Targeted Neighborhood Redevelopment of Six Corners and Old Hill

For the City of Springfield and DevelopSpringfield
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For

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Final Report

July 2014

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The International Economic Development Council (IEDC) is the world’s largest membership organization serving the economic development profession with over 4,300 members and a network of over 25,000 economic development professionals and allies. From public to private, rural to urban, and local to international, our members represent the entire range of economic development experience. Through a range of services including conferences, training courses, webinars, publications, research, and technical assistance efforts we strive to provide practical economic development advice and solutions to the economic development community and its stakeholders. For more information about IEDC, please visit www.iedconline.org.

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SECTION I. EXECUTIVE SUMMARY

An IEDC Advisory Team of professional economic developers traveled to Springfield, MA from October 27-30th, 2013 and met with over 50 individuals to examine redevelopment opportunities for the neighborhoods of Six Corners and Old Hill. The purpose of the trip was to discuss redevelopment issues and opportunities with a wide audience of community and regional stakeholders, and to suggest ideas for implementing redevelopment strategies included in the Rebuild Springfield plan.

This peer-review includes ideas on how to assess the market viability of commercial, industrial and retail uses; actions for land parcels; roles of various neighborhood stakeholders in revitalization efforts; housing and infrastructure improvements; public-safety measures; and ways to leverage financing and resources to achieve positive and long-lasting neighborhood transformation in Six Corners and Old Hill. Below is a list of observations made by the IEDC Advisory Team followed by a list of recommended actions for local stakeholders.

Observations

- Community stakeholders have committed significant time and resources to turning around the Six Corners and Old Hill neighborhoods. They have identified a vision and strategies for revitalization efforts, which is reflected in the Rebuild Springfield plan and process.

- There is raised awareness of the need to address revitalization issues in a holistic and coordinated way - combining resources across the public and private sectors, neighborhood organizations, and anchor institutions such as Springfield College.

- Springfield College, the city and neighborhood stakeholders need to better coordinate planning efforts in order to facilitate better town-gown relations and provide a coordinated vision of the two neighborhoods to the investment community.

- While the two neighborhoods boast significant assets, the land uses appear underutilized and disconnected from one another. They lack strong transportation connections and public recreational spaces, which could serve as community connectors.

- Concerns of the perception and reality of crime and blight in the two neighborhoods must be addressed before developers invest significantly in the area. There are current developments underway such as the New Brookings School, which will breathe new life into the area.

- While there is an employment node at Hickory and Walnut Streets, the properties of the Watershops Armory and the 1-Stop Plaza are significantly underutilized and lack visual aesthetics. Other considerations for these two properties include:
  - The historic provisions of redevelopment for the Watershops structure could be costly and needs to be assessed.
  - 1-Stop Plaza will have incompatible frontage after planned transportation improvements are made in the neighborhood.
While these two neighborhoods serve as the geographic core of the city, they also lack the presence of market rate housing due to a large financing gap for market rate construction. They also have seen a significant amount of absentee landlords and a large amount of package stores that are destabilizing the neighborhoods.

A critical barrier for local employment is that 50 percent of adult residents in the past 10 years lack a high school diploma or GED yet 98 percent of local jobs require it. The neighborhoods lack accessibility to adult education and workforce training opportunities. Also, most employers require a clean, drug free record with English proficiency.

Both real and perceived criminal activity is preventing neighborhood stakeholders from taking advantage of neighborhood opportunities. There is a lack of documentation on appropriate crime stats. There is need for increased coordination between the city’s police department, the college’s security unit, neighborhood residents and businesses.

**Recommendations**

**COMMUNITY ORGANIZING**

Form a Neighborhood Committee for Six Corners & Old Hill to Foster Collaboration in Community Development & Neighborhood Improvement

The committee could focus on addressing blight, improving public safety, engaging in specific neighborhood improvement projects, connecting residents with city-wide job opportunities, and other activities to address quality of life needs of residents, students and daytime workers.

**PLANNING**

City, College, Business and Neighborhood Leaders Might Consider Planning a Joint Visit to a Comparable Community

DevelopSpringfield might consider engaging city, college, business and neighborhood leaders to consider jointly attending a visit to a comparable community to learn more about public-private partnership initiatives that other peer communities have employed.

Need to Integrate Springfield College Master Plan with Existing Planning Initiatives

While the college, the neighborhood, and the city have been in discussion about their individual plans, there is need to further integrate these planning efforts. It is recommended that the city leadership and college leadership build even closer ties in their planning and development projects.

Establish An Urban Renewal Area to Help Connect the Dots

It is recommended that the city with support from community stakeholder should establish an urban renewal area for District 2 that accommodates the needs of Springfield College, the commercial
nodes of Walnut Street and Hickory Streets, the new elementary school, the city’s transit needs, a proposed pedestrian/bike path, and other quality of life needs of local residents.

**Create Greenway throughout Neighborhoods and Connect with Colleges**
Cities and regions are realizing the enormous return on investment when they invest in bike/pedestrian paths, greenways, and open spaces to connect people and places. They foster transportation alternatives and play an important role in building healthy, vibrant and attractive communities.

**WATERSHOPS ARMORY**

**Consider Both Short-term Versus Long-term Land Uses for Watershops Armory**
As a major historic asset, the Watershops Armory currently serves as a source of affordable industrial space with potential for long-term redevelopment. In the short-term, the facility needs improvements to its curb appeal. There is also potential for redeveloping the space as a catalytic project for the neighborhood in the long-term.

**Pursue Business Retention Efforts of Existing Firms within the Watershops Armory**
The most effective business retention and expansion (BRE) program serves as a customer satisfaction program designed to gain intimate knowledge of local businesses and to provide seamless service to address problems of dissatisfaction.

**Recognize the Watershops Armory as a Historical Asset & Promote Its Identity**
DevelopSpringfield should cooperate with the National Park Service (NPS) to create a well-designed interpretive sign to inform the public of the site’s historical significance and boost community pride.

**Understand the Highest & Best Use of the Watershops Armory to Inform Financing Strategies**
There is need for further investigation of the building’s “highest and best use” to determine the land use that would produce the highest value and how multiple neighborhood constituents might better use the building.

**Opportunity to Retain Industrial Uses and Add a Restaurant Use in Mainline Space**
In the long-term, there should be consideration of a restaurant use in the space of the Mainline business to serve as a catalytic project for the building. This type of use would serve to attract various neighborhood stakeholders while maximizing the view of the attractive dam feature on Watershops Pond.

**1-Stop Plaza AND SURROUNDING AREA**

**Work with Current Owner of 1-Stop Plaza to Understand Level of Commitment for Redevelopment**
The City and community stakeholders should work with the property owner to educate them on the neighborhood concerns of the property and to discuss redevelopment opportunities.
Consider New Retail for One Stop Plaza Area & Surrounding Area

There should be consideration for new neighborhood-serving retail such as a small grocery store, drug store/pharmacy, café/bakery, laundry service, bank and other convenience retail for 1-Stop Plaza and neighboring Lincoln Hall.

HOUSING

Activate the Neighborhood to Increase the Population

There is a need to further develop high quality single family housing stock in these two neighborhoods that is oriented to attracting multiple income-levels. Infill housing of attractive stock should also be prioritized for vacant lots.

Develop Residential Incentive for Employees to Attract Middle-income Residents to Neighborhood

Springfield College should consider developing a residential incentive program for employees with the goal of attracting middle-income residents to further stabilize the neighborhoods. This should be done in partnership with other neighboring anchor institutions.

PUBLIC SAFETY

Create City Ordinance on Business Nuisance

The City ought to consider establishing an ordinance on business nuisance that would provide a framework for citizens and community stakeholders to voice concerns about businesses that are attracting unwanted criminal activity, neglect around their business establishment, or bad behavior. This may include reviewing if crime has occurred within 50 yards of a business when reviewing a business establishment’s alcohol license.

Leverage Security Resources from City and Springfield College for Public Safety

The City and Springfield College should consider greater opportunities to collaborate and leverage resources around public safety, including increased communication, data collection, reporting, patrolling and sting operations.

Police Could Maintain a Database of all Private Security Cameras

The Springfield Police Department ought to establish a database of all private security cameras within the city to promote public safety and deter crime.
SECTION II. INTRODUCTION

Project Overview

As part of a grant from the U.S. Economic Development Administration (EDA), the International Economic Development Council (IEDC) was retained by the City of Springfield, Massachusetts, and DevelopSpringfield to provide technical assistance in the redevelopment of vacant and blighted properties in the Six Corners and Old Hill neighborhoods. These two neighborhoods, already experiencing some socio-economic decline, suffered substantial damage from an EF-3 tornado on June 1st, 2011, a disaster from which they have yet to adequately recover.

An IEDC Advisory Team of professional economic developers who are members of IEDC (Advisory Team) was formed to provide specific advice on how to redevelop the Watershops Armory. The Armory is a large historically and architecturally significant structure that effectively straddles both neighborhoods, is a crucial icon for the area, and which could serve a much stronger role as the neighborhoods’ economic anchor. The Advisory Team was also charged with assessing the socio-economic context of the neighborhoods and the Armory building. The Watershops Armory site currently serves as an affordable space for light industrial and warehousing activity, and there are many other redevelopment and reinvestment sites nearby.

The two neighborhoods already benefit from well-conceived plans for improvement. The Advisory Team, therefore, focused more on implementation of the vision and redevelopment ideas of the RebuildSpringfield plan (February 2012) and the Watershops District Revitalization Plan (June 2013). This includes specific advice on the market viability of commercial, industrial and retail uses; recommended actions to acquire properties and land parcels (where needed); ideas for infrastructure and streetscape improvements to support those potential uses; how leverage available financing resources for those improvements; efforts to attract the appropriate tenants to the area; and other related endeavors for neighborhood transformation that may include capacity building for community development and public safety.

Old Hill and Six Corners Neighborhoods in Springfield, MA
To gather information for the assignment, IEDC prepared a background report with information provided by the City of Springfield and DevelopSpringfield and IEDC’s research. The Advisory Team conducted a site visit to Springfield for a series of meetings with key local and regional stakeholders. This final report builds on the observations and preliminary recommendations from that site visit to offer a more complete analysis of the neighborhoods’ potential for redevelopment. Several case studies included in the report provide tangible examples and lessons on how similar communities have successfully revitalized distressed neighborhoods.

Background on Tornado Damage

On June 1st, 2011, an EF-3 tornado struck parts of Springfield, impacting the eight neighborhoods of Metro Center, South End, Six Corners, Old Hill, Upper Hill, Forest Park, East Forest Park, and Sixteen Acres. In addition to the tornado’s damage, the city also experienced two winter storms earlier that year that caused business interruption and property damages. Significant impacts also occurred from Hurricane Irene later that August.

According to the Community Development Block Grant (CDBG) Disaster Recovery Action Plan, the tornado caused over $170 million in property damage throughout the city. In terms of damage to residential structures, 319 units were destroyed and another 600 had major structural damage. Insurers reported that 5,000 homeowners submitted claims totaling more than $90 million. As part of the process of submitting a Disaster Recovery Action Plan to U.S. Department of Housing and Urban Development (HUD), the department requires that the local community quantify the funds needed for recovery in terms of: 1) housing, 2) the economy and 3) infrastructure. The city indicated that there was a total need of $299 million, of which $103 million was needed for housing, $40 million was needed for businesses and the local economy and $155 million was needed for infrastructure improvements.

The reported damages in Springfield’s District 2 (Six Corners, Old Hill, Upper Hill and Forest Park Neighborhoods) were the most severe. According to the Action Plan, 116 residential structures with 281 housing units sustained damages of 10 percent or more and another 119 units were 100 percent damaged. In addition, Brookings Elementary School, several local parks and the private Commonwealth Academy also sustained substantial damages.

Prior to the tornado, the neighborhoods faced challenges of abandoned properties, substandard housing, low homeownership rates and higher than average crime and poverty rates. Six Corners and

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1 This figure is an initial assessment of only reported property damages from the EF-3 tornado on June 1, 2011 when the CDBG Disaster Recovery Action Plan was being submitted. It is not a comprehensive figure of total damages to Springfield.

Old Hill were established as Neighborhood Stabilization Program (NSP)\(^3\) areas in 2009. While other neighborhoods have seen redevelopment since the 2011 event, the aforementioned development challenges have continued to hinder re-investment in the neighborhoods of Six Corners and Old Hill.

### Planning Efforts for Long-term Recovery

DevelopSpringfield, a non-profit development corporation, was founded in 2008 to help engage both the corporate community and neighborhood residents in the revitalization of Springfield's most distressed neighborhoods. The organization with support from the City of Springfield and the Springfield Redevelopment Authority led a long-term planning process following the various natural disasters to determine rebuilding needs of these two neighborhoods. Through this planning process, ideas were generated and shared by residents and stakeholders through public meetings, online forums, and workshops.

From this input, a vision with guiding principles was developed into the *RebuildSpringfield* plan, which was finalized in February 2012. That plan addresses issues throughout Springfield, but with an emphasis on the eight neighborhoods most severely affected by the 2011 tornado. Because of their relatively sluggish recovery from the events of 2011, the Six Corners and Old Hill neighborhoods became the focus of the IEDC Assistance Team’s recommendations.

In these neighborhoods, Springfield College is a crucial asset. It is located at the east end of Hickory Street in the Old Hill neighborhood, while the historic Watershops Armory building, Brookings School, and Ruth Elizabeth Park are important amenities located at the western end of the street. The *RebuildSpringfield* plan describes a vision for strengthening and linking these core assets. Through the planning process, community stakeholders and residents indicated a strong motivation to create and portray a more positive image of their neighborhoods.

### Scope of Work

IEDC and its Advisory Team was charged with the following services:

- Develop recommendations for implementing and positioning the Watershops Armory site as a major economic anchor for the neighborhoods.
- Evaluate opportunities for improvement of neighboring sites to the Watershops Armory.
- Consider recommendations that may further improve the relationship between Springfield College and the neighborhoods.
- Analyze organizational capacity and partnership opportunities in support of revitalization, community development, and public safety.
- Develop case studies illustrating how communities similar to Springfield have employed successful neighborhood transformation initiatives.
- Provide practical advice on what realistically can be done to successfully redevelop the area and achieve the neighborhoods’ visions.

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\(^3\) The Neighborhood Stabilization Program (NSP) was established for the purpose of stabilizing communities that have suffered from foreclosures and abandonment. Grants are provided to states and to selected local governments on a formula basis.
IEDC TECHNICAL ASSISTANCE PROCESS

The IEDC Advisory Team was formed to participate in a four-day project site visit from October 27-30th, 2013. Members were chosen for their expertise and experience in neighborhood revitalization, community development, economic development, real estate finance, real estate market feasibility, and redevelopment activities.

The Advisory Team included Bob Lewis, a private consultant with Development Strategies from St. Louis, MO; Karen Fegely, City of Philadelphia’s (PA) Office of Neighborhood Economic Development; and Dan Jennings, Brick City Development Corporation in Newark, NJ. Deborah McGill Smith of EGS/Cushman Wakefield in Birmingham, AL provided initial assistance before the site visit but could not participate locally.

To prepare for the site visit, IEDC staff members compiled a detailed background report for the Advisory Team that reviewed the assets within the two neighborhoods, provided a brief on current and recent planning efforts, and analyzed demographic, socio-economic, and real estate market trends and information. While in Springfield, the Advisory Team met with or spoke to over 50 local and regional stakeholders including city department heads, real estate brokers active in the neighborhoods, local business and property owners, developers in the area, college administrative staff, public safety officials, neighborhood resident leaders, historic renovation advocates, and other local stakeholders. At the conclusion of the site visit, the Advisory Team presented its preliminary findings to key stakeholders from the City of Springfield and DevelopSpringfield.

Final Report Structure and format

This final report builds off of the observations and preliminary recommendations from the IEDC Advisory Team’s site visit to Springfield. The report also includes additional research conducted by IEDC staff both before and after the site visit. The report is structured as follows.

- **SECTION I: EXECUTIVE SUMMARY** — Section I is an Executive Summary of the IEDC Advisory Team’s recommendations.
- **SECTION II: OBSERVATIONS** — Section II reviews the IEDC Advisory Team’s observations, which are broken into key topics that include leadership, planning, land development, existing neighborhood businesses, housing, workforce, and public safety. These observations present both strengths and challenges in redeveloping the two neighborhoods of Six Corners and Old Hill.
- **SECTION III: RECOMMENDATIONS** — Section III offers recommendations from the IEDC Advisory Team for neighborhood revitalization. The team took a comprehensive approach when identifying key actions for neighborhood transformation. A more holistic approach to neighborhood visioning is necessary if local residents, businesses, city officials, and other neighborhood stakeholders want to see real change. The team’s advice focused on community and economic development, town/gown planning, corridor redevelopment, site redevelopment, urban design, housing, and public safety improvements.
- **APPENDIX** — The Appendix includes background documents, case studies and team bios.
SECTION II. OBSERVATIONS

This section examines the assets, strengths, and challenges within the Six Corners and Old Hill neighborhoods as well as in the city of Springfield relevant to revitalization of the two neighborhoods. The Advisory Team identified these observations during its October site visit from interviews with city leadership, DevelopSpringfield, Springfield College administration, neighborhood leaders, real estate brokers and developers, property owners and managers, and neighborhood business owners. This section provides context and lays the foundation for recommendations made in the latter portion of the report.

Leadership

There are Committed Professional Staffers & Volunteers that Provide Leadership for the Six Corners and Old Hill Neighborhoods

Many strong community and neighborhood groups have committed their time, energy and resources to turning around the Six Corners and Old Hill neighborhoods, which have long seen deterioration and an increasing amount of blight. For example, HAP Housing is providing training in affordable housing development and neighborhood leadership. DevelopSpringfield is focused on planning and development. In addition, there are fully-engaged leaders on the neighborhood council who regularly meet and discuss solutions. There is also solid leadership at nearby institutions such as Springfield College, Springfield Technical Community College and the City of Springfield. Public, private and nonprofit leadership have agreed to sit on one another’s boards and are reportedly communicating more frequently with each other than they have in the past.

In partnership with the city, DevelopSpringfield completed a planning process, Rebuild Springfield, in 2012 that effectively engaged 3,000 community stakeholders from tornado-impacted neighborhoods throughout the city in identifying a vision and strategies for the rebuilding process. The organization is bringing additional neighborhood revitalization resources to the table in terms of technical knowledge, staff time, and financial resources.

Moreover, public sector leadership is prioritizing federal, state and local resources available for the Six Corners and Old Hill neighborhoods in a strategic and focused way.

Stakeholders Realize the Need to Address Issues in a Holistic and Coordinated Way

Committed neighborhood residents, civic organizations, communities of faith, and public officials are coming together to discuss their projects and ideas in a highly collaboratively and holistic manner. Springfield academic institutions are also collaborating in their discussions of the
development of a new “knowledge corridor”\(^4\) at least part of which would be located in the subject neighborhoods. Still, there is room to improve in further coordinating efforts across community stakeholders, but, individuals and groups are aggressively moving in that direction.

**There is Great Community Pride as Reflected in the Large Turnout for the Redevelop Springfield Plan.**

The *Rebuild Springfield* plan discusses a vision for the neighborhoods that brings hope to existing residents. Through the planning process, while the discussions of redevelopment were complex and intense, community stakeholders and residents expressed their motivation to see a more positive image of their neighborhoods emerge as a result of the redevelopment work that lies ahead.

**There is a Remaining Need for Greater Coordination between Springfield College, the City, and Neighborhood Stakeholders**

Local government and higher education throughout the world have faced challenges with collaboration in planning and development that dates back for centuries. While colleges and universities have long served as economic drivers, spreading technology, training students, employing people, and spending locally, they also have separate governing structures and cultures that too often seem to discourage close cooperation with their host cities.

Springfield College is a private, four-year institution with 3,300 students on 100 acres that has served as a critical community anchor since 1885. The college purchases goods and services within the community, hires a large percentage of the local workforce, has made huge capital investments in its campus, and provides a number of educational and cultural resources.

Still, the college has played a limited role in civic engagement and neighborhood revitalization in Six Corners and Old Hill. The city has also played a limited role in joint planning activities between the college. There is an opportunity to further build upon the planning efforts of *Rebuild Springfield* where the city, college, neighborhood residents, businesses and other community groups continue to come together to discuss ideas for collaboration.

**Planning**

**Watershops District Revitalization Plan includes Many of the Key Ingredients for Neighborhood Revitalization**

The *Watershops District Revitalization Plan* includes many of the essential strategies to pursue within the Six Corners and Old Hill neighborhoods but it needs to be expanded to include more activities. The included Action Plan lacks details on the roles and costs of implementing the strategies. It also

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\(^4\) The term ‘knowledge corridor’ refers to a concentration of college and university-related development projects combined with neighborhood service projects that are planned along a street corridor that connects the three academic institutions with the neighborhood.
lacks alignment to market realities. There is need for additional work to re-order and prioritize action items in order to yield maximum impact within these two neighborhoods.

**Planning is Disjointed Between College, City and Other Stakeholders**

The Advisory Team discussed with senior administrators of Springfield College about their master planning efforts in the Six Corners neighborhood - the process of which started before the 2011 tornado. In light of the needs of the Six Corners and Old Hill neighborhoods and Rebuild Springfield's vision for the area, it is important to note that college administrators are, in no small way, concerned that the campus is both land and lake locked, which, in their minds, inhibits future plans for growth and expansion.

Their planning efforts focus on the Wilbraham Avenue corridor, which is the street that connects Springfield College with American International College (AIC). The college plans to acquire property here in order to create a ‘knowledge corridor’. Current plans call for a community engagement center and an entertainment center along this corridor. While there are no immediate needs to develop property, the college is in the process of acquiring property along Hickory Street that is contiguous with the campus in order to make an attractive entryway on the campus’ south end and to help meet future campus needs in terms of academic buildings and graduate student housing.

While there have been discussions between the college administrative staff and neighborhood council leadership around planning efforts, the city planning staff has not been involved in significant discussions with the college’s master planning efforts. As a result, city and college plans are likely to be disjointed and may cause tensions between town-gown relations. Safety is a big concern for the college.

**Land Development**

**Land Uses and Future Projects are Not Well Connected**

The Six Corners and Old Hill neighborhoods boast a number of physical, social and economic assets throughout these neighborhoods, but some land uses appear underutilized and seem disconnected from one another. These include historic buildings such as the Watershops Armory, the attractive Springfield college campus with over 3,300 students, close access to two other colleges to the north, the Watershops pond, historic homes, and close access to downtown by way of several major arterials. The new Brookings elementary school that is currently under construction is also an important amenity.

Springfield College is somewhat disconnected from the surrounding two neighborhoods due to a lack of land use compatibility as well as the limited road access to the campus that serves as a physical barrier. While this disconnection may be purposeful out of public safety concerns for the students, such policies actually contribute to a sense of isolated places defending themselves from one another.
Moreover, the area lacks public recreational spaces / greenways such as a bike/pedestrian paths serving as community connectors for residents, students, visitors. Vacant parcels can be seen along the Walnut Street corridor and throughout the neighborhoods.

While there are some retail businesses, most of the needed everyday retail such as cafes and bakeries, banks, restaurants, dry cleaners/laundry, and corner groceries are lacking within an easy walk, thus discouraging social interaction and healthy lifestyles. It is also difficult for visitors to find their way around the two neighborhoods without adequate wayfinding and directional signage to provide a sense of place and to connect people from one destination to the next.

In discussions with local developers, they expressed concerns over the perception of safety in these neighborhoods when discussing the potential of reuse and development. They insisted that both the crime reality and the perception issue would need to be addressed in a major way before city residents and suburban residents will utilize existing and future retail uses.

**Contradiction of Market Realities Versus Expectations of Differing Stakeholders**

Local developers and brokers noted concerns regarding the perception of crime and blight in Six Corners, particularly along Central Street and Walnut Street corridors. This must be addressed before developers and investors will consider investing in the area. Focus should be on addressing the weakest links along these important travel corridors. Most of the housing being built is receiving subsidies. There is also a concentration of low-income rental housing that exists in the two neighborhoods.

While neighborhood residents and city officials ultimately desire for market rate housing and neighborhood serving retail in Six Corners and Old Hill, it is the consensus of opinion that the market currently cannot support that type of real estate activity. The real estate brokerage community recommended focusing on the blight and vacant parcels along Walnut Street between State Street and Allen Street as well as areas along Central Street. While there have been piecemeal improvements to small parcels along Central Street, a critical mass of development is necessary to attract developer attention.

In order to re-invigorate the commercial market and attract more quality neighborhood retail, the brokerage community recommends the city establish a goal of attracting a critical mass of residents at higher-income levels. They also discussed the need to perform a study to identify the need for market rate housing.

**Potential Redevelopment of Watershops Armory is Costly with Historic Provisions**

The Watershops Armory had one of the largest-recorded chlorine fires in 1988 and was subsequently damaged from the recent 2011 tornadoes. As noted in interviews with local developers, there are many financial costs to refurbish the older mill buildings like the Armory. It would be difficult to recapture the value of funding the costs for seismic retrofitting, window replacement, and external masonry work that the building needs. As an example, the nearby historic property of Lincoln Hall has fallen into significant disrepair. Costs to refurbish the building...
would be around $400 per square foot (SF), but after renovations, would only achieve value of $80 per SF.

**Potential Redevelopment of 1-Stop Plaza is Complicated by Current Occupants**

The 1-Stop Plaza is an 8,000 SF strip retail space this is home to a check cashing shop, liquor store, beauty salon, Chinese takeout, and another ethnic restaurant on 1.04 acres of land. It is currently fully occupied. According to the property owner, approximately 50 people are employed in the small businesses. Most of the properties surrounding the 1-Stop Plaza are vacant.

**Existing Neighborhood Businesses**

**Employment Node at Hickory Street and Walnut Street**

There is an important employment node at Walnut and Hickory Street that includes over 200 workers employed at 12 firms within the Watershops Armory. In addition, there are approximately 50 jobs at the 1-Stop Plaza according to the property owner. Still, residents have expressed strong concern for the public safety at 1-Stop Plaza as it has several undesirable uses that may attract unwanted criminal activity. The building also lacks aesthetics and is viewed as an eyesore in the neighborhood.

**With Central and Hickory Streetscape Improvements, 1-Stop Plaza has Incompatible Frontage**

Transportation improvements are planned and moving forward for the Central Street Corridor, which includes Hickory Street, and the Walnut Street Corridor. With funding from the Community Development Block Grant – Disaster Recovery (CDBG-DR) program, the city is making progress with plans to upgrade the roads, add sidewalks that are ADA accessible, and make other transportation improvements to improve traffic flow. These new improvements will cause the 1-Stop Plaza to have incompatible frontage with the street.

**Housing**

Local developers discussed the need to work on improvements to the context of Watershops Armory site – the housing that is located in the Central Street and Walnut Street corridors. Residents want to see an increase in the number of single-family houses, particularly along Central Street. There is need to attract a diversity of income levels, particularly higher-income, and ethnic groups to the area. Developers also talked about the need for more infill housing and retail stores on Walnut Street on vacant parcels to show continual activity up and down the whole corridor. They discussed the need to deal with the weakest points along the strip, which consist of blighted commercial properties and housing.

Springfield College administrators think the city may need additional housing to serve its 1,000 graduate students. College officials would like to consider an off-campus location near the campus,
but hope that a developer would fill this need so the college doesn’t have to serve as the landlord. The challenge is that developers want some guarantee of filling the property with tenants.

The college has acquired property next to the new Brookings School site to help relocate Hill Housing, a low-income housing co-op, so the college can redevelop its current space next to the campus. It is not clear as to the type of use they are considering for the property. They still need to survey current and future needs of the entire college to assess the demand for space.

The college leadership discussed the challenges of encouraging employees to live within Springfield given the city’s reputation and image. Unfortunately, these leaders, too noted concerns about the reality and perception of crime in neighborhoods, and are seeing a decline in student enrollment, which they attribute to the public safety issues in the neighborhood.

‘Neighborhood Serves as the Residential Core of the City’

While the neighborhood doesn’t serve as the geographic core of the city, the two neighborhoods form a historic residential core that needs attention. The neighborhoods are also important gateways to several key community anchors including the Springfield College, Springfield Technology Community College (STCC), and American International College (AIC).

Absentee Landlords are Destabilizing Neighborhoods – There is a Need for Increased Home Ownership versus Renters

The Six Corners and Old Hill Neighborhoods have a large percentage of rental housing with absentee landlords that fail to properly maintain their rentals. In turn, this has become a vicious cycle of people with more resources moving out of the neighborhood, causing further neglect and decay. It is a hard cycle to break unless homeowners are attracted who will take pride in their properties.

Financing Gap for Market Rate Construction

There is a large financing gap for market rate construction of residential units in the City of Springfield. Anecdotal evidence from housing developers indicate that a typical house of the scale found in the two neighborhoods would likely cost about $250,000 to construct but the market demand for the same house would likely be about $135,000. Granted, this is up considerably from $118,000 a couple of years ago, but a net result is that the only housing being built in the area has some form of subsidy attached to it. For example, Neighborhood Stability Funds are a crucial source of financing to fill this financing gap for new housing construction. Such funds enable developers and contractors to achieve full payment, while homeowners effectively pay only the market prices (or, in some cases, equivalent rents).

Workforce

Classic Job Mismatch – Over 98 Percent of Jobs Require a High School Diploma/GED and Clean Record

The critical barrier for employment is that 50 percent of Springfield adult residents in the past 10 years lack a high school diploma or GED yet 98 percent of local jobs require it. Moreover, a great
many of the people that walk through the door of the local adult education center are not even ready to take GED classes and there are unfortunately few slots for GED preparation classes. With a large immigrant community in Springfield, there are also barriers with language skills as some 7,000 residents lack English fluency. The local training centers are insufficiently funded. Due to such factors, local adult education is only meeting an estimated one percent of the need.

Even for low-skilled jobs, most employers require a clean, drug free record in addition to English proficiency and a high school diploma. This triple requirement discourages far too many Springfield residents to the point where they give up their job search because of their failure to address one of the barriers. Based on demographic information about the Six Corners and Oak Hill neighborhoods, such barriers are likely in greater concentration than in most of the rest of the city.

**Lack of Accessibility in Neighborhood to Adult Education & Other Workforce Training**

Precision manufacturing jobs, a high growth industry, requires that job applicants have a decent score on the Bennett mechanical test as well as a high school diploma. Local employers like Smith and Wesson are finding it difficult to hire third or fourth generation employees due to the skills gap. These types of job opportunities require advanced skills to run the complicated, precision-oriented machinery.

While regional workforce boards and economic development organizations have recently received a $750,000 grant to improve the pipeline of highly skilled workers for precision manufacturing, there are labor force structural problems that will prevent local residents from getting access to these training opportunities if they don't first address the basic requirements discussed above.

**Public Safety**

Abetted in no small way by the inability to obtain good jobs, the Six Corners neighborhood has been a hotspot for drug and gang activity for a couple of decades. This only exacerbates other challenges to public safety such as the lack of stable property owners, limited eyes and ears on the streets, and the proliferation of absentee landlords, liquor stores, and pawn shops that at least give the appearance of attracting criminal behavior. To address safety concerns, local housing developers noted the need to install security systems, lighting and cameras with remote access as important selling points for their properties.

**Fear of Crime is Preventing Stakeholders from Taking Advantage of Neighborhood Opportunities**

Both real and perceived crime is the most cited concern by neighborhood residents and other stakeholders such as Springfield College. Without addressing the public safety issues of these two neighborhoods, neighborhood residents and other stakeholders will not visit businesses, public spaces, or other community amenities that are offered in the two neighborhoods.
Passive Attitude among Some Neighborhood Residents

Despite frequent complaints of increased crime in the two neighborhoods, police leadership indicated that neighborhood residents fail to attend the police department’s beat management meetings, and local residents do not use the 311 line to report criminal activity. As an example, the area experienced 12 murders in the last year, yet very few people came forward with relevant information to solve those murders.

Need for Increased Coordination & Collaboration

The police department lacks the financial resources to bring back needed community policing details as the department is currently 150 police officers short of 1990 levels. The police department is working on constructive initiatives to address public safety with more limited funds by being more strategic. While it may be financially infeasible to bring back the former level of policing, the police department through coordination and collaboration with businesses and residents, is trying to achieve greater levels of public safety with less dollars.

Lacking Documentation of Appropriate Crime Stats

The police department uses Comstat data, hotspot details, and gunfire locators to monitor and combat criminal activity. The package (liquor) stores attract much of the negative activity, and even more negative perceptions - yet, the city is restricted from limiting their proliferation. There are over 200 liquor licenses in seven neighborhoods, most of which are concentrated in low-income neighborhoods. State law prevents local communities from managing the transfer of liquor licenses, and the city cannot stop the stores from selling tiny bottles of liquor (‘nips’) and singles. The city agency responsible for approving new liquor licenses actively tries to limit new licenses by reviewing police reports, but the city ordinance only allows for police citations if the crime occurs within the business establishment. There is a need to create a path of police reports that associates the criminal activity both inside and outside the liquor establishment.

1-Stop Shop is the Most Obvious and Negative Symbol of the Problem

During the site visit, the Advisory Team repeatedly heard from multiple stakeholders and neighborhood residents about the condition and crime-related problems at the 1-Stop Plaza. Comments ranged from complaints about real and apparent drug deals in the parking lot, loitering, public drinking, the selling of nips and overall fear of the area. Parents are afraid to take their children to the local park nearby. When one property brings this level of negative connotation, it is damaging to the image and value of the surrounding property and the neighborhood.
SECTION IV. RECOMMENDATIONS

Community Economic Development

Community Economic Development (CED) can be defined as a multi-faceted approach to working on community change in a comprehensive manner to not only address poverty issues, but to also build stronger neighborhoods, industries and markets. Successful community economic development activities in the Six Corners and Old Hill neighborhoods will weave together a combination of the four strategies: 1) community building 2) place-oriented 3) business-oriented and 4) workforce development. For more details about the CED approach, see the Appendix of this report.

DevelopSpringfield in partnership with the city has already engaged community stakeholders from tornado-impacted neighborhoods in the Rebuild Springfield\(^6\) planning process. These planning efforts ‘build on strong relationships and neighborhood pride to proactively reinvest in our community’. There is a word of caution to ensure that the energy and passion displayed by community members during the planning process is maintained through the plan’s implementation phases. As it is often said, “the devil is in the details”.

The focus of this technical assistance report is to help build upon the ideas and vision of Rebuild Springfield and the Watershops District Revitalization Plan by providing further specifics on how to implement the identified strategies. The following recommendations also touch on all four basic aspects of the CED approach. These recommendations are both people-oriented and place-oriented, and suggest critical activities to pursue in the short- and long- term and a local organization to lead follow-up efforts. They are further supported by case examples of how other communities have pursued similar efforts to further illustrate how to achieve measurable results.

Recommendation: Form a Neighborhood Committee for Six Corners & Old Hill for Community Development & Neighborhood Improvement

The Advisory Team recommends that the Six Corners and Old Hill neighborhoods invest in community organizing measures to focus on neighborhood revitalization activities. This may include areas such as addressing blight, improving public safety, engaging in more specific neighborhood improvement projects, connecting neighborhood residents with city-wide employment opportunities, and other activities to address quality of life needs of residents, students and daytime workers.

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5 Inclusive of the four strategies for community economic development, the Rebuild Springfield plan presents six major initiatives that includes: 1) transforming housing, 2) expanding economic opportunity, 3) investing in quality neighborhoods, 4) strengthening education institutions, 5) promoting safe, healthy living, and 6) building community capacity and engagement.
As discussed above in the *Observations* section, neighborhood stakeholders have been active in meeting and working on community recovery planning efforts. Still, there is a need for improved collaboration between neighborhood residents, civic groups, city officials and anchor institutions to leverage resources and expertise towards neighborhood services, commercial and housing rehabilitation projects. This would avoid a fragmented approach to neighborhood revitalization.

Organizations such as Lawrence Community Works and CityWide Development Corporation have developed their own structures to regularly engage and involve a variety of community stakeholders in neighborhood improvement projects (see text boxes on this page and the Appendix for the full case). Below are some guiding principles in establishing a neighborhood committee for the Six Corners and Old Hill neighborhoods.

**Leadership Structure**

The revitalization of these two neighborhoods needs public and private sector partners working in a coordinated manner over a long-period of time to help achieve community improvement goals outlined in the *Rebuild Springfield* plan and *Watershops District Revitalization Plan*. The Advisory Team recommends a management structure of a neighborhood committee with broad involvement from anchor institutions, non-profits, neighborhood residents, and city representatives to keep community stakeholders engaged and aligned in their revitalization efforts.

**Seek a Diversity of Skills, Knowledge & Community Interests**

For Springfield, it is important that the neighborhood committee includes a diverse body of skills, knowledge and community interests to tackle neighborhood problems in a results-oriented way. We recommend the committee include leadership from DevelopSpringfield, Neighborhood Council, Springfield College, city staff, CommonCapital, local businesses, and other neighborhood stakeholder.

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**Case: Lawrence Community Works in Lawrence, MA**

To combat concentrated poverty, increasing crime rates and neighborhood blight and abandonment, the Lawrence Community Works (LCW) was founded in 1999 as a community development corporation (CDC) for neighborhood revitalization. Through the organization of small, local networks to engage people in transformational project, the CDC has since grown into an organization with over 5,000 resident members, a full time staff of 20, and a diverse board of local businesses, nonprofits, and anchor institutions that provide strategic direction to staff. They are “about building a human relationship infrastructure that can, in turn, produce a bricks-and-mortar infrastructure” says the CDC’s founder Bill Traynor.

In 2002, they launched the Reviviendo Gateway Initiative with community stakeholders to drive revitalization efforts in the historic mill district in order to provide increased employment and housing options to residents at various income levels. They are also working on a mill redevelopment project, which includes 60 high quality affordable housing units with numerous green and health features. They’ve worked through the high costs of construction financing, a major retail tenant pulling out of a keystone project and other development setbacks to achieve community, economic, and neighborhood revitalization goals.

For further details on this case, see the Appendix.
Leveraging Town/Gown Resources to Revitalize Midtown Detroit

Located between Downtown Detroit and New Center, Midtown Detroit is an area anchored by strong institutions such as Wayne State University (WSU) and the Detroit Medical Center. Shaped by multiple waves of urban development, the area witnessed an escalation of disinvestment and blight in the 1950s, which continued into the 1990s. Finally, in 1997, the WSU President, Dr Irvin Reid, decided to commit the university to playing a key role in community and neighborhood revitalization. He had a vision of transforming both the campus and Midtown into a 24-hour district with improved public safety, increased student enrollment and improved surrounding neighborhoods.

Midtown Detroit’s rejuvenation has been triggered by strong partnerships forged between WSU, Midtown Detroit, Inc., its supporting foundations, the city and other anchor institutions to leverage resources in revitalizing a disinvested area. Leaders have served on each other’s boards and have leveraged funds to conduct joint development and community projects and programs. For more details on the efforts to transform Midtown Detroit, visit the full case in the Appendix.

In the case of Midtown Detroit, civic and business organizations and anchor institutions all sit on each other’s boards, which facilitates regular communication between organizations. All of the partnering organizations also assign senior staff to sit on various neighborhood committees. For example, the police chiefs of Wayne State University and the Detroit Police Department (DPD) both attend Midtown Detroit’s Security Committee in conjunction with senior staff from Midtown Detroit, Inc. See text box and full case in the Appendix for more details.

Identify a Champion
It is also important that the committee help facilitate the development of one or several neighborhood champion(s) with a passion for neighborhood revitalization. Whether from the public, private, or non-profit sector, this champion can serve an important role of keeping the committee on mission and articulating the vision for an improved neighborhood to external stakeholders. Champions help persuade those in outside circles of the reason why the city’s energy and resources are focused on prioritizing these two neighborhoods. They also serve the role in casting a vision for an improved neighborhood to others such as developers and other private sector groups.

Staffing & Funding
It is recommended that DevelopSpringfield serve as the lead agency to provide staff support and funding for the neighborhood committee. This includes staff time to engage all the various
neighborhood stakeholders to regularly attend the committee meetings, develop and distribute meeting agendas and minutes, and arrange for an accessible meeting space.

Functions/Activities

The Advisory Team suggests that the neighborhood committee work on multiple functions that focus on a holistic approach to neighborhood revitalization. This includes tackling neighborhood issues that other community stakeholders are not addressing in a comprehensive manner.

Functions of this committee may include:

- neighborhood improvement projects
- real estate planning and development
- marketing the neighborhood to external audiences
- improving neighborhood communications
- linking residents to social services, job training, and employment opportunities
- other projects that build a sense of community and neighborhood pride.

In the Fairgrounds neighborhood of Dayton, OH (see case text box), the public private partnership (PPP) identified neighborhood activities by engaging neighborhood residents in on-going community meetings in order to discuss neighborhood assets and ideas. It is recommended that this committee engage a variety of community stakeholders to identify the activities that they will pursue.

Physical Improvements to Neighborhood

The Six Corners / Old Hill neighborhood committee could work on neighborhood improvement projects such as transportation, streetscape, park and recreation improvements such as a pedestrian

Case: Addressing Neighborhood Revitalization in Dayton, Ohio

Created jointly by the city, business leaders and neighborhood stakeholders in 1976, this CityWide Development Corporation has included a neighborhood revitalization mission among its other core activities of economic development and downtown development. Their organization knows it takes much more than bricks and mortar redevelopment to reverse the downward spiral of a distressed neighborhood.

Partnering with the Miami Valley Hospital, the University of Dayton, and the City of Dayton, CityWide led the Genesis project, which was designed to improve the quality of life for residents and business owners in the Fairgrounds neighborhood through home-ownership promotion, housing renovations, small business financing, parking and streetscape improvements, and funding two community-based police officers. The partnership has leveraged know-how with resources to grow home ownership by 75 percent, demolished 40 dilapidated houses, and replaced with affordable housing units, designed a new traffic plan and are working on redevelopment of vacant parcels.

They’ve since launched another public private partnership (PPP) focused on revitalization around the Good Samaratin Hospital which involves a master planning process and community policing efforts.

For further details on this case, see the Appendix.
/ bike trail along the Mill River and the Watershops Pond. Other projects could include a park playground that is designed by local schoolchildren and residents, neighborhood signage that brings a positive image and encourages local pride, and/or installations of temporary public art on vacant parcels.

**Public Safety**
In terms of public safety, the neighborhood committee should meet to discuss the pooling of resources to fund public safety activities such as a community police officers or a program to encourage residents and businesses to install security equipment. These are projects that the neighborhood committees of the Fairgrounds neighborhood of Dayton and Midtown Detroit pursued to combat crime and security issues, with significant results (see case below).

**Improving Communication Between Neighborhood Stakeholders**
The committee should also seek to improve communications among area residents and businesses regarding city-wide and neighborhood programs, initiatives and social services. Project ideas for improving local communication channels include:

a) **A Weekly Newspaper** that highlights local events and developments. It is important that both English and possibly Spanish language newspapers are used in order to capture the large Latino population in the neighborhood as well.

b) **Public Service Announcement on the Local Radio Station** and consider Spanish language radio.

c) **Brochures and flyers** that promote specific events and/or programs. It is important that this advertising always include contact information in case residents and businesses have questions they would like to ask by telephone or review on a neighborhood website.

d) **A Neighborhood Website page** could be placed on the website of a committee partner such as DevelopSpringfield or the City in order to feature local activities, programs, resources and events, etc.

**Organizing Neighborhood Events**
Another recommendation is to have the neighborhood committee help to organize an annual event such as a community or regional fair, or a music or cultural festival. This can be another way of showcasing the community to residents and businesses locally, as well as marketing the neighborhood to external audiences. The timing of these events should be strategic. Often times, these types of events can be more successful from a promotional standpoint if some of the neighborhood improvements have already been completed.

A number of communities across the country, including those with higher ethnic populations,
organize annual festivals that highlight the neighborhood, its history as well as its culture. Depending on the size of the event, it is recommended that a committee start planning efforts at least a year in advance – particularly when you are relying on volunteers.

**Organizing Effective Meetings for Collective Action**

It is suggested that meetings be held on a regular basis – either monthly, bi-monthly or quarterly - depending on the number of functions this committee decides to take on, the commitment level of committee members, and the speed at which the projects need to take place. Review organizing activities of other highly effective neighborhood groups and tailor for what makes sense in Springfield.

In the Dayton case, the PPP arranged for two community organizers to help residents get involved to help identify community leaders. Block parties helped neighbors to connect long-time neighbors with newcomers. Over time, the neighborhood meetings started to consistently attract 25 to 30 residents, and community leaders took charge of meetings and pursued change.

Meetings don’t always have to be highly structured or formal, but they do need to move the individuals to work on neighborhood solutions. In the case of Lawrence Community Works, they organize in a more organic, less structured manner around a meal. There is training for both the host and the facilitator to move the group members to establish trust with each other and come up with activities and projects that will address their neighborhood issues.

**Planning**

**What Makes a Neighborhood Great?**

According to the American Planning Association, a great neighborhood has the following seven characteristics:

- Has a variety of functional aspects for a resident's day-to-day living (i.e. residential, commercial, retail, and other uses).
- Accommodates different forms of transportation (i.e. pedestrians, bicyclists, drivers).
- Has design and architectural features that are visually interesting and appealing.
- Encourages human contact and social activities.
- Promotes community involvement and maintains a secure environment.
- Promotes sustainability and responds to environmental concerns.
- Has a memorable character.

Transforming a distressed neighborhood into a great neighborhood has placemaking as one of its core activities. Successful placemaking is the process of creating or improving an area’s walkability, connectivity, green spaces and centers (squares, plazas, parks, streets, waterfronts), physical design and neighborhood amenities to attract and retain residents and visitors. It “capitalizes on a local community’s assets, inspiration, and potential, ultimately creating good public spaces that promote
people's health, happiness, and well being. It not only achieves these community goals but can also help to incentivize the private sector for investment.

When looking at priorities for placemaking in the Six Corners/Old Hill neighborhoods, residents can walk to nearby shops to satisfy their everyday needs, live without the fear of crime, have choices in terms of transportation and housing, can connect with neighbors at public gathering places, and have access to quality public services such as schools and libraries. Great neighborhoods have their own special character, which is shaped by the culture of the people who live there.

As discussed in the Observations section, these two neighborhoods boast a number of social and economic assets, but they need to be better connected to each other to fully leverage their collective potential and become great neighborhoods. The Advisory Team suggests the following key planning efforts to better unify the disconnected parts of the neighborhood and the adjacent areas and to emphasize that placemaking should serve as the cornerstone of their revitalization efforts.

A Case for Greater Town/Gown Collaboration

Today, many urban college and city leaders are both learning the importance of investing in cooperative planning processes and working jointly on redevelopment to try to address urban decline surrounding campuses. In the 2002 Leveraging Colleges and Universities for Urban Economic Revitalization report, there are six areas where colleges and universities can provide a meaningful impact in distressed neighborhoods: 1) purchasing of goods and services 2) employment 3) developing real estate 4) creating business incubators 5) advising businesses and building networks and 6) workforce development.

There are good reasons why institutions of higher learning should be more involved in neighborhood revitalization surrounding their campuses. It's not only for the moral reasons, but because it makes good business sense to the college itself. Improved surrounding neighborhoods lead to higher on-campus enrollment and the ability to more successfully fundraise among alumni and other entities. It also enables the college to have more control over the fate of their campus. Finally, it helps the students embrace civic

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6 Project for Public Spaces website, http://www.pps.org/info/bulletin/what_is_placemaking
engagement and learn in new ways beyond the lecture hall or laboratory. See the Appendix for more details on the cases for greater town/gown collaboration in neighborhood revitalization.

**Recommendation: City, College, Business and Neighborhood Leaders Might Consider Planning a Joint Visit of a Comparable Community**

DevelopSpringfield might consider engaging city, college, business and neighborhood leaders to consider jointly attending a visit to one of the communities featured as case examples in this report or a comparable community with similar problems and opportunities as Springfield. Communities to consider with an active college closely involved in civic engagement and neighborhood transformation are: Trinity College in Hartford, CT; Cleveland State University in Cleveland, OH; Temple University in Philadelphia, PA; St. Louis University in St. Louis, MO.

The purpose of the trip would be to better understand how various community stakeholders have overcome challenges, and how they have collaborated together on various initiatives to have a positive influence in neighborhood transformation. This type of community leadership visit allows leaders from various sectors to be immersed in the details of implementing public-private partnership initiatives and strategies from their peer communities. Visiting the development projects and initiatives of a comparable community also allows Springfield leaders to get to know one another in a different setting and engage in rich conversations about the vision for the Six Corners and Old Hill neighborhoods.

**Recommendation: Need to integrate Springfield College Master Plan with Existing Planning Initiatives**

As discussed above, it is the observation of the Advisory Team that planning efforts between the college campus and the Six Corners and Old Hill neighborhoods could be more integrated. The Rebuild Springfield plan and Watershops District Revitalization Plan emphasizes redevelopment opportunities and capital projects for the Hickory Street and Walnut Street corridors, while discussions with college administrators stated that their master plan is focused more on redevelopment opportunities for a knowledge corridor along Sheffield Street.

The city and/or Springfield College might consider amending their respective plans appropriately so they are integrated. As a case example, Wayne State University in Detroit made a significant effort to incorporate ideas from the community and city when creating its master plan in 2001. Their process involved conducting interviews with elected officials, civic leaders, city planning staff, development organizations, students, and WSU faculty and staff when developing their master plan. University officials believed in greater transparency and increased civic engagement in order to combat community apprehension to their expansion plans. This effort was critical to the plan’s success as the plan focused on surrounding communities for new facilities and other campus needs.
Another example, is Portland, Oregon’s Central City Plan, which was updated a few years after it was finished to include another subarea: the University District Plan. This focused on Portland State University serving as the leader in developing the area.

Clarifying the City’s Role in Springfield College Master Planning Activities & Future Development

It is the recommendation of the Advisory Team that the leadership of the city’s planning and development departments meet with Springfield College’s top leadership soon to begin building even closer ties on the planning and development efforts on and around the Springfield College campus. Frequent and ongoing communication among the highest levels of leadership at both the city and college, as well as among planning and development staff is crucial for long-term compatibility and sustainability of future development.

The purpose of such meetings would be to clarify a more proactive role for the city in Springfield College’s master planning process and future development activities - particularly those surrounding neighborhoods around the campus. This could include communication about overlapping and adjacent development plans, mutually beneficial projects, leveraging resources and assuring the alignment of priorities. The city might discuss the public improvements in the two neighborhoods that maximizes the college’s investments – and vice versa.

As highlighted in the Midtown Detroit and the Chester cases, the collaborative efforts to leverage funds and resources between the city, university, and nonprofits is often done through the creation of a public-private partnership (PPP). These PPPs not only focus on brick and mortar projects, but also collectively work on district plans and

Case: Widener University’s Commitment to Civic Engagement in Chester, PA

After years of economic and social decline, the city of Chester’s fourth largest employer, Widener University, was facing a choice. The institution could continue on a path of becoming more isolated from the struggling city, or play a more active role in improving the city’s conditions. James T. Harris became the university president in 2002 and decided it was time for a new strategy and university role in the community. He worked on gathering the support and cooperation of the board of trustees, and convened a Strategic Planning Committee to include civic engagement as part of the university’s mission.

While some faculty initially objected, the university has made significant progress in incorporating its new mission throughout its curriculum, faculty research, student activities, and special initiatives. Students are more involved in community-service projects and faculty members are pursuing community-based research. A charter school and job training initiatives are helping local businesses with a more skilled local workforce. The university has partnered with a private developer to implement a $50 million mixed-use project that supports the local tax base and employment. In addition, the university is pursuing other economic development initiatives including the creation of a university tech park to attract high-tech businesses back into Chester and the redevelopment of a dilapidated museum in a distressed neighborhood. Many of these projects are being done in cooperation with multiple stakeholders including city, county and state officials and the private sector. See the full case in the Appendix for more details.
jointly release documents.

In Midtown Detroit, the executive director of the nonprofit planning and development group works closely with the university president and they sit on each other's boards. They've identified joint projects that they both contribute to financially. Their staff conducts weekly calls to collaborate on planning and implementation of projects so that overtime trust is built between the different entities. See case text boxes for more information.

Opportunity with Recent Change in College President
The recent change in top leadership at Springfield College presents a special opportunity to redefine the relationship between city and college administrators. The college president has the responsibility to set the vision for the college's future, which ultimately influences the college's planning and real estate development activities. The college president may envision Springfield College as a stronger civic partner as it relates to the Old Hill and Six Corners neighborhoods. The Advisory Team recommends frequent communication between the top-level leaders of the city and Springfield College in order to influence each other’s priorities for future development.

The Appendix includes three cases that illustrate how college leadership can set the tone for how the institution plays a positive role in improving surrounding neighborhoods: Widener College and the city of Chester, PA; Wayne State University in Midtown Detroit; and the University of Dayton in the Fairgrounds neighborhood. These cases discuss how important it is for leadership to cast this vision of being on a civic engagement mission, which sets a tone for how staff will cooperate with other community stakeholders. They also illustrate how schools of higher learning, nonprofits and local government can work together to resolve community and neighborhood issues of deterioration, public safety, and quality of life.

Dr. Irving Reid, former president of Wayne State University (WSU), is credited for WSU’s vision in urban development in Midtown and building strong ties between the city of Detroit, civic and business groups. President Harris of Widener University had a similar vision for the university and worked on activities that built trust among town and gown officials.

Consider a PPP Structure to Facilitate Cooperation on Specific Projects
Ongoing dialogue between the city, community groups and college leadership would also help to facilitate a long-standing cooperative relationship on future activities. From these ongoing conversations, both parties should consider adopting a formal contractual arrangement such as a public-private partnership (PPP) around a joint public improvement project.

PPPs are typically formed to accomplish a tangible project such as a joint district plan, a large development project, or a joint public improvement project. A formal partnership is necessary when there is need for more frequent dialogue and cooperation, and when financial resources are being combined to achieve a specific project, activity or initiative.
There are numerous examples of how cities and universities are cooperating in public-private partnerships around joint planning processes, brick and mortar projects, and community engagement initiatives. These include examples from larger universities such as Penn State & Temple University in Philadelphia, Wayne State University in Detroit, University of Maryland in Baltimore as well as smaller communities like Widener University in Chester, PA. A common theme of all three case studies in this report is the importance of establishing a PPP to facilitate greater communication, cooperation and the sharing of risk between all sectors for a development project.

**Recommendation: Establish A New Urban Renewal Area to Help Connect the Redevelopment Opportunities**

The Advisory Team recommends the city of Springfield consider establishing a formal and legally defined urban renewal area that focuses redevelopment initiatives within District 2. It is the team’s recommendation that the designated urban renewal area accommodate the needs of Springfield College, including the proposed “knowledge corridor”, the commercial nodes of Walnut Street, Brookings - the new elementary school, the city’s transit needs and planned transportation improvements, a proposed pedestrian/bike path, and other quality of life needs of local residents.

**Reliance on Partnerships and PPPs.**

Wayne State University (WSU) and Midtown Detroit (MDI) frequently seek to form partnerships with private sector developers and public agencies to aid in the facilitation of funding development schemes. The establishment of PPPs also enhance WSU’s and MDI’s outreach to the wider community by becoming involved with a broad range of stakeholders. In this way, all interest groups are transparently exposed to each other’s agenda, allowing for a coordination of goals and interests. A prime case of the PPP structure emerges in real estate developments such as the Eugene Applebaum College of Pharmacy and Health Sciences – a 270,000 square feet, six story medical campus that upgrades classroom facilities and laboratories. Funding came from Meijer Inc., a private partner in the project, donating $250,000 in naming rights. Eugene Applebaum, founder of a drug company donated $5 million.

The joint Five-Year Capital Outlay Plan is another component of this partnership structure. WSU and MDI draw together all their anchor institutions and partners to contribute a fixed sum of $200,000 each, allowing $1 million to be attained by the end of the plan. Through negotiations with the public sector and the Michigan State Government, this funding is based on a 75/25 rule. The state will agree to pay 75 percent of the cost of the project and the university will pay the rest - making PPP fund access necessary. So far, the fund has been used on programs like ‘Live Midtown’ where WSU, MDI and a private contractor, Studio One Apartments, to construct new housing and achieve economic stabilization.
This urban renewal area would help focus resources on the development challenges in the Six Corners and Old Hill neighborhoods. These include a number of dilapidated and vacant buildings, vacant lots, aging infrastructure, environment contamination for buildings such as the Watershops Armory, and a number of older buildings that may not be scaled or have a sufficient lot size for reuse.

The benefit of a redevelopment area is that it forces the city, neighborhood groups, community organizations, and regional entities to focus their energy and resources on a defined area and towards defined objectives. Public entities may be able to bring special resources and funding (i.e. tax increment financing (TIF), community development block grants (CDBG), new markets tax credits (NMTC), etc.). For TIFs, the city would need to establish an urban renewal area by submitting an application with an urban renewal plan to the Massachusetts Department of Housing and Community Development. This powerful tool, used in the right way, can help transform deteriorated areas by providing the economic climate needed to attract private investment. The city has an urban renewal area in the South End but hasn’t yet established one for District 2. See the text box on this page and further details in the Appendix.

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Final Report for City of Springfield & DevelopSpringfield
Case: Leveraging Town/Gown Resources to Revitalize Midtown Detroit

Located between Downtown Detroit and New Center, Midtown Detroit is an area, which has been shaped by multiple waves of urban development. Bounded by freeways on each side, the area is anchored by several strong institutions serving the cultural, educational, and medical needs of both neighborhood and city residents. Wayne State University (WSU), Detroit Medical Center and several cultural institutions have long served as drivers of both growth and neighborhood revitalization.

Midtown Detroit’s rejuvenation has been triggered by strong partnerships forged between Wayne State University (WSU), Midtown Detroit, Inc., its supporting foundations, and other anchor institutions to leverage resources in revitalizing a disinvested area. In 1997, Dr Irvin Reid cast a vision for the university’s civic engagement and emphasized an urban mission. He wanted to transform the university into a 24-hour district to improve public safety, increase student enrollment and to improve the surrounding neighborhoods. Dr. Reid decided to work closely with community and city stakeholders, including the executive director of Midtown Detroit, Inc. to achieve this vision of reinvestment in surrounding neighborhoods.

Since 1997, WSU, Midtown Detroit, Detroit Medical Center and Henry Ford Health System have jointly created district plans for specific areas of Midtown. This includes the TechTown District Plan, which is a planning effort to create a knowledge district that focuses on innovation, entrepreneurship and the generation of ideas in a mixed-use setting. The outcome was the creation of a place-making plan that had significant community engagement and support. The purpose of these district-planning efforts was to identify a critical mass of projects to be redeveloped in the next three to five years.

The Midtown Detroit case demonstrates that joint efforts are critical in initiating and sustaining innovative resources for and approaches to beautification, brick and mortar redevelopment, neighborhood stabilization and engagement.

For more details, see the case study in the Appendix.

Redevelopment Nodes of Intense Activity

It is important to establish an urban renewal area that has a critical mass of necessary redevelopment projects that demonstrates a high level of tangible and visible activity. These nodes of intense activity throughout the redevelopment area should encourage a mix of uses but can also be dominated by a single land use such as commercial, industrial, residential, academic, recreation, public, etc.

This redevelopment area reveals a series of interconnected development opportunities. Each node of activity offers its own distinct character, which is its selling point – both to the community and to developer or private investor. This redevelopment area would demonstrate that the collective value of a programmed series of development opportunities area of greater value than the sum of their individual parts alone.
Establish a Boundary
A boundary must be defined as the redevelopment area based on amassing a critical mass of redevelopment projects to address blight, increase aesthetics, and enhance connectivity. To help determine the boundary, there should be significant engagement of all the community partners such as the Springfield College and other anchor institutions, DevelopSpringfield, property owners, developers, city departments, neighborhood groups, and other critical stakeholders. It is important to carefully think about both the corridors and the connections between the nodes of activity that occur along those corridors to help determine the geographic boundary. There should be proper public forums to discuss the boundaries and the justification for establishing them with local residents and community stakeholders.

Create Graphics & Design Guidelines
Maps, diagrams and design renderings are essential. There should also be design guidelines that reinforce the area’s historic character and improve aesthetic and functional values. A developer or private investor can see that these redevelopment projects are connected to a larger, more cohesive community that is making significant investments. Adoption of a consistent and forceful set of rules and incentives for the area will decrease uncertainty and risk for private investment.

Establish a Long-term View
Revitalization will not happen overnight, nor usually within a year or two, but can be achieved over a period of 10 to 20 years. A redevelopment plan has a specific set of objectives and a series of actions, which encourages incremental changes to occur. The vision focuses on the larger area that shows a critical mass of activity.

Recommendation: Create a Corridor as Another Gateway to College
The Advisory Team recommends the development of the Hickory Street Corridor to serve as a southwestern gateway into Springfield College that links the campus with the neighborhoods. Creating attractive gateways to college campuses is important in boosting a campus’ image, to welcoming prospective students and families, and to help with the growth of student enrollment. It would also serve as a positive overture to local residents who would be encouraged to visit the campus for any number of reasons which, in turn, will improve the community acceptance of the college’s inevitable growth plans.

While concern of public safety may have historically led to an apprehension in prioritizing improvements to this corridor, there is a recent focus of public, non-profit, academic and residential support to prioritize resources to revitalize the area. This presents an opportunity for the city, college and other community groups such as DevelopSpringfield to combine resources in a strategic way
and cooperate. This gateway would give a sense of pride to both students and faculty and local residents.

Development along this corridor could be a place to serve all four constituents in this area - 1) students, 2) faculty and staff, 3) neighborhood residents and 4) suburban commuters that pass through this area everyday on their way to downtown. In order to attract all four groups, the land-uses need to be attractive, feel safe, and meet their needs. Recommendations are discussed later on in this report to deal with improving public safety as well as aesthetics.

See the text box for the Midtown Detroit case, which demonstrates how colleges, non-profits, developers and the city can cooperate around corridor development.

**Physical Integration of Springfield College with the Neighborhoods**

There should be a more obvious physical integration of development between Springfield College and the Six Corners and Old Hill neighborhoods. The new Brookings School is being rebuilt along this corridor, Hill Homes is being relocated and rebuilt in a new location, and the college is acquiring land along Hickory Street next to the pond and near a historic landmark, the Watershops Armory. There is a need for Springfield College’s real estate development activities to be intentionally integrated into the neighborhood. At the same time, they must be sensitive to its dominant presence in the neighborhood, which can intimidate local residents.

**Concentrate Geography from Springfield College along Hickory Street to Central Street.**

The Advisory Team recommends that there be a focus on the Hickory Street Corridor that connects from Springfield College through to Walnut Street and all the way to Central Street. The presence of college activity in a node of activity at Walnut Street and Hickory Street would help anchor this corridor. The college should be open to real estate acquisition and development opportunities that may arise along the Walnut Street corridor to help achieve this purpose.

**Connect Knowledge Corridor to Watershops Corridor**

As part of its master plan, Springfield College is cooperating with American International College (AIC) to propose an education corridor along Wilbraham and King Streets. Springfield College would have uses at one end and AIC at the other. In working with the Old Hill Neighborhood Council, the proposed education corridor includes a community engagement and entertainment center. It may also incorporate an early childhood center. The college has already purchased the MCDI building, which served as the workforce agency, for land banking purposes to help fulfill this vision.

It is the recommendation of the Advisory Team that there be greater connections established - physical, social and economic - between the Knowledge Corridor on Wilbraham and the Watershops Corridor on Walnut and Hickory Street. As discussed previously, these two sites can
serve as major nodes of intense activity. These two distinct development nodes can complement each other in terms of their respective uses.

**Develop Attractive Signage**

One of the projects to help physically integrate the college with the neighborhood is the introduction of signage along Hickory as well as Walnut Streets. This includes signage with architectural details to attract both students and faculty and give a sense of pride to neighborhood. A good signage and wayfinding system should clearly demarcate the connection between Springfield College and various points of interest along the path including the historic Watershops Armory.

**Recommendation: Create Greenway / Bike and Pedestrian Path throughout Neighborhoods and Connect with Colleges**

Cities and regions around the country are realizing the enormous return on investment when they invest in greenways (bike and pedestrian paths or open spaces) to connect people and places. These pathways help to re-connect land uses and neighborhoods, foster transportation alternatives to the auto, and play an important role in building healthy, vibrant and attractive communities. Studies and surveys have shown that bicycle paths can contribute to areas where they are established by providing recreation, transportation, a sense of community, increased property values, lower crime, and other economic benefits. Safe sidewalks, bike trails, and traffic calming devices can lead to increased physical activity and improved public health.

Improving a neighborhood’s green and open spaces has proven to successfully attract more residents and housing. Done right, these greenways have served to encourage private developers to invest large sums of money in previously blighted areas.

The Mill River Greenway Bike path is a proposed greenway to connect Springfield College with Johnny Appleseed Park and possibly beyond via an old rail line and fuel line. This bike/pedestrian path has strong resident support and would serve to connect residents, businesses, and other community members.

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8 Economic Benefits of Trails, American Trails, Summer 2011.

students, and employees. It would serve all residents, including vulnerable populations such as elderly and children who lack transportation choices. With the athletics focus of the Springfield College, curriculum, it makes sense to support such an initiative that provides a beautiful and active-use amenity for students.

Significant scale and length of the greenway should be reached in order for it to be regularly used by all community members. That scale can be enhanced also by connections to other greenways and on-street bike lanes. It would also demonstrate that community stakeholders are committed to the revitalization of the Six Corners and Old Hill neighborhoods.

It has been proposed that the greenway not only connect Allen Street to Johnny Appleseed Park, but also continue along the Watershops Pond to Springfield College and then connect to a new rail trail on the abandoned Highland Division Railroad right of way to create a north/south path. This path length would connect a number of parks, several neighborhoods, the Watershops Armory and Springfield College and could eventually link to the downtown, which is a major employment center. This would create a distinctive alternative transportation network that connects nodes of activity with larger portions of the city.

**Next Steps for Consideration**

The Advisory Team suggests reviewing the costs of creating such a community amenity and then reviewing the challenges with land ownership and any problematic real estate deeds. It is also important to take steps to identify funds and to set them aside in the city’s capital improvement program. Cooperative partnerships between different anchor institutions and sectors are important in helping to overcome any of the aforementioned development challenges.
Improvements to Watershops Armory

Recommendation: Consider Both Short-term Versus Long-term Land Uses

The Watershop Armory serves as a major historic asset in the neighborhood that has unique architectural details and an attractive amenity of sitting adjacent to Watershops Pond with a gorgeous dam water feature. It currently serves as an affordable space for small business ventures and industrial activity with a lease rate of approximately $3 price per square foot. Over 200 employees work at the 12 resident companies, including precision manufacturers for the aerospace industry that operate several shifts and may have need for more space.

The critical development challenges for the site are the concerns for the environmental costs for cleanup, transforming the space to be relevant for modern uses, as well as the constructions costs for upgrading the building’s aesthetics.

The Advisory Team believes that the short-term focus should be on making improvements to the curb appeal of the building and performing the due diligence of collecting accurate construction cost information. The long-term focus should be on redeveloping the space into an adaptive reuse that serves as a catalytic project in the neighborhood.

There are a number of improvement projects that are under construction or are on the planning boards around the Armory site. This includes the new Brookings School and the redevelopment of Hill Homes. The city is also moving forward on the streetscape improvements of Walnut Street and Hickory Street. As the area around a site is developed, the right environment and developer interest for reuse is created.

SHORT-TERM ACTIONS

Recommendation: Upgrade & Beautify the Building Exterior

It is often the industrial buildings that are built with such craftwork and detail that are the ones that need the most attention. The Advisory Team recommends a short-term goal for the Watershops Armory site to make necessary investments in preserving the building exterior to improve its curb appeal for private investors and the development community. There should be a conscious effort to preserve much of the rich architectural detailing and the character-defining features in the building to maintain its attractiveness. By making even the smallest of physical improvements to the exterior this sends a signal to the community that there is concern for the continued improvement of the site.
Fund a Preliminary Cost Estimate Study
According to the property manager, they have repaired much of the tornado damage by conducting emergency masonry work on damaged bricks. In past maintenance work, asbestos materials have been removed from the facility. The building has been declared a clean site by the Massachusetts Department of Environmental Protection (DEP) in terms of potential contamination in the Watershops Pond and nearby river. Remaining building needs include the upgrading of the building’s electricity and repair to the tower as discussed with the current property manager. Also, the second floor where the chemical fire occurred in 1988 may need to have significant environmental cleanup if there is a desire to reuse this space.

DevelopSpringfield should consider taking a lead role on this project to obtain a preliminary cost estimate for making improvements to the Watershops Armory building for various uses. This includes costs of preserving the architecture vernacular, of addressing the costs of fortifying the structure, and other needed infrastructure and building improvements to make the building more marketable for reuse.

Conversations with Building Ownership during Whole Process
It is important to receive the permission of the property owner before working on plans to conduct any cost estimates and to keep them apprised of the progress along the way. If the owner is concerned about opening themselves up to code violations, there can be an access agreement that is signed before any individual comes on site. An organization like DevelopSpringfield is possibly the best entity to do this type of project as they do not serve as a regulatory body with the city and are seen as a disinterested party.

Hire Architect & Engineering Firm for Cost Estimate
After receiving permission from the property owner, the Advisory Team suggests hiring an architect and engineering firm to develop a scope of work and cost estimate of options for improvement to the property. The main purpose of this activity is to better understand if any adaptive reuse is cost prohibitive for redevelopment based on proposed uses. The study should be conducted to understand the nature and extent of any hazardous building materials or environmental contaminants, how much time and cost it would take for cleanup, and determine constraints for finding a viable new use. It would also be important to better understand the legal requirements associated with specific remediation activities.

It is important to identify a firm that has expertise in remediation of similar historic properties. They should develop a scope of work in addition to the cost estimate. Common scope for these old mill and masonry buildings is to install reinforced steel beams, enlargement of windows, upgrade electrical and plumbing systems, address any building code violations, and other environmental remediation.

The scope should also include some conceptual designs to get people excited about some options in terms of reuse. This is particularly important at any future meetings where stakeholders are discussing costs to rebuild and possible reuses.
**Identify Potential Sources of Funds for Implementing the Scope of Work**

It is the recommendation of the Advisory Team for the Community Development Block Grants – Disaster Recovery (CDBG-DR) dollars should be used to fund this study. Other possible resources could include general CDBG funds, rehabilitation loans, tax credits, tax abatements, and a waiver of municipal liens. It is important to not only identify funds but also to consider the requirements on remediation associated with specific financing sources.

The Massachusetts Tax Credit Program provides a tax credit of up to 50 percent after cleanup is completed and 25 percent for a cleanup that uses what is known as an Activity and Use Limitation (AUL). It is also important to note that the tax credit may be transferred, sold or assigned to another eligible person or to a nonprofit organization.

Other sources include the Municipal Tax Abatement Program, the Economic Development Incentive Program, an investment tax credit, an abandoned building tax deduction, TIF or Special Tax Assessment (STA), and a State Historic Tax Credit. Tax abatement (real estate tax or sales tax) is commonly used to attract development to distressed areas.

The Environmental Protection Agency (EPA’s) offers financial assistance for revitalization, assessment and cleanup through the Brownfields Tax Deduction Program as well as the 20 percent federal Historic Tax Credit.

**Recommendation: Pursue Business Retention Efforts of Existing Firms within Watershops Armory**

Business Retention and Expansion (BRE) is considered one of the bedrocks of an effective economic development program as 70 percent of all job creation is reported to come from existing companies. The most effective BRE program serves as a customer satisfaction program designed to gain intimate knowledge of local businesses and their industries as well as provide seamless service to address problems of dissatisfaction.

Retention programs connect local businesses to the economic development system in the city, are often more effective and less costly than recruitment efforts, and create a long-term sense of business loyalty and advocacy. Strong business retention is also a pre-cursor to successful business attraction. Some of the major factors that companies consider in their site selection are the stability of the existing business community and how the city and economic development agencies treat the companies that are already there.

Springfield may already have a representative that is performing a BRE function through the Springfield Chamber of Commerce. It is not uncommon for city economic development staff and chamber representatives to jointly meet with local business owners, particularly for high priority businesses.
Alternatively, some communities have a group of chamber volunteers that are willing to conduct visits with business owners. In communities with limited resources, partnerships between public, private, and nonprofit entities are particularly important. The critical factor is that follow-up occurs after the site visit, particularly if a business need was discussed during the meeting.

**Arrange appointments with business owners of Watershops Armory to develop relationship**

The Advisory Team recommends the city’s economic development department conduct a business retention and expansion (BRE) effort at the Watershops Armory in order to establish and maintain a good working relationship with these local businesses. Businesses are more likely to remain in a community and possibly expand when they feel they’re operating in a business friendly environment that accommodates their needs.

BRE programs are based on coordinated business calls and visitations to maintain accurate knowledge of the business community. Visitation and call programs establish relationships with existing businesses, and help identify at-risk companies, or those that are considering closing or relocating.

In a successful BRE program, economic development representatives strive to build relationships with the CEO/president or executive leadership to understand their challenges, seek their opinions about the business climate and link them to resources. Visits typically occur at the firm’s local headquarters or branch office, and periodically at the headquarters that are not located in the target area. BRE staff should be skilled at building rapport and trust among key decision makers as well as probing to learn about future growth or reduction plans. Current staff may need to receive training to hone customer service and problem solving skills.

**Identify the Pros & Cons of Remaining in Space**

A successful BRE effort at the Watershops Armory will seek to identify why the different manufacturers are locating there and the decision factors that affect their business operations. It was reported that some of the tenants are in growth mode and these business retention efforts could have some urgency. These factors may include: the cost of industrial space, access to skilled labor, equipment invested on the industrial site, proximity to customers or suppliers, easy access to home, etc. Another purpose is to determine if the business is experiencing challenges operating in the current location and whether they may be looking to leave the city.

**Gain Understanding of Hiring Practices**

It is recommended that the BRE staff member ask several questions regarding the hiring practices of the business. This includes asking about the skill, educational, and other requirements (i.e. drug free) for the manufacturing jobs, where employees are traveling from (local neighborhood, city or surrounding region), as well as if there are any needs of the company in terms of training or employee retention. If there is expressed interest in workforce training programs, the BRE team should follow up immediately with resources from the local one-stop
shop. Other questions could include understanding the strengths and weaknesses of the local workforce.

If there is a perception that local residents lack the needed skills, there are important workforce training implications. For example, there may be a need to further connect local residents to specific training opportunities at Springfield Technical Community College that are in high demand by local employers.

**Knowledge of Public Safety Concerns**

BRE staff should also seek to ask the employer about the perceptions of safety in the neighborhood as well as about any recent incidents. This information should be collected and shared with appropriate police officers that are working in the neighborhood on crime abatement as well as nonprofit organizations that are working on improving public safety concerns.

**Educate on Business Assistance from City**

BRE staff should take some time to educate the business on local business assistance programs. The Springfield’s Office of Planning and Economic Development has a number of business-oriented programs such as small business assistance, storefront improvement grants, and emerging technology grants. Economic development staff can also connect businesses with funding sources such as local banks, Common Capital, and other business counseling services such as SCORE and the Scibelli Enterprise Center. They can also connect businesses with workforce training grants and safety grant programs.

Even if the business doesn’t ask about specific programs, its important that there be some education on local programs available for business assistance as they might come up as a need in the future. If a business requires the support of multiple agencies or programs, it may be important to develop a coordinated service team.

**Sharing Information with Appropriate Stakeholders**

Information gained from BRE interviews should be summarized in written format and discussed with economic development leadership as well as relevant city departments depending on the nature of the issue. If interviews reveal a problem with a specific public service, the concern should be routed to the department leadership for proper attention. The information that is collected from the businesses should be compiled and shared with community partners such as the local workforce training providers, police department, and other relevant nonprofit working with residents.

It is important to remember that businesses will overcome obstacles and remain in Springfield provided their issues are identified and addressed. Confidentiality of business information should be considered and appropriately handled.
Recommendation: Recognize the Watershops Armory as a Historical Asset & Promote Its Identity

Pursue National Park Service (NPS) Interpretive Signage on Public Right-Away

The Watershops Armory site is currently on the National Register of Historic Places, but lacks recognition of this designation. Currently, the site gets low visitation numbers. When there is a larger visitor group visiting the Springfield Armory, the National Park Service (NPS) offers a drive-by tour of the Watershops Armory.

The Advisory Team suggests DevelopSpringfield follow up with NPS on the creation of a well-designed interpretive sign to inform the public of the site’s historical significance and to boost community pride. This element would serve to educate others on the site’s designation as one of the country’s first armories commissioned directly by George Washington. Interpretive signs would serve both city residents and visitors who want to learn about the unique history.

Pursue More Attractive Signage for Existing Uses

It is recommended that during the business retention visits to Watershops tenants that the city of Springfield educates business owners of the city’s façade programs. The city of Springfield’s Small Business Storefront Grant has allowed businesses along commercial corridors to restore facades through a grant of $2,000 to $7,000. The program is funded through CDBG support, which funds retail businesses and requires certain location eligibility requirements.

Guidance on Interpretive Signage

- Develop the sign with language at a simple level.
- Use short sentences and appealing graphics containing no more than 150 words.
- Signs and other printed materials such as brochures should have an appealing design that is not overcrowded, and one that allows the eyes to rest with some white space.
- Develop signage that uses the appropriate use of color and contrast.
- Signs should be placed in a location where they won’t get vandalized.
- Interpretation need not only be through printed materials. Other interpretive formats include Internet webpages, and mobile applications for self-guided tours, living history guides and docents, as well as special events that interpret history.
In addition, DevelopSpringfield offers a Corridor Storefront Improvement Program (CSIP), which is a grant of up to $10,000 that is targeted to ground-floor commercial storefronts with direct frontage along the Main Street and State Street commercial corridor areas. The program requires a 25 percent match by applicant. DevelopSpringfield should consider expanding this program to other locations such as the Walnut Street commercial corridor.

**Communicate Regularly with Building Owner**

As is recommended above, there should be regular contact with the building owner and the property manager of Watershops Armory in order to keep them apprised of the efforts to improve signage of tenants as well as signage of the site's historical significance.

**Design Matters!**

The visual qualities of the Watershops Armory building need to be considered when reviewing and approving onsite signage and façade improvements. A city review process should be conscious of whether the signage is appropriately scaled, legible and compliments the existing historic character of the building. The signage shouldn’t overwhelm the viewer, but should make clear to passer-bys that there is business activity within.

**LONG-TERM ACTIONS**

In the long-term, the Advisory Team recommends community stakeholders look at an adaptive reuse project for the Watershops Armory site that serves as a catalytic project for the neighborhood. We recommend a focus on attracting and developing more neighborhood-oriented retail and business services along Walnut Street near Hickory Street and consider the Armory site for such a use. This should be separate from the market study that is performed by DevelopSpringfield.

The neighborhood could have potential for larger-scale commercial office, retail and/or industrial development in the future, particularly as blighted and vacant properties and public safety concerns are addressed. As discussed previously, this should be explored in the market study and with the development community as the neighborhood makes further progress.

**Recommendation: Understand Highest & Best Use to Inform Financing Strategies**

There is a need for a greater understanding of what the ‘highest and best use’ is for the Watershops Armory in order to determine the land use that would produce the highest value for the property. It is important to evaluate how multiple constituents of the neighborhood – Springfield College students, faculty and staff, local residents, local employees and commuters - can be better served by the uses that are in the building. The options for adaptive reuse could be the continued use as an industrial site with some front offices.

The space could also be transformed into other uses such as a museum or cultural facility, student housing, college administrative or classroom space, retail (eateries, shopping, etc.), art studios, live-work units, commercial office, a K-12 educational use, social services or a mix of these uses. Mixed-use development is an increasing real estate trend for mill buildings of this significant size. This
information is important in that it helps to determine the potential financing strategies to redevelop the property.

As this building is located in a distressed area, it is very important to determine if there is market demand for the proposed uses, what the supportable square footage is for each use, and additional information on rents. The following recommendation includes the next step in determining what the highest and best use is for the Watershops Armory site.

**Conduct Highest & Best Use Study to Include Supportable Rents**

The redevelopment plans for the Watershops Armory should be backed by strong real estate analyses, such as a market analysis of various land uses and a predevelopment feasibility study. The market study is a basis for determining the highest and best use for the site (i.e. the land uses that provide the greatest level of economic value both today and tomorrow). This study will confirm the market value of the project in terms of land value, achievable rents and project out phasing and absorption in the competitive marketplace. The purpose of the market study is to help to determine or validate whether a development plan is achievable.

To assist with long-term redevelopment, the Advisory Team recommends that DevelopSpringfield hire an experienced firm to conduct a market analysis. Real estate economic professionals and developers typically conduct these studies. Before approaching a consultant, it is important to define the goals, problems/issues, technical constraints, work tasks, and budget.

This study will analyze the demand and supply of various land uses that are being considered for the space and determine the supportable square footage for each use. There are specific methodologies for analyzing different land use markets such as housing, retail, commercial office, industrial, hotel, entertainment and culture, parks and recreation space. Reuse options for mills that are similar to the Watershops Armory could include land uses such as museums or other cultural institution, art studios and live-work units, student housing, retail, office, multi-family residential units or a mix of uses.

The final recommendations not only indicate the highest and best land use, but will also identify a target consumer, the market position of the project, the pricing of achievable rents, the construction type, features and amenities, absorption, and profitability.

**Evaluate Alignment with Community Goals**

The Watershops District Revitalization Plan has a number of economic development and community goals for the neighborhood that include the type of retail that the community uses. After completing the market study, it would be important to review those goals to see if what the market could bear in this neighborhood also aligns with the needs of local residents. If they do not, there may be a need for the public sector to intervene with a subsidy to help meet this gap.
Evaluate Performance Gap Analysis

After completing the market study and comparing it with community goals for alignment, it is important to clearly identify any gap in terms of the performance of a proposed land use. Is the development plan achievable for specific land uses such as neighborhood serving retail? Will the market rents support the type of constructions costs needed to rehab the building? If not, the project might not move forward without some form of public subsidy. This may help guide the decision by the city or any other entity to provide development incentives for the project or to seek out alternative financing sources.

Take Studies to Development Community for Marketing Purposes & Feedback

After commissioning the study, DevelopSpringfield should meet with local and regional developers to review the study’s conclusions for marketing purposes and to seek their feedback on interest in the Armory site. This includes taking developers on tours of building both from the outside and within the facility, including the industrial space that includes the water feature. It is important to shop the space around to various developers that may have different appetites for the level of risk they are willing to take on. They also may want to receive a different level of return.

See the case study on Lawrence, MA, which discusses the effort by a local business owner turned developer to transform 1.5 million square feet of empty mill space into attractive mixed-use space.

Seven Components of A Real Estate Market Study

1. Analyze the subject site, which includes physical characteristics, surrounding land uses, planning & zoning, access, adjacency and planned infrastructure improvements;
2. Analyze demographic and economic conditions affecting market conditions for various land uses such as office, industrial and retail;
3. Analyze the competitive supply around the site and how competitive this project will be in terms of quality of execution, price, timing and position
4. Analyze the demand for space for each land use including the customer and tenant demand and assess the project absorption rate;
5. Compare the project with similar projects (i.e. comps) on a cost or rental-per square foot basis by considering site factors, access, visibility, physical boundaries, vacancies, amenities and design considerations;
6. Estimate the overall market capture, absorption, and sales or lease rates
7. Identify specific amenities and characteristics necessary to give property a competitive edge.

Recommendation: Opportunity to Retain Industrial Uses and Add a Restaurant Use in Mainline Space

The Advisory Team recommends the consideration of a restaurant use in the space of Mainline at the Watershops Armory facility to serve as a catalytic project for the reuse of the property. This could be a compatible use while the industrial uses remain on the property. A destination restaurant might
make more productive use of the 20,000 square feet of space, including the full view of the dam water feature connected to Watershops Pond. A new retail space could include multi-purposes of both leisure and a food establishment – serving both existing neighborhood constituents as well as prospective residents. There may be an opportunity to take over the lease of the Mainline space, which is an industrial operations that converts nonwoven materials, and employs a total of two people.

There may be the potential to attract a destination restaurant to the area. In communities across the U.S., destination restaurants have been a cornerstone of successful strategies for neighborhood revitalization and have served as catalytic projects in the adaptive reuse of older mill buildings. The advantage is that they attract customers from beyond the immediate area – so long as the place is interesting enough for people to go out of their way and they feel safe to do so.

**Increase Exposure with Neighborhood, College Students/ Faculty and Public**

It is important to identify a retail use that would seek to attract multiple neighborhood constituents. An appealing pizza parlor with an entertainment component such as pool tables or darts would appeal to college students, faculty, staff, and neighborhood and community residents. It would also serve as an important quality of life amenity that would help attract future residents. The Advisory Team recommends that DevelopSpringfield take the lead on this initiative in concert with the other activities they are pursuing with the site.

**Maximize View of Water Feature**

It is important that the redevelopment of space involve maximizing the view of the attractive cascading water feature that can be viewed from tinted windows facing on the Watershops Pond. Improving the visibility through the window would be important as well as preserving the historic features of the facility. There are innovative design approaches for adaptive reuse that transform a space into a more productive use for retail. This should be looked at by an architectural/engineering firm that is doing the rehabilitation costs estimate.

**Restaurant Space and Concept**

A medium format restaurant space can average in size from 2,000 to 5,000 square feet (SF), which means that the 20,000 SF of space that Mainline occupies may be too large for just a single retail use. The quality of the build-out will help to determine the local attraction to frequent the use. As discussed above, a restaurant with an entertainment or cultural component might help to expand the space. Other restaurant options that might occupy the space are a good brew pub, a burger joint, or a steakhouse.
Promote Restaurant Concept to Developers / Restaurant Owners
As a next step, DevelopSpringfield should put together a list of potential neighborhood-serving and destination-oriented restaurants to be marketed to. It is critical that the organization approach restaurant owners who have demonstrated the successful operations of their restaurant establishment. Studies have shown that one out of four restaurant businesses close after one year and six out of 10 shut down after three years. Restaurant owners may be concerned about the high upfront costs of the build-out of a new restaurant in the space as some owners prefer to take over leases of a closed restaurant space with existing kitchen infrastructure.

If there is little initial interest in owners, one strategy is to have the Mayor write letters to CEOs of restaurant operators to bring them to Springfield and facilitate the decision-making of economic development incentives. While there may be a perceived risk of operating in the neighborhood, discussions with the appropriate developer and a restaurant owner who can see the potential of the space may drive interest in the property.

DevelopSpringfield to Consider Purchase of Watershops Armory Property
DevelopSpringfield should consider holding discussions with the building ownership regarding the purchase of property in order to maximize its potential. As discussed above, it should work with the existing owner to perform the necessary repairs and rehabilitation.
Case: Successful Reuse Strategies for Historic Areas of Lawrence, MA

Located just 45 minutes north of Boston, Massachusetts, the city of Lawrence initially prospered as a wool-processing center from the 1800s, but saw a steady decline in textile mill closures starting in the 1950s that left over 12 million square feet of empty mill buildings scattered along the Merrimack River. To reverse this disinvestment, regional stakeholders that included representatives from the regional chamber, elected officials and private sector started to discuss business attraction strategies in the late 1990s. They identified five target sectors to pursue and created a ‘business visit team’ of local officials who would travel to meet with businesses considering the Merrimack Valley.

Near the same time, a pizza-owner of a regional chain, Sal Lupoli, was considering some reuse of the mill space for his company’s commissary. The pizza owner took a gamble in mortgaging his home and business to rehab the first mill building. The city offered him a tax-increment financing (TIF) plan that allowed him to pay taxes on the property value at point-of-purchase for up to ten years. Because many of the mill sites are also considered brownfields, the city also funded the Environmental Site Assessments for Phase I and II of his redevelopment project. The resources of the city, the Chamber and Mr. Lupoli’s own investment made the project possible. Riverwalk Properties was born.

Mr. Lupoli – an entrepreneur turned developer – had a vision to transform rest of the dilapidated mill space into a diverse mix of business activity. More importantly, he was able to successfully sell that vision to the many players involved in redevelopment. With help from local officials and the chamber, he has successful recruited nearly 200 companies with 2,500 employees for redeveloped buildings next to his original property. They attracted a credit union, an energy company, high tech firms, a number of nonprofit tenants, workforce development training operators, and other firms.

Some of the strategies they employed to successfully recruit tenants included hosting a group of high profile developers and as well as putting on other high-profile events with political celebrities to bring attention to the property. Mr. Lupoli also discussed the availability of space at a reasonable cost with prospects, including the ability to custom tailor the space to meet their business needs. To date he has successfully redeveloped 1.5 million SF of space and has served as a catalyst for neighboring mill projects. For more details, see the case in the Appendix.
One Stop Plaza & Surrounding Area

Recommendation: Work with Current Owner to Understand Level of Commitment for Redevelopment

City and community stakeholders should work with the current property owner of the 1-Stop Plaza to educate him on the concerns of local neighborhood residents and college faculty and students about the illegal activity that current 1-Stop tenants are attracting. The strip center currently has several retail uses that are unwanted by local residents because they attract drug dealing and loitering.

Open communication is critical when discussing with the owner the opportunity to redevelop the property. There should be discussions about the commitment level and interest in putting forward time and financial resources to deter crime and redevelop the property. In follow-up efforts, there should be concrete discussion on what specific progress must be made to move forward on that commitment, i.e. evidence that it is more than lip-service.

Consider Coordinated Redevelopment of 1-Stop Plaza Parcel with Lincoln Hall

There should be serious efforts to assemble land between the parcel of land with Lincoln Hall and the 1-Stop Plaza site. The city recently purchased the Lincoln Hall property with the hopes of enabling a developer in redeveloping the site. The city should explore all options to encourage the redevelopment of Lincoln Hall and 1-Stop Plaza together in a coordinated manner to serve as a retail strip center. This retail cluster of several smaller shops in the 1,000 to 2,500 SF range would need to have an anchor such as a pharmacy or convenience store to help drive traffic. Streetscape improvements should be coordinated with the land development so that the needed infrastructure improvements are made and tailored to the needs of land uses.

Rifle Street Intersection should be Addressed in Context of Development Plan

In the past, transportation issues in Springfield have been addressed in a piecemeal fashion. With the use of CDBG-DR funds, the city is focusing resources on streetscape improvements for corridors - the Central Street Corridor and the Hickory Street Corridor. These streetscape improvements include changes to the intersection in front of the Watershops Armory at 1 Allen Street to improve traffic flow between Allen Street and Central Street. They are likely to have an impact on the 1-Stop Plaza commercial strip, which is currently oriented to face Rifle Street across the street from the Armory. With the widening of Hickory Street and the partial closure of Rifle Street, 1-Stop Plaza will have incompatible frontage with the new orientation on Hickory Street.
To address this concern, the property owner at 1-Stop Plaza should look to redevelop his property to align with the new streetscape on Hickory Street. The new building should be placed close to the street edge, yet should also accommodate both parking demand and pedestrian access. It should include a mixed set of functions and retail uses that appeal to local neighbors, and help compliment surrounding development. The building should also include architectural details that compliment the surrounding historic buildings at Lincoln Hall and the Armory.

A development plan should be created to show how the changes to the streetscape (roads, sidewalks, traffic flow) align with the surrounding land uses. With significant public resources being invested to improve the neighboring streetscape at Hickory, there is an opportunity for the property owner to take advantage of these improvements to re-orient the site and attract higher paying retail tenants that serve neighborhood needs. The exact geography is the transportation node of Walnut St and Hickory St that includes the 1-Stop Shop, Lincoln Hall, and the Watershops Armory building.

**Consider Façade Improvement Grant for Neighborhood Businesses**

As discussed above, the city’s Office of Planning & Economic Development (OPED) should follow up with local businesses to educate them on the availability of Springfield’s Small Business Storefront Grant for up to $7,000 façade improvement or DevelopSpringfield’s Corridor Storefront Improvement Program (CSIP) program that funds up to $10,000. Some smaller-scale retail businesses need some help in developing curb appeal and attractive signage to raise awareness of its presence along the corridor. They also need help in getting advice on improving interior décor, including the space where the customer makes purchases and the display of product.

**Actions for Improvements for One Stop Plaza**

**Recommendation: Increased Public Safety & Improved Redevelopment**

Addressing the fear of safety and mitigating drug activity in and around 1-Stop Plaza should be one of the highest priorities for police officers, property owners, and community stakeholders. During interviews with multiple stakeholders, the Advisory Team heard an overwhelming amount of concern of public safety issues associated with the 1-Stop Plaza. Comments ranged in complaints from drug dealing in the parking lot, public drinking and loitering, to general fear of the area so much that parents are afraid to take their children to the nearby local park and children are afraid to walk past the property on their way to school. When one property brings this amount of negative attention, it is damaging to the health of the entire neighborhood.

The property owner has acknowledged that there is unwanted activity at the property and has stated that he is willing to cooperate with police around mitigation efforts. The city should follow up with the owner and police to ensure that cooperation to resolve public safety issues is occurring. This includes criminal activity that may be occurring both within and immediately adjacent to his property.
In order for this corridor to appeal to developers and investors for redevelopment, the city needs to tackle this public safety issue head-on. In the case of the mill redevelopment in Lawrence, MA (see case in this section), the city was able to demonstrate dramatic decreases in crime before company prospects were interested in locating in redeveloped space along the river.

**Document Cooperation with the One Stop Plaza Owner**

As discussed above, there are limited resources to deal with the negative activity that the over 200 package stores in Springfield tend to attract. Despite limited resources, the Springfield Police Department (SPD) uses ComStat data to monitor and combat criminal activity, in conjunction with hotspot details and shot spotters. At 1-Stop Plaza, the package store and pawn shop are known to attract unwanted activity such as the selling of illegal drugs in the parking lot and a significant amount of loitering. The need remains to create a documentation trail of police reports that associates the criminal activity both inside and outside the liquor establishment.

The property owner of the 1-Stop Plaza has expressed his willingness to cooperate with the police in developing a policing plan. The Advisory Team recommends the police department wastes no time to take advantage of the opportunity to cooperate with him and focus resources on this hot spot area in the next three to nine months. It is important to document whether this cooperation occurs and keep the property owner accountable if there is little or no action. There needs to be accountability established not only for the activity within the retail tenants but the activity that occurs immediately outside the property. This should be official documentation.

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**Leveraging College & City Resources for Crime Reduction in Midtown Detroit**

The Wayne State University Police Department (WSU-PD) and Detroit Police Department (DPD) work in close cooperation to foster a secure and attractive area for residents, students, and visitors in Midtown Detroit. Resource sharing is a critical means for maintaining public safety. The two departments leverage each other’s limited resources to work on crime reduction. The partnership was initially formed by the police chiefs of each agency working out the details of collaboration in 2009. They cooperate around patrolling, sting operations, media relations, etc.

They take a data-driven approach to crime investigation and targeting hot spots. A group of about 25 law enforcement officials, ranging from undercover detectives from the Wayne State University Police Department to state troopers, the Wayne County Sheriff’s Office, urban planners and the heads of security for leading Midtown employers, gather every two weeks for a detailed meeting – called CompStat. They review every reported crime in Midtown and have WSU’s Center for Urban Studies enter the info into a GIS database. The database pinpoints precise locations of hotspots, recent crime scenes, whereabouts of repeat offenders and mapping crime trends. They look for patterns and devise a plan off of that pattern. Two weeks after, they review the statistics and make sure they are showing a decrease.

It is not only the employment of high-tech equipment that enhances coordination and cooperation. Every day, a WSU-PD officer picks up a radio for DPD and vice versa to facilitate regular communication. They also share donated equipment such as ‘bait cars’. The point is to combine resources and work on demonstrating to the neighborhoods effectiveness in increasing response times to calls, focusing surveillance, and reducing crime. Since they’ve implemented these strategies, crime has dropped in Midtown by 45 percent. See Appendix for full case on Midtown Detroit.
Police Need to Identify and Document the Real Criminal Problems around One Stop Plaza (Police)

With local testimonies that the 1-Stop Plaza area is a hotspot for significant drug dealing, it is suggested that the police department work to create a policing plan/strategy to enable focused resources to combat the safety issues. Currently, there is a lack of data to indicate the amount and level of activity that occurs in and around the plaza. This information should be compiled and officially documented in order to justify a course of action to remediate the situation. Intelligence about the frequency of crime in certain hot spots help to determine if there is the need for a concentration of police resources such as a sting operation or if there is an alternative means for resolving the public safety issue.

A second strategy is to work on efforts to combine security resources from the city and college in light of a shortfall of resources. Springfield police indicated they were no longer able to do community policing because of a shortfall of 150 officers. As highlighted in the text box on security in Midtown Detroit, the city should look to cooperate with Springfield College’s campus security to leverage resources and achieve results. The Advisory Team recommends the following as a means to improve the image and safety of the 1-stop plaza and the neighborhood.

Create a Strategy for Public Safety Around 1-Stop Plaza

It is recommended that the Springfield Police Department expend more resources in documenting criminal activity, partner with the Springfield College campus security, and analyze data to identify hot spots, organize sting operations, and reduce criminal activity. See text box on Midtown Detroit for more information on developing an effective partnership with anchor institutions such as a university.

Using Volunteers for Neighborhood Security

An example of how a policing effort can reduce crime is with the Halton Regional Police Service. The Halton (Ontario) Regional Police Service implemented S.A.R.A. (Scan Analyze Respond Assess) to address and ultimately solve a variety of crime and disorder issues, including an escalating crisis of drug trafficking, riots, social disorder, vehicle thefts, and damage to property within a five-block area. After implementing an array of response activities such as using volunteers, security staff, bike officers, and tactical unit operations, the department identified a 75 percent decrease in crime relating to assaults, stolen autos, thefts, mischief, parking complaints, damages, littering, and calls for service.

Additional Resources

The Center for Problem-Oriented Policing can be a valuable resource in community policing for the city, the police department, and DevelopSpringfield. For more info, http://www.popcenter.org/25techniques/
Recommendations: Consider New Retail for 1-Stop Plaza Area and Surrounding Area

The Six Corners and Old Hill neighborhoods lack basic neighborhood-serving retail such as a small grocery store, drug store/pharmacy, café/bakery, laundry service, bank and other convenience retail. This lack of retail services in this central part of Springfield hinders efforts to both retain residents and attract prospective ones to these neighborhoods. Still, there are opportunities to build on a number of assets that exist in the neighborhood. The first is that there are multiple constituents that would help support additional retail in the area. Second, there is a concerted effort to incrementally add housing stock (single family homes) to vacant lots within the neighborhood. An often-used phrase is “retail follows rooftops” – as the number of households increase and household consumption rises, the amount of supportable square footage also increases.

In looking to assist with the development of a commercial node at Walnut Street near Hickory, DevelopSpringfield should focus their efforts on attracting retailers that span a wide variety of convenience services that have a demand for a small to medium size format. Such uses to consider include a drug store, small format grocer or farmer’s market operation (10,000 to 15,000 SF), and several small size format restaurant operations (1,000 to 2,500 SF) fit in that category. While we have already discussed the need to perform a market study to identify highest and best use for the Watershops Armory and to shop those concepts around, the following are practical recommendations for improving retail offerings in this commercial node.

Recruit Retail Tenants that would Attract Varying Market Segments at 1-Stop Development Site

Development along this corridor could be a place to serve all four different constituents in this area – 1) students, 2) faculty and staff, 3) neighborhood residents and 4) suburban commuters from Connecticut that pass through this area everyday on their way to downtown. In order to draw all four groups, the land-uses need to be attractive, feel safe, and meet their needs.

Consider & Pursue National Chain Retailers for Redevelopment Node

Attracting a national or regional retail chain would go along way to attracting all four market segments to the property. Examples of these chains include a Dunkin Donuts, a CVS or Rite Aid Pharmacy, a Subway or Panera Bread, or even a Sal’s Pizza Parlor. DevelopSpringfield should initiate conversations with developers and brokers to consider the site selection factors for a national chain. This may include what type of investments must be made to the infrastructure,

Site Selection Indicators for Pharmacies

- Traffic counts in less-dense areas and pedestrian counts in higher-density areas.
- Counts indicating the size of the elderly and youth population in area.
- Number of married couples and households in the area.
- Number of drug and nutrition stores in the area within a 20-block radius.
- Number of vacant lots and their square footage.
- Parking availability in areas with high traffic counts and lower foot counts.
- Size and number of lots that may be used for stores with drive-through windows

streetscape, public safety, building quality as well as what type of demographic stats to show in order to successfully attract the attention of a national chain.

As discussed above, a new small retail center would need to have a strong anchor of community-oriented retail that would drive traffic to the other shops within the center. DevelopSpringfield should pursue several of the national pharmacy chains for consideration in the redevelopment area. A pharmacy or small grocer would require approximately 10,000 to 15,000 SF of space. They would also be interested in expedited permitting and additional incentives that may help finance the project. See the text box for the site selection factors for pharmacies.

**Consider Non-Chain Retailers**

Other non-chain retailers to consider for the site include a specialty grocer, an ethnic restaurant or a take-out, a brew-pub or theme bar, or an entertainment oriented space such as a pool hall that would attract both students and local residents. There should be some concerted effort to recruit immigrant-owned businesses that represent the diverse population of Springfield. Students and local residents are often attracted to unique “third places” whereby the business owner has carved out a creative business niche that folks enjoy frequenting. A local entrepreneur who has operated a retail venture with business success would need to be approached to consider the area.

**ICSC Resources for Retail Development**

The International Council for Shopping Center’s (ICSC) Alliance Program is a networking effort that enables municipalities and non-profits to cultivate relationships with the retail real estate industry, i.e. shopping center developers, retail leasing brokers, retailers, etc. The Advisory Team recommends that DevelopSpringfield in conjunction with the city’s economic development department contact ICSC for involvement in any Alliance Program efforts to be conducted in the region and the State.

The outreach should be directed to Ms. Cindy Stewart, ICSC’s Director of Local Government Relations, who also coordinates ICSC’s Underserved Markets Task Force (cstewart@icsc.org). Since Ms. Stewart serves as ICSC’s point of contact with the U.S. Conference of Mayors and the National League of Cities, the initial outreach by Springfield should be done by the mayor to signal the importance the city places on neighborhood revitalization and the retail attraction efforts in particular. In addition, identify the ICSC Alliance Program State Co-Chairs for Massachusetts and indicate Springfield’s interest in exploring future involvement in Alliance Program activity to be conducted in the region and the state.
Housing Recommendations

Addressing critical housing needs and vacant properties is one of the primary revitalization initiatives that is currently underway in the Six Corners and Old Hill Neighborhoods. Housing in the Six Corners and Old Hill neighborhood consists of single-family homes, some of which are in poor condition, and a significant amount of group housing and multi-family units scattered throughout the area. As noted in multiple interviews, there are too many absentee landlords that have neglected their properties, and encourage further deterioration of the neighborhood by this behavior.

Community residents and stakeholders would like to stabilize the two neighborhoods by supporting the development of market-rate single-family housing development in the area. The area would benefit from more owner-occupied housing to fill in the vacant parcels of land, which would also lead to much desired commercial retail development.

Recommendation: Activate the Neighborhood to Increase the Population

While private developers are working on building new housing construction that is attractive affordable housing, there is a need to further develop high quality single family housing stock that is oriented to attracting higher income-levels who can afford market rate housing. Infill housing of attractive stock should be prioritized for vacant lots. Employees of local businesses and institutions are a great source to target, as well as faculty and staff of Springfield College and local schools.

Increasing the population of the neighborhood through new housing would help to further activate and stabilize the neighborhood. Infilling the vacant parcels along important corridors such as Walnut and Central Streets will help send a signal to developers that the neighborhood is receiving investment and attention. There should be a visual sense of new development activity of entire blocks and that blighted parcels of land, which are being transformed. This makes residents and students feel like they are in a more secure environment with “eyes on the streets” and encourage greater activity in the neighborhood.

The college and city might want to explore opportunities to redevelop the former Brookings School, the Watershops Armory or Lincoln Hall into graduate student housing to meet the college’s need for growing enrollment.
Recommendation: Develop Residential Incentive for Employees to Attract Middle-income Residents to Neighborhood

The Advisory Team recommends that the city of Springfield pursue a major housing strategy that has been effective in recruiting residents in other urban environments to live and work in the same neighborhood. It is suggested that DevelopSpringfield and other community stakeholders look to meet with major institutions to consider developing this program. The team suggests this residential incentive program include employees of Springfield College, Springfield Technical Community College, American International College, and other major employers such as Mass Mutual and the city of Springfield.

Already, there are developers that are identifying and building new single-family housing stock that looks attractive, is affordable, and has security features. The new Brookings school will also provide a renewed sense of pride and energy back into the neighborhood. This incentive program would help to further encourage faculty and staff to invest in neighborhood properties. Attracting this market

**‘Live Midtown’ Residential Incentive Programs**

*Live Midtown* is a residential living program for employees, which is supported by Midtown Detroit, Inc. (MDI) in close cooperation with anchor institutions such as Wayne State University (WSU), Detroit Medical Center, and the Henry Ford Health System (HFHS). The purpose of the program is to entice the employees of DMC, HFHS, and WSU to live and invest in homes within the district. This occurs either through the purchase of a home or moving into a rental. The program offers a $20,000 grant for a downpayment on a home, or $1,200 for a one-year lease and $1,000 to renew. There is also a grant for current property owners looking to rehabilitate their property. To date, the three organizations have had over 1,450 people either rent or buy into the neighborhood as a result of the program.

After much discussion of how to stabilize the neighborhood and increase residential population, it was determined by the four organizations that they wanted to pursue a residential incentive program that had been successfully implemented in Philadelphia and Cleveland. This program was launched in 2011 with a total commitment of $1 million per year for five years with the three anchor institutions of WSU, HFHS and DMC each contributing $200,000 per year. Midtown Detroit also contributed the same amount and helped recruit their corporate foundations to provide the remaining funds. MDI was able to draw upon the ‘Living Cities’ grant of $22 million to provide their contribution.

The public-private partnership hired U3 Ventures, a consulting firm that had worked on the Philadelphia initiative to assist them in implementation. They identified weaknesses in replicating the model in Cleveland, and the lessons learned were incorporated in the version for Midtown Detroit. The biggest change was in not providing too many restrictions on how the money could be applied in the neighborhood. It was determine that MDI would administer the program for a small fee while the major institutions would promote the program to their staff. A brochure was created to distribute through the employers.

To date, all of the anchor institutions are pleased with their progress of program in playing a vital role in neighborhood stabilization and revitalization. It serves as a win-win both for the employer in retaining faculty and staff as well as the staff member who has greater access to homeownership.

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segment would help to achieve the goal of attracting middle-income residents to further stabilize the Six Corners and Old Hill neighborhoods. Encouraging a greater mix of income-levels, ethnicity, and age-levels will play a driving force in seeing needed re-investment in Six Corners and Old Hill.

Reach Out to Communities with Residential Incentive Programs and their Advisers
If Springfield is interested in this program, a next step could include having a discussion with U3 ventures as well as community partners in Philadelphia, Cleveland, and Detroit who played a key role in implementation to better understand the benefits and costs of the program. The point of contact for Midtown Detroit, Inc. would be the president, Susan Mosey or the program manager, Elise Fields. See the text box below for more details on the Live Midtown program.

Recommendation: Retail Follows Rooftops
As discussed above, the retail potential of the neighborhood is driven by adding residents, who will help drive demand for quality retail goods and services. As more neighborhood amenities focused on quality of life continue to expand in the neighborhood, more prospective residents will want to move into the neighborhood and existing neighborhood residents will seek to remain. It may take a number of years to achieve a sense of scale in terms of residential growth that will drive retail. In that case, there may be plans to subsidize some development so that neighborhood-serving retail occurs more quickly.

Recommendation: Prioritize Housing & Other Mixed-Uses for Old Brookings School
A number of community stakeholders asked the Advisory Team to share preliminary thoughts on the possible reuses of the old Brookings School site. While this site was not a primary focus area for our team, the Advisory Team did consider its potential reuse in light of redevelopment activity throughout the two neighborhoods. The city should consider a mixed-use development project at the site with a strong housing component and some community serving uses such as a daycare, a branch library and/or a community center. The site could be discussed with a non-profit group such as the Boys and Girls Club or a YMCA that is looking to develop a recreational activity center in this neighborhood. Discussions with Springfield College and other major institutions should also take place to consider if they have any ideas for an adaptive reuse of the building.
Public Safety Improvements

Recommendation: Create City Ordinance on Business Nuisance

The Advisory Team recommends the city consider establishing an ordinance on business nuisance that would provide a framework for citizens and community stakeholders to voice concerns about businesses that are attracting unwanted criminal activity and neglect around their business establishment. This type of ordinance would give the city a means to take disciplinary actions. It would also give a means to the city to help track areas where tensions may be rising between businesses and neighbors. The city can look to add the business nuisance to the already established Good Neighbor Handbook, which outlines ordinances and other laws dealing with quality of life issues in the City of Springfield.

This business nuisance ordinance can take on many names, but it helps the city work with problematic properties to correct nuisances. For example, in Janesville, WI, the city council adopted a chronic nuisance ordinance to control properties with frequent problems requiring police response. After four police calls in a year, the ordinance allowed the police chief to compel a business owner to attend a meeting to develop a plan to correct nuisance issues. If violations continue, the city can charge the owner for the cost of police responses.

Another example, and well-known business nuisance ordinance, is with the City of Chicago. In the City of Chicago, the City’s Department of Business Affairs & Consumer Protection (BACP) and the Liquor Licensing has established a framework for a public nuisance case to be brought against any business licensed in Chicago.

A public nuisance case can be triggered via two methods:

- Initiated by public complaints against a business. Any group of five or more residents who reside within 500 feet of a licensed premise may file with the LLCC a complaint that a licensee’s business is a public nuisance by failing to take reasonable steps to correct objectionable conditions.
Initiated at the request of the local liquor control commissioner or the alderman of the ward in which the premises are located. This is based upon his or her reasonable belief that the sale of liquor at the particular location is a public nuisance.

Those who trigger a public nuisance case can do so if the following two scenarios occur:

- **Illegal Acts:** This is for concern of felonies, drugs, or weapons. A public nuisance case can be filed if three or more illegal acts take place within any 12 month period on the business’s premises or on adjacent property while the business is open (or within one hour of it being opened or closed for business). For this type of public nuisance case, the city will initiate a license disciplinary process seeking to suspend or revoke the business license.

- **Objectionable Conditions:** This is for concern of disturbance of the peace, public drunkenness, drinking in public, harassment of passerby, gambling, prostitution, loitering, public urination, lewd conduct, drug trafficking or excessive loud noise. A public nuisance case can be filed if a business fails to take reasonable steps to correct objectionable conditions existing or occurring while the business is open (or within one hour of it being opened or closed for business). For this type of public nuisance case, the city will initiate a community meeting process.

The City of Chicago’s BACP has two means to process a public nuisance case: 1) a license disciplinary process or 2) a community meeting process. This first process includes:

- When BACP initiates a license disciplinary hearing, the Corporation Counsel’s Office reviews whether sufficient evidence exists to bring formal public nuisance charges.
- If it is determined that sufficient evidence exists, a notice is sent to the licensee, informing them of the charges and the date and location of the hearing.
- At the hearing, the community has the burden of proof to establish that the operation of the business is a public nuisance.
- At the conclusion of the hearing, if BACP determines that the operation of the business is a public nuisance, BACP will suspend or revoke the license.
- The licensee has 20 days from that date to submit a Plan of Operation, outlining the steps the business will take to eliminate the scenario creating the public nuisance. BACP may delay suspension or revocation of the license for six months while the plan is in effect.

The second means of a community meeting includes:

- Utilized to bring the licensee, community residents, local police and the local alderman together in order to define, discuss and seek resolution of the objectionable conditions giving rise to the complaint.
- The goal is to have the licensee, community and police work together to take comprehensive reasonable steps to abate the public nuisance.
- BACP chairs and monitors these meetings. BACP may order subsequent meetings to review progress towards resolution of the problems.
- The community meeting process must be utilized before any license disciplinary action can be taken against a licensee for public nuisance allegations.

If a license is revoked after these processes, this means that any person whose liquor license is revoked is ineligible for the issuance of any new city liquor license. This includes anyone who owns five percent or more of the entity or is an officer, director or manager of the entity. The parent, child,
sibling, spouse or domestic partner of a person who is ineligible for a new liquor license is also ineligible at the same location for a period of one year.\textsuperscript{10}

**Review Criminal Activity within 50 Yards of Business in Alcohol License Review**

As stated above, the City of Springfield’s regulation of alcohol licenses states that their liquor license commission can only look at crime statistics that occur on or inside the business property, which fails to properly record nuisance activity that happens adjacent to the property.

The Advisory Team recommends that the City work with both the police and the alcohol review commission to develop a protocol that will allow for crime that happens not only within the establishment to be reviewed, but also for crime that happens with a certain distance of the establishment to be reviewed. An example would be that all crimes reported within 50 feet of a business’s property line could be reported to the alcohol commission for review.

The police department should also include in reports if any efforts of increased policing have occurred in the area of the business. Documenting the increased citations or the need for more a greater police presence should sufficiently document that the business is a nuisance to the neighborhood and its license should not be renewed.

If such regulations cannot be established, working to complete the recommendation of creating a policing plan may result in establishments receiving more on-property citations. This would result in such businesses not receiving a renewed license under the current city regulations.

\textsuperscript{10}http://www.cityofchicago.org/dam/city/depts/bacp/general/publicnuisancebrochure222012.pdf
Leveraging Security Resources in Midtown Detroit for Increased Public Safety

In 2013, approximately 56 larcenies, 12 burglaries, 42 assaults, and 23 stolen cars took place in a four-square mile area in Midtown Detroit. To combat these public safety problems, the police forces of the city of Detroit and Wayne State University (WSU) combine resources in communications, patrolling and sting operations. From the beginning, the two police chiefs worked out the details of how they would cooperate before they made such an effort. They discussed in advance how they would supplement each other’s resources and how they would share credit in front of the media for large arrests. This top-level commitment has trickled down to encourage lower levels of collaboration.

What this means is that the city’s police force increases by about 60 active personnel (the size of WSU’s police department) for the Midtown Detroit area. Every day, they pick up each other’s radio equipment to better communicate. The WSU police officers patrol the campus as well as a four square mile radius around campus. WSU’s Center for Urban Studies maps the crime data, which in turn is delivered to both police forces and serves to drive action for change. The center maps data of crime reports to identify hot spots and areas where they are seeing a spike in repeat offenders. They also jointly coordinate on major sting operations and follow-up press conferences. This cooperation allows both police departments to jointly seek and successfully secure federal funding.

The police chiefs are active in getting involved in Midtown by jointly attending security committee meetings and personally meeting with major property owners on safety matters. Held quarterly, the security committee meetings help to keep an open line of communication between the two police chiefs, other security officers for anchor institutions, business owners, and other community stakeholders. They also partner with the city’s Prosecutor’s Office as well as the Housing Division to identify absentee landlords and problem tenants that are involved in criminal activity.

For more details, see the case in the Appendix.

Recommendation: Leverage Security Resources from City and Springfield College for Public Safety

Wayne State University’s Police Department, the Center for Urban Studies, and Detroit Police Department (DPD) coordinate communication, data collection and reporting, patrolling, and even share credit for big arrests. Leaders from each of these institutions sit on each other’s board as well as involve themselves in frequent communication on a weekly basis. Partnership has been key to their success. (See case box for more information).

Recommendation: Police Could Maintain a Database of all Private Security Cameras

The Advisory team recommends that the Springfield Police Department establish a database of all private security cameras within the city to promote public safety and deter crime. The database would include location of the camera so that when the need arises, officers have a database of cameras to glance at and note where possible criminal activity may be documented.
Similar programs, such as the SafeCam program in Philadelphia, have lead to over 200 arrests in two years based on information retrieved from people registered with SafeCam11. The program would require some man-hours to build the initial website for businesses to register and to build the database. Once up and running, the manpower needed is minimal and would be to follow-up to confirm registration of cameras. For more details about the SafeCam program, please see case study below.

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**Matching Grant Program for Security Equipment in Midtown Detroit**

The prime grant provided by WSU and MDI for security services within the local community is the Security Improvement Matching Grant Program. It aims to assist business areas and property owners and non-profits improve their security systems by providing a matching grant to the owners when new security equipment have been put in place or upgraded. These can include alarms, video surveillance and better lighting.

The grant is usually a 50/50 match – key foundations such as Rock pump in funds to help sustain the program which has so far benefitted small businesses and property owners in elevating the safety of their surrounding area. It is these plans which truly enhance the wellbeing of the eternal cityscape, attracting customers, new residents and students alike. Midtown property owners can receive up to an additional $5,000 in matching grants if they are willing to have a Wayne State police officer come to their establishment to conduct a security audit that includes a crime history report for the address.

Advisory Team Biographies

IEDC Expert Panelists

Robert M. Lewis, AICP, CEcD,
Principal and President
Development Strategies

Bob directs economic planning and implementation assignments at Development Strategies, based in St. Louis. He was part of the team that created Development Strategies in 1988 after ten years with Team Four and two years with the St. Louis County Department of Planning. He was named president in 2000. Development Strategies has served clients in 42 states since 1988.

The focus of Bob’s professional work is analyzing the market, economic, financing, and organizational forces that influence urban planning, economic growth, and real estate development. His consulting services yield strategic recommendations for clients seeking to maximize economic value. Clients include state and local governments, private property owners and developers, corporations, government agencies, non-profits, and institutions.

He works in the public, private, and institutional sectors on a wide range of assignments. These include planning and policy analysis for local and regional economies; market and financial feasibility analyses for commercial real estate ventures; economic development marketing programs; attitudinal surveys; focus group moderating; group facilitation for strategic planning; market development trends and economic profiles; tax and economic impact profiles; market evaluation for land development; socioeconomic and fiscal impact assessments; computerized real estate data files; highest and best use studies; housing resource studies; and policy papers for government entities.

A native of Glencoe, Illinois, in the Chicago area, Bob holds a master’s degree in city and regional planning from Southern Illinois University at Edwardsville (1976) and a bachelor’s degree in business economics from Miami University in Oxford, Ohio (1973). He is a certified economic developer (CEcD) within the International Economic Development Council (IEDC), where he serves on the Public Policy Advisory Committee. He is also a member of the American Institute of Certified Planners (AICP) of the American Planning Association (APA). He is also a former president of APA’s Missouri Chapter and is immediate Past Chair of the Economic Development Division of the APA.

Bob teaches the real estate development course for IEDC every year and teaches real estate development and finance for urban design students at Washington University in St. Louis. He also taught the economics course for DeVry University’s Keller Graduate School of Management from 1995 to 2010. Bob is a member of the National Association for Business Economics (past St. Louis Chapter president) and St. Louis Chapter of the American Statistical Association (past president), and associate member of the Urban Land Institute. He chaired a St. Louis ULI Technical Assistance Panel (TAP) in 2011 and has served on four Advisory Service Panels for the national ULI: Prince William County, VA; St. Joseph, MO; Stockton, CA; and Manatee County, FL.

Deborah McGill Smith, CECd
Industrial Brokerage & Consulting
EGS Commercial Real Estate

Deborah joined EGS Commercial Real Estate in 2008. Prior to joining EGS, she spent 17 years in economic development. This included her position as the Executive Director of Jefferson County Economic and Industrial Development Authority (JCEIDA) where she led the development of the McCalla and Lakeshore Jefferson Metropolitan Parks. In addition to the development, they also secured industrial facilities for companies including Home Depot, Decostar, OfficeMax and Plastipak Packaging. Deborah also led the team coordination to secure a $400 million data center for Wachovia Bank currently operating as Wells Fargo Data Center. During her tenure, the Jefferson Metropolitan Park system developments approached $1 billion in capital investment. Deborah’s select client list includes:
- Alagasgo
- Alamerica Bank
- Beal Bank
- Hibbett Sports
- Icahn, Inc.
- Magna
- Michelin
- St. Clair County Commission
- Superalu
- UAB Medical West

Deborah specializes in industrial brokerage, real estate consulting, leasing and land sales. She brings a unique skill set to her clients due to her background in the public sector and economic development. Deborah received a Bachelor of Science degree from Troy University and a Masters of Public Administration from Auburn University at Montgomery. She is also a nationally Certified Economic Developer. Deborah is a member of National Association of Industrial and Office Properties (NAIOP), where she serves on the National Board of Directors. She is also a member of the Economic Development Association of Alabama (EDAA), and teaches real estate courses for the International Economic Development Council (IEDC).

Daniel Jennings
Senior VP of Real Estate
Brick City Development Corporation

Daniel Jennings is the Senior Vice President of Real Estate for the Brick City Development Corporation. He oversees Brick City’s real estate development activities on a variety of mixed-use, retail and industrial projects. Mr. Jennings has almost 20 years of experience as an entrepreneur, real estate and economic development professional. Prior to joining BCDC, Mr. Jennings was Director of Development at Thor Equities, a New York City based real estate investment and development company.

At Thor, Mr. Jennings managed several-large development projects in New York City and Houston. Before joining Thor, Mr. Jennings held senior positions with a private real estate consulting firm, a community development corporation, the Queens Borough President and the New York City Economic Development Corporation.
Mr. Jennings received his BA in economics at New York University and his MS in Urban Planning from Columbia University. He is a member of the International Economic Development Council, International Council of Shopping Centers and American Planning Association.

Karen Lockhart Fegely  
Director of Office of Neighborhood Economic Development  
City of Philadelphia Department of Commerce

Karen has 20 years of experience working in both the public and private sectors to strengthen businesses and communities. In her current role, Karen is responsible for strategies to create and retain jobs through the attraction, expansion, and retention of neighborhood businesses.

The Office of Neighborhood Economic Development develops programs and manages applications and grants focused on revitalizing neighborhood commercial corridors, technical assistance to small businesses, and community based development projects. During her five years at Commerce, Karen successfully managed the City’s Commercial Corridors Bond program to fund $59 million of neighborhood commercial corridor improvements.

Prior to joining the Commerce ONED team, Karen was the Director of the Urban Industry Initiative, a non-profit program established to preserve manufacturing jobs in Philadelphia neighborhoods. There, she worked with local manufacturers to create Pennsylvania's first industrial Business Improvement District.

Karen holds a B.A. in economics from Fordham University.

IEDC Staff

Carrie Mulcaire  
Director, Federal Grants & Technical Assistance  
International Economic Development Council

Carrie Mulcaire is the Director of Federal Grants and Technical Assistance in the Knowledge Management and Development Department at the International Economic Development Council (IEDC) in Washington, DC. She has over 15 years of broad experience in local and regional economic development in the United States, China, and Western Europe. Her management duties at IEDC include overseeing technical assistance and federal grants focused on post-disaster economic recovery and preparedness.

Currently, she is overseeing several federal grants to fund technical assistance and training in post-disaster economic recovery and resiliency for disaster-impacted communities in the Eastern Seaboard and the Gulf Coast. She also is managing the development of a post-disaster economic recovery toolkit for economic development organizations as well as oversees the maintenance of a disaster recovery website for the economic development profession, RestoreYourEconomy.org. She
has authored several research publications on disaster recovery, including Federal Disaster Recovery Funding: Minimizing Roadblocks to Maximize Resources (2013) and An Improved Federal Response to Post-Disaster Economic Recovery (2010).

During her tenure at IEDC, she has performed a number of economic development assessment for clients such as the Dallas Fort Worth (DFW) Airport; New Orleans, LA; Hancock County, MS; the Keweenaw Bay Indian Community (KBIC) in Michigan; Rock Hill, SC; Pleasantville, NJ; Birmingham, AL; and Columbus, OH. She has also assisted the United Nations Industrial Development Organization (UNIDO)-ITPO-China office in performing economic development assessments for two communities in Shandong Province, P.R. China focused on sustainable industrial development.

Prior to joining IEDC, she worked as an Associate at Economics Research Associates (ERA) in Washington, D.C. and served as a consultant on an Asian Development Bank (ADB) technical assistance project in mainland China. Other positions include: business attraction for the government of Northern Ireland; directing marketing efforts for a downtown Business Improvement District (BID); assisting in redevelopment projects for a city agency; and research on a large workforce study for the IT industry.

She obtained a Master's degree in City and Regional Planning from UC Berkeley where she specialized in regional economics and international development. She has a Bachelor of Sciences in Business Administration from the Haas School of Business at UC Berkeley.

Scott Annis
Economic Development Associate
International Economic Development Council

Scott Annis is an Economic Development Associate at the International Economic Development Council. He works on a variety of research and technical assistance projects in the Knowledge Management and Development (KMD) department at IEDC. He currently serves as the grant administrator of an Economic Development Administration's (EDA) Philadelphia office grant titled ‘A Regional Program for Post-Disaster Economic Recovery for FY 2011 Impacted Communities in the Northeast’, which seeks to provide a comprehensive set of services and resources in economic recovery and resiliency for communities throughout the EDA Northeast region. In addition, he serves as the coordinator of all of IEDC's international activities and partnerships.

Scott has a broad experience in local and regional planning and economic development. He has worked on, and developed projects in, a variety of areas including post-disaster economic recovery, smart growth planning, brownfield redevelopment, marketing, strategic planning, long-term local and regional comprehensive planning, small business and entrepreneurship development, local foods, sustainability, and bicycle & pedestrian planning.

Scott holds a Master of Science degree in Urban and Regional Planning from the University of Iowa's College of Urban & Regional Planning. He also obtained his Bachelors of Business Administration Finance degree and minor in International Studies from the University of Iowa.
Approach to Community Economic Development (CED)

Economic development at the community or neighborhood level is considered to be the basic unit for healthy, thriving, and vibrant towns, cities, and regions. Traditional economic development activities may tend to overlook this basic unit in its attempts to grow jobs, wealth, and investment. However, many local government leaders and private sector stakeholders are recognizing the benefits of approaching neighborhood improvements as distinct tasks within the larger framework of city development.

Community Economic Development (CED) is a multi-faceted approach to working on community change in a comprehensive manner to not only address poverty issues, but to also build stronger neighborhoods, industries, and markets. Neighborhood-level economic development activities deal with both people and place. The most sustainable practices encourage the use of local resources and actions by people within the community with support from external partners and resources in order to create improved economic and social conditions and opportunities.

The fundamental underpinning of CED is building assets both individually and collectively for the neighborhood(s). While traditional economic development activities such as business attraction, retention and expansion; job creation; and real estate development are central to neighborhood improvement agendas, creation of wealth and improving the quality of life at the individual, household, and family levels are equally important. Therefore, housing and retail development, public safety, skills training and education, and community engagement, among other things, are critical parts of community economic development.

Most commonly, the following four basic strategic approaches are applied to CED: 1) community building, 2) place-oriented, 3) business-oriented and 4) workforce development. A combination of the above approaches needs to be pursued in order to see real neighborhood improvement and revitalization.

**Community Building Strategies** focus on harnessing the existing networks of social capital to encourage community empowerment and capacity building. Such strategies utilize the skills of existing neighborhood residents, organizational capacity of neighborhood and business association(s), and resources from public and private organizations as well as major employers to solve neighborhood problems.

**Place-oriented Strategies** focus on the community’s physical resources and seek to improve buildings, roads, utility and telecommunication services, as well as redeveloping blighted properties and returning brownfields into usable sites. Redevelopment efforts may focus on improving housing, commercial retail or office, industrial space, cultural and educational offerings, recreation, restoring historic sites, public or other social services, or other projects focused on quality of life. This is the most common economic development approach in neighborhoods since investment in place-oriented strategies produce tangible results and viewed as an indicator of overall success.
**Business-oriented Strategies** focus on financial and technical support to neighborhood businesses. They also help in job creation for the local residents and help increase the tax base of the area. Revitalization of neighborhood commercial corridors falls under this category in addition to micro-business support groups, business skills training courses, and revolving loan funds offering low-interest loans, and other entrepreneurial support services.

**Workforce Development Strategies** focus on providing local residents with the basic employment skills. This strategy is a critical component of neighborhood revitalization. Programs under this category include school-to-work programs, career education and training, and job placement assistance, youth or adult entrepreneurship, and other workforce programs, etc.

The strategies defined above are outlined in Figure 1 below.

**Figure 1. Four-Pronged Approach To Community Economic Development in Springfield, MA:**

> Multiple community stakeholders – local businesses, residents, city officials, civic groups, property owners, college & education faculty and students – will need to partner and leverage resources in new ways to make significant progress in transforming these neighborhoods. It is important to remember that successful partnerships are developed when trust is built among members, time is well spent, and efforts are focused in a positive direction.
A Case for Greater Town/Gown Collaboration

Today, many urban college and city leaders are both learning the importance of investing in cooperative planning processes and working jointly on redevelopment to try to address urban decline surrounding campuses. Public and university leaders are realizing they have the mutual self-interest to leverage resources in intellectual capital, human resources, security, land use planning and development and finances to achieve greater results. They are experimenting and partnering in new ways to transform distressed areas into revitalized areas to make the campuses and their surrounding environments more livable places for students, faculty and staff and all residents.

The Initiative for a Competitive Inner City (ICIC) and the CEOs for Cities launched an action agenda in 2002 called Leveraging Colleges and Universities for Urban Economic Revitalization. They identified six critical areas where colleges and universities can have a meaningful impacts in revitalizing distressed areas - particularly in terms of employment and business growth.

- **Purchasing of Goods and Services** - directing a greater percentage of their purchasing power toward local community-based vendors.
- **Employment** - hiring a greater percentage of their workforce from the community as well as encouraging their employees to live locally;
- **Developing Real Estate** - Leveraging real estate development to promote local retail, employer-assisted housing, and community land trusts.
- **Creating Business Incubators** - Incubating the development of new businesses, including social enterprise among nonprofits; using pension and endowment funds to invest in local job creation strategies and to provide community venture capital for nonprofits, entrepreneurs, and employee-owned firms.
- **Advising Businesses and Building Networks** - Serving as an advisor or network builder.
- **Workforce Development** - Providing workforce training for people needing assistance in the community.

Why should institutions of higher learning be concerned about civic engagement and neighborhood revitalization? Is this beyond the mission of their charter? It makes sense for several reasons. For one, it makes good business sense. Colleges and universities have often made huge capital investments in their respective communities and are unlikely to relocate. The health of universities, therefore, is closely tied to the health and welfare of their communities. Improving the surrounding environment and entryway(s) to an urban campus provides that first good impression that helps to retain and attract both students and faculty.

As a case example, Columbia University in New York City, which had a 50 percent drop in applications due to high crime rates in the 1970s and 1980s, was able to increase their applications by 77 percent after working on economic development initiatives in surrounding neighborhoods.

Also, a college that embraces student involvement in civic engagement encourages students to learn in new ways. As one urban revitalization expert once noted, universities serve as the “engines of urban renaissance” and learning shouldn’t be confined to a lecture hall or laboratory but also move students into the urban landscape.
Another reason for colleges to engage is that they have more control over the fate of their own campuses. By working on civic engagement and community improvement projects, they create goodwill in the community and are viewed as a good neighbors by external stakeholders. The city and neighboring residents are less likely to become suspicious of their future plans and less likely to impede the growth and competitiveness of the institution. They also learn about the city’s and developers’ interests in the neighborhood and have some influence over their decision making.

Finally, there is the moral argument of why colleges and universities ought to be engaged in urban revitalization – and this shouldn’t be overlooked. It makes people feel good and fills them with a sense of purpose to see physical and socio-economic improvements in places and the lives of people.

*Importance of College Administrative Leadership*

College leadership plays a determining role in how the college is responsive to the needs and concerns of the neighborhood and larger community.
Establishing an Urban Renewal Area in Massachusetts

For an area to be eligible for tax increment financing (TIF) in the state of Massachusetts, a municipality through its redevelopment authority must submit an urban renewal plan for a defined area that is approved by the state. This area should include a significant amount of parcels that would only appreciate because of the urban renewal designation and TIF resources, and would not be developable without some sort of subsidy. According to Massachusetts’ regulations on urban renewal, the local jurisdiction must demonstrate that the area meets the eligibility criteria as a substandard, decadent or blighted open area and include a map of the urban renewal boundaries.

Components of the Urban Renewal Plan
A series of actions must be established to drastically improve this urban renewal area over a period of time - whether it is 5, 10, 15 or 20 years. According to state law, the project objectives of the urban renewal plan would need to include specifications of all proposed redevelopment and detailed job creation and retention estimates. It would also need to specify site preparations, including land protections and measures to address environmental or flood problems. The plan must include how each parcel will be redeveloped and by whom, if information is known at the time. There must also be a financial section in the plan that includes cost estimates and a project budget.

The urban renewal plan should be developed with significant community stakeholder involvement. State law not only requires ‘meaningful citizen participation’ but it helps to make the redevelopment projects more of a success. In order for the plan to be approved, the plan must meet six defined requirements. These include sufficient demonstration that the area is blighted and substandard by data, that proposed land uses and building requirements will promote desired private investment and that the financial plan is sound.
Case Studies
Case: Lawrence Community Works in Lawrence, Massachusetts

Located just 45 minutes north of Boston, Massachusetts, the city of Lawrence initially prospered as a wool-processing center from the 1800s, but saw a steady decline in textile mill closures starting in the 1950s. The closures left more than 12 million square feet of empty mill buildings scattered along the Merrimack River. Starting from the 1970s, the city’s demographics also changed – moving from immigrants of European descent to residents of Puerto Rican and Dominican heritage with emerging Vietnamese and Cambodian populations. By the 1990s, the city was adversely impacted by the national recession, and the city struggled with government dysfunction, concentrated poverty, increasing crime rates and a large number of foreclosed and abandoned properties.

In 1999, Lawrence Community Works (LCW) was founded as a community development corporation (CDC) to focus on city and neighborhood revitalization activities. It has since grown into an organization with over 5,000 resident members, a $2.5 million operations budget and over 20 staff members.

A diverse board of local businesses, nonprofits, and anchor institutions provide strategic direction to staff. They focus on organizing for collective action, youth development, addressing abandoned properties, neighborhood cleanup projects, financial literacy and home ownership education, as well as developing affordable housing and mixed-use projects. They also work on a leadership initiative called the PODER Experience, which is the Spanish word for power (‘to be able to’). This initiative fosters the development of effective leadership skills and continuing civic engagement.

Instead of organizing residents into a formal neighborhood committee, the strength of the organization has been its formation of small, local networks that engage people into transformational projects. Known as ‘neighborhood circles’, residents share their stories, neighborhood concerns, and ideas in small groups around dinner with a trained host who helps facilitate the discussion.

Residents have natural conversations around neighborhood issues, which evolve into the idea of a project or initiative to deal with the issue. Projects can vary from an agreement to turn on home lights at night to bring safety to the streets to working on streetscape improvements that beautify and uplift the neighborhood. They are “about building a human relationship infrastructure that can, in turn, produce a bricks-and-mortar infrastructure” says the CDC’s founder Bill Traynor. They work collaboratively with the City of Lawrence and a network of enthusiastic resident members to work on their vision for a revitalized city.

LCW has established a neighborhood revitalization group that focuses members’ efforts on organizing, planning and implementing LCW real estate and neighborhood revitalization projects. In 2002, they launched the Reviviendo Gateway Initiative, which includes a diverse group of businesses, institution, residents and other stakeholders to drive revitalization efforts in the historic mill district. ‘LCW is now converting the mill district into a neighborhood to provide increased employment and housing options to residents at various income levels. They worked with a pro-bono consultant for over a year on a zoning reform initiative to create a framework of the mill redevelopment.’
Still, they haven’t been without challenges in those efforts – high costs of construction financing and a major retail tenant pulling out of a keystone project have been significant setbacks. The city hired a commercial broker to fill the space, which resulted in the transformation of the space into rental work studios with gallery space for artists who want to both live and work in an art center environment. They are also working on a mill redevelopment project, which includes 60 high quality affordable housing units with numerous green and health features.

Case: Addressing Neighborhood Revitalization in Dayton, Ohio

CityWide Development Corporation has been serving the city of Dayton, Ohio, a city of more than 140,000 people, since 1976. Created jointly by the city, business leaders and neighborhood stakeholders, this nonprofit agency is focused on economic development, downtown revitalization, and neighborhood revitalization efforts.

The core of CityWide’s neighborhood revitalization mission has been to support the community by building stronger neighborhoods that are attractive, affordable and safe. Their organization knows it takes much more than bricks and mortar redevelopment to reverse the downward spiral of a distressed neighborhood. Their community development model considers the civic and social aspects of a community and employs strategies that strengthen civic life. By bringing the public and private sectors together, CityWide has been able to achieve successful outcomes in targeted neighborhood revitalization projects. This translates into projects such as affordable housing, safety, park and public amenities, ample green space, quality schools, nearby retail opportunities and a sense of community among residents.

In the mid 1990’s, CityWide was involved with Rehabarama, which was an effort to go into a neighborhood that was in a condition of disrepair and work with residents on housing repairs and improvement projects. Eventually Rehabarama became a national model for attracting capital to neighborhoods and restoring historical properties.

In 2000, CityWide created the Genesis Project, a public-private partnership, dedicated to creating a “new beginning” for one of Dayton’s oldest neighborhoods. Partnering with the Miami Valley Hospital, the University of Dayton, the City of Dayton and CityWide, the project goal was is to improve the quality of life for residents and business owners in the Fairgrounds neighborhood. Neighborhood improvement activities included home-ownership promotion and housing renovations, small business financing, parking and streetscape improvements, and funding two community-based police officers.

As a result of this partnership, the organizations achieved its goals of neighborhood improvement. This included growing home ownership to grow to 75 percent, demolishing 40 dilapidated houses, rebuilding 34 affordable housing units, designing a new traffic plan for the area to be approved by the city, and work to begin on the housing construction on remaining vacant lots.
CityWide has since started on the Phoenix Project, another PPP focused on neighborhood stability and revitalization in and around Good Samaritan Hospital through the master planning process and working on community policing efforts.

**Case: Widener University - Embracing a Mission as an Anchor for Chester, Pennsylvania**

Founded in 1821, Widener University is a private institution with over 6,000 undergraduate and graduate students. With approximately 1,000 faculty and staff, the university is one of the four largest employers in Chester, Pennsylvania, a city of about 34,000 in the greater Philadelphia region. From the mid-20th century onward, Chester lost half of its population and nearly 90 percent of its manufacturing jobs; its unemployment rate currently hovers at around 15 percent. In recent years, the city's poverty rate has reached 32 percent, and the median household income of city residents is just $27,661, compared with $51,651 statewide. Chester also has high crime rates and distressed public schools.

By the early 2000s, Widener's fortunes began to falter along with those of the city. Concern over crime and security on campus grew, enrollment declined, and Widener became increasingly isolated from the struggling city. When James T. Harris, III became president of Widener in 2002, he encountered a strained relationship between Widener and Chester, “born of years of frustration from a university with limited resources that was attempting to engage a city that was increasingly difficult to deal with due to all of the challenges associated with an urban community in decline.”

**Committing to Civic Engagement**

To address this estrangement, Widener considered two options. One was to further insulate the university from the surrounding neighborhoods by sequestering the freshman dormitories behind an eight-foot-high fence. The other was to renew the university’s relationship with the community. The university’s board of trustees acted on the latter option by hiring Harris to implement such a change. One of Harris’s early decisions was to scrap the proposed fence in favor of building a figurative bridge, revitalizing both the campus itself and the institution’s relationship with Chester. With the support and cooperation of the board of trustees, Harris convened a Strategic Planning Committee to include civic engagement as part of the university’s mission. The university has adopted a commitment to “contribute to the vitality and well-being of the communities [it] serve[s],” and has proactively pursued partnerships of mutual benefit.

Although some faculty initially objected to the reorientation of the institution’s mission, Widener University’s commitment to civic engagement enjoys wide support from faculty, staff, and students.
As a core mission, civic engagement informs the curriculum, student activities, faculty research agendas, and special initiatives. Students engage in service-learning and community-service projects, faculty members pursue community-based research, and the administration takes on a leadership role in the city.

Widener has much to gain from strong community relationships and a revitalized Chester. The university’s civic engagement has helped make Chester a more attractive place to live, work, and learn. Consequently, Widener is better able to recruit and retain both students and faculty. And taking a long view, Harris hopes that Widener Partnership Charter School and job training initiatives in particular “will benefit the university by increasing the pool of qualified students, as well as provide the university and local businesses with a trained local workforce.

Supporting Economic Development

Central to Widener’s impact as an anchor institution is its focus on supporting economic development in and around Chester. The University Crossings housing and retail property is a cornerstone of Widener’s efforts to enhance the economic development of its neighboring communities. An initiative supported by Widener and Crozer-Chester Medical Center, and developed by Teres Holdings LLC, the $50 million project boasts a 48-room hotel, a 57-unit apartment complex, a bank, and a convenience store. Widener’s contribution to the project is substantial — the university leases the property to the developer for $1 per year. Once home to tax-exempt Widener student housing, the University Crossings site generates revenue for the city projected at $1.8 million in real estate taxes, $800,000 in income taxes from jobs created, and $600,000 in business privilege taxes over the development’s first 10 years. University Crossings has created 47 permanent jobs.

Whereas University Crossings houses retail and hospitality businesses, University Technology Park (UTP), a 20-acre zone along the I-95 corridor, creates a resource-rich setting that will attract high-tech businesses to Chester. Another collaboration with Crozer-Chester Medical Center, UTP joins the research expertise and facilities of the university and medical center with the funding and incentives of the Keystone Innovation Zone Tax Credit program to offer an attractive place to do business. Founded in 1999, UTP offers many businesses tax incentives as well as proximity to I-95, Philadelphia International Airport, Crozer-Chester Medical Center, and Widener. UTP now has approximately a dozen tenants including Navmar Applied Sciences Corporation, Education Dynamics, and mTekka, LLC. Although UTP originally had two buildings available for high-tech businesses, one has since been repurposed to house the Widener Partnership Charter School, the anchor institution’s key educational projects.

Widener has also been proactive in working toward the revitalization of the dilapidated Alfred O. DeShong Museum, which now belongs to Delaware County. To develop the property, Widener is working with city and county officials, the Pennsylvania Humanities Council, and community members as well as a Fellow from the Strong Cities, Strong Communities Initiative (SC2), a federal program designed to facilitate economic development. Julie Dietrich, Widener’s director of special projects and initiatives, says the efforts are “a catalyst project to help spur economic development through the arts,” with the ultimate goal of creating “an arts and culture corridor between Widener and City Hall.” Widener’s participation in the project has added symbolic significance because the property is located on the opposite (eastern) side of I-95, which has historically served as a barrier between Widener and downtown Chester.
By embracing the role of an anchor institution and actively seeking mutually beneficial relationships with surrounding neighborhoods, Widener University has contributed to a positive change in the political dynamics of Chester. As one study observes, “Chester is rebuilding a public-private leadership group and capitalizing on a new culture of collaboration and trust that enables it to tap leaders from anchor institutions and the private and nonprofit sectors to move the civic agenda forward.” Widener is well positioned to maintain its leadership role in collaborative efforts to promote the economic revitalization of Chester.

Visit http://www.huduser.org/portal/bestpractices/study_07012013_1.html for more information on this case.

Case: Leveraging Town/Gown Resources to Revitalize Midtown Detroit

Located between Downtown Detroit and New Center, Midtown Detroit is an area, which has been shaped by multiple waves of urban development. Bounded by freeways on each side, the area is anchored by several strong institutions serving the cultural, educational, and medical needs of both neighborhood and city residents. Wayne State University (WSU), Detroit Medical Center and several cultural institutions have long served as drivers of both growth and neighborhood revitalization. Midtown covers an area of 2.09 square miles and sustains a population of 14,550 residents, which expands to a daytime population of fifty thousand with 32,000 Wayne State University students.

Historically, Midtown has been characterized with a strong entrepreneurial and cultural atmosphere, particularly during the 1920s’ City Beautiful Movement. During this time, many of the city’s cultural assets such as the Detroit Institute of Arts, Detroit Public Library, C. H. Wright Museum of African American History, and the Detroit Symphony Orchestra Hall were established in Midtown.

Starting from the 1930s and escalating in the 1950s, the area witnessed significant blight, disinvestment and vacancy. Urban revitalization efforts became more focused and strategic in the 1990s when the Midtown Detroit, Inc., a nonprofit planning and development organization, was re-organized to focus on more action-oriented projects.

Midtown Detroit’s rejuvenation has been triggered by strong partnerships forged between Wayne State University (WSU), Midtown Detroit, Inc., its supporting foundations, and other anchor institutions to leverage resources in revitalizing a disinvested area. The Midtown Detroit case demonstrates that joint efforts are critical in initiating and sustaining innovative resources for and approaches to beautification, brick and mortar redevelopment, neighborhood stabilization and engagement.

Casting a Vision for the University’s Engagement in Civic Affairs

Dr Irvin Reid’s, the ninth WSU President, has long served as the driving force in establishing the university’s role in community and neighborhood revitalization. In 1997, he cast a vision of civic engagement for the university and emphasized an urban mission. He wanted to transform the university into a 24-hour district to improve public safety, increase student enrollment and to
improve the surrounding neighborhoods. To achieve this purpose, he understood that it was important to invest in the surrounding neighborhoods. Dr. Reid decided to work closely with community and city stakeholders, including the executive director of Midtown Detroit, Inc.

**Cooperative Partnerships To Leverage Resources For Redevelopment**

Much of Midtown Detroit’s success in urban revitalization is owed by the collaboration between anchor institutions such as WSU, arts and cultural museums, Midtown Detroit, Inc., a planning and development non-profit, corporate foundations, the city and the power of partnerships. The public private partnership structure has been used in Midtown to jumpstart a number of development projects.

The university’s relationship with the community and neighborhood residents wasn’t always as strong as it is today. There was a genuine mistrust by nearby residents as they feared the college would expand without regard for existing residences. Planning and development was done in a non-transparent manner that encouraged further community opposition.

In 2001, the university decided to create a campus master plan that would guide development for another 20 years. The plan was developed over a three-year period with significant communication with community, business, and residential stakeholders. This included Midtown Detroit, Inc., the city, local development and brokerage community, local residents, and other anchor institutions in Midtown. What makes a difference from previous planning efforts is that the administration under Dr. Reid at WSU practiced more open communication. The consultant hired by WSU understood the important relationship between the university and its surrounding neighborhoods. As a result, the final master plan not only included plans to accommodate the university’s future growth but also included amenities that local residents could enjoy. This includes plans for more residential units, additional retail, improved transportation & infrastructure and other quality of life projects.

The campus master plan included a goal of adding approximately 5,000 beds. As a start, WSU developed its first market-rate rental apartment building, Studio One Apartments, which was completed in 2008. Other planning projects include a carpark and beautification measures. Since the launch of the campus master plan, WSU has worked in cooperation with MDI and other community stakeholders on several neighborhood improvement projects that have ranged from brick and mortar redevelopment to greenway projects to a residential incentives program for employees.

**Pursuing Collaboration with Anchor Institutions in District Planning**

Midtown Detroit, Inc. (MDI) is cooperating with its three anchor institutions, WSU, the Detroit Medical Center, and Henry Ford Health System, to create district plans for specific areas in Midtown. The *TechTown District Plan* is the planning effort that is quickly moving into implementation phase. Another district plan includes a Medical District that involves partnering with Henry Ford Health System and the Detroit Medical Center. A critical partner for TechTown is Wayne State University, which is committing time and resources to the project.

The *TechTown District Plan* is an emerging knowledge district that focuses on innovation, entrepreneurship and the generation of ideas in a mixed-used setting. At its core is a major biomedical research facility and a technology incubator with a large plaza at the center. The plan
indicates the repurposing of historic structures and encourages green improvements where it is financially feasible to do so.

The process for creating the TechTown District Plan was started by the meeting of a group of major neighborhood stakeholders that included MDI, WSU and corporate foundations. After much discussion in committee meetings, the partners decided to hold a larger community engagement process that included participation of residents, property owners, and other community stakeholders. The outcome was the creation of a place-making plan that had significant community engagement and support. The purpose of these district-planning efforts was to identify a critical mass of projects to be redeveloped in the next three to five years.

A former public-private partnership has been established between MDI and WSU as MDI has covered the costs for the plaza and the streetscape improvements through a $1.25 million grant from the New Economic Initiative (NEI). WSU is focused on developing the actual properties.

**Live Midtown - Residential Incentive Programs for Employees of Anchor Institutions**

Live Midtown is a residential living program aimed at attracting employees of larger employers such as WSU, the Detroit Medical Center of the Henry Ford Health System to consider living in a market rate Midtown Home. The success of this program is indicated by the 1,456 employees that have successfully moved into the area. For more details on this program, see the text box in the Housing section of this report.

**The Wayne Cares Program**

The Wayne Cares Program is a volunteer-based initiative, which connects students, staff, and faculty with local residents. The goal is to work on small activities and projects that revitalize, beautify and enhance Midtown Detroit’s physical appearance. On average, the program attracts 300 to 500 community participants and local small businesses who provide funding and food for all the participants.

**WSU Revitalization Fellows Program**

Modeled after other programs, the Wayne State University’s Detroit Revitalization Fellows Program (DRFP) seeks to attract and retain talent within the Detroit area. The program connects students with local non-profits and for-profit enterprises to focus on social or economic revitalization for the city. WSU collaborates with the Detroit Economic Growth Corporation, the Downtown Detroit Partnership, Invest Detroit, the City of Detroit, Midtown Detroit, Inc., NextEnergy, and the Woodward Corridor Initiative on this fellow program.

**Local Sourcing for Midtown Detroit’s Anchor Institutions**

As part of its anchor strategy, Midtown Detroit, Inc. manages Source Detroit, to foster spending and growth in the city to Detroit-based businesses. The program tracks anchor bidding opportunities and matches local suppliers. To date, approximately $16.5 million in spending and contract awards has been transferred to Detroit-based businesses.
Case: Revitalizing a Distressed Mill District in Lawrence, MA

Located just 45 minutes north of Boston, Massachusetts, the city of Lawrence initially prospered as a wool-processing center from the 1800s, but saw a steady decline in textile mill closures starting in the 1950s that left over 12 million square feet of empty mill buildings scattered along the Merrimack River. Starting from the 1970s, the city’s demographics also changed – moving from immigrants of European descent to residents of Puerto Rican and Dominican heritage with emerging Vietnamese and Cambodian populations. By the 1990s, the city was adversely impacted by the national recession, and the city struggled with government dysfunction, concentrated poverty, increasing crime rates and a large number of foreclosed and abandoned properties.

With a national reputation of being a center of arson and auto-fraud, and serving as one of the 20 poorest cities in the U.S., the city had hit rock bottom and needed to pursue creative solutions in dealing with distressed and abandoned properties. While the city and civic groups took a comprehensive approach to community revitalization, this case features the effort of a business owner turned developer in transforming 1.5 million square feet of mill buildings into attractive and usable space for new tenants. It focused on as a catalyst for other redevelopment.

Bringing Together the Partners for Regional Collaboration

In the late 1990s, the Merrimack Valley Chamber of Commerce (MVCC) invited mayors and economic developers within the region into a discussion of Lawrence’s current economic status and to discuss ideas for reversing this disinvestment. This included evaluating the reasons behind Lawrence’s abandonment, how the area’s assets could be reutilized and what type of resources and economic development assistance would be necessary to see re-investment in the area.

Out of these discussions, the Merrimack Valley Means Business (MVMB) initiative was born. The MVMB is a web-based marketing tool for several communities that provides info on the quality of workforce, transportation, tax incentives, available property. The MVMB campaign also includes a “business visit team” of local officials who travel to meet with businesses considering moving to Merrimack Valley.

During this time period, the chamber and other regional partners identified and targeted five industry sectors to consider for the area. These industry targets included energy, finance, service, education, and healthcare. The medical industry in particular was targeted for its job creation potential.

A Local Business Man Takes a Calculated Risk

In early 2000s, the city of Lawrence was taking measures to reduce criminal activity within city limits. Near the same time period, city planners were working to re-zone the mill district to accommodate mixed-use development. This provided the right environment for a pizza-owner of a regional chain, Sal Lupoli to consider some of the mill space for a commissary. At the time, the mill building was being used as dead storage - the building had no roof, windows, or doors. It’s location
on a major interstate made it a symbol of disinvestment for Lawrence. The pizza owner took a
gamble in mortgaging his home and business to rehab the building. The original purchase costs for
the mill space was a total of $3 million.

The city offered him a tax-increment financing (TIF) plan that allowed him to pay taxes on the
property value at point-of-purchase for up to ten years. Because many of the mill sites are also
considered brownfields, the city also funded the Environmental Site Assessments for Phase I and II of
his redevelopment project. The resources of the city, the Chamber and Mr. Lupoli’s own investment
made the project possible. Riverwalk Properties was born.

In Phase I of redevelopment, Riverwalk Properties invested a total of $100 million, which included the
acquisition of nine more dilapidated buildings on the 25-acre parcel as well as renovation costs.
Since the initial investment, the company has attracted nearly 200 companies with 2,500 employees.

One of the major business attraction wins to Riverwalk Properties outside of Sal’s business was
Merrimack Valley Federal Credit Union. This was the result of several communities (Lawrence,
Methuen, Andover and North Andover) working together to make sure the retained the bank within
the region. Reasons the bank choose to locate there included the abundant parking, the wide range
of businesses, and added perks such as the rows of solar panels, which were paid for by a state
grant.

In 2010, Sal Lupoli’s real estate team reached out to NxStage Medical to discuss their potential for
expansion by relocating to Lawrence. Many of the company employees already commuted from
Lawrence, and they wanted to remain in the Merrimack Valley. Health VNA also chose to locate at
the Riverwalk Properties due to the property’s ample parking spaces.

Marketing the Property

The Merrimack Chamber of Commerce has assisted Riverwalk Properties in outreach, identifying
leads, promoting the real estate space, and making site visits to company prospects to discuss their
site needs. The Chamber has also hosted marketing events in and around the Riverwalk Properties,
including hosting a group of high profile developers. The Chamber also arranged for the former
mayor of Boston to visit Riverwalk in order to speak about mill space reinvestment.

Mr. Lupoli has also been able to sell his vision for the complex. He has discussed with company
prospects that availability of space at a reasonable cost and the the ability to custom tailor the space
to meet their business needs. A number of businesses have been attracted to the property because
of the available local, state and federal incentives. He has also personally chosen many of his tenants,
particularly his non-profit tenants.

A large part of Lawrence has been designated a renewal community zone by the U.S. Housing and
Urban Development, which qualifies Lawrence for “wage credits, tax deductions, capital gains
exclusions, and bond financing to stimulate economic development and job growth.” Lawrence also
has several Historically Underutilized Business Zones (HUB Zones), which offers assistance to small
businesses. On the state side, the Massachusetts Office of Business and Development has designated
Lawrence an Economic Target area (ETA), which qualifies Lawrence for special economic incentive
programs.
**Utilizing Workforce Grants to Attract Tenants and Bring about Community Change**

As more high tech companies found their way to Lawrence, the Chamber realized that the area lacked skilled personnel for the jobs they were attracting. To address these issues, the Chamber worked on recruiting workforce training operators to the Riverwalk site. Northern Essex Community College (NECC), Cambridge College and Suffolk University partnered together for this initiative. These schools have partnered with Higher Education Partners (HEP) and opened a 10,400 SF Allied Health Center across the street; HEP has invested $1.3 million into building renovations for the college along with another $500,000 in state-of-the-art equipment.

The Chamber has also used workforce grants to close deals on potential businesses looking to locate in Lawrence. The state’s Workforce Training Fund (WTF) provides business and labor organizations with matching grants of up to $250,000 for incumbent worker training.

**Combining Sustainable Practices with Cost Saving Efforts in Energy Costs**

Lawrence has struck a balance between historic preservation and innovation through its sustainable development practices. This has opened up more funding from state and federal sources. It has also allowed the city to become leaders in green energy. In 2009, Lawrence stated a goal of becoming a designed Green Community with funding under the Massachusetts Department of Energy Resources Green Communities Program (US Department of Energy’s Energy Efficiency and Conservation Block Grant (EECBG) Program).

Funded by a grant from the Massachusetts Technology Collaborative (MTC), Riverwalk Properties decided to install one of the largest solar electric power systems in New England to control rising electricity costs. This was done in collaboration with Solar Works Inc.’s, Solectria Renewables LLC of Lawrence, MA, and Schott Solar of Billerica, MA. An interpretive display is located in the lobby of Sal’s Pizza Restaurant and to serve as an educational tool.

**Summary**

In summary, Lawrence was able to successfully redevelop dilapidated mill space due to the vision of a entrepreneur turned developer. With support from local and regional stakeholders, Riverwalk was able to successfully market his property to companies in various industries. To date, he has successfully redeveloped 1.5 million square feet of space, while Phase II includes plans for redeveloping another 1.5 million SF. Riverwalk has served as a catalyst for neighboring mill projects and has brought renewed attention to the region.
## National Resources for Neighborhood Revitalization

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<td>• Financial Support</td>
<td><strong><a href="http://www.nw.org">www.nw.org</a></strong></td>
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<tr>
<td>Washington, DC</td>
<td>• Pre-development loans up to $200,000 with a 30 year repayment period</td>
<td>1325 G St., NW, Suite 800, Washington, DC 20005-3100</td>
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<tr>
<td></td>
<td>• Interim loans up to 1.5 million with 36 month repayment period</td>
<td>Phone: (202) 220-2300</td>
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<td></td>
<td>• Community Technical Assistance</td>
<td>Fax: (202) 376-2600</td>
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<tr>
<td></td>
<td>• Training Programs</td>
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</tr>
<tr>
<td><strong>Main Street: National Trust for Historic Preservation</strong></td>
<td>• Financial Support</td>
<td><strong><a href="http://www.mainstreet.org">www.mainstreet.org</a></strong></td>
</tr>
<tr>
<td>Washington, DC</td>
<td>• Matching grants from $500-$5,000 for preservation planning and educational efforts</td>
<td>Phone: 800-315-NTHP</td>
</tr>
<tr>
<td></td>
<td>• Intervention funds for preservation emergencies, grants ranging from $2,500 to $10,000 for projects that contribute to the preservation or the recapture of an authentic sense of place</td>
<td>Email: <a href="mailto:members@nthp.org">members@nthp.org</a></td>
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<tr>
<td></td>
<td>• Grants ranging from $2,500 to $10,000 to assist in the preservation, restoration, and interpretation of historic interiors</td>
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<td>• Loan fund program for organizations that use historic preservation to support the revitalization of underserved and distressed communities</td>
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<td>• Community Investment Corporation makes equity investments in the rehabilitation of historic properties eligible for the 20 percent federal historic rehabilitation tax credit</td>
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<td>• Conferences and Training</td>
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<td>• Legal Resources</td>
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<tr>
<td><strong>Local Initiatives Support Coalition</strong></td>
<td>• Financial Support</td>
<td><strong><a href="http://www.lisc.org">www.lisc.org</a></strong></td>
</tr>
<tr>
<td>New York, NY</td>
<td>• Pre-development loans to pay project predevelopment expenses for rental housing, for-sale housing, community facilities, and land banking. Up to three-year terms. Interest payable monthly or quarterly. Repayable in full at construction financing close.</td>
<td>501 Seventh Avenue New York, NY 10018</td>
</tr>
<tr>
<td></td>
<td>• Acquisition Loans to pay purchase and closing costs for rental housing, for-sale housing, community facilities, and land banking. Up to three-year origination period. A proportionate amount of non-amortizing loan repayable at construction financing close for each unit. Security required, with strong preference for real estate collateral. Interest payable monthly or quarterly.</td>
<td>Phone: (212) 455-9800</td>
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<tr>
<td></td>
<td></td>
<td>Fax: (212) 682-5929</td>
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<tr>
<td></td>
<td></td>
<td>Email: <a href="mailto:info@lisc.org">info@lisc.org</a></td>
</tr>
</tbody>
</table>
• Construction Loans to pay hard and soft construction costs for rental housing, for-sale housing, and community facilities. Up to two-year term and origination period. Non-amortizing loan repayable in full at permanent financing close. Fixed interest rate, set at closing, payable monthly or quarterly. Security required, with strong preference for real estate collateral.
• Mini-permanent loans to provide permanent financing for rental housing and community facilities. Up to seven-year term, amortized over maximum of 12-year schedule, repayable in full on balloon maturity date. Fixed interest rate, set at closing, payable monthly or quarterly. Security required, with strong preference for real estate collateral.
• Revolving Working Capital Loans and Lines of Credit to provide flexible working capital for a number of projects, to meet early project expenses or organization cash flow needs. Up to two-year term, 18-month origination period; revolving facility. Disbursements repayable at construction financing close. Fixed interest rate, set at closing. Standard closing conditions.
• Organizational development grants that assist community organizations to improve its administrative structures, management and financial systems, and real estate development and management capacities
• Strategic planning grants to cover costs associated with the creation of new programs that are important to an organization’s overall mission and needs of the community’s residents
• Project grants to help cover costs associated with real estate development that further neighborhood revitalization goals.
• The National Equity Fund Inc is the nation’s largest nonprofit syndicator of federal low-income housing tax credits. LISC created NEF to work with local organizations to finance neighborhood-led housing Initiatives and help support the revitalization of urban and rural communities.
• The New Markets Support Company is a Delaware LLC started by LISC that allocates federal New Markets Tax Credit awards from the CDFI Fund to eligible community economic development projects, thereby attracting private capital in return for federal tax credits and providing these projects with financing on more favorable terms. NMSC will use tax credits to support a broad array of real estate projects
including shopping centers, retail space, office space, arts and museum space, brownfield redevelopment, and educational and community facilities.

- **The Community Development Trust** is a private mission-driven Real Estate Investment Trust (REIT) that channels private capital into affordable housing and other community development projects. After six years of operations, CDT has invested or committed more than $460 million in debt and equity capital to properties in 35 states and regions—helping to preserve or add some 18,700 units to the nation's affordable housing stock.
  - Technical and Management Assistance
  - Local, Statewide and National Policy Support

### International Downtown Association
**Washington, DC**

- Technical Assistance
- Information Services

[www.ida-downtown.org](http://www.ida-downtown.org)

- 734 15th Street NW, Suite 610
- Washington DC 20005
- Phone: (202) 393-6801
- Fax: (202) 393-6869
- E-mail: question@ida-downtown.org

### National Development Council
**New York, NY**

- Technical Assistance
- Training
- Financial Support
  - New Market Tax Credits
  - NDC Corporate Equity Fund, L.P. provides equity capital for the construction and preservation of affordable housing using Federal Low Income Housing Tax Credits, Federal Historic Preservation Tax Credits and Renewable Energy Credits
  - NDC Housing and Economic Development Corporation acts as developer, partnering with community and local sponsors, providing expertise in financial structuring, identifying and securing public and private sector funding sources and providing technical support through project completion
  - Renewable Energy Investment Tax Credit
  - Grow America Fund provides financing to growing small businesses throughout the country

[www.nationaldevelopmentcouncil.org](http://www.nationaldevelopmentcouncil.org)

- 708 Third Avenue, Suite 710
- New York, NY 10017
- Phone: 212-682-1106
- Fax: 212-573-6118
- Email: training@nationaldevelopmentcouncil.org
| National League of Cities | Lobbying  
| Washington, DC |  
|  | Publication and Online Resources  
|  | National Programs  
|  | **Affordable Housing Project** - Provides local elected officials and their staffs with a multifaceted educational program to promote the development, expansion, and sustainability of affordable housing programs for their communities.  
|  | **After School Programs** - Many cities have created afterschool programs to promote learning, keep children out of trouble, and meet the needs of working parents.  
|  | **Business Solutions for Cities** - Collaboration with private companies to offer programs/services for cost savings benefits to cities and/or their residents.  
|  | **America Downtown** - Get the help you need to reverse your downtown's downward spiral and breathe new life into the heart of your community.  
|  | **KaBOOM!** - Since 2007, NLC and KaBOOM! have partnered to create great playspaces within walking distance of every child in America.  
|  | **Poverty Reduction Strategy** - Municipal governments can contribute to efforts to reduce poverty by providing key resources and capacities.  
|  | **And More**  
|  | Research and Analysis  
|  | Leadership Training  
|  | Networking  
|  | Technical Assistance  
|  |  
| www.nlc.org | 1301 Pennsylvania Avenue NW Suite 550 · Washington, DC 20004  
| Phone:(202) 626-3000 | Fax:(202) 626-3043  
| Email: info@nlc.org |  
| Partners for Livable Communities | Community Technical Assistance  
| Washington, DC |  
|  | Information Sharing  
|  |  
| www.livable.com | 1429 21st Street, NW Washington, D.C. 20036  
| Tel. 202/887-5990 | Fax. 202/466-4845  
| Email: bmcnulty@livable.com |  
| Project for Public Spaces | Training  
| New York, NY |  
|  | Planning and Design Services  
|  | Information Resources  
|  | Networking and National Meetings  
|  |  
| www.pps.org | 700 Broadway, 4th Floor (at 4th Street) New York, NY 10003  
| Phone: (212) 620-5660 | Fax: (212) 620-3821  
| Final Report for City of Springfield & DevelopSpringfield |
| **The Waterfront Center**  
Washington, DC | • Consulting Services  
• National Meetings and Conferences | [www.waterfrontcenter.org](http://www.waterfrontcenter.org)  
PO Box 32129  
Washington, DC 20007  
Phone: 202 337 0356  
Fax: 202-986-0448  
Email: mail@waterfrontcenter.org |
| **National Vacant Properties Campaign**  
Washington, DC | • Technical Assistance  
• Research  
• Training | [www.vacantproperties.org](http://www.vacantproperties.org)  
1707 L St NW  
Suite 1050  
Washington, DC 20036  
Phone: 202.207.3355  
Email: vpdirector@smartgrowthamerica.org |
| **U.S. Department of Housing and Urban Development**  
Washington, DC | • Financial Support  
• Community Development Block Grants  
• Section 108 Loan Guarantee Program when receive CDBG funds  
• Brownfields Economic Development Initiative designed to assist cities with the redevelopment of abandoned, idled and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination  
• HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households  
• SHOP provides funds for eligible national and regional non-profit organizations and consortia to purchase home sites and develop or improve the infrastructure needed to set the stage for sweat equity and volunteer-based homeownership programs for low-income persons and families  
• Low Income Housing Tax Credit | [http://www.hud.gov/funds/index.cfm](http://www.hud.gov/funds/index.cfm)  
451 7th Street S.W.  
Washington, DC 20410  
Phone: (202) 708-1112 |
Informal Only: Public/Chronic Nuisance Ordinance Overview

Property owners are legally responsible for properly maintaining/managing their properties. If a public/chronic nuisance exists, under Janesville City Ordinance chapter 9.32, the property owner may be subject to the following:

1) Citation(s) for Maintaining a Public Nuisance, with fines up to $5,000.00 per incident for each day the nuisance continues.

2) Bill(s) for police services at the property due to failure to eliminate the nuisance activity. If not paid, the bill amounts may be assessed as a special charge against the premises.

3) Additional legal action against the owner/property by the City of Janesville through Circuit Court.

Billing Property Owner

Chapter 9.32 allows the city to recover the costs of police services from the property owner under certain circumstances. The procedure is as follows:

1) The property is deemed a chronic nuisance.

2) The owner is notified via a formal letter, personally delivered, sent certified mail, first class mail, in a posting and/or publication, or by such other means as provided by law for service of process in a civil action.

3) If the owner does not make a bona fide effort to follow the abatement plan, the City of Janesville may bill the owner for any additional nuisance police calls to that property.

Deeming a property a chronic nuisance: A property may be deemed a chronic nuisance when there have been four or more separate police responses resulting in enforcement action (warning, citation, or arrest) due to the following types of violations within any 12-month period:

- Harassment
- Disorderly conduct
- Battery
- Lewd and lascivious behavior by children
- Prostitution
- Theft
- Receiving stolen property
- Arson
- Illegal drug activity
- Disturbing the peace by fighting/noise
- Curfew violations
- Truancy
- Purchase/possession of cigarettes/tobacco
- Property offenses
- Weapons offenses
- Firearm violations
- Animal violations
- Conspiracy
Gambling  
Indecent exposure/public urination  
Trespassing  
Drug houses, criminal gang houses, prostitution houses, and gambling houses

Fireworks violations  
Obstructing/resisting an officer  
Disorderly houses

It should further be noted that calls generated by the property owner are exempt and will not be counted.

Working with Property Owners

The City of Janesville and the Janesville Police Department strive to work cooperatively with property owners in resolving problems at nuisance properties. Legal action as mentioned above is only used when there is no other resolution to a situation. Please call the Janesville Police Department Community Services Section with any questions or for further assistance at (608) 755-3100.
CHAPTER 9.32

CHRONIC NUISANCE PREMISES

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9.32.010 Definitions.  The following terms shall be defined as follows in this chapter:

A. Chief. The Chief of Police or his or her designee.

B. Enforcement Action. Arrest, the issuance of a citation, or the issuance of a written warning, or the issuance of an order to correct.

C. JGO. Janesville General Ordinance.

D. Neighborhood Services Director. The Neighborhood Services Director or his or her designee.

E. Nuisance Activity. Any of the following activities, behaviors or conduct occurring upon a premises:

1. POLICE NUISANCE ACTIVITY

a. An act of Harassment, as defined in §947.013, Wis. Stats.

b. Disorderly Conduct, as defined in §947.01, Wis. Stats.

c. Battery, Substantial Battery, or Aggravated Battery, as defined in §940.19, Wis. Stats.

(Janesville 3/2008)
9.32.010

d. Lewd and Lascivious Behavior, as defined in §944.20, Wis. Stats.

e. Prostitution, as defined in §944.30, Wis. Stats.

f. Theft, as defined in §943.20, Wis. Stats.

g. Receiving Stolen Property, as defined in §943.34, Wis. Stats.

h. Arson, as defined in §943.02, Wis. Stats.

i. Possession, Manufacture, or Delivery of a Controlled Substance or related offenses, as defined in Ch. 961, Wis. Stats.

j. Gambling, as defined in §945.02, Wis. Stats.

k. Trespassing, as defined in §943.13 and §943.14, Wis. Stats.

l. Obstructing or resisting an officer, as defined in JGO 9.08.

m. Disorderly houses, as defined in JGO 9.15.

n. Gambling as defined in JGO 9.18.

o. Indecent exposure and/or public urination, as defined in JGO 9.21.


q. Disorderly conduct, as defined in JGO 9.39.

r. Disturbing the peace by fighting, noise or other means, as defined in JGO 9.39.

s. Curfew violations, as defined in JGO 9.50.

t. Truancy, contributing to truancy, as defined in JGO 9.52.

u. Purchase or possession of cigarette or tobacco products by children, as defined in JGO 9.54.

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v. Property offenses, as defined in JGO 9.66.

w. Weapons offenses, as defined in JGO 9.84.

x. Firearms offense, as defined in JGO 9.87.

y. Animal violations of any kind, as defined in JGO 6.04, 6.08, 6.12, 6.16, 6.20 and/or 6.22.

z. Fireworks, as defined in JGO 8.40.

aa. Underage alcohol activities, as defined in JGO 5.06.

bb. Adult contributing, allowing, providing alcohol to underage persons activities, as defined in JGO 5.06.

cc. Any conspiracy to commit, as defined in §939.31, Wis. Stats., or attempt to commit, as defined in §939.32, Wis. Stats., any of the criminal activities, behaviors, or conduct enumerated above; and/or conspiracy to commit, aiding, abetting, causing, allowing, permitting, suffering, or concealing the fact of such ordinance violation act or omission, as defined in JGO 1.04.040

2. CODE NUISANCE ACTIVITY

a. Housing code violations, as defined in JGO 16.08.

b. Abandoned, Unlicensed or Nonoperable vehicle violations, as defined in JGO 10.52.

c. Nuisance violations, as defined in JGO 8.60.

d. Zoning violations provided they are nuisance related and in a residential setting, as defined in JGO 18.24.070, 18.32.030, 18.32.070, and/or 18.36.020.

F. Owner. The owner of the premises and his or her agents.

G. Premises. An individual dwelling unit; any property or premises used for residential purposes whether or not owner occupied; an individual business or commercial property; and associated common areas thereof.

(Janesville 3/2008)

9.32.020-9.32.030
9.32.020 Notice. A. Whenever the Chief determines that four (4) or more Police Nuisance Activities resulting in enforcement action have occurred at a premises on separate days during a 12-month period, only the Chief may notify the premises owner and tenant in writing. In reaching this determination, the Chief shall not count nuisance activities resulting in enforcement actions that were reported by the owner of the premises. Only the Chief may initiate and implement the procedure and enforcement for Police Nuisance Activities under this Chapter.

B. Whenever the Neighborhood Services Director determines that four (4) or more Code Nuisance Activities resulting in enforcement action have occurred at a premises on separate days during a 12-month period, only the Neighborhood Services Director may notify the premises owner and tenant in writing. In reaching this determination, the Neighborhood Services Director shall not count nuisance activities resulting in enforcement actions that were reported by the owner of the premises. Only the Neighborhood Services Director may initiate and implement the procedure and enforcement for Code Nuisance Activities under this Chapter.

C. The Chief and Neighborhood Services Director may jointly agree to initiate, implement and enforce this Chapter in the event that an aggregate of four (4) or more combined Police Nuisance Activities and Code Nuisance Activities, in any combination thereof, resulting in enforcement action have occurred at a premises on separate days during a 12 month period.

D. The notice shall contain the street address including unit number if applicable or legal description sufficient to identify the premises, a description of the nuisance activities and enforcement actions that have occurred at the premises, a statement indicating that the cost of future enforcement may be assessed as a special charge against the premises, and a notice as to the appeal rights of the owner.

E. The written notice shall be delivered to the owner of the premises by one of the following methods in descending order of preference: personal service, certified mail, first class mail, posting and/or publication, such other means as provided by law for service of process in a civil action, in that order, as the Chief or Neighborhood Services Director, as applicable, may determine appropriate under the particular facts and circumstances.

9.32.030 Abatement plan. Any owner receiving such notice shall personally meet with the City Official – Chief or Neighborhood Services Director – who issued the notice, or with the applicable City Official’s designee, within five (5) days of receipt of such notice. The Chief or Neighborhood Services Director, as applicable, and owner shall review the problems occurring upon the premises and/or property. Within ten (10) days of this meeting, the owner shall submit to the Chief or Neighborhood Services Director, as applicable, or the applicable City Official’s designee, a detailed written abatement plan designed to forthwith and effectively end all the nuisance activity upon the premises. The plan shall also specify a name, address, and telephone number of a person living within sixty (60) miles of the premises who can be contacted in the event of further police, fire, or inspection activities and/or contact.

(Janesville 3/2008)
9.32.040-9.32.050
9.32.040  Additional nuisance activity.    Whenever the Chief or Neighborhood Services Director, as applicable determines that:

1. Additional nuisance activity and/or enforcement action has/have occurred upon a premises for which the written notice has been issued under this Chapter; and
2. This additional nuisance activity and/or enforcement action has/have occurred more than fifteen (15) days after the written notice was served; and
3. Reasonable effort has not been made by the owner of the premises to abate the nuisance activity,

then the Chief or Neighborhood Services Director, as applicable may calculate all of the cost, fees and expenses arising from and/or pertaining to any and all such police and related City responses and enforcement including, but not limited to, actual burdened labor, overtime, materials, vehicle use, and related administrative time and efforts for this and any subsequent nuisance activities and enforcement actions upon, for and/or pertaining to the premises. The Chief or Neighborhood Services Director, as applicable shall then cause all such costs, fees and expenses to be charged against the owner of the premises and the premises itself, and if unpaid, charged, assessed, levied and collected by the City as a special charge against the premises/property.

9.32.050  Appeal.

A. Appeal by Affected Property Owner.  An affected owner of the premises may appeal the Police Chief’s or Neighborhood Services Director’s, as applicable, determination and invoiced special charges arising from and imposed for the police and related costs, fees and expenses set forth in this Ordinance in the manner set forth in this subsection.

B. The appeal shall be in writing, filed with the City Clerk, stating with specificity the grounds for the appeal and the relief requested. The appeal shall be filed within ninety (90) days of the invoice from the City Clerk.

C. The appeal shall be considered only if filed prior to the time that any unpaid special charges imposed against the premises/property under this chapter are turned over by the treasurer onto the tax roll.

D. Chapter 68 of the Wisconsin Statutes shall not apply to such an appeal nor shall any other provision of state law or city ordinance to the contrary. The appellate procedure set forth herein shall govern and be exclusive.

E. Upon receipt of the written appeal, the Clerk shall set the matter for a public hearing for a regularly scheduled meeting of the Common Council not less than thirty (30) days nor more than sixty (60) days after the filing of the written appeal.

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9.32.050-9.32.060

F. The Clerk shall provide written notice to the appellant and to the Chief of Police or
Neighborhood Services Director, as applicable, of such Common Council meeting hearing date, time and place.

G. The parties may agree to continuances and stipulations as to procedure and substance, but in no event shall the hearing be continued beyond the time set forth in subparagraph C.

H. The hearing shall be open to the public, recorded by a sound recording device and the recording preserved for seven years by the City Clerk. A party may request a court reporter but the requesting party shall pay all costs of the court reporter in advance regardless of the determination of the appeal.

I. The appellant and the Chief of Police or Neighborhood Services Director, as applicable, may each present witnesses who testify upon oath after being duly sworn-in by the City Clerk, the Deputy City Clerk or any other person authorized by law to administer oaths.

J. After the hearing, the Common Council in open session shall deliberate and then make a determination by recorded motion, second and vote with a majority of Council Members voting governing.

K. The City Clerk-Treasurer shall adjust all invoices, tax and related City records in accord with the Council’s determination.

9.32.060 Violations -- Penalties -- Remedies -- Injunctive and other relief. In addition to the special charges authorized and described above, the following penalties, remedies and other relief are cumulative and not exclusive, may be jointly and severally sought and/or employed by the City, and may be ordered and/or imposed, as applicable, by the courts:

A. First Offense. Any person who shall violate any provision of this chapter or any regulation, rule, or order made hereunder shall forfeit and pay to the City not less than $100 nor more than $1,000, together with the costs of prosecution.

B. Subsequent Offenses. Any person who shall violate any provision of this chapter or any regulation, rule, or order made hereunder within twenty four (24) months after committing a previous violation shall forfeit and pay to the City not less than $200 nor more than $5,000, together with the costs of prosecution.

C. Each and every day that a violation occurs, continues and/or remains present constitutes a separate offense.

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D. The City, in addition to the above monetary penalty(ies) and special charges
may from time to time seek and obtain, and the court may order, temporary and/or permanent injunctive relief, abatement, and such other legal and/or equitable relief, remedies, judgments, and/or orders of the court against any person(s) and/or property(ies) as the court may, from time to time, deem necessary, appropriate and/or desirable to effectuate the intent of this chapter and the public good, peace, order, welfare, and/or safety.

E. In addition to the above penalties, relief and remedies, the Common Council may refuse to issue or not-renew any license or permit to the owner of the premises and/or the premises, after conducting a public hearing thereon.

F. It shall be the responsibility of the convicted person(s) to immediately abate each and every violation upon the premises property as expeditiously as possible, unless otherwise directed by the City or the court.

G. This chapter is cumulative in its legal affect and is not in lieu of any and all other legal and equitable remedies under City ordinances, state statutes, state administrative codes, and common law, including, but not limited to, forfeiture of the property to the City under this chapter and/or the applicable state statutes.

(Janesville 12/06)
IV. OFFENSES AGAINST PUBLIC PEACE*

Chapter 9.34

BURGLAR ALARMS, SYSTEMS AND USERS

Sections:

9.34.010 Purpose.
9.34.020 Definitions.
9.34.030 Administrative rules.
9.34.040 Automatic dialing devices prohibited.
9.34.050 Direct connections to police department.
9.34.060 Testing.
9.34.070 Notification of disruption.
9.34.080 Police response fee.
9.34.090 Fire response fee.
9.34.100 Termination of direct connection.
9.34.110 Penalty for violation.

9.34.010 Purpose. This chapter is enacted to provide minimum standards and regulations applicable to burglar, holdup and fire alarm systems, alarm businesses and alarm users. Both society in general and public safety in particular will be aided by providing a useful and usable system of private security which properly balances quick response by police and fire departments with minimization of police officer and fire fighter time spent on alarms which are false or otherwise not the intended function of private security systems.

9.34.020 Definitions. Within this chapter, the following terms, phrases and words and their derivations have the meaning given herein.

A. "Alarm business" means any business in which the owners or employees engage in the activity of altering, installing, leasing, maintaining, repairing, replacing, selling, or servicing alarm system(s).

B. "Alarm system" means any mechanical or electrical equipment designed and arranged to immediately signal or otherwise notify the occurrence or potential occurrence of a fire, burglary or robbery, including, but not limited to, local and other alarms employing an audible signal and/or a flashing light or beacon designed to signal persons outside the premises. Excluded from this definition and from the scope of this chapter are alarms and alarm systems used solely to alert or signal persons within the premises in which the alarm system is located.

C. "Answering service" refers to a telephone answering service which receives, on a generally continuous or ongoing basis through trained or other employees, emergency signals from alarm systems and thereafter immediately relaying the alarm, signal, or message by any means or form including, but not limited to, by live voice to the communication or alarm center of the police and/or fire department.

9-19 (Janesville 4/90, Effective 7/90)