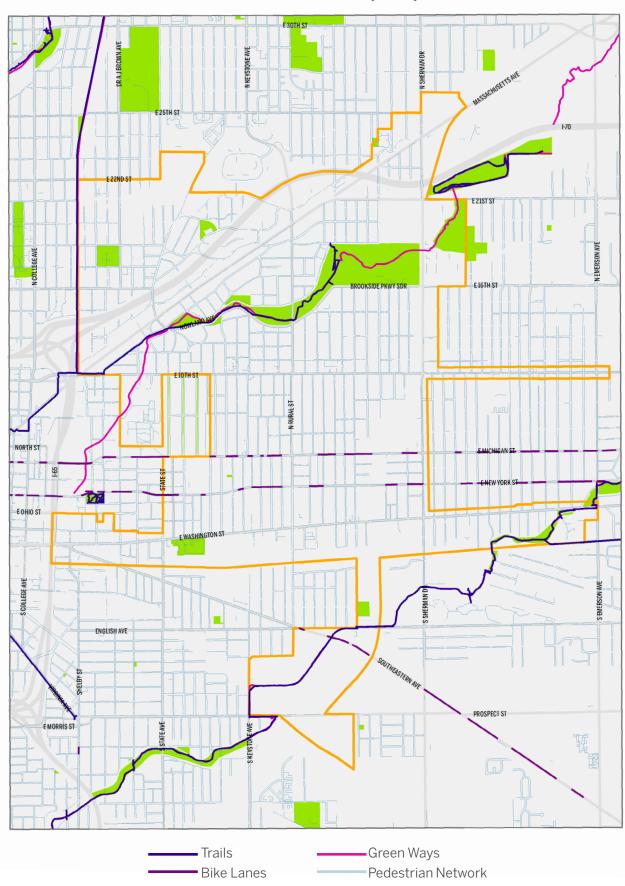
NOTE: A score of 25-49 means the area is car-dependent, while score of 50-69 indicates the area is "somewhat walkable". SOURCE: WalkScore Professional; (walkscore.com)

#### FIGURE 10. Number of Greenspace Improvements (2016-2017)

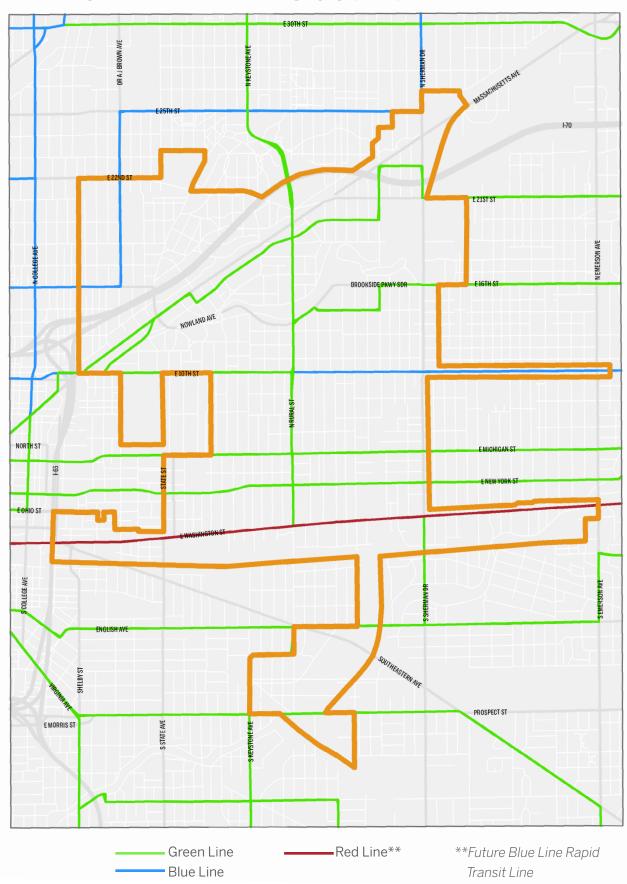


SOURCE: Insight Vision

MAP 5. IEPZ Pedestrian Network & Bike Lanes (2018)



MAP 6. IndyGo Bus Lines in IEPZ Geography (2018)

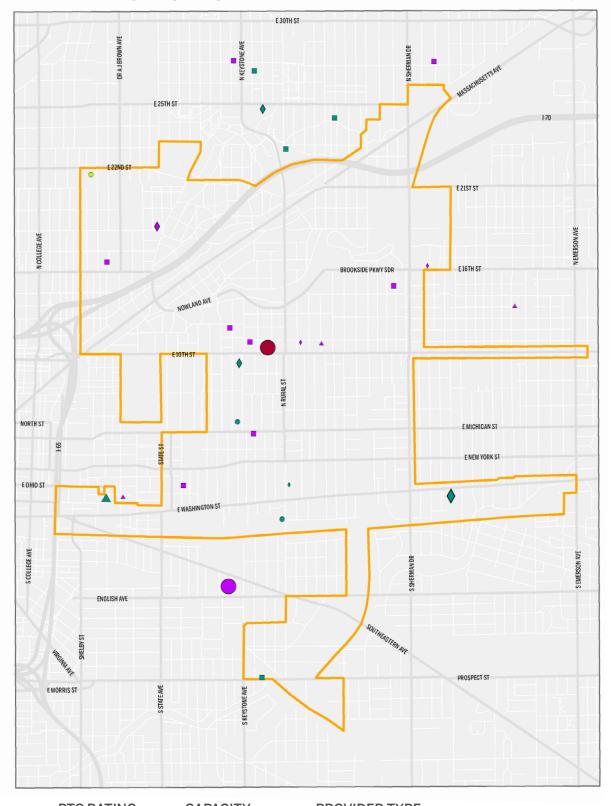


SOURCES: IndyGo, Open Indy





MAP 7. Paths to Quality Early Childhood Education & Childcare Facilities (2018)



# PTQ RATING CAPACITY PROVIDER TYPE • 1-50 Child Care Center Licensed • Level 2 • 51-100 Family Care Center Licensed • Level 3 Over 100 Cupicensed CCDF Certified Preschool • Unlicensed Ministry Registered

## Increase Access to Improved Pre-K

Improve school readiness for young children, infant to pre-k, so they enter kindergarten physically, socially, and academically ready to learn.

### **EFFORTS & ACTIVITIES**

### **IndyEast Achievement Zone (IEAZ)**

The IEAZ is a collective impact initiative that aims to implement evidence-based practices throughout a child's life to improve academic outcomes. Implementation began in 2017, with the domains of this cradle-to-career continuum addressing early learning and learning in grades K-8. In the early learning domain, the IEAZ plan highlighted the need to build upon and accelerate the Best Babies Zone and Great Families 2020 initiatives, described below.

### **Best Babies Zone Designation**

The IEAZ was designated as a Best Babies Zone, an initiative co-led by the IU School of Medicine Department of Pediatrics and the John Boner Neighborhood Centers. This partnership seeks to link and unify social movements and cross-sector collaborations that address infant mortality and the social determinants of health in IEPZ. The Best Babies Zone capitalizes on existing relationships with numerous local community-based organizations, county-level organizations, and state-level entities. Through these collaborations, partners hope to improve health outcomes and school readiness for young children.

### **Early Childhood Comprehensive Systems**

A grant provided to the Indiana State Department of Health provides a centralized telephone access point for connecting IEPZ children, ages 0-8, and their families to multiple services. Those services include: limited care coordination; child developmental screening for maternal depression (in order to support early detection), and referral and intervention. The goal is to demonstrate a 25% increase in age-appropriate developmental skills among affected community members.

### **Early Childhood Assessment**

IFF conducted an assessment of early childhood education needs in the Near Eastside community, including IEPZ. The study confirmed the need to increase the availability of high quality opportunities for early learning, including increasing the number of programs participating in Indiana's Paths to Quality program (PTQ), Indiana's statewide rating system for early learning programs.

### **Great Families 2020 (GF2020)**

GF2020 is a four-year United Way of Central Indiana initiative to improve family economic stability and academic outcomes for vulnerable children and their parents. It was launched following the receipt of a \$7 million Social Innovation Fund grant from The Corporation for National and Community Service. With matching funding from the community, GF2020 will make an impact of approximately \$20.6 million in central Indiana. The Near Eastside GF2020 program is being implemented as a partnership for integrated service provision and case management between JBNC and two high-quality early learning providers in the IEPZ.

### BARRIERS, PROGRESS, & OUTCOMES

#### **Needs Before Pre-K**

The data team has previously surveyed neighborhood parents to better understand needs of children before entering Pre-K. Similar methods may be needed for improved context.

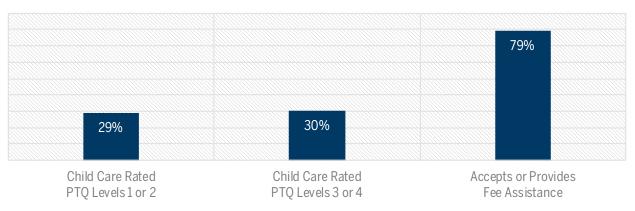
### **Funding & Slot Availability**

Data from 2017 show that less than a third of early learning programs in the IEPZ are rated on Levels 3 and 4—the best ratings in the Paths to Quality (PTQ) system. The remaining programs are either Levels 1 and 2 (29%) or not on the rating scale at all. Some that are not rated do not participate because they are embedded in public schools, while the majority of others are not. Nearly 80 percent of providers offer or accept fee assistance, yet families frequently report issues having access to public scholarships that offset the cost of childcare.

### **Effectiveness of Early Learning**

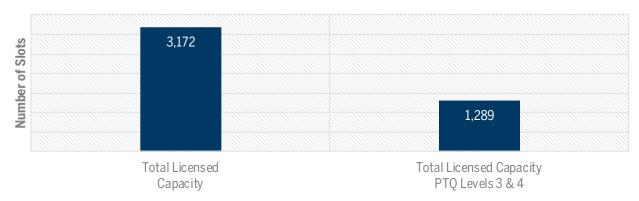
The IEPZ is searching for relevant information to capture the outcome of early learning. The most widely used tool in the state—the Indiana Standards Tool for Alternate Reporting of Kindergarten Readiness (ISTAR-KR)—is mostly used by higher level child care providers, and might not accurately reflect the needs of more at-risk children in the IEPZ. This data is also only shared by individual childcare providers, of which the IEPZ houses dozens.

FIGURE 11. Trends among Child Care Providers in IEPZ Zip Codes (2017)



SOURCE: Indiana Family and Social Services Administration

FIGURE 12. Licensed capacity of Child Care Providers in IEPZ Zip Codes (2017)



SOURCE: Indiana Family and Social Services Administration

## **Youth Programming**

Improve academic achievement of school age children through supplemental programs including out of school time providers, in-school interventions, and community services that ensure children come to school healthy and ready to learn.

### **EFFORTS & ACTIVITIES**

### The EDGE (Education - Discovery - Growth through Education) Program

EDGE offers Near Eastside youth safe, fun, and structured academic and enrichment activities throughout the school year and summer months. EDGE takes place at multiple schools in the IEPZ, including URBAN ACT Academy (formerly IPS 14 Washington Irving School), Thomas Gregg Neighborhood School (IPS 15), Brookside School (IPS 54), Harshman Middle School, and Arsenal Technical High School. EDGE emphasizes academics including homework help, interest-based clubs, enrichment groups, creative arts programs, educational field trips, physical fitness and wellness activities, and family engagement events.

### **ReadUP Program**

ReadUP is a program offered by the United Way of Central Indiana. The program connects volunteers with local schools, where the volunteers read to students each week, which helps children stay on track with grade-level literacy and forming a foundation for academic success. ReadUP takes place in IPS schools 51 and 54, and URBAN ACT Academy (formerly Washington Irving School 14) in the IEPZ.

### **IndyEast Achievement Zone (IEAZ)**

In the K-8 section of the continuum, evidence-based programming for students was highlighted for additional support and program integration throughout the IEPZ. Some of the main goals include improving test scores on the Indiana Reading Evaluation and Determination (IREAD-3, the state's third grade reading proficiency exam) and the Indiana Statewide Testing for Educational Progress (ISTEP, provided to students from 3rd-8th grades).

### **Thomas Gregg Neighborhood School (TGNS)**

In January 2016, over 250 community members attended the first Near Eastside Education Summit hosted on-site at TGNS. Working together, residents, parents, teachers, and staff envisioned their dreams for education in the community and voted unanimously to reclassify the school as an Innovation Network School in IPS. Over the next year, a community taskforce designed the TGNS educational model. The TGNS model builds upon the community schools model, in which schools are the centers of the community and act as hubs for service provision.

In 2017, stakeholders mobilized around the advocacy necessary to secure the final Innovation Network School designation for TGNS, and the school opened in July 2017. On Back to School Night, 75 neighborhood volunteers hosted 300 family members and students, escorting them to classrooms and introducing the students to their new teachers. Now in its second academic year, TGNS has increased its student enrollment.

### **Racial Equity Institute**

To prepare employees and meet the needs of students, IPS has partnered with the Racial Equity Institute. The Institute provides training and guidance needed to increase knowledge, shift thinking, and elevate the understanding of disparities in order to create racially equitable organizations and systems throughout IPS schools. IPS has developed a Racial Equity Team to move the work system-wide. The team members have been trained in a racial equity analysis, identifying equitable organizations and development, and have been charged with providing organizational support to each area of IPS. The team will develop an equity assessment tool for schools and the system as a whole and plan for the use of this assessment and for individual school training.

### **BARRIERS, PROGRESS, & OUTCOMES**

### Specific Programming as a Part of Efforts & Outcomes

While programs like EDGE provide vital information about participation in afterschool programming, it does not capture participation in similar programming across the IEPZ.

### **Detail on Student Geography**

Individual-level student data is obtained from IPS, and is geocoded to students' geographies within the IEPZ: *Learn* indicates students who attend school in the IEPZ but do not live there; *Live* indicates students who live in the IEPZ, but attend another school in the district; and *Live* and *Learn* denotes students who both attend school and live within the IEPZ. These classifications are the most accurate data for analyzing IEPZ resident trends.

### **Multiple Existing Partnerships**

This data partnership grew out of an existing partnership between the data team: JBNC and IPS, while applying for a federal grant in 2016. Data from an ongoing grant-funded evaluation of the EDGE program also supplement student outcome data, and considerations for future collection may need to be considered at the conclusion of the grant.

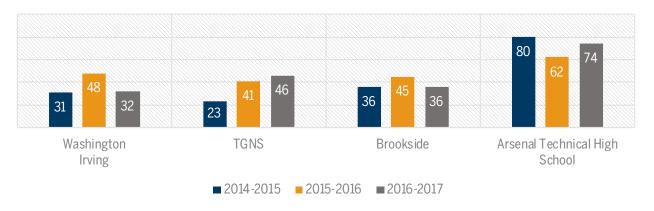
### **Opportunities for Substantial Analysis**

The data team intends to further analyze this data to identify disparities and other equitable outcomes.

#### **ISTEP Changes**

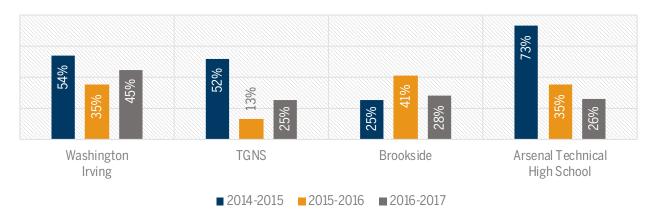
The state of Indiana has been working to replace its current test structure. When this change occurs, test scores from previous years will not be comparable, affecting the extent to which the IEPZ can measure progress in these outcomes over time.

FIGURE 13. Number of Students Participating in EDGE Programming SY 2014-2015 to SY 2016-2017



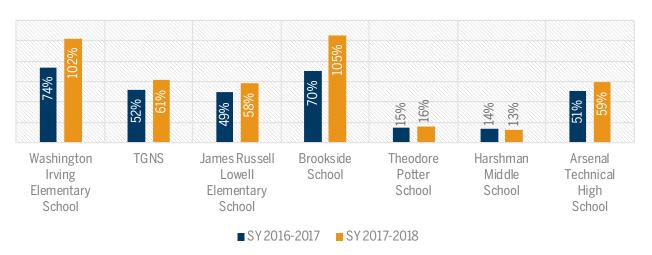
SOURCE: Limelight Analytics

FIGURE 14. Percentage of Parents Participating in EDGE Programming SY 2014-2015 to SY 2016-2017



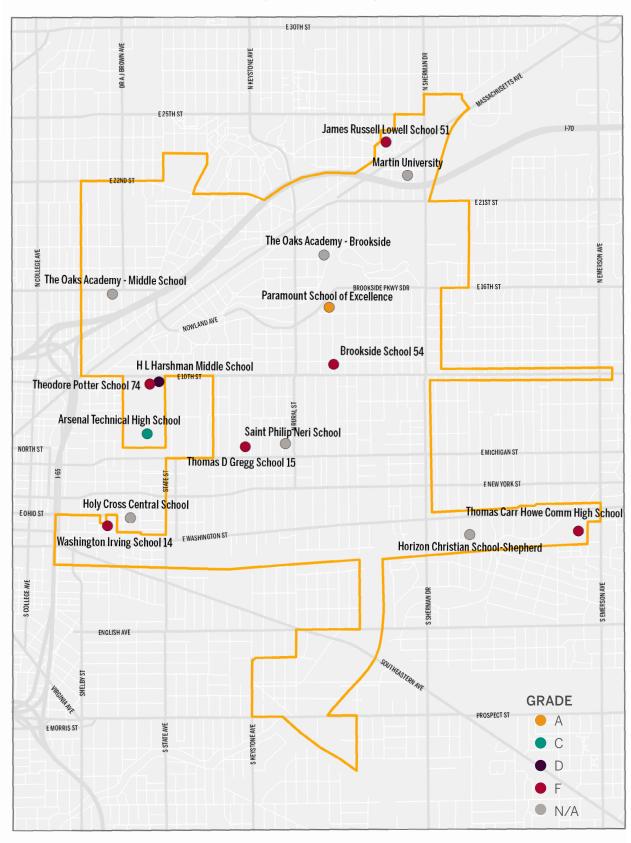
SOURCE: Limelight Analytics

FIGURE 15. Student Mobility Rate among IPS Schools in the IEPZ SY 2016-2017 to SY 2017-2018



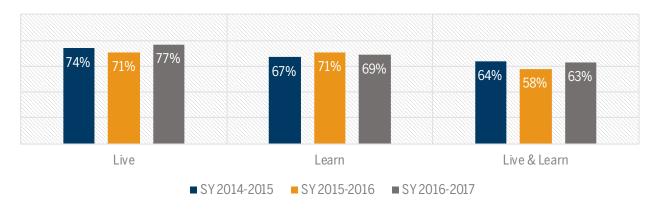
SOURCE: Indianapolis Public Schools

MAP 8. Educational Institutions (SY 2016-2017)



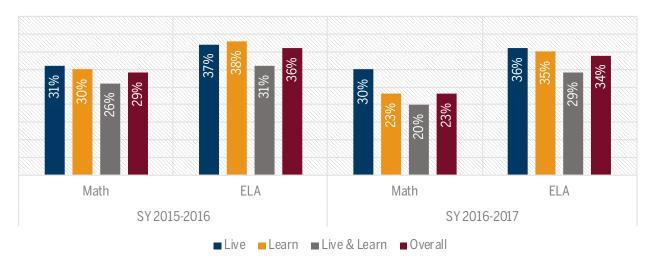
SOURCE: Indiana Department of Education

**FIGURE 16.** IREAD Pass Rates among Students who Live and/or Attend School in IEPZ, SY 2014-2015 to SY 2016-2017



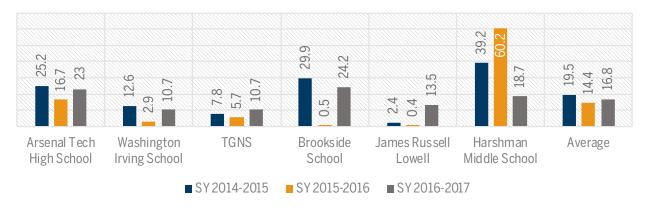
SOURCE: Indianapolis Public Schools

FIGURE 17. Math and English Language Arts ISTEP Pass Rates among Students who Live and/or Attend School in IEPZ, SY 2014-2015 to SY 2016-2017



SOURCE: Indianapolis Public Schools

FIGURE 18. Suspension Rates per 100 Students among IPS Schools in the IEPZ SY 2014-2015 to SY 2016-2017



SOURCE: Indianapolis Public Schools

## **Retention & Graduation**

Implement a comprehensive strategy that increases student retention and graduation rates as well as development of a post-secondary plan.

### **EFFORTS & ACTIVITIES**

### **21st Century Scholars**

21st Century Scholars is a statewide program that provides scholarships to eligible students for up to four years of undergraduate tuition at any participating public college or university in Indiana. IEPZ middle and high schools facilitate eligibility and enrollment to this program, which helps vulnerable students receive additional support as they move from high school to postsecondary study.

### **EDGE Program**

The EDGE program, mentioned previously, includes high school students in its activities. Through their participation in the EDGE program, students in the IEPZ receive support in meeting their eligibility requirements for 21st Century Scholars.

### **Purdue Polytechnic High School**

Purdue Polytechnic High School (PPHS) is a charter school authorized by the City of Indianapolis Office of Education Innovation, and it will be an anchor tenant for the redeveloped PR Mallory Administration Building with an estimated student population of 600 students.

#### Paramount School of Excellence

Paramount School of Excellence, a charter school within the IEPZ, has a high enrollment demand: Its annual waiting list ranges from 300 to 500 students. As such, the school applied for and received a replication charter for a new K-6 school in the Near East Side of Indianapolis. This will be Paramount's first replication. Though still a charter school organization, the next school will be structured as an Innovation Network School under IPS, like PPHS and TGNS. Paramount has applied for its third charter to create a new middle school, which will be located at the PR Mallory site. Paramount intends to move its 6th-8th grades of its current school to the PR Mallory campus so that its existing elementary school and the new K-6 replication elementary school will feed into the middle school at PR Mallory.

### **BARRIERS, PROGRESS, & OUTCOMES**

### **Changes in District Boundaries**

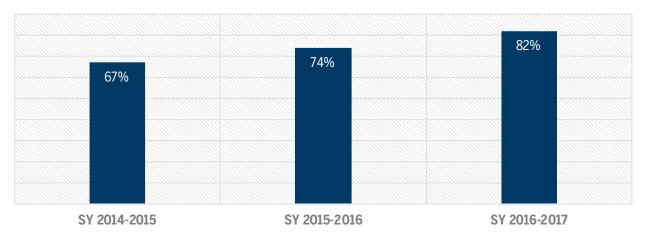
Effective for the 2018-2019 school year, IPS has changed to an open-boundary district, meaning that Arsenal Tech High School (the IEPZ's main high school) will enroll students from all over the city rather than primarily students from the Near Eastside. Though the school already has students from across the city, it affects the team's ability to make inferences about trends among students living in the Tech boundaries.

#### State vs. Local Data

Most data from the Indiana Commission for Higher Education provide great detail about trends with high school students who stay in the state for post-graduate education. However, these data are typically only available two academic years after students graduate (in order to obtain retention and other types of information). IEPZ is working with Arsenal Tech to identify forms of relevant real-time data.

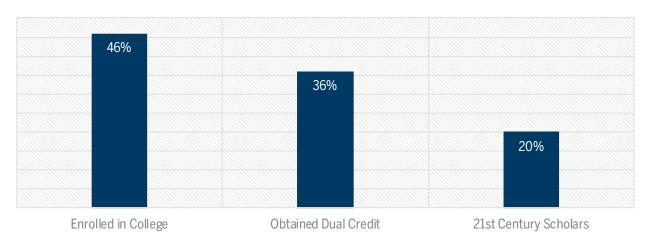
**FIGURE 19. Arsenal Tech Graduation Rate** 

SY 2014-2015 to SY 2016-2017

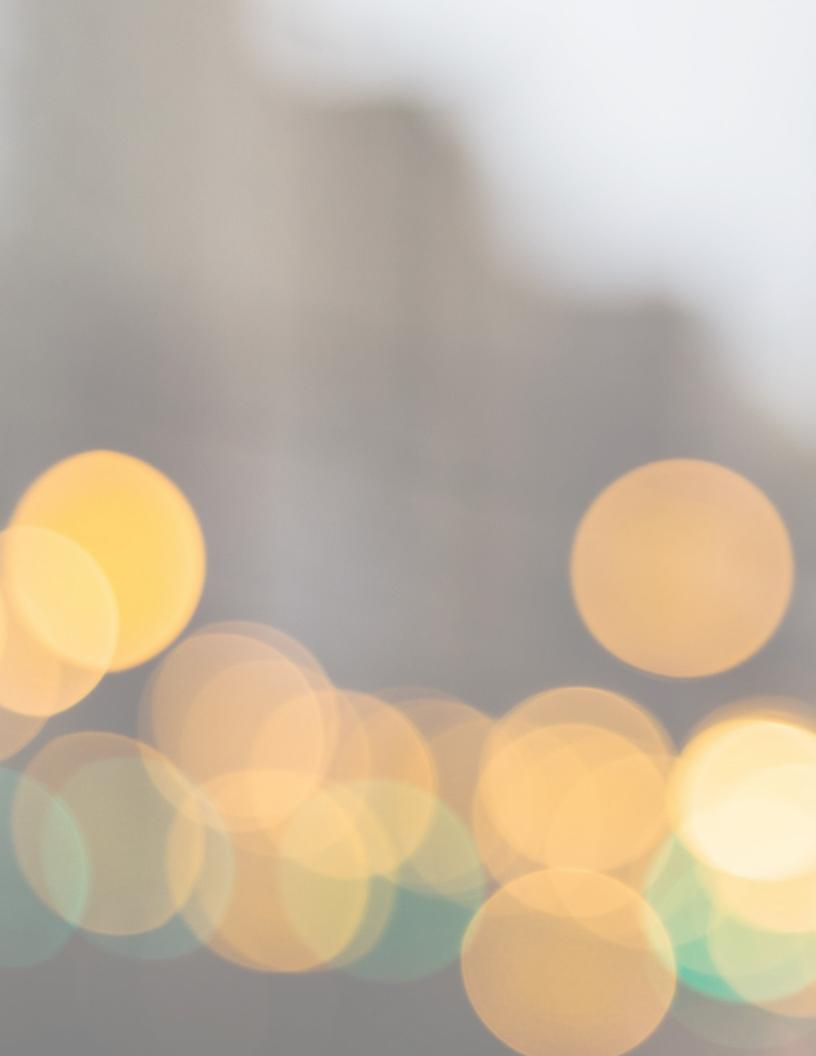


SOURCE: Indianapolis Public Schools

FIGURE 20. Percent of Arsenal Tech Graduates who Enroll in College, Earn Dual Credit, or are 21st Century Scholars (2015)

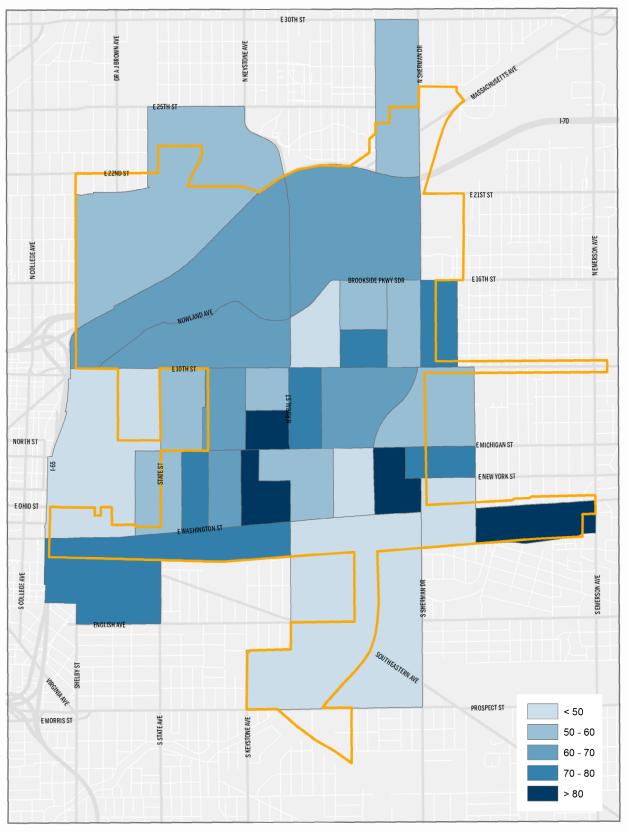


SOURCE: Indiana Commission for Higher Education





MAP 9. Renter Occupied Properties in IEPZ (2016)



SOURCE: American Community Survey, 2016 5-Year Estimates

## **Existing Neighbor Supports**

Assist existing neighbors by addressing barriers to decent, safe, affordable housing by reducing transiency and turnover.

### **EFFORTS & ACTIVITIES**

#### **Code Enforcement**

Since 2014, the Department of Business and Neighborhood Services (BNS) (formerly known as Code Enforcement), has demolished 24 properties within IEPZ. Half of those demolitions have taken place since 2017. Since the beginning of 2018, BNS has also targeted several neighborhoods within or adjacent to the IEPZ during Enforcement Sweeps, Trash Sweeps, Multi-Agency Sweeps and Neighborhood Cleanups. An Enforcement Sweep in January 2018 was conducted in the Grace Tuxedo Park Neighborhood resulting in 46 violations. In April, BNS along with several other agencies went back to the Grace Tuxedo Park Neighborhood to conduct a Multi-Agency Sweep. JBNC chose the area based on a referral from IMPD and after taking a close look at the number of reports of nuisance properties. In April, BNS also held a Neighborhood Cleanup in Educators' Village, removing 23.32 tons of trash during the three-hour long event. In May, BNS conducted a Trash Sweep in the Twin Aire Neighborhood, collecting 8.39 tons of trash.

### **Housing Stability for School Success with TGNS**

Housing Stability for School Success is a program in which the JBNC provides affordable housing units and supportive services to families whose students attend Thomas Gregg Neighborhood School and URBAN ACT Academy (formerly Washington Irving School 14). With an IEPZ-leveraged grant planned, this program seeks to improve academic outcomes by reducing student mobility and improving family financial stability.

### **Lead Hazard Reduction Program**

The Indiana Housing and Community Development Authority (IHCDA) was recently awarded two grants from the Department of Housing and Urban Development (HUD). IHCDA applied for and received funding for the Lead Hazard Reduction Demonstration, and, along with that grant, they received supplemental funding for a Healthy Homes program. Both grant programs will be rolling out in 2018. Forty-six homes in IEPZ boundaries will receive risk assessments/inspections. Forty units will receive lead hazard control rehabilitation, and 14 of those 40 homes will be eligible for Healthy Homes funding. By mitigating the lead contamination in IEPZ homes, residents will be safer and healthier, while making neighborhoods more livable and sustainable.

#### **Homeowner Repairs**

Through a partnership between the Indianapolis Neighborhood Housing Partnership, NEAR, and Englewood CDC, homeowner repairs are available in IEPZ through no-interest loans attached as a property lien. Homeowners with incomes at or less than 80% of AMI can receive essential repairs by qualified contractors under this program.

### **Kennedy-King Support**

Lift Indy, a community development investment program administered by the City of Indianapolis, will allocate \$4.5 million in HUD funds over the next three years to the Kennedy-King neighborhood within the IEPZ. Funds will support preservation and development of quality affordable housing.

### **BARRIERS, PROGRESS, & OUTCOMES**

### **Multiple Sources of Housing Support**

IEPZ residents can receive housing support from a variety of sources, including NEAR, INHP, JBNC, and other local partners. The housing support includes loans, counseling, opening IDA accounts, and opportunities to move out of homelessness, among others. Organizing these potential sources are crucial to understanding the factors associated with housing instability, and tracking it over time.

### **Restructuring of Live IndyEast's Goals**

This committee has modified its goals and related outcomes to better assess the effects of efforts and activities on housing stability-related outcomes.

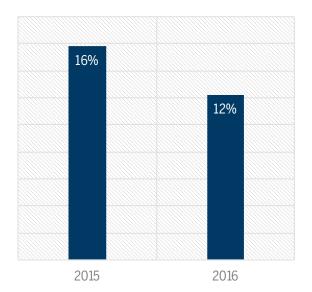
### **Responsible Renting**

Moving forward, the team will utilize eviction data to assess trends in the IEPZ, as well as the findings from a survey provided by NEAR to assess livability and issues between renters and landlords. This information should help inform the committee of actionable decisions to reduce mobility.

### **Tracking Code Enforcement & Demolition**

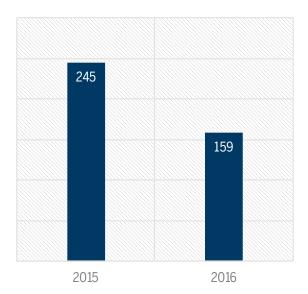
As of 2017, the City of Indianapolis has developed a new method of tracking demolitions and targeted code enforcement for high weeds, illegal dumping, trash, and unsafe buildings. These new metrics will be used in future iterations of this report.

## FIGURE 21. Percent of Population Living in a Different House from One Year Ago (2015-2016)



SOURCE: U.S. Census Bureau / American FactFinder. "B07201: Geographical Mobility in the Past Year for Current Residence." 2012-2016 American Community Survey 5-Year Estimates

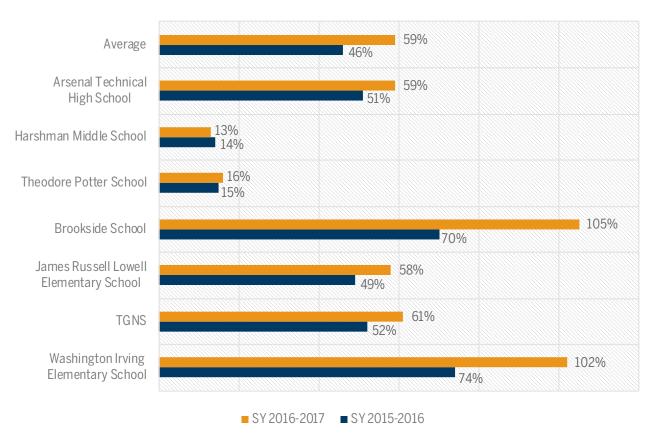
# FIGURE 22. Number of Days to Resolve Citations for Property Issues (2015-2016)



SOURCE: Department of Business & Neighborhood Services, City of Indianapolis

FIGURE 23. IEPZ School Mobility Rate

SY 2015-2016 to SY 2016-2017



SOURCE: Indianapolis Public Schools

## New Neighbor Supports

Create diverse housing opportunities for new neighbors that increase homeownership, density, and home values while reducing vacancy.

### **EFFORTS & ACTIVITIES**

### **Near East Area Renewal (NEAR)**

NEAR is a community development corporation investing in multi-family and single-family affordable housing development in the St. Clair Place neighborhood. NEAR celebrated the development of its 100th home in partnership with the City of Indianapolis. Indianapolis supports NEAR's key initiative in 2018-2019 to develop at least 21 homes for teachers in its Educator's Village (described below).

### **NEAR Educators' Village**

The City of Indianapolis DMD has awarded \$561,820 in HUD-allocated CDBG funds towards the development of seven of the 21 homes. These homes will be developed for homeownership by teachers in the first phase of the NEAR Educator's Village. The City of Indianapolis DMD also worked with Renew Indianapolis (the nonprofit land bank) to facilitate the acquisition of vacant and abandoned properties in the 10th and Rural Streets area (part of the IEPZ) for this initiative.

### **BARRIERS, PROGRESS, & OUTCOMES**

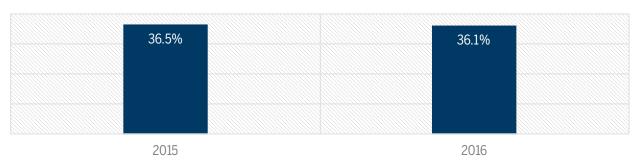
#### **Clarifying Purpose of Tracking Homeownership**

Homeownership may not always represent the issues affecting the most vulnerable populations. However, tracking homeownership and other related factors can illustrate trends, such as an increase in property taxes, better HoTIF, and school tax bases.

#### **Understanding Who Are Becoming Homeowners**

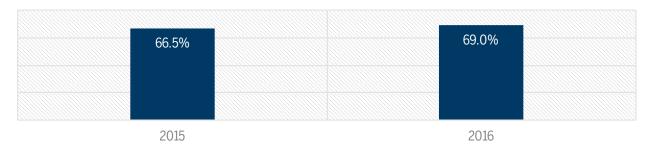
As part of the committee's restructuring of outcomes, the team is looking for unique indicators to capture mobility through foreclosures and applications for homestead exemptions to capture the numbers of new homeowners in the IEPZ. This data would be more IEPZ-specific and accurate than Census estimates.

## FIGURE 24. IEPZ Owner-Occupied Housing (2015-2016)



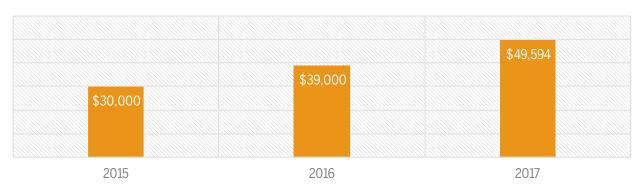
SOURCE: U.S. Census Bureau / American FactFinder. "B25008:Total Population in Occupied Housing Units by Tenure." 2012-2016 American Community Survey 5-Year Estimates

FIGURE 25. IEPZ Home Occupancy Rate (2015-2016)



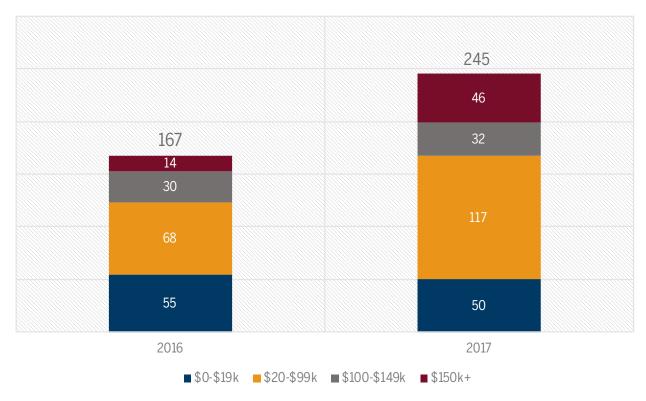
SOURCE: U.S. Census Bureau / American FactFinder. "B25002: Occupancy Status." 2012-2016 American Community Survey 5-Year Estimates

FIGURE 26. IEPZ Median Home Sales Price (2015-2017)



SOURCE: Metropolitan Indianapolis Board of Realtors (MIBOR)

FIGURE 27. Number of IEPZ Homes Sold (2016-2017), by value



SOURCE: Metropolitan Indianapolis Board of Realtors (MIBOR)

## Multi-family Efforts

Increase the population density and overall diverse housing stock for neighbors with multi-family housing developments that fuel economic activity.

### **EFFORTS & ACTIVITIES**

### **IndyEast Homes**

This project provides quality, affordable housing to families whose children attend one of two neighborhood schools as a component of the Housing Stability for School Success initiative. Thirty-two HUD Project-Based Section 8 units that receive rental assistance through the Indianapolis Housing Agency will be preserved via rehabilitation. Two blighted houses will be demolished and new single-family homes built on their sites. One blighted commercial building will be demolished and a new single-family home will be built on that site.

### **Moving Forward 2.0**

Funding provided by Low Income Housing Tax Credits will allow a new construction 30-unit apartment building to serve families whose children attend Thomas Gregg Neighborhood School. Located directly across the street from the school, families will be able to easily integrate school life and home life. The building aims to use solar panels and geothermal wells to produce more energy on site than it consumes.

#### **Minnie Hartman Center**

This long-vacant IPS school building is under construction to become the home for 64 quality, affordable housing units for seniors. The project plans also include building a daycare on-site with quality seats, providing inter-generational benefits to both elderly and child populations.

#### **Parker Place**

This project will utilize Low Income Housing Tax Credits to build a 30-unit housing complex with quality, affordable housing for seniors. It will be located in an area with numerous amenities, including a public library and an outdoor garden space.

### **BARRIERS, PROGRESS, & OUTCOMES**

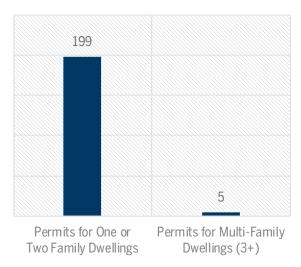
### **Measuring Housing Quality**

One of the intentions of the third sub-goal included an emphasis on housing quality in addition to the type of housing. These quality measures include measures of energy efficiency, and cost-effectiveness (fair market value).

#### **Partner-Reported Housing**

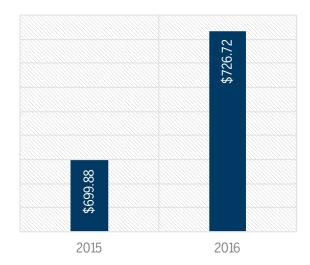
The team has struggled to cohesively capture different types of housing for seniors, families, and supportive housing. Measuring housing type through partners is difficult, given the multi-sectorial nature of housing. The committee is planning to work with housing being developed by the private sector to gauge whether new units that are in the third quartile of the market rate are of good quality for the IEPZ.

## FIGURE 28. Residential Building Permits (2015), Single & Multi-unit



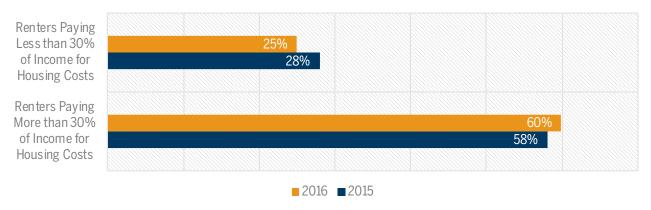
SOURCE: Indianapolis Department of Code Enforcement, via SAVI

# FIGURE 29. Average Gross Rent among IEPZ Residents (2015-2016)



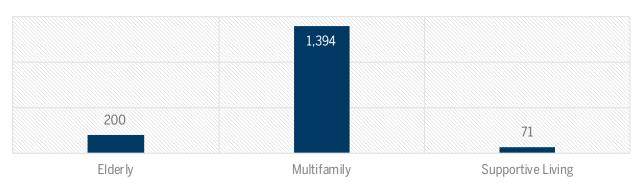
SOURCE: U.S. Census Bureau / American FactFinder. "B25064: Median Gross Rent (Dollars)." 2012-2016 American Community Survey 5-Year Estimates

## FIGURE 30. Total LIHTC Occupied Subsidized Housing Units in the IEPZ (2018)



SOURCE: City of Indianapolis, Department of Metropolitan Development

### FIGURE 31. Total LIHTC Occupied Subsidized Housing Units in the IEPZ (2018)

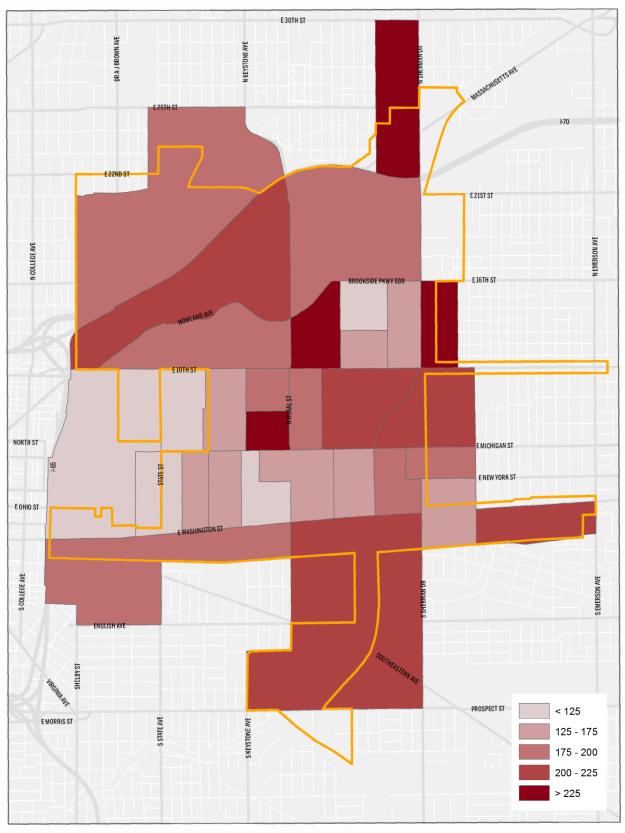


SOURCE: City of Indianapolis, Department of Metropolitan Development





MAP 10. Overall Crime Rate in IEPZ Geography (2016)



SOURCE: Indianapolis Metropolitan Police Department, Crime Analysis Section

## **Increase Public Safety**

Work cooperatively with the Department of Public Safety and neighborhood residents to develop initiatives that aim to prevent serious and violent crime through community policing and focused activities to address mental health and repeat offenders.

### **EFFORTS & ACTIVITIES**

#### **Criminal Justice Center**

Development of a new Community Justice Campus that includes new jail, community corrections facilities, the Marion County Sheriff's Office, mental health assessment and treatment center, a courthouse, and law offices.

### **Mobile Crisis Assistance Team (MCAT)**

MCAT launched in August 2017 as part of Mayor Joe Hogsett's push to overhaul the criminal justice system in Indianapolis. This initiative is the result of a partnership between IMPD, Indianapolis EMS, and Eskenazi Health to combat the root causes of crime by connecting people with treatment for mental health and addictions in place of taking them to congested jails or costly emergency rooms. Initial evaluation findings suggest this approach is a promising practice for crime reduction.

### **Beat Policing**

In 2016, IMPD changed its zone policing model to a more traditional beat policing model. In doing so, IMPD broke up its 33 patrol zones (about 11 square miles) into beats (an average of 1.14 square miles). This change allows police to cover smaller areas, in order to engage more deeply with citizens and focus resources on areas with disproportionate amounts of violent crime, such as the IEPZ.

#### **Social Disorder Index**

In 2016, IMPD implemented the social disorder index approach to crime trends. This approach utilizes an equation to map out the areas in the city that have the most crime and to define which crimes are occurring in those areas. This index allows the IMPD to build relationships and target these areas in their law enforcement activities.

### **Indy East Art Peace Program**

Indy East Art Peace was created with an award from the National Endowment for the Arts' (NEA) Our Town program. This program seeks to combine community and city-based efforts with the creative energy of local artists to improve public safety in a portion of the IEPZ. It is led by a partnership between the Arts Council of Indianapolis and NEAR. Support partners include the City of Indianapolis and the participation of the IMPD, Marion County Prosecutor's Office, and the Indy Public Safety Foundation.

## **BARRIERS, PROGRESS, & OUTCOMES**

### **MCAT Data Pending Release Of Initial Evaluation**

Moving forward, IEPZ would like to partner with MCAT to obtain regular data about improving the public safety of the IEPZ through addressing mental health issues related to crime and EMS calls.

### **IMPD Geographic Changes**

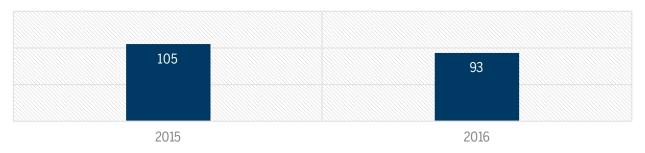
IMPD moved from measuring "hot spots" to beats, which are smaller geographies. Hot spots initially were six areas of Indianapolis that had very concentrated levels of violent crime, of which sections of the IEPZ were included. Additional resources were provided to those areas in an effort to target and prevent crime. Now, IMPD uses the beat policing method, which focuses on multiple micro areas for police to use, and includes officer bike patrols instead of car. IMPD and East District (which serves the IEPZ) also faced changes in the upper levels of their administration, slightly modifying the goals of the unit.

FIGURE 32. Overall Crime Rate per 1,000 people (2015-2016)



SOURCE: Indianapolis Metropolitan Police Department, Crime Analysis Section

FIGURE 33. Violent Crime Rate per 1,000 people (2015-2016)



SOURCE: Indianapolis Metropolitan Police Department, Crime Analysis Section

FIGURE 34. Property Crime Rate per 1,000 people (2015-2016)



SOURCE: Indianapolis Metropolitan Police Department, Crime Analysis Section

## Youth Intervention

Expand and develop youth crime-intervention programming, emphasizing at-risk youth populations to curb systemic crime and empower youth to become more engaged in their community.

### **EFFORTS & ACTIVITIES**

### **OJP Diagnostic Center**

The Office of Justice Programs' (OJP) Diagnostic Center is a resource designed to provide customized training and technical assistance to address persistent and emerging public safety problems using evidence-based strategies. In 2017, the City of Indianapolis and the IEPZ requested training and technical assistance to enhance law enforcement responses to justice-involved young adults and enhance reentry coordination. The intended outcomes of this engagement, which lasts several months, works with the City of Indianapolis and Promise Zone Safe IndyEast Committee to diagnose contributing factors to young adult criminal behavior as well as other needs of the population.

- The Diagnostic Center also analyzed multiple data sources to identify key characteristics of violent crime committed by young adults and map recommendations to evidence-based solutions. Additionally, the Diagnostic Center assessed re-entry service coordination to support successful outcomes for justice involved young adults. The findings identified many key trends in crime and risk factors in the IEPZ.
- Core working group members: Office of Public Health and Safety, IMPD, Marion County Sheriff's Office, Marion County Superior Court Probation Department, Juvenile Services Division, Indiana Department of Correction, JBNC

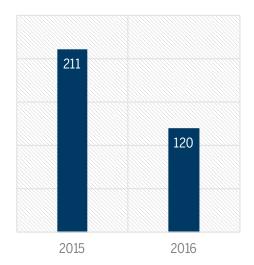
## BARRIERS, PROGRESS, & OUTCOMES Consistent programming

Many efforts aimed at reducing juvenile crime focus on specific programming. IMPD has struggled with having trained personnel to conduct outreach and instruct groups throughout the IEPZ implementation period. Additionally, these programs often lack data that can be reported. The team will continue working with the Safe IndyEast committee to identify ways to capture participation and outcomes.

#### **Secular Trends**

Some trends in juvenile crime reflect larger, statewide trends to prevent youth from being incarcerated, focusing instead on rehabilitation and house arrests. Even though charges and arrests have declined across the state for over a decade, the IEPZ still tends to have rates higher than those of other neighborhoods or the city.

## FIGURE 35. IEPZ Juvenile Offense Charges (2015-2016)



SOURCE: Marion County Superior Court,

## Re-Entry

Partner with community organizations to support families and neighborhoods impacted by incarceration and develop strategies to integrate holistic, community-focused re-entry services.

### **EFFORTS & ACTIVITIES**

### **Re-entry Center**

In 2016, JBNC was designated by the City of Indianapolis as a Re-entry Resource Center. This designation allows returning citizens to easily identify locations that provide assistance with housing, employment and other needs specific to this population.

### **RecycleForce**

With revenue generated from its recycling business, RecycleForce helps formerly incarcerated individuals rebuild their lives through on-the-job and classroom training, social supports, and job placement. RecycleForce has received several federal grants in partnership with IEPZ, and with this funding from the DOL (Reentry Projects Program, Training to Work Adult Reentry Program) and HHS (Community Economic Development Program), RecycleForce has greatly contributed to the quality of reentry services in IEPZ. RecycleForce plans to move locations in 2019 to a different area of IEPZ, which will allow their facility to expand operations.

### **BARRIERS, PROGRESS, & OUTCOMES**

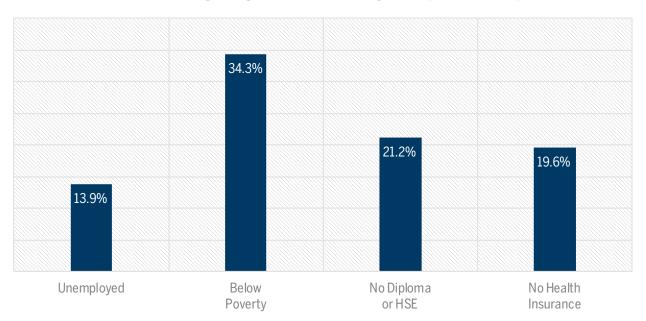
#### **Recidivism Definition & Data**

Measuring recidivism is complex, especially when trying to isolate the measure within a specific geography, such as IEPZ. Recidivism for the area would typically be measured by following an individual that previously lived in IEPZ before going to jail or prison. Researchers would track this individual upon release to verify if they return to their previous living location within the IEPZ boundary, and whether they recidivate within three years of their release. The challenge for IEPZ is that individuals released from jail or prison may move to places within the area after not having lived there before their incarceration. Additionally, previous IEPZ residents may not return to the area after their release from jail or prison. The team would need to track return to the specific IEPZ boundary based on addresses, which cannot be obtained. The team is working to develop ways to measure this behavior in other ways.

### **Multiple Re-entry Providers**

IEPZ works most directly with RecycleForce (its director is a member of the Work IndyEast Committee), but other organizations that support reentrants also have data and efforts in the IEPZ. The IEPZ also lacks current and geographic-specific data to improve members' understanding of reentry in the area, and partnerships with these organizations may help.

FIGURE 36. Trends among RecycleForce Participants (2010-2016)

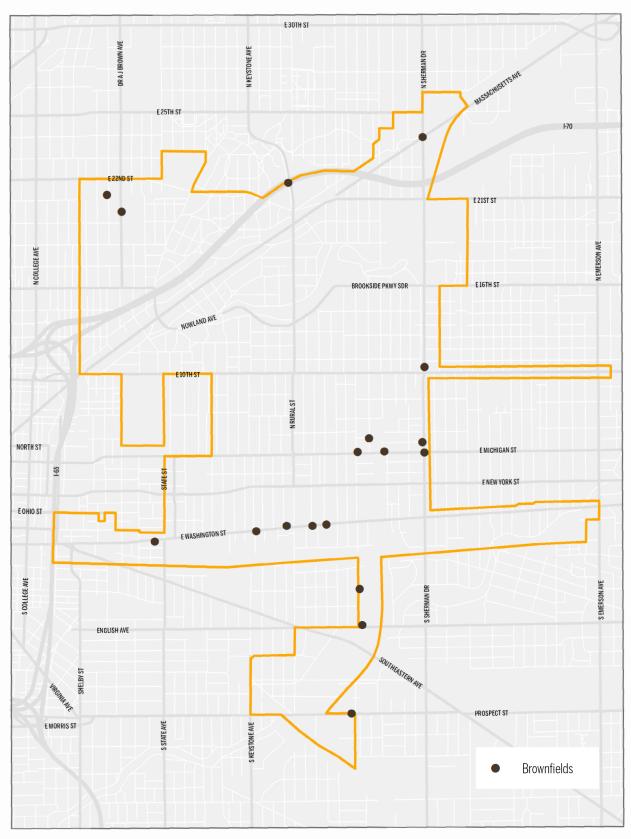


SOURCE: RecycleForce





MAP 11. Known Brownfields in IEPZ Geography (2015)



SOURCE: Indiana Map

## Redevelop Industrial Sites

Redevelop six neighborhood legacy industrial sites or corridors into zones of commerce and opportunities that support emerging economic sectors and existing post-industrial opportunities.

### **EFFORTS & ACTIVITIES**

### **PR Mallory Building Campus**

The PR Mallory Campus is a former industrial brownfield in the heart of Englewood Village. In addition to being a location for schools, other businesses locating there will create dozens of jobs for low-income individuals.

### **Citizens Energy Coke Plant**

The site of the former Citizens Energy Coke plant comprises 140 acres of fenced-off land that cuts off parts of the Southeast side of Indianapolis from the rest of the city. With the help of a POWER 2016 grant from the Economic Development Administration (EDA) and matching funds from Citizens Energy Group, this site in Twin Aire now has a comprehensive plan for redevelopment. A collaborative group called the Twin Aire Neighborhood Coalition joined with the Great Places 2020 initiative in order to bring the planning process to the neighborhood level. On February 22, 2018, the Twin Aire Great Place released its comprehensive redevelopment plan with other communities.

#### **Sherman Park**

A similar process is taking shape on the Near Eastside around the site of the former RCA plant. This 52-acre brownfield previously provided the community with thousands of jobs, but has become an abandoned dead zone in the middle of residential neighborhoods. Near East Area Renewal (NEAR) was awarded an Area-Wide Planning grant from the Environmental Protection Agency, which has

**TABLE 1.** EDA Brownfield Assessments (2016-2018)

YEAR	ASSESSMENT	AWARD
2018	EPA Brownfields and Environmental Site Assessment	\$300,000
2017	Environmental Protection Agency (EPA) Brownfields Assessment	\$300,000
2017	Department of Treasury (Treasury) NMTC allocation	\$55,000,000
2017	EPA Area Wide Planning for Sherman Park site Primary Applicant: Near East Area Renewal (NEAR)*	\$200,000
2017	EDA Planning for Twin Aire / Coke Plant site Primary Applicant: Citizens Energy Group	\$325,000
2016	Economic Development Administration (EDA) Economic Recovery Coordinator	\$355,000
2016	EPA Brownfields and Environmental Site Assessment	\$400,000

<sup>\*</sup> Near East Area Renewal's (NEAR's) FY2017 EPA Brownfields Area-Wide Planning Grant proposal for a request of \$200,000 in assistance is essential for NEAR and its partners to take on Sherman Park, a key 50-acre brownfield site located within IEPZ to prepare it for redevelopment. These are IEPZ leveraged grants.

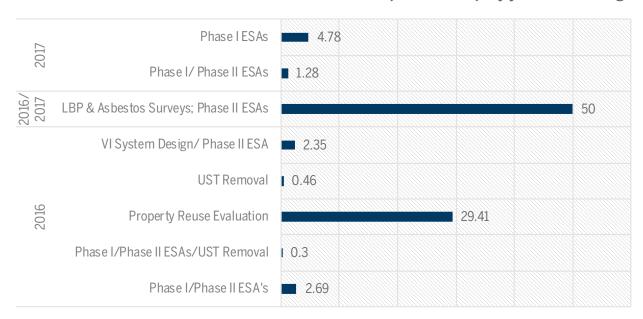
allowed NEAR to engage the neighborhood in envisioning potential uses for Sherman Park. Demolition of remaining buildings on the site have exceeded \$1M, and the planning grant has been a catalyst for generating interest in the area and preparing for its redevelopment.

### **BARRIERS, PROGRESS, & OUTCOMES**

#### **Classification of Created Jobs**

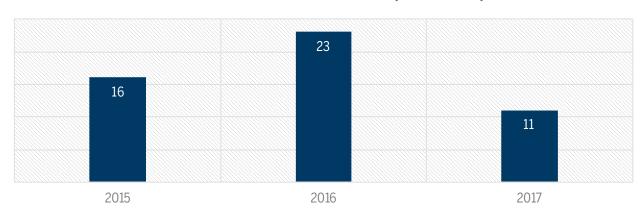
Most IEPZ data focus on whether brownfields were assessed and not the effectiveness of the brownfield development. Other organizations have frameworks for measuring the quality and aftereffects of Brownfield redevelopment, which could be used by the IEPZ.

FIGURE 37. Brownfield Assessments Conducted (2016-2017), by year and acreage



SOURCE: City of Indianapolis Brownfield Assessment

FIGURE 38. Number of Remediated Brownfields (2015-2017)



SOURCE: Insight Vision

## **Increase Workforce Readiness**

Decrease unemployment and increase household income for unemployed or underemployed neighborhood residents.

### **EFFORTS & ACTIVITIES**

#### **Anchor Institutions**

The IEPZ is promoting an anchor institution strategy that capitalizes on the assets of larger companies and organizations in order to provide more opportunities to neighbors locally. In addition to existing strategies that engage employers to revitalize neighborhoods, the JBNC has taken steps to do so in the IEPZ. JBNC created a new position for a Career Pathways Coordinator, which helps connect residents to jobs in their neighborhoods.

### **Centers for Working Families**

The Center for Working Families is a national model developed by the Annie E. Casey Foundation to help adult family members develop, grow, and protect their assets. Though JBNC hosts the primary CWF site in the IEPZ, other Centers for Working Families sites serve families within the IEPZ. These sites include Edna Martin Christian Center, Southeast Community Services, and Shepherd Community Center. All partner with the JBNC in different ways to transition financially unstable families toward greater stability by moving from a job to a career and saving for a business, home, or school.

#### **IndyEast Achievement Zone (IEAZ)**

This initiative addresses work-related issues among adults in parts of the IEPZ. This component is called Learn in Community, through which the IEAZ seeks to increase family stability. Efforts increase stability by relying on evidence-based programs that support family members in financial stability, physical and mental health and wellness, and positive family dynamics. For financial stability work, families are supported through the Centers for Working Families.

### **EmployIndy**

EmployIndy delivers workforce services to Marion County residents. As part of its strategic plan, EmployIndy has focused on targeted impact areas to create a more community-driven initiative in workforce development. The Near Eastside, and the IEPZ within it, is one of these impact areas. Because of this focus, the IEPZ has worked deeply with EmployIndy, partnering on initiatives such as the IEAZ and the John Boner Neighborhood Centers' Career Opportunity Center.

#### **Industrial Brownfield Jobs**

The IEPZ has leveraged its designation to begin the process of engagement, planning, remediation, and reuse on two industrial brownfield sites, which total 200 acres within the Promise Zone geography. The plans developed by these engagement processes will explore the best use for both sites and identify opportunities for future development. Development efforts will include job creation opportunities for both sites.

### **BARRIERS, PROGRESS, & OUTCOMES**

#### **Classification of Created Jobs**

Measuring job creation specific to the IEPZ is complex, with partners lacking clear definitions of what types of jobs are being created, and further classifying the quality of those jobs. The Work IndyEast committee would prefer to see distinction between additional jobs that do not pay adequate wages or that are temporary, as neither leads to improved, or at least consistent, quality of life for residents.

#### **Job Retention**

Obtaining jobs of any type is difficult, but retaining them is even more complicated. Growing the number of IEPZ jobs is crucial, since many residents have reported that not having adequate transportation to jobs across the city often leads to not being able to retain such jobs long term.

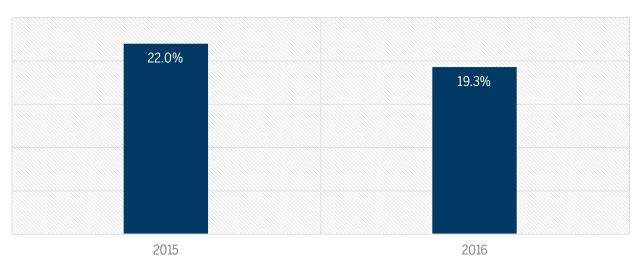
### **Targeting Educational Groups**

The team has struggled to effectively capture individuals who obtain credentials or other types of workforce-related certifications. The committee would like to partner with additional local education partners to identify better ways of assessing those outcomes.

### **Geocoding Workforce Development**

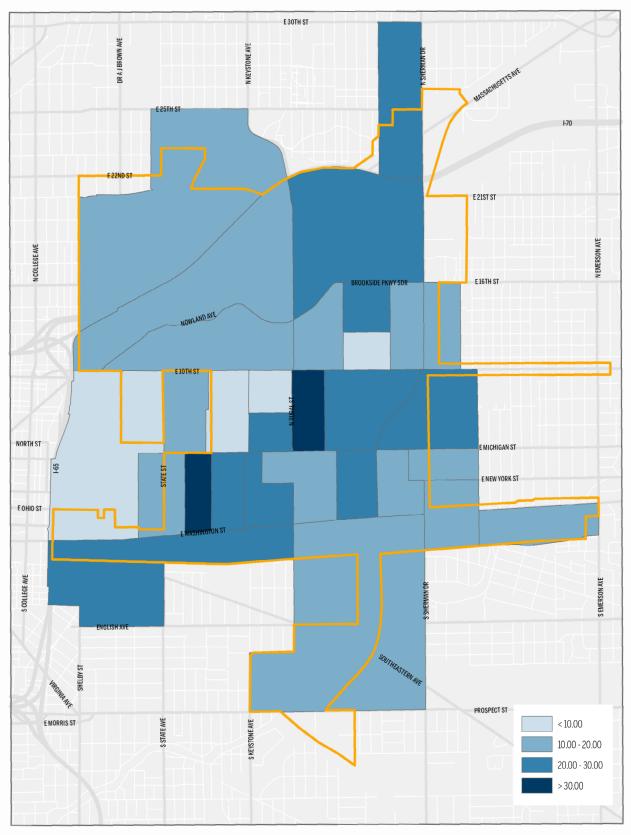
Relatedly, one of the issues in capturing workforce development in terms of credentials and jobs is that related information is difficult to capture at the IEPZ geographic level. As such, the committee cannot fully know the extent to which IEPZ-related efforts are directly and consistently impacting IEPZ residents.

### FIGURE 39. IEPZ Unemployment Rate (2015-2016)



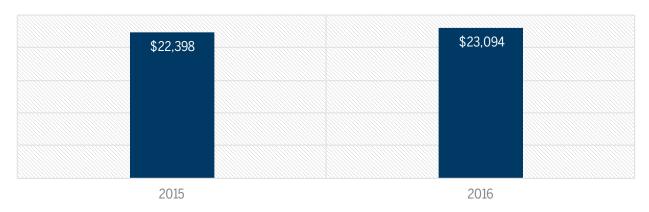
SOURCE: U.S. Census Bureau / American FactFinder. "B23025: Employment Status for the Population 16 Years and Over." 2012-2016 American Community Survey 5-Year Estimates

MAP 12. Unemployment Rate in IEPZ Geography (2016)



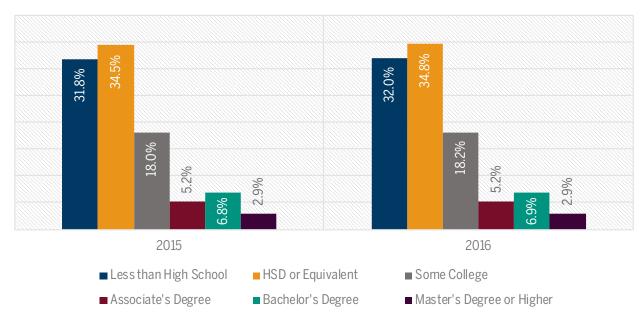
**SOURCE:** U.S. Census Bureau / American FactFinder. "B23025: Employment Status for the Population 16 Years and Over." 2012-2016 American Community Survey 5-Year Estimates

### FIGURE 40. Median Household Income (2015-2016)



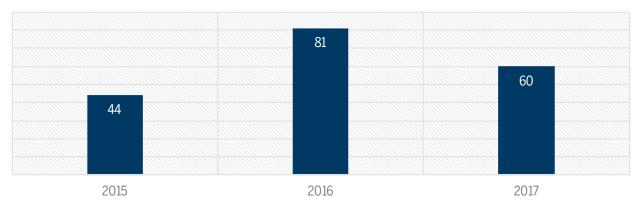
SOURCE: U.S. Census Bureau / American FactFinder. "B19013: Median Household Income in the Past 12 Months." 2012-2016 American Community Survey 5-Year Estimates

### FIGURE 41. Educational Attainment of IEPZ Residents (2015-2016)



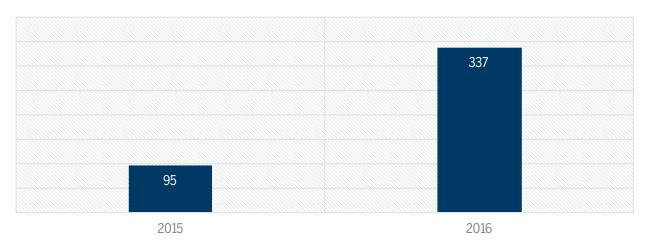
SOURCE: U.S. Census Bureau / American FactFinder. "B15003: Educational Attainment of the Population 25 Years and Over." 2012-2016 American Community Survey 5-Year Estimates

## FIGURE 42. Number of Jobs Created in IEPZ (2015)



SOURCE: Insight Vision

FIGURE 43. Number of Center for Working Families Participants at John Boner Neighborhood Centers Placed in Jobs (2015-2016)



SOURCE: Efforts to Outcomes system, John Boner Neighborhood Centers

FIGURE 44. Number of Center for Working Families Participants at John Boner Neighborhood Centers Maintaining Employment After 6 Months (2015-2016)



SOURCE: Efforts to Outcomes system, John Boner Neighborhood Centers

## Improve Infrastructure

Support infrastructure improvements as a top priority guiding employment and development on transit corridors, aligning with system upgrades, and supporting transit-oriented development.

### **EFFORTS & ACTIVITIES**

### **East Washington Library**

In February 2017, the East Washington Street Library reopened after undergoing nearly a year of renovations. Improvements include a 2,200-square-foot computer-room expansion, updated bathrooms, a basement community space and a floor-level elevator. Before the \$2.4 million renovation, the branch was the only one of the only one of the Indianapolis Public Library's 24 branches to not comply with the Americans with Disabilities Act. The East Washington and Spades Park branches are the only two remaining Carnegie libraries in Indianapolis, and are both located in the IEPZ.

#### **HOTIF**

IEPZ implementation partners have utilized the Housing TIF district to create major improvements to streets, sidewalks, alleys, and other neighborhood infrastructure in neighborhoods that are transit-oriented. These improvements have served to make the area development-ready and attractive to investors.

### **DigIndy Tunnel System**

This system is a 28-mile long network of 18-foot diameter deep rock tunnels being built 250-feet beneath the city. Along with other projects in the combined sewer system and at the city's two wastewater treatment plants, the \$2 billion program will reduce combined sewer overflows into area waterways by up to 97%. This will increase the health of Pogues Run and Pleasant Run trails in IEPZ.

### Coordination with IndyConnect/BRT

IEPZ has collaborated with IndyGo to support and promote the development of Bus Rapid Transit along key corridors. Key activities occurring within the IEPZ include:

- Transit training that informs service providers of improvement in transit access
- 2019: New bus network for increased frequency and extended hours of service
- 2019: Conversion of Michigan Street to a two-way street
- 2021: Construction of Blue Line on Washington Street
- Public engagement and community outreach efforts

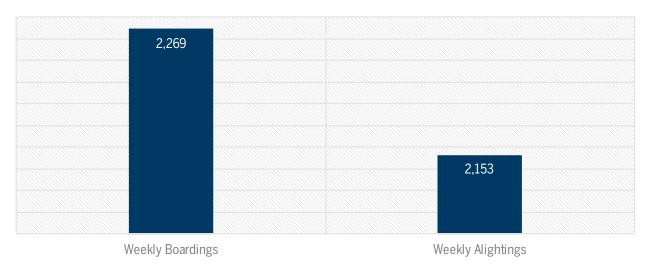
These activities improve connectivity to employment and basic services, encourage transit-oriented development, and promote sustainability for residents of IEPZ.

### **BARRIERS, PROGRESS, & OUTCOMES**

#### **Infrastructure as a Goal**

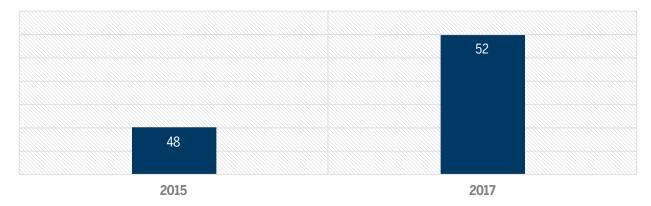
As mentioned previously, these outcomes and efforts even more strongly depend on partnerships and funding to be accomplished. These projects also usually vary in length of time in completion, and length of time to achieve completion does not necessarily reflect on the IEPZ's initial efforts.

### FIGURE 45. Average Number of Riders on IEPZ Bus Routes (2017)



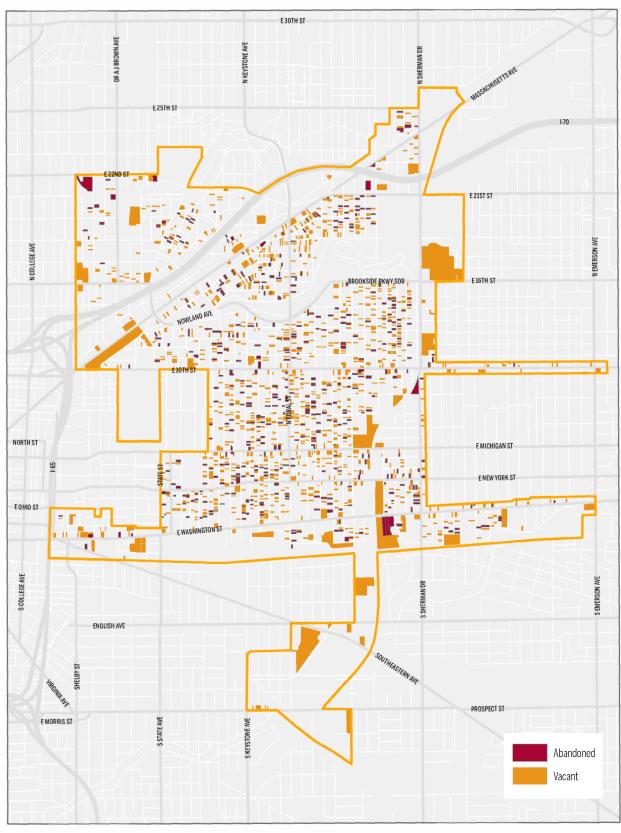
SOURCE: IndyGo

### FIGURE 46. Walk Score for Near Eastside Neighborhood (2015 & 2017)



NOTE: A score of 25-49 means the area is car-dependent, while score of 50-69 indicates the area is "somewhat walkable". SOURCE: WalkScore Professional; (walkscore.com)

MAP 13. Vacant & Abandoned Property in IEPZ Geography (2018)



SOURCE: Open Indy



# INDIANA UNIVERSITY PUBLIC POLICY INSTITUTE

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