





District One Rebuilding Plan

The City of Springfield designated Rebuild Springfield, an effort of DevelopSpringfield and the Springfield Redevelopment Authority, to lead a rapid planning effort to provide an implementable framework to guide the rebuilding process in the aftermath of the June 1, 2011 tornado. As part of a consultant team led by Concordia LLC, Goody Clancy was asked to develop a community-based rebuilding framework and plan for the South End and Metro Center. These two neighborhoods were designated “District One” for planning purposes. The Project for Public Spaces contributed analysis, evaluation and recommendations for activating public spaces in District One. Byrne McKinney & Associates provided real estate analysis and HDR provided economic development recommendations.

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Executive Summary

A plan to rebuild in Metro Center and the South End - District One

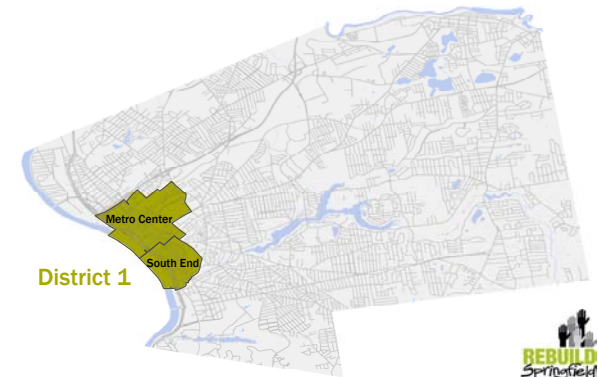
The June 1, 2011 tornado damaged buildings and trees in the South End and, to a lesser degree, in Metro Center. Based on a community process, this plan offers a holistic framework of initiatives that will strengthen the community through partnerships, coordination, enforcement, and crime reduction; support new approaches to financing; and integrate strategies for housing, commercial and retail development, community institutions, public spaces, historic preservation, and urban design.

The rebuilding process after a disaster offers the potential for a fresh look at affected areas and the opportunity to rebuild better. Metro Center and the South End have a shared destiny along Main Street, which is why they were grouped together in District One. Rebuilding and revitalization efforts must be interrelated and mutually supportive. This is also an economic imperative. Successful 21st century cities have appealing downtown and near-downtown neighborhoods that attract people and talent—especially young people and entrepreneurs. As the preeminent urban center of the Pioneer Valley with unique historic character, Springfield has

the opportunity to create and sustain a desirable, walkable, urban environment for living, working, playing and learning.

THE PLAN BUILDS ON PREVIOUS PLANS FOR METRO CENTER AND THE SOUTH END. Implementation of these plans was underway before the tornado. In addition, in early 2012 the City was awarded a major federal grant for the South End—a Choice Neighborhoods Initiative planning grant—that will help implement and accelerate the rebuilding process and position the City for additional federal funding.

THE PLAN IS BASED ON A COMMUNITY PARTICIPATION PROCESS. Three public workshops were held in October, November, and December 2011 at the Gentile Apartments Community Room and the South End Middle School to develop a vision for the District One plan, discuss potential alternatives, and review and comment on the proposed recommendations. Spanish language outreach materials were provided and translation was available at the meetings. Dozens of interviews and small-group meetings also informed the planning process.



The Howard Street Armory, home of the South End Community Center, was significantly damaged by the tornado.

THE VISION

The Vision for District One encompasses the themes of LIVABILITY + SUSTAINABILITY + INCLUSION + OPPORTUNITY:

Partner together to rebuild a more livable, sustainable, inclusive community with the resources to offer expanded opportunities for everyone. District One will encompass two vibrant, walkable, historic urban communities linked by Main Street—Metro Center and the South End, with robust and attractive connections to the riverfront. With more destinations of all kinds—retail and business, civic, community, recreation, and entertainment—better connections among them, and a variety of housing options, the South End and Metro Center will offer a high quality of life and attract new residents and visitors.

THE CONTEXT FOR REBUILDING: STRENGTHENING COMMUNITY

ENFORCEMENT AND PUBLIC SAFETY STRATEGY: *Strengthen partnerships among community stakeholders, police and enforcement staff.* Key initiatives include development of Neighborhood Crime

Watch or similar programs, particularly in the South End, along with enhanced police engagement.

PARTNERSHIP AND COORDINATION STRATEGY: *Retain Rebuild Springfield leadership to coordinate partnerships and implement the rebuilding plan.* Key initiatives include ensuring that there is a downtown redevelopment leadership organization with staff, building on the existing Business Improvement District (BID); engaging an organizer to enhance communication among all groups in the South End; reviving the South End business organization; and holding a volunteer summit of all organizations, agencies and city departments to identify and coordinate priority activities for Americorps/VISTA volunteers assigned to Springfield, as well as college student service activities.

ECONOMIC DEVELOPMENT STRATEGY: *Attract people and talent to Springfield through creating and sustaining a desirable, walkable urban environment for live, work, play, and learning.* Key initiatives include identifying and preparing sites ready for investment, as well as exploring extended incentives.

THE RESOURCES FOR REBUILDING: FINANCING THE PLAN

FINANCING STRATEGY: *Pursue and package a variety of financing incentives and resources for rebuilding.* The Plan includes feasibility testing for sample development types. Under current market conditions, incentives will be needed in the redevelopment and rebuilding process, with complex and layered financing in many cases. The Plan calls for aggressive pursuit of special resources, from a local lending



Court Square and adjacent historic buildings such as 13-31 Elm Street are valuable District One assets.

pool to allocations of special disaster-related funding, similar in type to the kinds of state and federal resources made available for other disasters, as well as use of existing federal, state, and local incentive programs.

THE FRAMEWORK FOR REBUILDING: STRATEGIES TO REBUILD BETTER

HOUSING STRATEGY: *Provide a variety of housing options appropriate to different locations in Metro Center and the South End that enhance downtown and neighborhood character, add market rate housing, and raise the median household income.* Key initiatives include a focus on adaptive reuse of existing buildings for rental and condo housing in Metro Center and in larger buildings in the South End; and one- to three-family owner-occupied housing at or near market rate for infill on the side streets of the South End.

COMMERCIAL AND RETAIL STRATEGY: *Create centers of vitality and activity along Main Street by recruiting retail and restaurants to ground floor spaces, office users to upper story space, and neighborhood-serving retail, as well as assisting in the rebuilding of key sites.*

Key initiatives include rebuilding the Main and Union intersection to be a South End gateway and activity center; reinforcing the cluster of eateries in the South End to form a “restaurant row;” and exploring options for a grocery store or pharmacy.

COMMUNITY INSTITUTIONS STRATEGY: *Enhance the anchor role of community institutions, especially by assisting in relocation of those damaged by the tornado.* Key initiatives include assisting the South End Community Center in relocating, possibly to the Gemini site, and Square One in developing new space on Main Street.

URBAN CHARACTER AND HISTORIC PRESERVATION STRATEGY: *Pursue adaptive reuse of historic buildings and sites and establish urban design guidelines and a regulatory framework to enhance walkability.* Key initiatives include adopting urban design guidelines to protect and enhance the public realm and the pedestrian environment; enacting a historic preservation “demolition delay” ordinance; adopting the pending zoning ordinance and potential refinements to reflect this Plan; extending urban renewal district boundaries in order to ensure design review for Main Street and other major streets in

District One; and enhancing connections to the riverfront with public art and special treatments for Union Street as a “festival street.”

PUBLIC SPACES STRATEGY: *Activate and program public spaces to create destinations, mobilize community partners for stewardship, and connect important public spaces.* Key initiatives include potential programs and activities led by community arts and culture groups to attract people to Court Square and other locations; organizing temporary uses, programs and events for empty storefronts; and focusing on maintenance and programming for existing parks and open spaces, including the newly redesigned Emerson Wight Park.

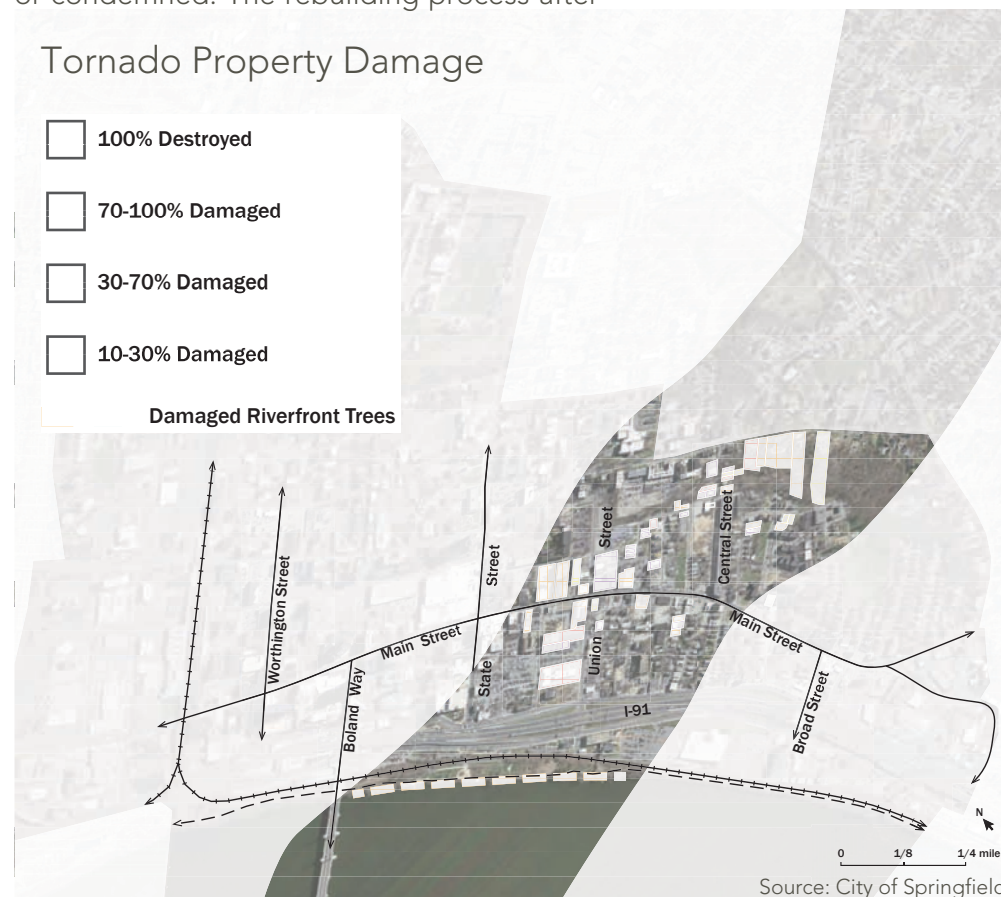
I. The Tornado in District One

On June 1, 2011, a tornado hit the City of Springfield, crossing the Connecticut River to cut a swath of destruction southeast across the southern edge of downtown, into the South End neighborhood and continuing across neighborhoods and communities to the east. In Metro Center, the city's downtown district, the tornado destroyed trees along the riverfront, did minor damage to buildings, and significant damage to trees in historic Court Square along Main Street. In the South End, located adjacent to Metro Center to the south, tornado damage was more severe, affecting institutional, retail, and residential buildings.

Major neighborhood institutions such as the South End Community Center and the Square One child care center were heavily damaged, and some residential buildings, mostly multi-family, were made uninhabitable. A major mixed-use property at 979 Main Street ("South Commons," developed by Peter Zorzi) was destroyed and a number of retail buildings along Main Street also suffered damage. Some tornado victims have been making repairs and returning to their former locations (such as

the Main Street retailers Milano Importing, Dave's Furniture, and Meche's Beauty Shop), but other properties were totally destroyed or condemned. The rebuilding process after

a disaster offers the potential for a fresh look at the affected area and the opportunity to rebuild better.



II. District Portrait

Springfield entered the twentieth century as a flourishing industrial city, home of the first gasoline-powered car, the game of basketball, and myriad other world-shaping inventions, gaining the nickname of “City of Firsts.” Metro Center and the South End were at the core of this early success story. At midcentury, downtown Springfield was the Pioneer Valley’s cultural center where everyone shopped and socialized. The South End was known for its tight-knit community of Italian-Americans along the residential streets, with restaurants and neighborhood businesses along Main Street. Cross streets led down to the riverfront, where the railroad line was the only barrier to the water. Like in many industrial cities during the second half of the twentieth century, the effects of deindustrialization and suburban sprawl resulted in job losses and disinvestment in the downtown and city neighborhoods. The construction of I-91 as an elevated highway created a visual as well as a physical barrier to the river, dislocated residents of the South End, and exacerbated destabilization. Springfield became a destination for Hispanics/Latinos in Massachusetts and a concentration of subsidized housing in the South End attracted low-income renters.

By 2011, Metro Center still contained the City of Springfield’s downtown office, entertainment and cultural districts, many of the city’s historic sites and districts, Springfield Technical Community College, and a few multifamily residential buildings. Before the tornado, the City, with various partners, had already begun implementing plans developed in recent years for Metro Center, the Riverfront, and the South End. In early 2012, when this rebuilding plan was being finalized, the City was awarded a major federal grant—a Choice Neighborhoods Initiative planning grant—

to plan for possible demolition of the Marble Street Apartments public housing development, introduction of mixed income housing, rehabilitation of Hollywood area buildings, and construction of a new South End Community Center.

LOCATION. Metro Center is bounded on the north by I-291, on the east by Federal and School Street, on the south by State, Union and Howard Streets, and to the west by the Connecticut River. South of Howard and Union Streets, the South End contains a steeply rising hill to its eastern boundary



Main Street at Union Street after the tornado (source: USA Today).

at Maple Street, extends to Mill Street in the south, and to the river at the west. Although separated by the I-91 barrier, the riverfront development around the Naismith Basketball Hall of Fame is located in the South End.

POPULATION AND INCOME

POPULATION WAS STABLE BETWEEN 2000 AND 2010. At the time of the 2010 census, the residential population of District One was approximately 10,773, with 65% of that population in Metro Center. District One’s population accounts for 7% of the City of Springfield’s total population. The number of people living in Metro Center and in the South End was stable between 2000 and 2010, with a very slight increase in Metro Center population and a slight decline in the South End. In both areas the population was approximately two-thirds Hispanic/Latino in 2010. (Hispanics/Latinos can be of any race.) About 20% of Metro Center’s population was African-American and 17% of South End’s population was African-American.

THE MEDIAN HOUSEHOLD INCOME IN METRO CENTER AND THE SOUTH END IS VERY LOW. Both neighborhoods have

a very low estimated median household income: between \$16,000 and \$17,000 dollars a year. The median means that half of the households have incomes below that number and half have incomes above that number. Poverty rates in Metro Center and the South End are 40–45%. In contrast, the estimated median household income for the entire City of Springfield is \$34,113, and the overall poverty rate is 27%. The city’s median income is a little more than half the median income of the entire state of Massachusetts (\$64,057). The median household income in the nearby City of Hartford is \$29,190, with an overall poverty rate of 32%.

MORE THAN HALF OF METRO CENTER HOUSEHOLDS HAVE ONE PERSON, WHILE THE SOUTH END HAS LARGER HOUSEHOLDS AND MORE CHILDREN. In Metro Center, 56% of the households are composed of one person, and 23% of the households include children. The average household size is 1.76 persons. The South End is somewhat more family-oriented but still has a high proportion of single person households, as is common in all urban locations. Single person households make up 43% of all households and 36% of households include children. The average

2010 Demographic Summary: Metro Center and South End

	South End	M e t r o Center
Population	3,725	7,048
Hispanic	2,384	4,296
% Hispanic	64.0%	61.0%
Households	1,558	3,774
Avg. household size	2.27	1.76
Housing units	1,731	4,100
Occupied	1,558 (90%)	3,774 (92%)
Owner-occupied	9.8%	5.4%
Renter-occupied	90.2%	94.6%
Vacancy rate	10.0%	8.0%
Median household income *	\$16,291	\$16,598
Poverty rate	45.5%	41.1%

Source: 2010 Census, except: * - 2006-2009 ACS Estimate

household size is 2.27 persons. The city’s overall average household size is 2.61.

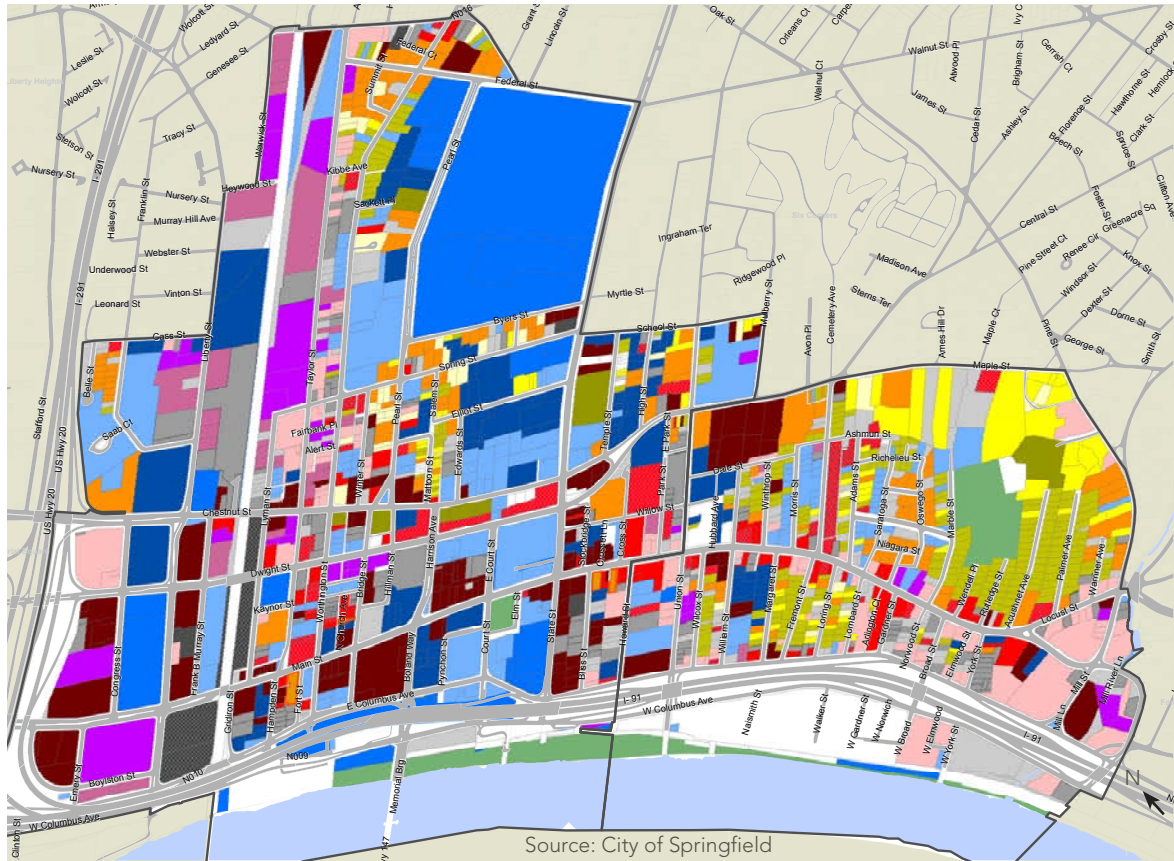
LAND USE

Metro Center remains dominated by nonresidential uses, although a residential

presence is emerging at the edges of downtown where adaptive reuse renovations have been completed or are underway for older buildings such as schools (Classical Condos), factories (Stockbridge Court), and office buildings (195 State Street - former School Department Headquarters). The central section of Metro Center is dominated by Court Square and the city hall, state

and federal facilities, cultural and historic buildings, as well as other government-owned properties (shown in blue on the land use map). Large parking garages and surface parking lots characterize many of the interior streets downtown. Nonprofit and social service uses are scattered throughout the downtown and prominent in some locations. Industrial and a variety

of commercial or potentially commercial uses cluster at the north of the Metro Center district around Gridiron Street, while Union Station anchors Frank B. Murray Street near Main Street.



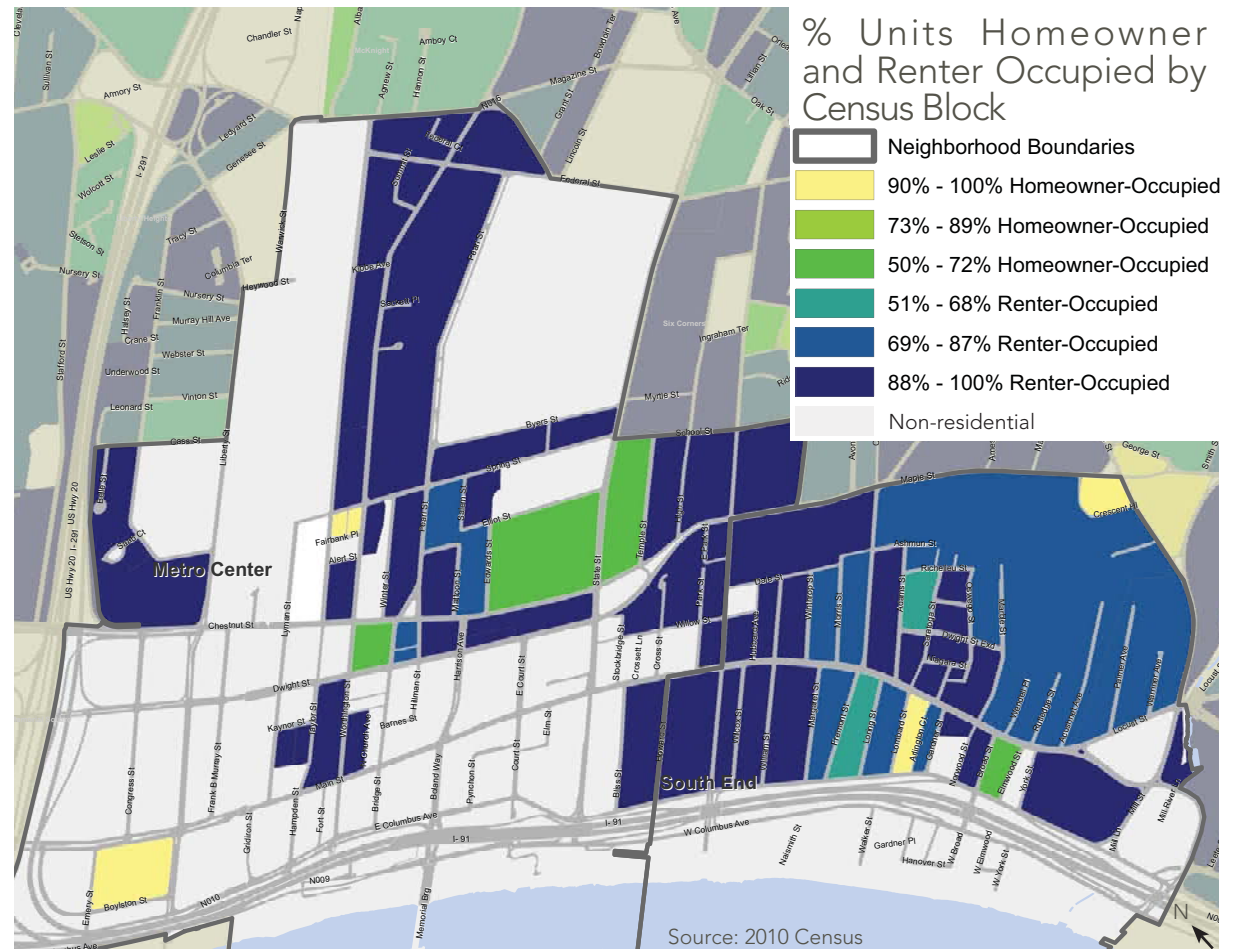
Source: City of Springfield

The majority of housing units in both Metro Center and the South End are renter-occupied. Ninety percent of the housing units in the South End are rental. The exceptions are several condominium buildings and the Matoon Street area in Metro Center and some of the one- to three-family buildings on the side streets in the southern two-thirds of the South End.

Three hundred sixty-four below market-rate rental units of federally-assisted housing that include the Marble Street Apartments (public housing development), Concord Heights Apartments, and Hollywood Apartments, are concentrated in the center of the South End east of Main Street. Additional below-market units include Northern Heights, with 149 units on Main and Central Streets, and the Gentile Apartments, a public housing development for seniors. According to the city's housing office, 42 residential structures with approximately 200 housing units in the South End were damaged in the tornado. No residential buildings were damaged by the tornado in Metro Center.

CRIME

The perception and reality of crime discourages visitors and new residents. In Metro Center, social service offices and shelters, including the Springfield Rescue



Violent Crime Rate (crimes per 1000 persons)			
	2008	2009	2010
South End*	37.8	42.4	46.4
Springfield	12.5	12.6	13.5
Hartford	12.1	12.9	12.9
Boston	11.0	9.92	9.03
Massachusetts	4.49	4.57	4.67
United States	4.59	4.32	4.04

Source: Federal Bureau of Investigation; except * Springfield Police Department

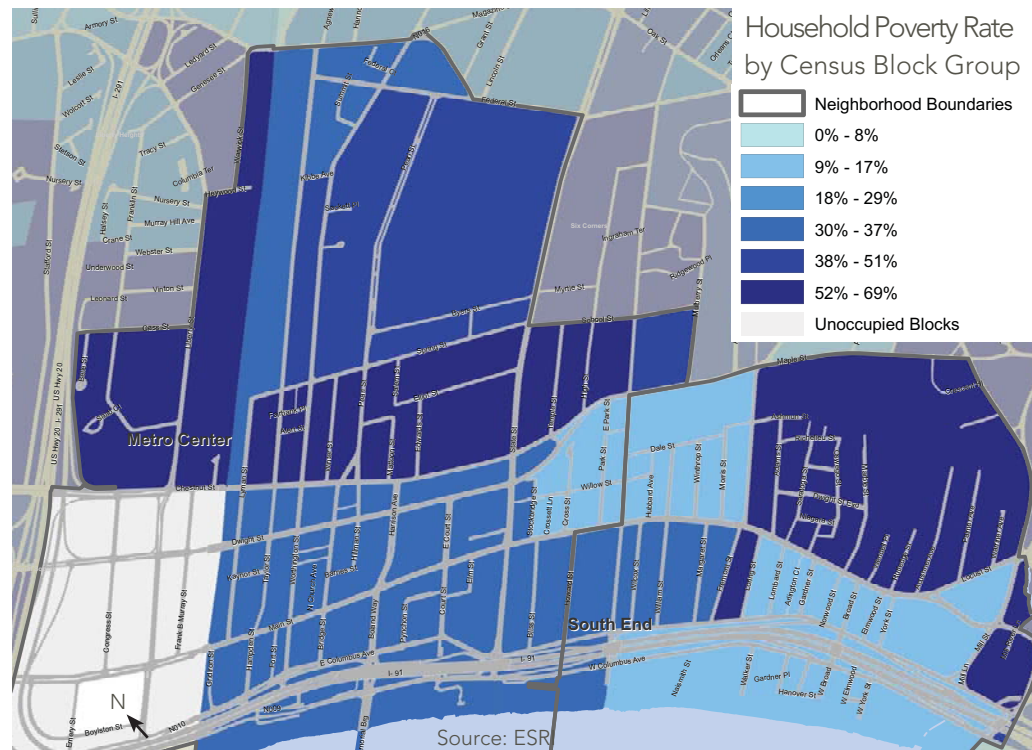
Mission on Bliss Street near the South End, serve homeless people, who are perceived as being more prominent than their numbers may really justify because there is insufficient street life downtown. Perception of crime is the issue for Metro Center. The South End in recent years has had a significantly higher crime rate than the city as a whole.

POVERTY

Poverty-level households are especially concentrated in the southeastern part of the South End. Although poverty rates in Metro Center and the South End are similar, the South End is smaller and more residential in character. Poor households are particularly concentrated in the Hollywood area. In early 2012, the City was awarded a Choice Neighborhoods Initiative grant from the US Department of Housing and

South End Neighborhood Incomes	Total Households by Income	
	Census (ACS Estimate)	Percent
Total Households	1,949	100%
Extremely Low (30% AMI—below \$20K)	1,071	55.0%
Very Low (50% AMI—\$20-\$35K)	355	18.2%
Low (80% AMI or \$35-\$50K)	155	8.0%
Total Households Below 80% AMI	1581	81.1%
Market Rate (Above 80% AMI—above \$50K)	368	18.9%

Source: US Census, ACS. 2009



Urban Development (HUD) for this area, including the Marble Street Apartments public housing development. This initiative will include physical improvements as well as social supports. A recent change of ownership and management for the Hollywood and Concord Apartments is expected to result in renovation, site improvements, on-site management, and tenant amenities. The developer's track record in a similar situation at Worthington Commons provides much ground for optimism that overall conditions in the Hollywood area will improve significantly. The area will be renamed Outing Park, after the name of the historic district that covers these buildings.

Analysis of household incomes within the South End shows that 74% of household incomes are less than half the Springfield region's median income (AMI or Area Median Income used by the federal government). Federal housing funds could be used to target households earning 50% to 80% of the regional AMI, which would bring some much-needed income diversity to the South End. (See the Appendix for details on the data.)

URBAN CHARACTER

MAIN STREET IS THE COMMERCIAL SPINE of District One, stretching from Union Station to Mill Street in the South End. This corridor has retained many significant historic structures, and recently was improved by a streetscape project. In addition to storefronts, there are major business and government buildings along the street in Metro Center, not all of which contribute as much as might be desired to activity on the street. Many ground floor storefront spaces are poorly occupied or vacant and upper-story office space is reportedly about 50% empty in older buildings. A transitional area between State Street and Howard/Union Streets is characterized by larger scale buildings, street level and upper-story vacancies, and several historically significant buildings. The former Milton Bradley factory has been transformed into Stockbridge Court, a successful rental complex. West of Main Street there is a concentration of social service and institutional uses, including the Sheriff Department's Alcohol Treatment program, a homeless shelter, and a large amount of surface parking. In the South End, the cluster of Italian-American eateries and specialty shops on Main Street is a well-known destination for Springfield residents.

THE SOUTH END begins at Howard Street

with a transition to neighborhood retail and residential character on Main Street and cross streets south of Union Street. While the neighborhood technically includes the western side of Maple Street, the larger properties at the top of the hill have a completely different character from the rest of the South End and will not be treated in this report as part of the South End. Because of the steep, wooded escarpment on the west side of Maple Street, many South End streets are dead ends east of Main Street, or are connected to the few through streets that link the South End with the rest of the city to the east. The South End contains a mixture of land uses and building types. East of Main Street, the area known as Hollywood is centered on a group of approximately 20 historic 4-story masonry buildings between Saratoga, Oswego, Richelieu, and Main Street. Elsewhere in the South End, a small public housing development is at the end of Marble Street, the former school at 11 Acushnet Avenue has become an apartment house, and senior housing is located at the Gentile Apartments on William Street. Smaller scale single, two-family, and three-family houses line the streets east of Main Street from Marble south, and between Margaret and Lombard Streets to the west of Main Street.

THE RIVERFRONT is separated from the rest of the area by an elevated highway,

I-91, and contains a suburban-style development that includes the Naismith Basketball Hall of Fame, a fitness center, restaurants and entertainment businesses, as well as large expanses of surface parking. A rail line along the river separates this development from the water and the only access is by a pedestrian tower and bridge stretching over the tracks just south of the Union Street intersection with West Columbus Avenue. On the other side of the tracks is Riverfront Park, a linear park that contains the Connecticut River bicycle and pedestrian path. Access to the riverfront from Metro Center and the South End is by underpasses on State, Union, and Broad Streets. The demolition of the York Street Jail has opened up a development site south of the Hall of Fame activity center. The Springfield Water and Sewer Commission, which is under an EPA consent decree to eliminate stormwater and sewer overflows into the Connecticut River, will be using the York Street site for a staging area during infrastructure improvements in the South End to be completed in the next decade and wishes to use part of the site for a permanent new facility.

PARKS AND OPEN SPACE RANGE FROM HISTORIC SQUARES TO THE RIVERFRONT. Metro Center has several downtown parks and plazas, of which Court

Square is the most iconic. In the South End, 7.3- acre Emerson Wight Park, now being redeveloped with new recreational amenities, has been invisible to people outside the South End. Riverfront Park is attractive but difficult to access. Open space opportunities can be considered as part of redevelopment projects for the Gemini site. Tornado damage to trees along the river opened views and vistas that many would like to preserve through better

management of the landscape along the river in downtown. The greenway bike path along the Connecticut River is an important resource but difficult to access. Its southern end terminates near the pedestrian bridge.

ZONING. The Springfield City Council has been considering for several years a new zoning ordinance recommended by the Planning Board. This new ordinance



was designed to update the city's current ordinance to modernize it and make it more user-friendly while enhancing the city's urban form and character (which is one of its principal assets) and providing for neighborhood and economic development.

URBAN RENEWAL DISTRICTS. Since the mid-1970s, sections of the South End and Metro Center have been designated urban renewal districts to support improvements intended to enhance downtown, eliminate blight, and concentrate commercial activity on Main Street. Developments within urban renewal districts must be approved by the Springfield Redevelopment Authority, including design review.

NEIGHBORHOOD STABILIZATION PROGRAM AREA. Part of the South End has also been included in the target area for Springfield's Neighborhood Stabilization Program, which provides federal funding for the City to acquire and redevelop foreclosed properties.

PREVIOUS PLANS AND IMPLEMENTATION

A number of planning efforts have focused on Springfield's Metro Center and South End in recent years. These efforts and initiatives for Metro Center and the South End share many common objectives and



Source: City of Springfield

Neighborhood Stabilization Program Area



Source: City of Springfield

Urban Renewal Districts

- U-3: Court Square
- U-4: North End
- U-10: Mattoon
- U-15: South End
(William-Arlington)
- U-16: Union/Howard
- U-21: Spring/Pearl
- U-32: West Columbus
- U-26: South End
(Union-Marble)

PREVIOUS PLANNING FOR METRO CENTER AND THE SOUTH END

Metro Center Plans

ULI Report: The Riverfront (2010)

Court Square Urban Renewal Plan—Update (2008)

State Street Corridor Redevelopment Program (2008)

2008–2013 Open Space Plan (2008)

UMass Donahue Institute Report: Economic Assessment Project (2008)

ULI Report: Downtown Technical Assistance Panel Report (2007)

STCC Campus Master Plan (2007)

ULI Report: Strategies for a Sustainable City (2006)

Metro Center Master Plan (2001)

Metro Center Common Vision Elements

Reclaim status as the downtown of the region

Create 24-hour vitality

Become a mixed-use center for work live, play, study, and visit

Foster innovation in support of economic development

Attract and retain a skilled workforce and employment opportunities

Connect to the riverfront

Metro Center Common Goals

Strengthen the heart of the city—Court Square to the Quadrangle

Develop infill/downtown housing

Redevelop key sites

Create new destinations—and better connections between them

Provide high quality maintenance, code enforcement and public safety services

Make Main Street a lively, safe and attractive pedestrian street

Preserve historic buildings and historic character

Reshape public perceptions of downtown

Leverage presence of higher education institutions

Use transportation infrastructure to enhance activity

Promote downtown identity and branding.

Connect to the regional bikeway system

South End Plans

South End Neighborhood Revitalization Project (ongoing)

Outing Park Historic District Housing Rehabilitation Plan (2011)

South End Choice Neighborhoods Proposal (2011)

ULI Report: The Riverfront (2010)

South End Urban Renewal Plan Amendment (2009)

Springfield's South End Neighborhood: Recommendations and Action Agenda (2008)

ULI Boston Report: South End Neighborhood—Hollywood Area and Gemini Site (2007)

South End Neighborhood Plan (1995)

South End Common Vision Elements

Livable neighborhood with a mixture of incomes, housing types, and renter and owner households

Safe, clean and diverse neighborhood

Green neighborhood with access to recreation and green spaces

Anchored on the Main Street spine with retail and services

Easy to get around safely by foot and by car

Connected to Metro Center/Downtown and to the Riverfront with safe and attractive streets

South End Common Goals

Improve vehicle and pedestrian circulation in the neighborhood

Enhance Main Street to retain and attract retail

Intensify code enforcement efforts; improve perceptions

Where feasible, provide technical, legal and financial assistance to small businesses

Improve, expand and provide better connections to Emerson Wight Park

Redevelop key sites, such as the Gemini site

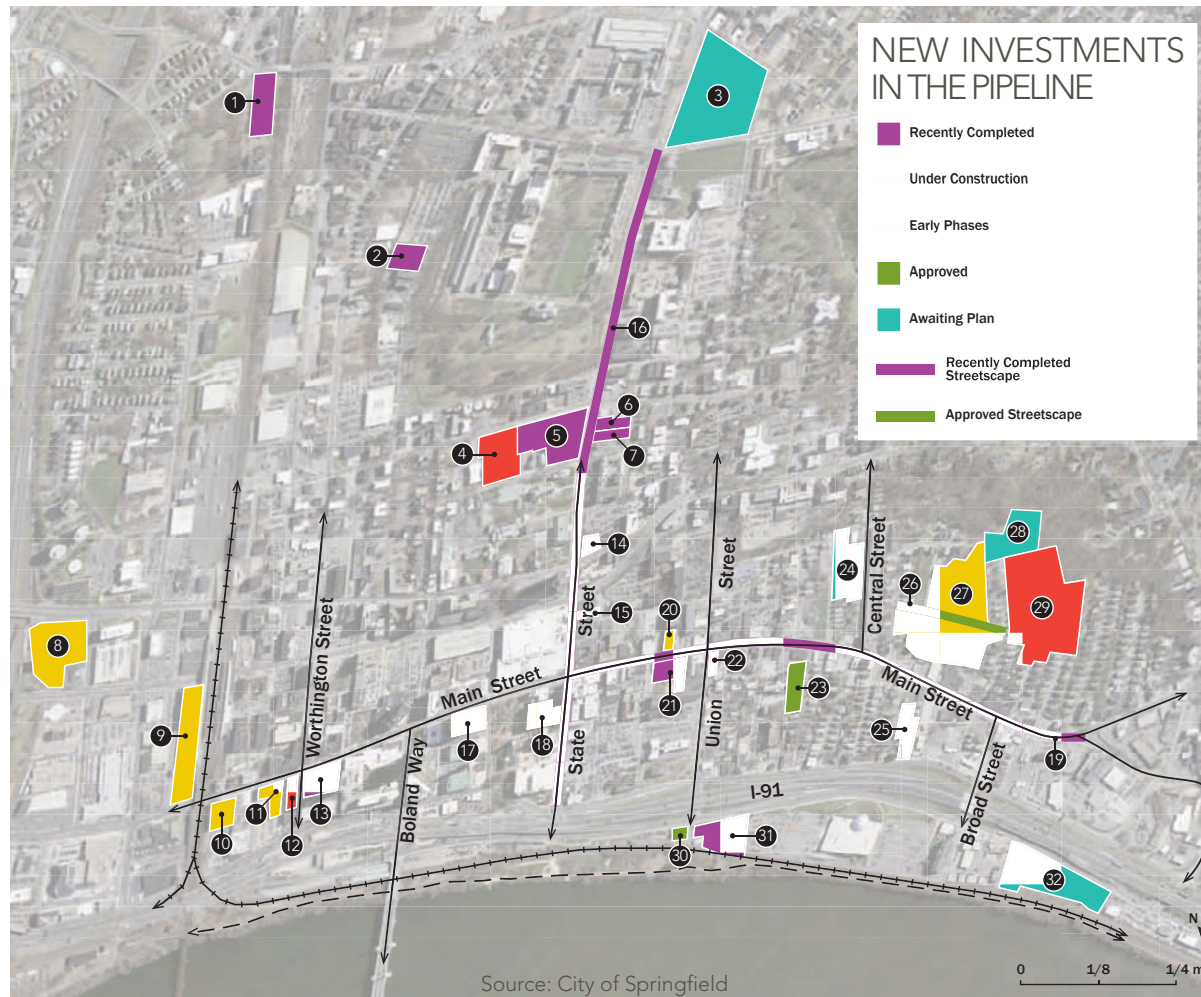
Promote income and housing diversity through housing renovation, new development, and public realm improvement

goals. Over the last ten years, the City of Springfield and its partners have been implementing many recommendations of these plans. More information on implementation activities can be found in the Appendix.

NEW INVESTMENTS IN THE PIPELINE

New and recent developments identified on the map below reflect implementation of previous plans, independent private development, and initial tornado rebuilding. Notable developments include the State Data Center at 53 Elliot Street, former School

Department Headquarters at 195 State Street, 13-31 Elm Street, redevelopment of 1592 Main Street (former Asylum club), the expansion across Main Street of Caring Health Center to 1049 Main Street, which will bring an additional 150 employees to the South End, and the addition of LUXE Burger restaurant to the city-owned former visitor center site at the river end of Union Street.



1. EcoBuildings Bargains
2. Pearl Street Condos
3. Prospective Supermarket
4. Technical High School Re-Use
5. Federal Courthouse
6. 273 State St.
7. 281 State St.
8. La Quinta Inn & Suites
9. Union Station
10. Paramount Theatre
11. Fort/Student Prince Building Redevelopment
12. 1592 Main St. Redevelopment
13. Federal Building Redevelopment
14. 195 State St.
15. Holiday Inn Express
16. State Streetscape Improvements
17. Thing5 Office Expansion
18. 13-31 Elm Street
19. Main Streetscape Improvements
20. Caring Health Center
21. Red Rose Pizzeria
22. Milano's Importing
23. New Middle School
24. Gemini Site
25. Arlington Court
26. Dwight St. Extension Streetscape
27. Outing Park Apartments
28. Marble St. Apartments
29. Emerson Wight Park
30. LUXE Burger
31. River's Landing
32. York St. Site

III. Outreach and Public Workshops

District One encompasses a diverse cross-section of the Springfield community, just as the District itself includes both Metro Center and the South End. From the outset of the planning process, therefore, the Planning Team worked to identify—and meet with—as broad a variety of stakeholders as possible, and used both formal and informal networks to gain access to the variety of ideas, attitudes, and history represented in the District. Dozens of interviews and small-group meetings included institutional directors, City agency heads, community leaders, and major property owners and developers, as well as individual residents—both renters and homeowners—and business owners. (See the Appendix for a list of interviewees.)

This intense degree of “retail” outreach not only informed the ongoing work of the planning team, but also illuminated the challenges in reaching the large Hispanic/Latino segment of the South End neighborhood, particularly those who are renters. Unlike other neighborhoods in Springfield, such as the North End, the Hispanic/Latino residents in the South

End do not have organized community leadership or recognized spokespersons, nor is there the same level of Hispanic/Latino business presence in the neighborhood.

Participants in the District One meetings included long-time residents, business owners, representatives of institutional interests, and representatives of downtown interests. The team employed local outreach staff to get the word out about the planning process and public meetings. To encourage broad participation, the planning team provided Spanish versions of print and web-based outreach materials, and offered translation support at the public meeting. Management of rental apartment complexes encouraged participation with Spanish-language flyers.

In addition to the distribution of bilingual flyers to rental building managers, businesses and other locations, the team worked with the principal of the South End Middle School to promote the project. He encouraged participation in the District meetings through robocalls to students’ families, as well as through faculty members



who in turn contacted some of those same families. In addition, the arts organization Teatro V!da—both its director and its student members—helped to distribute information, including identification of radio disc jockeys whose programming reaches much of the Hispanic/Latino community. As has reportedly been the case in previous South End planning efforts, however, drawing low-income and non-English speaking residents to the meeting proved a challenge. Renters and Hispanic/Latino residents were underrepresented at the meetings.

DISTRICT WORKSHOPS

Three public workshops were held in District One at the Gentile Apartments Community Room and the South End Middle School:

October 23, 2011: Vision, needs, goals and priorities

November 17, 2011—Alternatives

December 15, 2011—Recommendations

In preparation for the three district workshops, and combined with the focused outreach efforts, the team relied on press coverage in *The Republican* as well as the overall project website, which included an interactive social media section, MindMixer, which allowed residents to give feedback and exchange ideas.

With attendance at the meetings ranging from 50 to 80 participants, the discussion moved from (1) creating an overall vision, to (2) an analysis and evaluation of rebuilding opportunities in service to the vision, to (3) a discussion of the planning team’s draft recommended framework, strategy, and action for rebuilding. Spanish language translation was available at all three meetings and, in response to a request at the first meeting, the team provided sign language interpretation at the second meeting.



IV. What We Heard

THEMES THAT EMERGED REPEATEDLY IN THE PARTICIPANT DISCUSSIONS INCLUDED:

- Lively, safe, Main Street with more active uses on Main Street
- More neighborhood-serving retail
- Add market rate and owner-occupied housing, preferably single family
- Connect institutions serving children with locations where children live
- Address the perceptions and reality of crime
- Strengthen code enforcement efforts
- Rebuild community institutions in the South End, like the South End Community Center and Square One
- Preserve the Armory and other historic buildings
- Improve the physical appearance of District One
- Improve walkability and the pedestrian experience
- Add more and more connected destinations encompassing retail, commercial, civic, recreation and entertainment uses
- Bring back a real community policing program to the South End
- Locate a grocery store and drugstore/pharmacy for easy access by South End

residents

- Make improvements to the Hollywood area
- Increase the number of well-paying jobs for residents
- Celebrate international identity and heritage in the South End

COMMENTS RELEVANT TO DISTRICT ONE FROM THE MINDMIXER INTERACTIVE WEBSITE INCLUDED:

- "Create a truly green plan..."
- "Make Springfield attractive for business and families."
- "Foster collaboration."
- "The area has to feel safe...more foot traffic."
- "Encourage Downtown and South End real estate owners to invest in their properties..."
- "Renovate, don't demolish."
- "Diversity is our greatest strength."
- "Crime rates have fallen.... We have four good colleges in the city that could task the students with coming up with a campaign to change the city's image."
- "Springfield should reach out to all world cultures and continue to expand the diversity of its business institutions, building around the success in its current institutional residents."



At the third District One meeting, the planning team for the district presented a summary version of the plan that appears in this document.

After the presentation, residents discussed the plan in small groups and completed questionnaires to determine their support for proposed elements of the rebuilding plan. The following outline lists the plan's elements as they appeared on the questionnaire, indicates the participants' level of support, and includes other comments.

Vision: *Make Main Street a vibrant, walkable street with historic character.*

- 100% of participating residents support this element of the rebuilding plan.

Framework: *Establish centers of activity at key locations on Main Street, for example, making the Main Street blocks around the Union Street intersection an area with more mixed use density and more eateries.*

- 93% support (7% might support)

Enforcement and public safety: *Develop a community-managed anti-crime organization and engage with the police department.*

- 93% support (7% might support).
- "Cameras in new park." "Could Springfield bring in the state's attorney general and help coordinate a targeted approach to address specific crime problems." "Critical—must be addressed for the rest of the 'plans' to be successful." "#1 priority—address public safety if you want anything else to succeed!" "Very important." "Most important."

Historic preservation: *Give a high priority to saving remaining historic buildings and historic character by pursuing and recruiting adaptive reuse options and enacting a "demolition delay" ordinance.*

- 64% support (14% might support, 21% do not support).
- "Depends on the amount of building saved."



Urban design: *Promote urban design that activates Main Street through pedestrian-friendly principles, and by making parking available but unobtrusive.*

- 85% support (15% might support)

Urban design: *Connect Main Street with the riverfront by making Union Street a “festival street” and programming art in the underpass.*

- 71% support (29% might support).
- “We have festivals in the Italian community already but they can be expanded.” “Too busy a thoroughfare.”

Housing strategy: *Build on the success of Stockbridge Court by pursuing condo, rental, and mixed-use rehab of larger-scale, multi-story buildings.*

- 77% support (8% might support, 15% do not support)

Housing strategy: *Pursue infill of one- to three-family houses on residential cross-streets.*

- 50% support (14% might support, 36% do not support).
- “One-family.” “Retail stores [with] mixed housing.” “Two [-family] max.” “House on Broad Street [for] example.”

Commercial/retail strategy: *Recruit retail and restaurants for vacancies on Main Street and demonstrate market viability to potential urban grocery store and pharmacy businesses.*

- 83% support (17% might support).
- “Whole Foods.”

Zoning: *Adopt the new zoning code and consider additional changes consistent with the rebuilding plan.*

- 62% support (31% might support, 7% do not support).
- “Pattern book.”

Public Space: *Emphasize maintenance, activation and programming of existing open spaces.*

- 92% support (8% might support).
- “Enforce code laws”

Public Space: *Program Main Street vacancies with art and short-term uses.*

- 62% support (31% might support, 7% do not support)

Partnerships: *Keep Rebuild Springfield involved in implementation, working with downtown and South End partners, including pursuing new partnerships.*

- 79% support (14% might support, 7% do not support)
- “We have a South End Citizens Council to do this!” “Need strong development arm.”

Coordination: *Create a downtown redevelopment leadership group with professional staff.*

- 54% support (38% might support, 8% do not support).
- “A must.” “Must be inclusive.”

Coordination: *Engage an organizer to enhance communication and coordination among the different groups in the South End.*

- 54% support (15% might support, 31% do not support).
- “A must.” “Send Citizens Council in place.”

V. District One Vision

LIVABILITY + SUSTAINABILITY + INCLUSION + OPPORTUNITY

Partner together to rebuild a more livable, sustainable, inclusive community with the resources to offer expanded opportunities for everyone. District One will encompass two vibrant, walkable, historic urban communities linked by Main Street—Metro Center and the South End, with robust and attractive connections to the riverfront. With more destinations of all kinds—retail and business, civic, community, recreation, and entertainment—better connections among them, and a variety of housing options, the South End and Metro Center will attract new residents and visitors.



VI. The Context for Rebuilding: Strengthening Community

The physical rebuilding and further revitalization of District One will require a strengthened and supportive community context. Concerns about how the reality and perception of crime can undermine implementation, lack of coordination among public and private actors, and positioning the rebuilding process within a broader understanding of how an effective process and result will advance economic development for Springfield residents and the region must be integrated with strategies for physical improvements.

Major Moves

- A. **Enforcement and public safety strategy:** Strengthen partnerships among community stakeholders, police and enforcement staff.
- B. **Partnership and coordination strategy:** Retain Rebuild Springfield leadership to coordinate partnerships and implement the rebuilding plan.
- C. **Economic development strategy:** Attract people and talent to Springfield through creating and sustaining a desirable, walkable urban environment for living, working, playing, and learning.

Strengthening Community—Major Move

A. Enforcement and Public Safety Strategy

Strengthen partnerships among community stakeholders, police and enforcement staff.

Reduction in crime, publicity for crime reduction successes, and enhanced code enforcement are essential to the revitalization process. The City of Springfield Police Department has accepted the tenets of “community policing” since 1990, but declining resources have affected the department’s programs and services. The department continues to use Sector Beat Management Teams as the mechanism to partner with local neighborhood groups. It is also working with the Massachusetts State Police to implement C3 Policing (Counter Criminal Continuum), whose components include community organization, partnership and ownership in problem identification, program plan strategy, and measurement of success. More information is available in the Citywide Rebuilding Plan on a proposed citywide “Safe Neighborhood Consortium” bringing together the police department with volunteers from neighborhood councils, community groups, business and property owners, residents, and developers. The initiatives below highlight issues specific to District One.

Key Initiatives

- Develop a plan to manage the appearance of insecurity in Metro Center working with the BID, social services organizations, and groups that can help activate public spaces.
- Enhance the South End Beat Management Team and create a community-managed anti-crime organization to engage with the police department and participate in the proposed citywide “Safe Neighborhood Consortium.”
- Promote targeted code enforcement sweeps and publicize bad landlords, and consider establishing a rental property registration system.

ENFORCEMENT AND PUBLIC SAFETY STRATEGY

Develop a plan to manage the appearance of insecurity in Metro Center working with the BID, social services organizations, and groups that can help activate public spaces.



INITIATIVE

In Metro Center, the crime problem is more one of perception than reality and is linked to the presence of social service agency clients on the streets, particularly homeless persons. Their presence is magnified when there is relatively little other street life. As the Urban Land Institute (ULI) 2007 Technical Assistance Program (TAP) report on downtown noted, the objective crime numbers in downtown are not more serious than found in many downtowns; increased activity and “eyes on the street” by themselves have a positive effect on crime reduction; and the geographic location of facilities that serve homeless and other social services clients—which are necessary in any city—calls attention to their presence. An integrated effort that includes a regular program of events to activate public spaces,

bringing more people downtown and making them comfortable with downtown, as well as coordination with social services agencies and retail recruitment, should be undertaken. When crime rates drop, it is important that the improvement be well-publicized. The reality of relatively low crime in downtown also should be publicized, along with the existence of programs to reduce it further.

Partnerships / Stakeholders

Springfield Police Department; Springfield BID; social services agencies; Office of Planning and Economic Development (OPED); business and property owners; arts and culture agencies; Armoury-Quadrangle Civic Association; other downtown resident groups.

Resource Needs and Opportunities

Staff time; possible relocation assistance for social service programs. Criminal justice funding;

foundation grants. See Section VIII.F. on public space activation.

Action Steps

Create a working group with partner and stakeholder representatives to focus on reducing the perception of crime in Metro Center.

Priority
High

ENFORCEMENT AND PUBLIC SAFETY STRATEGY

Enhance the South End Beat Management Team and create a community-managed anti-crime organization to engage with the police department and participate in the proposed citywide “Safe Neighborhood Consortium.”



INITIATIVE

In the South End, crime is a more serious problem than in Metro Center. Both residents and business owners see crime as the top issue confronting the neighborhood. Previous community policing programs were reportedly effective but the decline of funding reduced their impact. The lack of organizational representation that is currently characteristic of the Hispanic/Latino and renter population in the South End has also affected the effectiveness of community engagement with the police department. The neighborhood’s Beat Management Team needs to meet more regularly, with better publicity and communication between the police department and community on scheduling and activities. As part of new approaches to organizing the South End

discussed later in this report, it will be important to recruit representatives of the Hispanic/Latino and renter population for a more active Beat Management Team. The Choice Neighborhoods Initiative (CNI) process and the new property management team in the Outing Park district may be helpful in this regard. In addition, creation of community-managed anti-crime activities, which exist in other parts of Springfield, can also make a difference. Community-managed options include National Night Out (nationaltownwatch.org) and Neighborhood Crime Watch (usaonwatch.org).

Partnerships / Stakeholders

Springfield Police Department; South End Citizens Council; South End Revitalization Coalition; CNI Advisory Group; First Resources Development Company and other property

managers; South End Middle School; South End Community Center; social service agencies and institutions; business and property owners, residents.

Resource Needs

Organizational staff and supports.

Resource Opportunities

Federal, state, and foundation grants.

Action Steps

Bring all stakeholders together in a working group to promote the Beat Management Team, connect with the emergent Safe Neighborhood Consortium and identify options for neighborhood watch activities.

Priority

Very High

ENFORCEMENT AND PUBLIC SAFETY STRATEGY

Promote targeted code enforcement sweeps and publicize bad landlords, and consider establishing a rental property registration system.



INITIATIVE

Code enforcement is part of creating clean and safe neighborhoods for residents and visitors. Often, because of limited funds and staff, the approach to code enforcement is to wait for a citizen complaint before initiating a code enforcement action. Residents can assist the city by organizing a code enforcement inventory by volunteers. This can also be a way to enhance community organization, since the initial group of volunteers will approach tenants who otherwise might not see participation in a neighborhood organization as beneficial to them. After a neighborhood-initiated inventory, the City can then schedule efficient targeted enforcement actions using this information. Many cities have instituted regular cycles of targeted code enforcement sweeps. In some communities, there is regular publication in the media of a “Hall of Shame” or a “top 10,” “dirty dozen” or similar group of the worst examples of poor landlords. Because it is not uncommon that

these landlords are absentees, living outside the city, some communities or groups have publicized their poor stewardship of rental properties in the landlords’ hometown media.

Another option worth exploring is an ordinance requiring registration and regular inspection of rental properties, with a per-unit fee. This would provide the City with a database of information on rental properties and their owners, as well as a source of revenue for inspections and code enforcement.

Partnerships / Stakeholders

Department of Building Code Enforcement; City Housing Department; South End Citizens Council; South End Revitalization Coalition; Armoury-Quadrangle Civic Association; Middle School, institutions; business and property owners; managers of multifamily rental buildings; residents.

Resource Needs

Staff and volunteer time.

Resource Opportunities

Registration fees to support enhanced enforcement.

Action Steps

Organize a volunteer code enforcement inventory. Explore rental property registration.

Precedents

In Massachusetts, at least one community, the Town of Amherst, has a rental property registration ordinance. Many cities around the country that are challenged by abandoned properties, absentee landlords, and code enforcement issues, have also instituted rental property registration, ranging from Baltimore and Raleigh (NC) to smaller communities in the Midwest and the West.

Priority

High

Strengthening Community—Major Move

B. Partnerships and Coordination Strategy

Key Initiatives

- Keep the Rebuild Springfield partnership involved in implementation, working with downtown and South End partners, including pursuing new partnerships.
- Create a downtown redevelopment leadership group with professional staff.
- Engage an organizer to enhance communication and coordination among the different groups in the South End.
- Revive the South End Business Association and create a Metro Center Business Association.
- Prioritize volunteer resources through a volunteer summit of all organizations, agencies and city departments.

PARTNERSHIPS AND COORDINATION INITIATIVE



Keep the Rebuild Springfield partnership involved in implementation, working with downtown and South End partners, including pursuing new partnerships.

INITIATIVE

As a partnership of DevelopSpringfield and the Springfield Redevelopment Authority (SRA), Rebuild Springfield has already brought together the public and private sectors in this planning project. This partnership is therefore best positioned to continue leadership of the implementation process.

Partnerships / Stakeholders

SRA; OPED; City Housing Department; Police Department; South End Revitalization Coalition; South End Citizens' Council; Armoury-Quadrangle

Civic Association; CNI Advisory Group; Springfield Business Improvement District (BID); a revived South End Business Association; potential new Metro Center Business Association; rental community ownership and management; South End Community Center; Square One; Caring Health; other community institutions, nonprofit, higher education institutions, city agencies, and private sector developers.

Resource Needs

Operational funding; executive director for DevelopSpringfield.

Resource Opportunities

Private sector and public sector funding.

Action Steps

Install an interim executive director for DevelopSpringfield; hire a permanent executive director; convene appropriate partners in an organizational structure to pursue implementation.

Priority

High

Create a downtown redevelopment leadership group with professional staff.

INITIATIVE

As noted in the 2007 ULI TAP report for downtown, the city needs an organization to take charge of the implementation process that has the capacity to orchestrate development, identify assets and opportunities, brand projects, negotiate and acquire land, assemble capital, recruit developers, issue RFP packages, and generate project revenues. This could be an enhanced and professionalized redevelopment authority, a public-private group, or a nonprofit working closely with the City. The TAP report provides a listing

of pros and cons of different organizational options. The existing downtown BID has a very important role in downtown revitalization, but it has a somewhat different mission from the type of organization described in the TAP report.

Partnerships / Stakeholders

Springfield BID; DevelopSpringfield; OPED; SRA; downtown cultural institutions; downtown educational institutions.

Resource Needs

Operational funding and staff.

Resource Opportunities

Seed funding donations from private and foundation sources; income-producing property or projects.

Action Steps

Identify preferred structure; organize the entity and the financing structure.

Precedents

See the discussion in the TAP report. Downtown development authorities in numerous cities have taken on this role successfully.

Priority

Medium

PARTNERSHIPS AND COORDINATION STRATEGIES

Engage an organizer to enhance communication and coordination among the different groups in the South End.



INITIATIVE

Engage a neighborhood organizer for the South End to work with residents, businesses, nonprofits, rental managers, citizen groups, police, city agencies, and others. The traditional neighborhood organizations and leaders in the South End have worked hard for many years to improve the neighborhood and will continue to be key participants in implementation. The CNI planning process may be able to provide funding to get this or a similar effort underway.

AmeriCorps/Vista; possible CNI funding; foundation.

Action Steps

Identify host organization; prepare funding requests; hire organizer.

Priority

High

Partnerships / Stakeholders

CNI Advisory Group; Rebuild Springfield; South End Revitalization Coalition; South End Citizens Council; First Resource Development Company; United Way; Puerto Rican—Latino Leadership Council; Teatro V!da; South End Middle School; South End businesses.

Resource Needs

Two year's funding for an organizer and a neutral institution or organization willing to host the organizer; bilingual organizer from outside of the South End.

Resource Opportunities

Revive the South End Business Association and create a Metro Center Business Association



INITIATIVE

Business organizations that represent the interests of retailers and service providers act as the organized voice for businesses in working with the city and redevelopment organizations on business assistance and retention. Some have suggested that the downtown BID be expanded to the South End Main Street, but there is a danger in making the BID too big. In addition, the precarious resources of some South End merchants may make it difficult for them to contribute the BID tax.

It is also important to understand that the BID is primarily an organization for property-owners rather than business owners. A business or merchants' association for Metro Center, as well as the revival of the South End Business Association, would be beneficial.

Of the two, the South End Business Association should be the priority in the short term. The association can work with the city and neighborhood representatives on neighborhood improvement initiatives such as the CNI, with the police department

on anti-crime efforts, and can create joint marketing campaigns for the business district. An ideal solution would be a staffed Main Streets Program that includes nonprofits and is funded by one or two corporate "angels."

Resource Needs

Organizer to support the start up activities of the association; funding for marketing efforts.

Resource Opportunities

Association dues; program-based fund raising; corporate support.

Action Steps

Visit businesses to discuss the benefits of an association; ideally find a business owner willing to take the lead in reviving the association, and/or call an organizational meeting.

Precedents

Boston Main Streets Program. Boston pioneered the urban Main Streets program, providing some city resources, such as a façade improvement program, and helping individual programs find corporate partners to help fund activities in the initial years of the program.

Priority

Medium

PARTNERSHIPS AND COORDINATION STRATEGY

Prioritize volunteer resources through a volunteer summit of all organizations, agencies and city departments.



INITIATIVE

There are many Americorps/VISTA volunteers already assigned to Springfield institutions and groups. Identifying priority activities for them and for college student academic or community service credits would focus resources where most needed.

Partnerships / Stakeholders

City of Springfield; Springfield College; other higher education institutions; Massachusetts Service Alliance; DevelopSpringfield; SRA; neighborhood representatives.

Resource Needs

Support for organization and holding of a summit; grant writing.

Resource Opportunities

Foundation grant; business donations.

Action Steps

Contact Massachusetts Service Alliance to identify existing and future opportunities; contact local institutions; use the Rebuild Springfield plan, domain structure, and district plans as the structure for the summit to develop priorities for volunteer action.

Priority

High



Strengthening Community—Major Move



C. Economic Development Strategy

Attract people and talent to Springfield through creating and sustaining a desirable, walkable urban environment for live, work, play, and learning.

The citywide plan’s first economic development goal is to “develop and harness Springfield’s role as the economic heart of the Pioneer Valley.” For the purposes of this District One plan, the economic development focus is on attracting people and talent to Springfield through creating and sustaining a desirable, walkable, urban environment for live, work, play and learning. Consistent with citywide recommendations, Springfield needs to complete a number of high priority projects in District One to restore its central role in the region. In this framework, the South End has a supporting role in making downtown successful again. Low-cost, flexible, multi-use space for startups, such as in the most southerly parts of the South End, as well as live/work space should be identified and marketed. This is what supports urban center economic development in the 21st century. There is only one downtown of the region’s largest city—changes that promote a more low-density and suburban character will limit revitalization opportunities.

The overarching economic development goals for the city as a whole are relevant to District One, particularly since it includes Metro Center, REBUILD SPRINGFIELD

the downtown of the region as well as the city:

- Increase and improve job opportunities
- Attract private investment
- Create an optimum environment for entrepreneurship
- Support small business retention and attraction, especially innovative startups

Important catalyst sites and locations in District One include 13-31 Elm Street, 979 Main Street, and Howard Street west of Main Street. In order to make Metro Center and adjacent areas like the South End attractive to expanding and new businesses, the City or a leadership group, such as DevelopSpringfield or the SRA, needs to enhance their capability to identify priority sites and assemble land, selectively remediate and prepare the sites, provide proper zoning plus incentives to attract reuse, and establish a list of pre-permitted sites.

In addition, the City must be an active presence in regional discussions, such as the Knowledge Corridor and transportation and other planning efforts of the Pioneer Valley

Planning Commission, in order to advance the city’s interests within a regional and statewide context. Specifically, Springfield needs to retain focus on Union Station as a revitalized intermodal facility and participate in station area planning to maximize the economic and residential benefits of planned commuter rail.

The rebuilding process is expected to bring new employees to the South End, including 150 employees of Caring Health and potentially 60 administrative employees of the Springfield Housing Authority. The return of Square One and other employers to Main Street in the South End may open up additional employment opportunities.

The Citywide Rebuilding Plan contains an overall economic development and workforce strategy for Springfield that includes District One.

Partnerships / Stakeholders

Mayor’s office; OPED; Springfield Business Improvement District (BID); downtown business and property owners; DevelopSpringfield; SRA; resident and neighborhood groups; downtown cultural institutions.

VII. The Resources for Rebuilding: Financing the Plan

Pursue and package a variety of financing incentives and resources for rebuilding.

Details on incentives and resource programs can be found in the Appendix to the Citywide Rebuilding Plan.

Because the tornado resulted in a natural disaster declared by the President of the United States, Springfield will have access to unconventional sources of funding to support the rebuilding and revitalization process. Communities in similar circumstances have received special federal allocations, such as Disaster-CDBG funds. The State of Massachusetts also has potential funding sources, and innovative financing opportunities may be available from other sources, such as foundations, because of the tornado disaster.

IMPLEMENTATION OF THE DISTRICT ONE REBUILDING PLAN FACES A NUMBER OF CHALLENGES:

FINANCING GAP. The market realities show that there is a substantial gap between costs of new or rehabilitated buildings and the

investment capital (equity and debt) that is justified by the economic value that would be created (rent or sales price).

CAPITAL AVAILABILITY. This financing gap must be filled by some combination of private and public capital (potential sources of capital are listed below).

- **PRIVATE CAPITAL.** Although private capital is available at historically low interest rates, underwriting standards are very high because investors and lenders are seeking to avoid risk. DevelopSpringfield will need to attract substantial private capital that overcomes these constraints.
- **PUBLIC CAPITAL.** Public resources are limited by budgetary pressures. Moreover, the impact of the tornado has created a

need for capital which is far in excess of the level of public resources that would typically be available to Springfield. The City of Springfield will need to attract substantial public capital that may be available precisely because of the tornado.

PACKAGING CAPACITY. Most private developers, particularly local developers, will not have the technical expertise required to package specific projects taking full advantage of the financial resources available to close gaps. DevelopSpringfield should provide this expertise as an essential ingredient in implementing the Master Plan.

ABSORPTION. The tornado destroyed multiple properties in an under-performing market in a matter of seconds. Investment in replacing these properties will need to be phased in to allow the market to absorb the



new assets without over-building in the short term.

ADDITIONAL POTENTIAL FINANCIAL RESOURCES INCLUDE:

PROCEEDS OF INSURANCE CLAIMS. Virtually every property damaged by the tornado has some level of insurance. This gives owners of those properties a headstart in terms of resources to repair or replace those properties.

FEDERAL APPROPRIATION. The recovery from many other natural disasters has been facilitated by a special federal appropriation. These funds, often channeled through the Community Development Block Grant (CDBG) program provide funds for gap financing and needed public improvements. This is a very high priority because the resources typically available are insufficient to address the financing gaps in the multiple projects that must be undertaken in the aftermath of the tornado.

U.S. SMALL BUSINESS ADMINISTRATION. Property owners impacted by the tornado

are eligible for special disaster recovery loans from the Small Business Administration (SBA).

U.S. ECONOMIC DEVELOPMENT ADMINISTRATION. Municipalities are eligible for Economic Development Administration (EDA) grants for public infrastructure that is required to leverage private investment.

MASSDEVELOPMENT. State funds for financing key projects may be available.

HOME FUNDS. Federal housing funds from the HOME program can assist in residential

rebuilding programs for owner-occupants.

LOCAL MORTGAGE POOL. There is precedent in Springfield for local banks to pool their resources to provide debt financing for priority projects. These “participation loans” are a way to share the risk and provide financing at better than market terms.

MASSMUTUAL GRANT. Massachusetts Mutual Life Insurance Company has committed \$1.6 million to the implementation of the Rebuild Springfield Master Plan. The exact use of these funds has not yet been determined, but they could

Development Category	Development Type	Incentives
Residential	Infill 1-3 Family	HOME Funds
	Rental Apts—New/Rehab	Tax Credits
	Condominium—Rehab	Tax Credits
Mixed-Use	Residential/Retail	Tax Credits
	Commercial/Retail	HUD Sect. 108 Loan; Local Lending Pool
Build to Suit	Retail or Office	None needed
Community Institutions	Recreation; mixture of uses	Land write down; state funds; federal funds; foundations; private donations

be part of a mortgage pool or some other financing vehicle.

SECTION 108 LOAN. Springfield has an existing Section 108 loan that has been repaid by the borrower, but not repaid to the federal government. These funds could be recycled as loans in connection with projects in the tornado impact area. In addition, Springfield has additional Section 108 borrowing capacity.

LAND COST WRITE-DOWN. To the extent that land is owned by the City of Springfield or the SRA, the upfront land cost could be written down to facilitate development.

TAX INCREMENT FINANCING. Local real estate taxes could be phased in over a period of time to enhance a project's feasibility, particularly in its early years.

CORRIDOR FAÇADE PROGRAM. A storefront façade grant program managed by DevelopSpringfield is available to assist in the financing of façade improvements along Main Street in the South End.

HISTORIC INVESTMENT TAX CREDITS (FEDERAL AND STATE). For repairing damaged historic properties used for multifamily rental, commercial, and mixed-use adaptive reuse projects, these are among the most important financing sources for important older buildings, such as the Howard Street Armory.

ENERGY INCENTIVES. Grants and low-interest loans from utilities and government agencies are available for replacing or installing energy-efficient building components, heating systems, weatherization, energy saving appliances, etc.

NON-PROFITS. Resources raised by non-profits independent of the City and DevelopSpringfield (e.g. Habitat for Humanity, Neighborhood Housing Services, Home City Housing and Rebuilding Together) will contribute to the rebuilding process.

VIII. The Framework for Rebuilding: Major Moves to Rebuild Better

Major Moves

- A. The Planning Framework.
- B. **Housing strategy:** Provide a variety of housing options appropriate to different locations in Metro Center and the South End that enhance downtown and neighborhood character, add market rate housing, and raise the median household income.
- C. **Commercial and retail strategy:** Create centers of vitality and activity along Main Street by recruiting retail and restaurants to ground floor spaces, office users to upper story space, and neighborhood-serving retail, as well as assisting in the rebuilding of key sites.
- D. **Community institutions strategy:** Enhance the anchor role of community institutions, especially by assisting in relocation of those damaged by the tornado.
- E. **Urban character and historic preservation strategy:** Pursue adaptive reuse of historic buildings and sites and establish urban design guidelines and a regulatory framework to enhance walkability.
- F. **Public spaces strategy:** Activate and program public spaces to create destinations, mobilize community partners for stewardship, and connect important public spaces.

Major Move

A. The Planning Framework

Metro Center and the South End have a shared destiny. Rebuilding and revitalization efforts should be seen as interrelated and mutually supportive. The Main Street spine south from the Arch links the downtown of tall buildings of citywide importance through a transitional area of mid-rise downtown-scale blocks to a more modest-scaled but fully urban neighborhood in the South End. A revitalized Metro Center where new residents and businesses seek a walkable, historic downtown will also draw people to the South End. And the character of the South End will also affect the Metro Center's progress as a downtown neighborhood.















The framework for the District One rebuilding plan focuses on the Main Street corridor. From State Street north, a lively downtown Main Street is the retail and activity spine of the urban core with Court Square as its southern gateway, attracting residents and visitors, and radiating vitality along the cross streets. South of State Street, the transition to a livable, neighborhood Main Street is marked by mixed-use buildings with active ground floors at all corners of Union and Main Streets, providing a gateway commercial

focus for the South End. New and rebuilt businesses and community institutions support neighborhood residents and attract visitors, and a broad mix of residents living in the upper stories of mixed use buildings, in rehabilitated historic buildings, and in smaller scale one to three-family infill housing animates downtown and the South End. Public realm improvements expand from Main Street to the side streets. Energy-efficient rebuilding makes these neighborhoods more sustainable. Union Street going west from Main Street becomes a "festival street" that functions as a regular street most of the time but can be transformed into a special pedestrian and festival connection to the riverfront with artwork in the underpass. East Columbus Avenue becomes a more attractive gateway from the interstate, and the southwestern blocks of the South End function as "flex" space that could attract entrepreneurs or artists. By "rebuilding better," Springfield will reinvigorate the South End and Metro Center to create livable, vibrant, connected, and complementary urban neighborhoods that strengthen Springfield's role as a great place to live, work, play and visit--the city center of the Pioneer Valley.

THE PLANNING FRAMEWORK



THE PLANNING FRAMEWORK

- | | | | | | | | | | |
|---|---------------------|---|---------------------------------------|---|--------------------------------|---|---|---|----------------------|
|  | Activity center |  | Downtown-scale Main St. mixed-use |  | Multi-family housing area |  | Commercial/light industrial |  | Railroad |
|  | Walk to the river |  | Neighborhood-scale Main St. mixed-use |  | 1-3 family housing area |  | Riverfront recreation and entertainment |  | Riverfront Bike Path |
|  | Connect to the city |  | Downtown/neighborhood mixed-use |  | East Columbus Enhancement area |  | Park | | |

THE PLANNING FRAMEWORK

Metro Center: Downtown-scale Main Street mixed use spine with focused activity centers

- North, at The Arch: Arts, Culture, Entertainment
- Boland Way: Business Center
- Court Square: Downtown Gateway
- Opportunity for historic rehab condos and rentals

Mixed Use Transition Area: Downtown/neighborhood mixed use

- State Street to Union Street area
- Morgan Square area
- Downtown scale buildings
- Opportunity for historic rehab condos and rentals
- Opportunity for redevelopment of city-owned properties through Request for Proposals process

South End: Neighborhood-scale Main Street mixed-use

- Concentrate density at Main and Union gateway to make center of activity
- Animate Main with active ground floor uses

South End: Residential areas

- Opportunity for one- to three-family infill housing
- Multi-family district

South End: Main to East Columbus


- "Walk to the River" Union Street enhancements
- Commercial/light industrial "flex" space internal blocks south of Margaret Street
- Opportunity to enhance East Columbus Avenue through design guidelines as a gateway

THE PLANNING FRAMEWORK

Thirteen key sites or buildings are of special interest for the rebuilding and revitalization of District One.

KEY DEVELOPMENT SITES

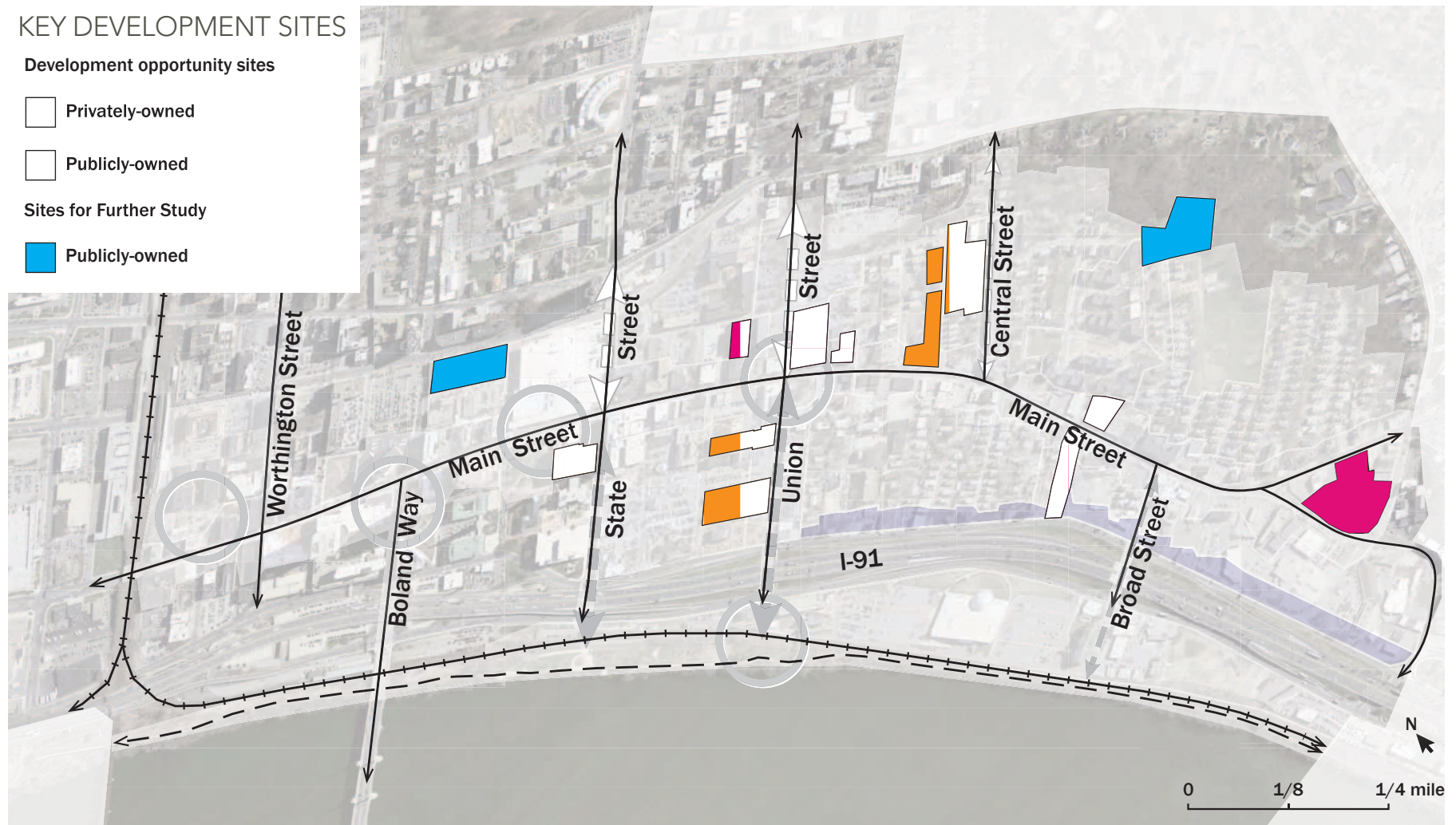
Development opportunity sites

 Privately-owned

 Publicly-owned

Sites for Further Study

 Publicly-owned




THE PLANNING FRAMEWORK

The residential side streets of the South End have a mixture of single family homes and small, rental multifamily buildings. The need for more owner-occupied housing in the neighborhood, preferably single-

family, has repeatedly been emphasized by neighborhood residents in the public meetings. The goal is to bring more income diversity to the South End and increase the number of residents with a long-term stake

in the neighborhood. Depending on the future use of the Gemini site on Central Street, the Morris Avenue vacant lots may also be used for infill housing.

INFILL HOUSING STRATEGY

 Infill housing



Major Move

B. Housing Strategy

Provide a variety of housing options appropriate to different locations in Metro Center and the South End that enhance downtown and neighborhood character, add market rate housing, and raise the median household income.

Key Initiatives

- Pursue rehabilitation and adaptive reuse rental and condominium housing in Metro Center.
- Pursue mixed-use rehabilitation and adaptive reuse with ground floor retail and upper story housing in downtown-scale buildings in Metro Center and at activity centers and along Main Street in the South End.
- Pursue one-to three-family owner-occupied housing at or near market rate for infill on the side streets of the South End to raise the median income in the neighborhood.
- Use the rebuilding process to make housing stock more energy efficient.
- Use the Choice Neighborhoods (CNI) grant award to develop new approaches to improve the Hollywood area for residents and other neighborhood stakeholders.



Downtown Providence (RI) is seeing ground floor retail and shops, as well as upper story lofts and apartments on historic Westminster Street as a result of an integrated strategy for downtown revitalization. (Source: <http://www.blogs.providencejournal.com>)

HOUSING STRATEGY

Pursue rehabilitation and adaptive reuse of rental and condominium housing in Metro Center.



INITIATIVE

Successful downtowns today are “live-work-play” neighborhoods that include a critical mass of housing whose residents help create the vitality that helps reverse perceptions of insecurity and attracts visitors to downtown businesses, entertainment and cultural venues. The ULI Downtown Technical Assistance Panel Report (ULI-TAP) from 2007 emphasized the need for “consistent” pursuit of market rate housing, both rental and ownership. The December 2006 Zimmerman/Volk (ZVA) downtown housing market study was prepared when the housing market was stronger than at present, but the market segments for downtown housing remain valid: urban pioneers such as students, artists and young professionals without preconceived ideas about downtown or its past; downtown renters who may be ready to become homeowners; and empty-nesters attracted to urban walkability and cultural amenities. Empty nesters generally will not make the move until revitalization is more established and renters may find homeownership more of a stretch under the current economic

climate. Very limited progress was made during the 2000-2010 decade in increasing downtown’s population or income mix: census data show that the population was essentially stable and median incomes are still very low because income-restricted housing still predominates. In a number of cities, the location of student housing or campus buildings downtown has played a critical role in downtown revitalization. For example, in Providence, the Rhode Island School of Design and Johnson & Wales University have played an important revitalization role, and in Savannah (GA), the Savannah College of Art & Design has renovated a large number of historic buildings to create an urban campus. Given likely market conditions in the next few years, adaptive reuse of historic buildings should be the focus.

Partnerships / Stakeholders

DevelopSpringfield; SRA; City Housing Department; OPED; HAP Housing; Better Homes for Springfield; Home City Housing Development Corporation; CNI Advisory Group; First Resource Development Corporation; South End Revitalization Coalition; South End Citizen’s

Council; colleges and universities.

Resource Needs and Opportunities

See pp. 49-50 and Section VII. The Citywide Plan includes a more detailed discussion of resource opportunities.

Action Steps

Work with property owners and developers to promote and assist rebuilding consistent with this plan. Explore the potential of more higher education presence.

Priority

High

HOUSING STRATEGY

Pursue mixed-use rehabilitation and adaptive reuse with ground floor retail and upper story housing in downtown-scale buildings in Metro Center and at activity centers and along Main Street in the South End.



INITIATIVE

Build on the success of Stockbridge Court as a successful market rate rental development at the border of Metro Center and the South End by pursuing condo, rental, and mixed-use rehab of larger-scale, multi-story buildings.

The characteristics that have helped make Stockbridge Court successful include good security, secure parking, good management, and on-site amenities.

Partnerships / Stakeholders

DevelopSpringfield; SRA; City Housing Department; Office of Planning and Economic Development (OPED); HAPHousing; Better Homes for Springfield; Home City Housing Development Corporation; CNI Advisory Group; First Resource Development Corporation; Armoury-Quadrangle Civic Association; South End Revitalization Coalition; South End Citizen's Council.

Resource Needs and Opportunities

See pp. 49–50 and Section VII. The Citywide Plan includes a more detailed discussion of resource opportunities.

Action Steps

Work with property owners and developers to promote and assist rebuilding consistent with this plan.

Precedents

City of Richmond (VA) Neighborhoods in Bloom program (<http://www.richmondgov.com/neighborhoods/>).

Priority

High



The former Milton-Bradley factory is now Stockbridge Court.



Active ground floor uses promote neighborhood vitality.



New mixed-use buildings on a formerly vacant corner lot in Providence (RI) are modern but compatible with historic building types. (Image source: www.durkeebrown.com)

HOUSING STRATEGY

Pursue one-to three-family owner-occupied housing at or near market rate for infill on the side streets of the South End to raise the median income in the neighborhood.

INITIATIVE

Neighborhood participants in the workshops would like to see more owner-occupied and single family market rate housing in the South End. Currently, the majority of units in the South End are rental units, including in one- to three-family homes. Because of low values, new construction will require high incentives.

As noted earlier in this plan, analysis of household incomes within the South End shows that 74% of households have incomes that are less than half the Springfield region median income (AMI or Area Median Income used by the federal government). Federal housing funds can be used to target households earning 50% to 80% of the regional AMI, which would bring some much-needed income diversity to the South End. (See the Appendix for details on the data.)



Partnerships / Stakeholders

Develop Springfield; SRA; City Housing Department; HAP Housing; Better Homes for Springfield; Home City Housing Development Corporation; CNI Advisory Group; First Resource Development Corporation; South End Revitalization Coalition; South End Citizen's Council.

Resource Needs and Opportunities

See pp. 49–50 and Section VII. The Citywide Plan includes a more detailed discussion of resource opportunities.

Action Steps

Work with property owners and developers to promote and assist rebuilding consistent with this plan.

Precedents

City of Richmond (VA) Neighborhoods in Bloom program (<http://www.richmondgov.com/neighborhoods/>).

Priority

High



Traditional housing types for infill would be compatible with the neighborhood.

HOUSING STRATEGY



Use the rebuilding process to make housing stock more energy efficient.

The Commonwealth of Massachusetts has a program to partner with cities and towns to provide services to make buildings more energy efficient.

Partnerships / Stakeholders

OPED; SRA; property owners; neighborhood associations; Western Massachusetts Electric Company (WMECO) and Columbia Gas.

Resource Needs and Opportunities

Serrafix (consultant to the state that provides

energy efficiency assistance to cities and towns); EcoBuilding Bargains.

Action Steps

Set up a program to inform property owners and developers about the program and make assistance available.

Priority
High



Worthington Commons in Springfield: buildings similar to those in the Hollywood area after rehabilitation by the same development group.

Use the Choice Neighborhoods (CNI) grant award to develop new approaches to improve the Hollywood area for residents and other neighborhood stakeholders.

Work with the new owners and managers of the Outing Park/Hollywood rental buildings. The improved development will include on-site management; landscape and parking improvements; on-site amenities; and road improvements to Dwight St Extension.

Partnerships / Stakeholders

CNI Advisory Group; South End Revitalization

Coalition; South End Citizens' Council; First Resource Development Company; Marble Apts and Outing Park tenants; business owners; South End Middle School; Square One; SRA ;South End Community Center...many neighborhood stakeholders to be involved in the CNI process.

Resource Needs and Opportunities

See pp. 49-50 and Section VII. The Citywide Plan includes a more detailed discussion of resource opportunities.

Action Steps

Facilitate discussions among homeowners, management, and tenants in the neighborhood to agree on measures to eliminate problems and reduce crime.

Priority
Very high

HOUSING STRATEGY

Feasibility Testing: Housing Resource Needs

Incentives will be needed for housing development in District One. The current cost of redevelopment—building new or rehabilitated housing units—in Metro Center or the South End is higher than the market value of the development at completion.

Springfield housing prices are very affordable. The graphs on this page from the real estate website Trulia.com indicate housing sales price trends since 2000 for the City of Springfield and the neighborhood residential markets of Metro Center and the South End. In Metro Center, the median sales price for the October to December 2011 period was \$42,000. Of the 24 homes for sale in Metro Center at the end of December 2011, five were in foreclosure. Eighteen were condos, ten of which had an asking price of \$50,000 or less. Similarly, in the South End, where duplex or single family homes in the 1500-2000 sf range are typical of the housing for sale, the median sales price for the October to December 2011 period was \$70,000. Of 12 homes for sale, six were in foreclosure. Prices ranged from \$45,000 to \$162,000.

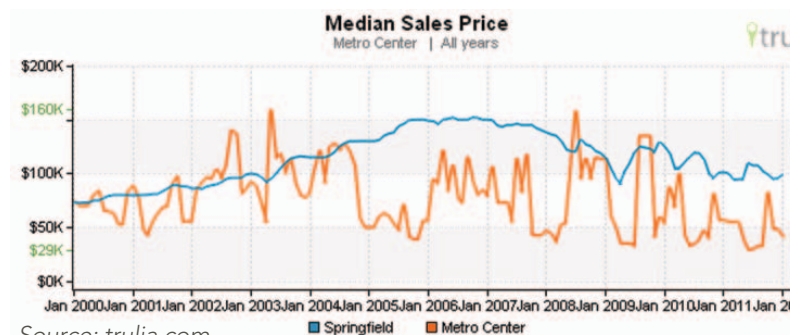
Innovative and unconventional development incentives will be needed to make the rebuilding process successful in advancing the revitalization of housing in District One.

Illustrative proformas

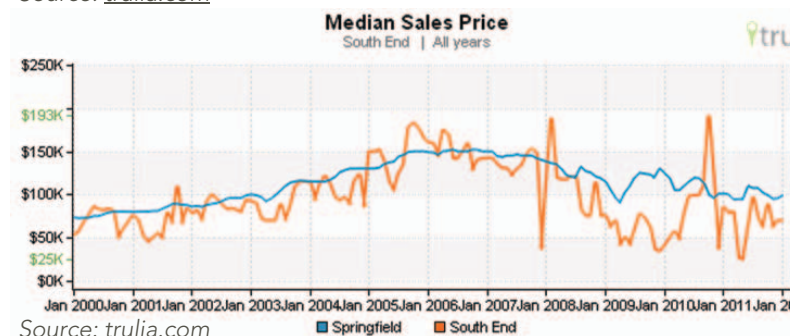
In an effort to evaluate the funding requirements associated with various redevelopment concepts for District One, real estate experts Byrne McKinney & Associates, Inc. devised and tested a series of illustrative programs for economic feasibility. This approach uses a residual

valuation model to compare the value produced by each program with its cost of development—a comparison of what it costs to develop a project including land, design, building construction, and a variety of other costs, with how much the project would be worth given the prevailing market. A “proforma” was prepared for hypothetical development types envisioned by this plan

Ownership or Rental	Type	Development Potential
Owner-occupant	Condo - rehabilitation or adaptive reuse of existing building	Good
Owner-occupant	One- to three-family infill	Modest
Rental	Apartments - new construction or rehabilitation of existing building	Good
Rental	Mixed-use - apartments above storefronts	Good



Source: trulia.com



Source: trulia.com

HOUSING STRATEGY

in order to identify where gap funding or incentives would be needed to achieve the plan's goals. A proforma begins by describing the "program" of the proposed project, for example, the number and size of housing units. This is followed by likely estimated revenues based on market conditions, the costs that will have to be incurred, and the net financial return that a developer expects to achieve. When the cost to develop a project exceeds its value on completion, gap funding or incentives will be required to make it economically feasible. Springfield will need a special appropriation from the state and/or federal governments to close funding gaps for tornado rebuilding projects. The full Byrne McKinney report with the proformas can be found in the Citywide Rebuilding Plan.

Infill housing

All infill housing concepts are likely to require some level of incentive to produce feasible development conditions. The infill housing programs tested include single family, two family and three family illustrations, each modeled assuming 1,500 sf per unit, which is consistent with the local market standard. Proformas were developed for each case under the assumption that there would be an owner occupant. For two and three-family developments, the second and third units are expected to be rented to underwrite the occupancy cost for the owner-occupant.

The net sale proceeds (values) estimated for each illustration are consistent with market pricing for one, two and three family product in the local market, adjusted for a typical sale expense. The costs of development assume that there are no premium costs for site remediation or demolition and have been benchmarked to local hard and soft cost standards. Help in closing the funding gaps could come from underwriting the cost of land and site preparation as well as the use of HOME funds, especially for one and two family infill sites, with the potential for efficient use of rental incentive programs via a scattered site redevelopment approach. Although a condominium approach was not explicitly modeled for the two and three-family infill programs, it appears that this approach might yield a somewhat smaller incentive requirement.

Multi-family housing

The multi-family housing programs tested include a 50-unit rental apartment (new construction) and a 50-unit for sale condominium (loft/rehab) illustration—neither with retail square footage. Both concepts assume unit sizes at 1,000 SF (net living area) with an 85% net to gross efficiency. Both multi-family housing concepts are likely to require some level of incentive to produce feasible development conditions. Underwriting the cost of land and site preparation as well as the use of tax credit equity programs (specifically historic

and housing credits) are likely to be the most effective sources. These could be coupled with other, low-cost debt vehicles (targeted to the developer and, in the case of the condominium option, to the end-user) to bring the economics into balance. Although senior housing or assisted living options were not explicitly modeled, they might also present a viable multi-family alternative—and access to an array of additional funding sources.

Mixed-use programs with housing

A mixed-use program with 25 units of rental housing over a 7,500 sf retail base (85% efficient) was also modeled. The value produced is based on apartment rents being achieved in the local market, adjusted for market supported operating expenses. The costs of development assumes that there are no premium costs for site remediation or demolition and have been benchmarked to local hard and soft cost standards. This mixed-use concept will require some level of incentive to produce feasible development conditions. The use of tax credit equity programs (specifically historic and housing credits—and perhaps New Market tax credits) are likely to be effective sources and with other, low-cost debt vehicles would be expected to bring the economics into balance.

Major Move

C. Commercial and Retail Strategy

The commercial and retail presence in District One needs to be strengthened. According to CBRE's New England 2011 Market Outlook, office vacancy is over 13% in Springfield overall. In Metro Center, a significant amount of upper story space exists in older buildings (Class C) according to knowledgeable observers, and storefront vacancies testify to a weak retail market. Along Main Street in the South End, the tornado did significant damage to key business locations, such as 979 Main Street.

The rehabilitation and redevelopment of 13-31 Elm Street has been recognized by city, state and federal authorities as the most important project in Metro Center, along with the revival of Union Station. In a prominent position fronting on Court Square and on State Street, this building is a symbol of Springfield's historic character and is critical to making Court Square a lively and active gateway to downtown. The City has designated a developer and the project

has received federal funding for soft costs through the Knowledge Corridor Regional Plan for Sustainable Development. The developer is focusing on office development with ground floor active uses.

At the northern end of Main Street, both the Paramount Theatre and the former Bowles building, approximately 66,000 sf of office and ground floor space at 1610-1626 Main Street, have been purchased by the same owner. The ground floor houses restaurants while the upper floors have been vacant since 1997. The plan is for a mixed use building with office or residential space on the upper floors, as well as renovation of the theater. With completion of these projects and recent projects such as 1550 Main Street and 1592 Main Street, much of the west side of Main Street downtown will be redeveloped.

"Retail follows rooftops" is the common saying. Typically, an average household can support about 20 square feet of neighborhood retail (as well as additional retail outside the household's neighborhood). Another way to think of it is that 1,000-2,000 households are needed to support a typical block (both sides) of "Main Street style" retail. Springfield's Main Street from State Street to Marble Street could



The intersection of Main and Union Streets should be a center of vitality on Main Street.

COMMERCIAL AND RETAIL STRATEGY

probably accommodate about 110,000 to 160,000 sf of neighborhood retail—which could be supported by approximately 5,500 households at the lower bound. In 2010, the South End had nearly 2,000 households and they had below average incomes. Bringing more households into the district by adaptive reuse and new building, as well as raising the median income, will strengthen the market for retail and services. Of course, Springfield’s Main Street is more than a neighborhood street, so daytime employees and visitors can also contribute to the customer base for retail businesses.

Institutions and offices bring employees to the neighborhood who support lunch business at restaurants and some retail. The Caring Health clinic will bring an additional 150 employees, Square One has approximately 50 employees and the Community Center will also have staff in the neighborhood. In addition to these institutions, the Springfield Housing Authority is looking for approximately 30,000 sf of office space for approximately 60 administrative staff.

Key Initiatives

- Assist in the rebuilding of 979 Main Street and other key buildings at and near the Union and Main Street intersection in the South End.
- Establish a recruitment program for Main Street storefronts, with special attention to restaurants to create a South End “Restaurant Row” to build on the existing cluster of eateries.
- Explore options for an urban grocery store and/or drugstore in or near downtown and the South End.
- Work with the Springfield Housing Authority to locate administrative offices in vacant office space in the South End.
- Use the rebuilding process to make commercial buildings more energy efficient.
- Issue a Request for Proposals for publicly-owned property located between Howard and Union Streets.



AC Produce in the South End.



Assist in the rebuilding of 979 Main Street and other key buildings at and near the Union and Main Street intersection in the South End.

INITIATIVE

The tornado destroyed 979 Main Street (the Zorzi building), depriving the South End of one of its keystone properties at the critical Union and Main intersection. Rebuilding of this property as a multi-story building that holds the corner well and has an active

ground floor is a very high priority.

Partnerships / Stakeholders

DevelopSpringfield; SRA; OPED; property owners.

Resource Needs and Opportunities

See Section VII and the Citywide Plan.

Action Steps

Work with property owners to establish goals for rebuilding and determine any needs for gap financing. Provide or facilitate assistance to fill gaps.

Priority

Very High

Establish a recruitment program for Main Street storefronts, with special attention to restaurants to create a South End “Restaurant Row” to build on the existing cluster of eateries.

INITIATIVE

Along with new buildings for tornado-destroyed sites, the recruitment of restaurants and specialty food shops to cluster near the Union and Main intersection will enhance the importance of the existing eateries and create a “restaurant row” as the hub of a revitalized South End Main Street. The Italian-American restaurants and specialty shops in the South End, especially in the blocks surrounding the Main and Union intersection, are an asset that should be enhanced and developed. Well-known to Springfield residents and downtown employees, these businesses can form the

core of a restaurant row clustered near the Main and Union intersection. Patrons of the restaurants would create vitality at this South End gateway location, making it a destination linked not only with downtown via Main Street but with the riverfront by Union Street.

Partnerships / Stakeholders

OPED; DevelopSpringfield; SRA; business and property owners.

Resource Needs and Opportunities

Develop an incentives package to attract restaurants and retailers, such as assistance with permitting, fitting out, signage, and so on.

Action Steps

Work with building owners, restaurant brokers and local restaurant owners, the Massachusetts Latino Chamber of Commerce, and others.

Priority

High



Italian-American specialty stores are clustered on Main Street around Union and Williams Streets.

COMMERCIAL AND RETAIL STRATEGY

Explore options for an urban grocery store and/or drugstore in or near downtown and the South End.



INITIATIVE

South End neighborhood representatives would like to see a grocery store or a drug store/pharmacy in the neighborhood. A.C. Produce, a very successful specialty food store, and Diaz Market, a bodega-style store, are already located in the South End. The closest full-service grocery is across the river on Memorial Avenue in West Springfield. The State Street planning effort has also identified and evaluated a site at State and Walnut Streets as the potential location for a 55,000 sf grocery store that could serve several neighborhoods. It is possible that a small-format urban grocery store, which are typically 10,000–17,000 sf in size, could be successful in the South End, particularly if located to also capture business from evening commuters.

Although the new Caring Health clinic on Main Street will include a pharmacy aimed at filling prescriptions written at the clinic, the neighborhood interest is in a full-service drug store such as a CVS, which would typically be a store of approximately 10,000 sf. A store of this kind should use a design

for urban rather than suburban places, i.e., parking should be at the side and rear.

The first option for a food store should be efforts to assist AC Produce to expand so that the business can serve the neighborhood as well as expand as a specialty food store. Exploration of other grocery options should occur in the context of continuing efforts to bring a full service grocery to Walnut and State Streets. A small-format, value-priced grocery, such as an ALDI store, might be suitable for a location at the south end of Main Street. As in the case of a full-service drugstore, a building of this type should use a urban-style design.

Partnerships / Stakeholders

OPED; DevelopSpringfield; SRA; revived South End Business Association; business and property owners.

Resource Needs and Opportunities

Resources for a market evaluation and for incentives. See Section VII. The Citywide Plan includes a more detailed discussion of resource opportunities.

Action Steps

More detailed discussions with AC Produce on the owner's business goals; explore small-format grocery models with relevant sources; identify incentive options and funding sources.

Priority

Medium–High



Interior of A.C. Produce



Work with the Springfield Housing Authority to locate administrative offices in vacant office space in the South End.

INITIATIVE

The Housing Authority seeks approximately 30,000 sf of office space in the South End. In seeking a developer for adaptive reuse of the Armory and Zanetti School properties on Howard Street, the option of having the Housing Authority as a committed tenant should be explored. An upper-story Main Street location would also be appropriate

for Springfield Housing Authority offices and might serve as interim open space while the historic properties are being developed.

Partnerships / Stakeholders

Springfield Housing Authority; DevelopSpringfield; SRA; City of Springfield; developers.

Resource Needs and Opportunities

Staff time to coordinate; resources for moving.

Action Steps

Coordinate with the Springfield Housing Authority to assist in locating their offices in an appropriate South End location.

Priority

High

Use the rebuilding process to make commercial buildings more energy efficient.

INITIATIVE

The Commonwealth of Massachusetts has a program to partner with cities and towns to provide services to make buildings more energy efficient.

Partnerships / Stakeholders

OPED; property owners; businesses; utility companies.

Resource Needs and Opportunities

Serrafix (consultant to the state that provides energy efficiency assistance to cities and towns); EcoBuilding Bargains.

Action Steps

Set up a program to inform business and property owners of the program and make assistance available.

Priority

High

Feasibility Testing: Commercial and Retail Resource Needs

Incentives will be needed for all but build-to-suit development where a tenant or owner is known in advance. Springfield will need a special appropriation from the state and/or federal governments to close funding gaps for tornado rebuilding projects.

Development potential for mixed-use new or rehabilitated buildings with ground floor retail and housing above, and for a mixture of retail-office uses, is good only if the tenant is identified in advance. A free standing grocery or drug store would be feasible only with a build to suit tenant. Speculative nonresidential development is not advisable under present conditions.

Commercial programs and proformas

As in the housing feasibility analysis, proformas were prepared for commercial programs.

Mixed use programs

The retail/housing mixed-use proforma was discussed in the housing feasibility analysis and found to be feasible only with incentives. A commercial office over retail illustration was modeled, assuming 22,500 rentable square feet over a 7,500 sf retail base (90% efficient). The estimated values

are based on office rents being achieved in the local market, adjusted for market supported operating expenses. The costs of development assume that there are no premium costs for site remediation or demolition and have been benchmarked to local hard and soft cost standards. While both residential over retail and office over retail would require some level of incentive to produce feasible development conditions, there are few viable incentive alternatives for the commercial option unless there is a build-to-suit or owner-occupant end user willing and able to bear the full cost of development. That being the case, only the residential over retail option is viewed as a likely candidate for development in District One.

Speculative and build-to-suit/owner-occupant office and retail

Programs for both retail and office were sized at 25,000 rentable square feet (the illustrations are scalable). The values estimated produced for each illustration are based on rents (office and retail) being achieved in the local market, adjusted for market supported operating expenses. The costs of development assume that there are no premium costs for site remediation

or demolition and have been benchmarked to local hard and soft cost standards. Both the owner-occupant (non-speculative) alternatives are feasible without incentives—producing positive returns over cost. Both speculative commercial concepts would require incentives to produce feasible development conditions. There are few viable incentive alternatives, but even if there were, no speculative commercial development in District One is viewed to be financeable.

Major Move

D. Community Institutions Strategy

Enhance the anchor role of community institutions, especially by assisting in relocation of those damaged by the tornado.

Key Initiatives

- Assist the South End Community Center in relocating to an appropriate site in the South end, such as the Gemini site.
- Provide assistance, as needed, to Square One in finding appropriate sites and rebuilding.

Community institutions are both physical and social anchors in any neighborhood. The South End Community Center and

Square One, which serve families, children and youth in the South End and other parts of the city, both lost their buildings in the tornado. Caring Health, which already had a clinic on Main Street, has acquired a building across the street from its current location that was somewhat damaged in the tornado and is renovating it into additional clinic space. Alliance for Power is repairing their damaged building on Union Street. The Mental Health Association lost a four-story 11-unit supportive housing building that had been in operation since 1982 and looking for replacement space citywide.



Assist the South End Community Center in relocating to an appropriate site in the South end, such as the Gemini site.

INITIATIVE

After the tornado damaged the Howard Street Armory leased from the city, the South End Community Center (SECC) sought a location that would put it closer to the population of children and youth on the east side of Main Street and closer to green space. The SECC would like to continue the model of leasing space owned by

the City. The City-owned Gemini site, possibly with additional space on vacant property on Morris Street, could be a suitable site. It is close to newly-improved Emerson Wight Park, it is large enough to allow for some of the site to be used as green space, and the location on Central Street allows for easy access from both the South End and neighborhoods to the east like Six Corners and Old Hill.



Provide assistance, as needed, to Square One in finding appropriate sites and rebuilding.

INITIATIVE

Square One provides day care and preschool services, as well as family counseling. It was formerly located on Main Street and would like to rebuild there, in close proximity to Caring Health. Square One needs approximately 34,000 sf for day care, office and van/storage facilities. Because completely transparent windows would not be suitable for the pre-school classrooms, it will be very important to make sure that a new Square One site does not create a blank and unappealing wall to the sidewalk. The previous building used murals. New murals or art, etched windows, or other strategies could be explored.

Partnerships / Stakeholders

OPED; SECC; DevelopSpringfield; SRA; Square One; South End Revitalization Coalition.

Resource Needs and Opportunities

See Section VII and the Citywide Plan for resources. Private fund-raising; MassDevelopment financing may be a key resource to support rebuilding.

Action Steps

Work with the South End Revitalization Coalition to discuss location options; collaborate with the institutions to provide or facilitate access to assistance.

Priority
High



The return of the SECC and Square One to the neighborhood will be a strong signal of recovery.

Major Move

E. Historic Preservation and Urban Character Strategy

Pursue adaptive reuse of historic buildings and sites and establish urban design guidelines and a regulatory framework to enhance walkability.

Historic Preservation

- Give a high priority to saving remaining historic buildings and historic character by pursuing and recruiting adaptive reuse options, using historic tax credits as appropriate, and enacting a “demolition delay” ordinance.

Urban Design

- Promote urban design that activates Main Street through pedestrian-friendly principles, creates destination focus areas or centers of activity to attract people, and makes parking available but unobtrusive.
- Establish design guidelines to protect and enhance the public realm and the pedestrian environment.

- Activate downtown and the South End public realm with events and attractions.
- Create a safe, interesting, and attractive pedestrian environment.
- Provide adequate parking that is unobtrusive but easy to find through signage.

“Walk to the River”: Urban Design Connections to the Riverfront

- Enhance the visibility of and access to the riverfront and Riverfront Park.
- Make Union Street a “festival street.”
- Establish a program of art installations in the Union Street underpass and expand to

other underpasses.

- Plan the Water and Sewer Commission activities at the York Street Jail site to allow for appropriate public access and development potential.

Zoning and Regulation

- Adopt the proposed zoning and site plan review regulations currently under review.
- Consider zoning modifications to promote achievement of the vision and goals of this plan.
- Expand urban renewal district plans as needed to reflect the goals of this plan.

HISTORIC PRESERVATION AND URBAN CHARACTER STRATEGY

Give a high priority to saving remaining historic buildings and historic character by pursuing and recruiting adaptive reuse options, using historic tax credits as appropriate, and enacting a “demolition delay” ordinance.

INITIATIVE

Historic character gives Metro Center and parts of the South End a strong sense of place and uniqueness, contributing to Micro Center’s role as the downtown of the Pioneer Valley and also providing a potential competitive advantage over the smaller cities in the region. Studies show that the “millennials,” the generation born in the 1980s and 1990s, want to live in urban environments with character and community. Historic buildings adapted for new uses, whether residential or commercial, can act as anchors for further redevelopment.

Moreover, historic tax credits are one of the most important incentives available today for redevelopment in District One. Every effort should be made to preserve and reuse historic buildings if economically feasible. Demolition should be the last resort, particularly if there is no identified end user for a building and the demolition would simply result in another parking lot. Historic tax credits are available for buildings listed or eligible for listing on the National Register of Historic Places.

Demolition delay is a tool used by many Massachusetts cities and towns to encourage preservation of historic resources. The Springfield Historical Commission is considering a demolition delay ordinance as this report is being completed. Demolition delay ordinances provide that requests for demolition permits for buildings meeting certain criteria (typically National Register listing or eligibility, or 50 years or older) go to the Springfield Historical Commission for a determination of whether the buildings are preferably preserved. If the Commission finds that they are, the demolition is then delayed for a period (generally six months or a year) to give an opportunity to pursue options that would preserve the building. In the case of Main Street, there are buildings that are not currently listed on the state or national registers, but date from the nineteenth or early twentieth centuries. Many of these buildings, such as those on the eastern side of Main Street just south of State Street, are critical to preserving the overall character of that part of Main Street. It is preferable, because of this situation, that the criteria for the demolition delay ordinance be the age of a building rather

than historic register listing or eligibility.

The nonprofit organization, Preservation Massachusetts, focused its 2011 list of “Massachusetts’ Most Endangered Historic Resources” on communities affected by the tornado. Two of the endangered sites are located on Howard Street in District One: the 1895 Howard Street Armory (most recently the location of the South End Community Center), and the Howard Street Primary School (Zanetti School). The 1895 Howard Street Armory’s headhouse has a castlelike Romanesque Revival design that is a neighborhood landmark. The rear drill hall was significantly damaged by the tornado and has been demolished. The Zanetti School dates from 1905 and was built to serve the growing immigrant population of the South End. It retains many historic details. It suffered damage from the tornado, including water damage from sprinklers. In addition, the Hollywood area apartments have recently been designated by the state as the Outing Park Historic District.

HISTORIC PRESERVATION AND URBAN CHARACTER STRATEGY



Partnerships / Stakeholders

OPED; Springfield Historical Commission; Springfield Preservation Trust; City Council; City Housing Department; Massachusetts Historical Commission.

Resource Needs and Opportunities

Staff time; financing for adaptive reuse; historic tax credits and other financing.

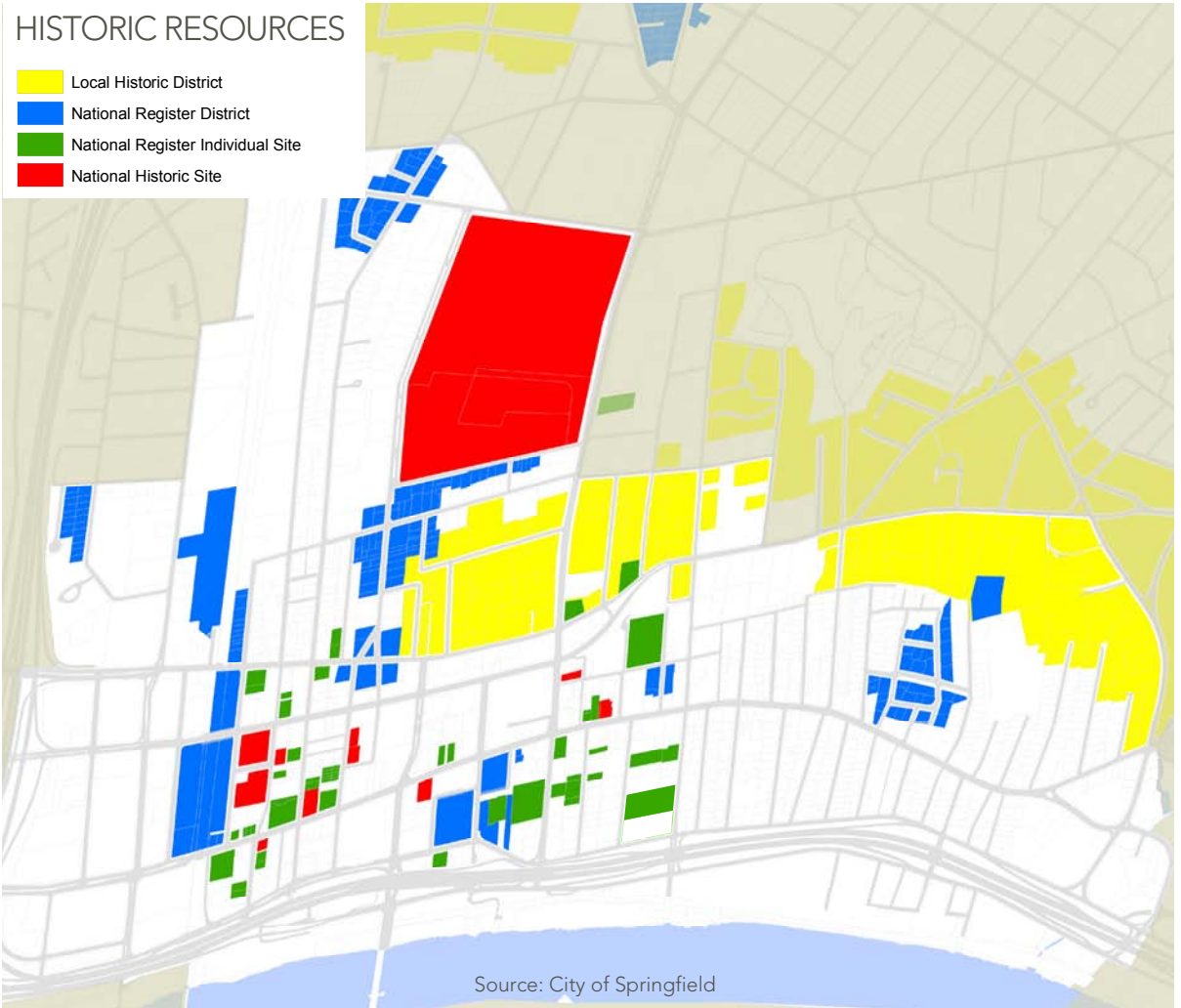
Action Steps

Draft and enact an ordinance. Model demolition delay ordinances are available from Mass Historic and other municipalities. Pursue adaptive reuse for city-owned properties.

Priority

High

HISTORIC RESOURCES



Urban Design

Urban design focuses on the physical character of spaces in three dimensions. It is not, as sometimes thought, simply about visual appearance or style. Urban design affects many aspects of how we experience places, including how the different elements of spaces, such as buildings, sidewalks, roads, parking lots, and parks, relate to one another; how spaces function in facilitating, directing or obstructing people's activities; and how spaces express aesthetic values. The historic pattern of streets in Metro Center and the South End reflects traditional urban design principles based on a human-scaled environment: a connected grid of streets with small blocks, sidewalks and tree-lined streets, buildings with active ground floor spaces built to the sidewalk, shops clustered together, and streets that accommodate cars without being dominated by them. After nearly a half century of sprawling suburban

growth built at the scale of cars rather than people, communities across the country are clamoring for a return to the human-scaled city environments that are Springfield's birthright. While cities in transition like Springfield sometimes made changes during the sprawl decades in an ill-fated attempt to compete with suburban environments by trying to mimic them, in the 21st century it is the historic, walkable scale of places like Metro Center and the South End that are now in demand.

The public realm includes sidewalks, streets, plazas, and parks. Vibrant downtowns and neighborhood commercial districts are about bringing people to the street and public places as pedestrians by strengthening destinations, creating a safe, comfortable and interesting pedestrian environment, and programming activities.



Promote urban design that activates Main Street through pedestrian-friendly principles, and by making parking available but unobtrusive.

INITIATIVE

Main Street is the most important street in downtown Springfield and in the South End.

- Focus activities in “pulses” or “nodes” at important intersections and public spaces.
- Encourage preservation of historic character and urban fabric.



This street in Baltimore’s Fells Point illustrates how active uses and windows, articulated façades, simple signage, a wide sidewalk, and street trees can create a pleasant pedestrian environment.

Establish design guidelines to protect and enhance the public realm and the pedestrian environment.

INITIATIVE

A few basic, interrelated urban design principles should guide the rebuilding and revitalization process in District One:

- **CREATE PEDESTRIAN-FRIENDLY ENVIRONMENTS.** Downtowns and urban neighborhoods should give priority to pedestrians because their presence is what creates lively, safe, and attractive places.
- **PLANT TREES.** Street trees, trees in parking lots, and trees in green spaces provide shade, cooling, water absorption, and beauty.
- **BRING BUILDINGS TO THE STREET EDGE ON MAJOR STREETS LIKE MAIN STREET.** Buildings should be built to the sidewalk line, unless they are set back to provide a café or plaza space.
- **PUT SURFACE PARKING TO THE SIDE OR REAR—NOT IN FRONT.** Do not locate parking lots on Main Street or on corners.
- **CREATE VISUAL INTEREST ON MAJOR STREETS AND AVOID BLANK FACADES.** Include active ground floor uses, windows and articulated facades. Encourage creative signage appropriate to the location and use.



Create a safe, interesting, and attractive pedestrian environment.

INITIATIVE

- Locate public entrances at the street, not the parking lot.
- Provide marked crosswalks and pedestrian countdown lights where needed.
- Make the ground floor of buildings interesting by locating active uses like retail and restaurants on the ground floor, and minimizing curb cuts that interrupt safe walking on the sidewalk.
- Avoid boarding up vacant storefronts—create interim visual interest through color and design, or temporary art installations.

Provide adequate parking that is unobtrusive but easy to find through signage.

INITIATIVE

- Put on-site parking to the side and rear.
- Enclose parking lot edges with waist-level plantings and/or fences, and plant trees.
- Enhance the perception and reality of safety and improve the environment in parking garages.
- Provide joint, small-scale public parking areas to serve restaurants and businesses around the corner from Main Street.
- Create a wayfinding system that makes it easy to identify and get to parking locations.
- Identify major routes from parking to destinations for signage and safety enhancements, such as sightlines and lighting.

Activate downtown and the South End public realm with events and attractions.

INITIATIVE

Activate plazas and urban parks with cafes, food trucks, and events. In the medium- to longer-term, improve the Court Street connection between Main Street and the Quadrangle, enliven the Dwight Street parking and garage zone, and activate Pyncheon Park with programming.



This food vendor in downtown Springfield is helping to create vitality on the street.

This food vendor in downtown Springfield is helping to create vitality on the street.

“Walk to the River”: Urban Design Connections to the Riverfront



CONNECT THE CITY TO THE WATERFRONT THROUGH A “WALK TO THE RIVER” SET OF PHYSICAL CHANGES AND PROGRAMS. Innovative connections and spaces can draw people from downtown and especially the South End to the water by making access streets and underpasses pedestrian friendly. Like other public spaces, the riverfront and the water itself needs to be activated with events, activities and exhibitions that will attract people in ways that are enjoyable and safe.

Enhance the visibility of and access to the riverfront and Riverfront Park.

INITIATIVE

Because of highway and railroad barriers, the Connecticut River remains one of Springfield’s greatest untapped assets. Tornado damage to trees at the riverfront revealed the value of managing trees to provide selected vistas of the park and river. Other ways to enhance visual and physical connection with the riverfront include recreational public access around future

use of the former York Street Jail site by the Springfield Water and Sewer Commission and/or other permanent users, and support for the southern expansion of the Connecticut River bike trail. The Water and Sewer Commission can leverage resources during its \$200 million project over the next 20 years.

Partnerships / Stakeholders

Parks & Recreation Department; Springfield Water and Sewer Commission; Friends of the Connecticut River Walk .

Resource Needs

Funding and staff for tree management; access funding needs to be developed.

Resource Opportunities

Springfield Water and Sewer Commission leverage of resources.

Action Steps

Immediate discussion with the Springfield Water and Sewer Commission before their plan is submitted to the EPA in May 2012.

Priority

High (initial discussions); Medium

Make Union Street a “festival street”



INITIATIVE

The City of Portland (OR) has pioneered the concept of a “festival street” that most of the time functions like a typical street for cars and parking, but has special design treatments in order to make it easy to convert it to a special event street.¹ Union Street as a festival street would continue to carry its usual load of traffic during commuter and other times; the closing of the street for festivals would be on weekend or holiday dates when traffic could be easily diverted. Union Street is one of the few streets west of Main Street that connects directly under the interstate to the riverfront development area. With the emphasis on creating a cluster of eateries and specialty shops in the vicinity of the Main and Union intersection as a retail centerpiece of a revitalized South End, a festival street from that cluster to the riverfront would draw attention to the connection.

In the case of Portland, the first festival street was designed for Chinatown and its festivals. In Springfield’s South End, a festival street that draws people from Main

Street towards the river could be used for the annual Italian Feast, which is over 100 years old, as well as new festivals and events to reflect the Hispanic/Latino residents’ heritage and other activities or programs to connect with the river. The festival street is intended to be a complement to Main Street by giving the Union Street block between Main Street and East Columbus Avenue a special character than then spills over into the underpass. The design of a festival street includes special paving without curbs, bollards that separate the pedestrian way from the roadway, and special signs or banners. The purpose is to create a space that provides a special visual and physical connection to the riverfront, with an activity destination at each end: South End restaurant row on Main Street and LUXE Burger at the former riverfront visitors’ center.

The upcoming Springfield Water and Sewer Commission project will require underground work and repaving Union Street. This work provides the opportunity to design and construct the festival street in conjunction with the water and sewer project.

Partnerships / Stakeholders

Department of Public Works; OPED; MPO; Springfield Water and Sewer Commission; South End Revitalization Coalition; South End Citizens Council; business and property owners.

Resource Needs

Staff time; design and construction for one block.

Resource Opportunities

Transportation funding; Springfield Water and Sewer Commission funding.

Action Steps

Immediate (discussion with the Springfield Water/Sewer Commission before their plan is submitted to the EPA in May 2012); begin working on obtaining funds for design; coordinate with the Springfield Water and Sewer Commission and the regional transportation planning organization (MPO).

Precedent

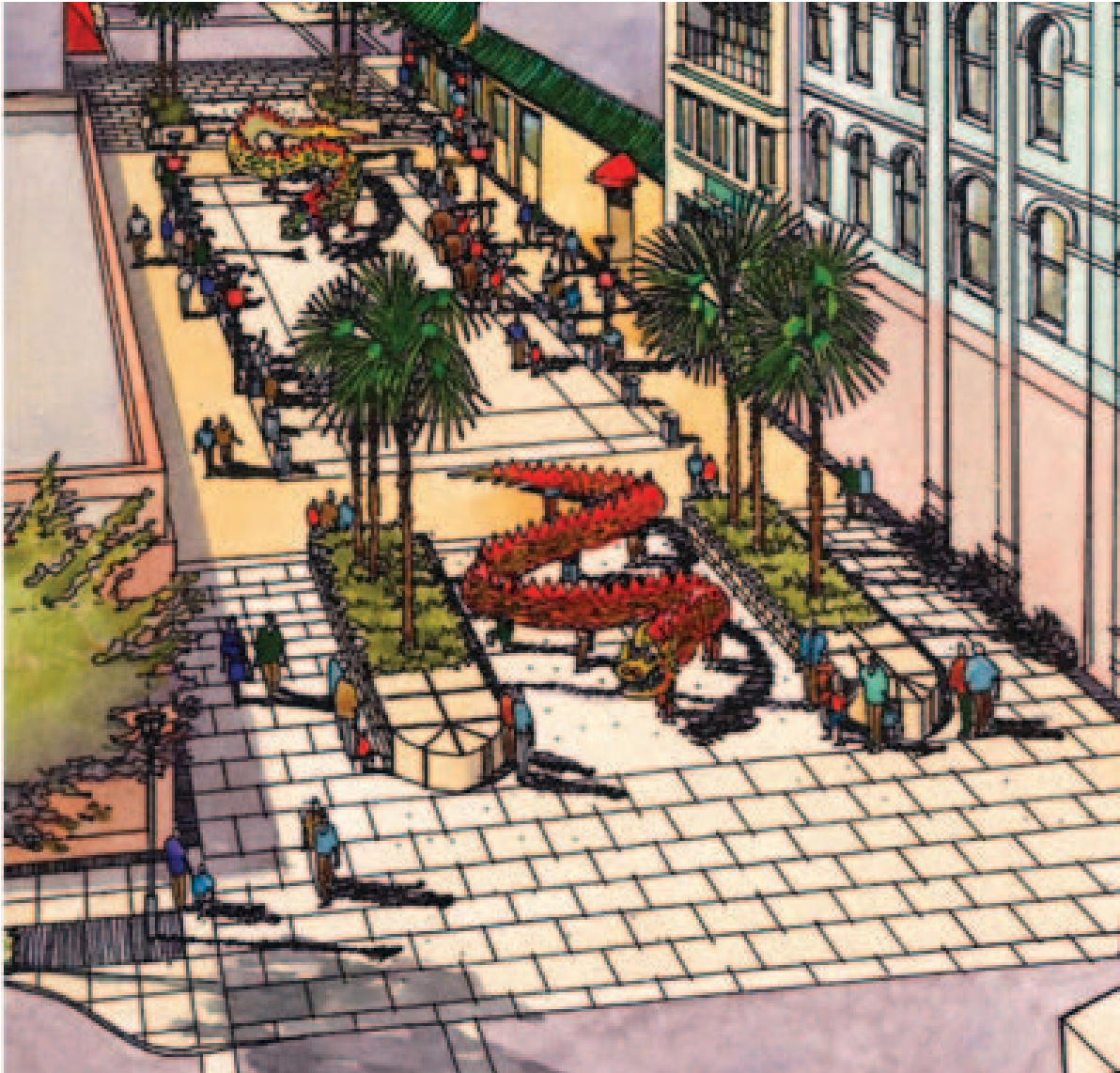
Portland (OR) Development Commission.

Priority

High—to enter discussion; medium for implementation

¹ <http://www.pdc.us/ura/dtwf/otctstreetscape-design.asp>

HISTORIC PRESERVATION AND URBAN CHARACTER STRATEGY



Union Street could become a festival street between Main Street and the riverfront to safely, comfortably, and attractively connect pedestrians to the riverfront park while creating a vibrant destination for culture, commerce, and celebrations. (Image source: Portland (OR) Development Commission, http://www.pdc.us/images/photo-library_hi-res/davis-festival-st_watercolor.jpg)

HISTORIC PRESERVATION AND URBAN CHARACTER STRATEGY

Establish a program of art installations in the Union Street underpass and expand to other underpasses.



INITIATIVE

The highway underpasses connecting the city with the riverfront are unappealing and deter pedestrians. A program of permanent or temporary art installations for the Union Street underpass can make using the route an event, rather than an unpleasant and/or frightening occasion. A traditional artistic intervention would be to commission an artist to paint the underpass. Art which is interactive and employs light and/or sound can be even more effective if it creates an event atmosphere that draws groups of people—helping to provide a sense of comfort and safety in a group situation. Examples include the light installations of Bill Fitz-Gibbons in San Antonio, the burgeoning “video mapping” or “urban screen” art events that project images on structures, and a sound art installation owned by MassMOCA in the Route 2 underpass in North Adams.

Partnerships / Stakeholders

Department of Public Works; OPED; MPO; Springfield Arts Council; Museum of Art.

Resource Needs

Staff time; funding for programming, installation, and marketing.

Resource Opportunities

Transportation funding; Challenge America Fast Track Grant, National Endowment for the Arts (March 2012); Springfield Arts Council grants; private grants.

Action Steps

Form committee of stakeholders; apply for NEA Challenge America Grant and begin working on obtaining transportation enhancement funds; apply for Mass Cultural Council grants through the Springfield Cultural Council.

Precedents

“Light Channels: by Bill Fitz-Gibbons, San Antonio, 2006 ; www.urbanscreen.com; Bruce Odland & Sam Auinger, “Harmonic Bridge,” MassMOCA, North Adams Route 2 underpass.

Priority

High—to submit a grant proposal



The inhospitable highway underpasses separating the South End from the riverfront could become exciting and inviting with simple artistic interventions such as dynamic lighting. (Image source: www.billfitzgibbons.com)

HISTORIC PRESERVATION AND URBAN CHARACTER STRATEGY

Plan the Springfield Water and Sewer Commission activities at the former York Street Jail site to allow for appropriate public access and development potential.



INITIATIVE

The proposed pump house at the York Street Jail site would take up about half of the four-acre site. Infrastructure facilities are increasingly including public access and public art to make infrastructure more transparent and raise public awareness about the role of infrastructure. In addition, the development potential of this site should be protected. Finally, Commission activities should allow for the extension of the bike trail to the south.

Partnerships / Stakeholders

Springfield Water and Sewer Commission; OPED; Springfield Riverfront Development Corp.; Friends of the Connecticut River Walk; Parks & Recreation Department.

Resource Needs and Opportunities

Funds to develop a plan for public access and possible development. See Section VII and Citywide Plan for resources.

Action Steps

Immediate discussion with the Springfield Water and Sewer Commission before their plan is submitted to the EPA in May 2012, in order to keep options open.

Precedent

Deer Island public access (Massachusetts Water Resources Authority); City of Phoenix (AZ) transfer station.

Priority

High (initial discussions and planning)



The York Street Jail site could be redeveloped into a community, commercial, and recreational asset between West Columbus Avenue and the riverfront.

Make zoning and urban renewal districts consistent with the rebuilding plan.



INITIATIVES

In order to implement this plan, the zoning and regulatory frameworks must reflect the goals and guidelines of this plan.

ADOPT THE PROPOSED ZONING AND SITE PLAN REVIEW REGULATIONS CURRENTLY UNDER REVIEW. The revised zoning and site plan review regulations reinforce the Rebuild Springfield objectives for District One:

- Rehabilitation, where suitable, and new development to enhance the district
- Preserving and strengthening the walkable character of the district
- Supporting historic character
- Promoting economic development

CONSIDER ZONING MODIFICATIONS TO PROMOTE ACHIEVEMENT OF THE VISION AND GOALS OF THIS PLAN. Establish a Neighborhood Commercial Design Overlay on South End Main Street to enhance walkability and preserve/enhance character. Con-

sider extending Business C (downtown zoning) along Main to Union or William Street to provide more flexibility in adaptive reuse and development in the transition area.

EXPAND URBAN RENEWAL DISTRICT PLANS AS NEEDED TO REFLECT THE GOALS OF THIS PLAN. The urban renewal districts in the South End and Metro Center reflect a patchwork of initiatives, with expanding boundaries made over the years to reflect individual projects. One of the advantages of urban renewal districts is that developments in the districts must undergo design review by the Springfield Redevelopment Authority. Expanding the urban renewal districts to reflect the entire area covered by the framework diagram in this plan, at a minimum, will ensure that development and redevelopment projects will have to meet the basic urban design guidelines in this plan, as well as making the area eligible for other action by the SRA that could advance implementation of the plan. Expanding boundaries to cover all of Metro Center, as well as the South End, should also be considered.

Partnerships / Stakeholders

Mayor; OPED; Planning Board; City Council; SRA; DevelopSpringfield; neighborhood associations; property and business owners.

Resource Needs

Staff time.

Action Steps

Enact the proposed zoning. Explore, review and enact adjustments to better reflect the plan. Explore options for enhancing East Columbus Avenue gateway frontage. Expand the Urban Renewal Districts.

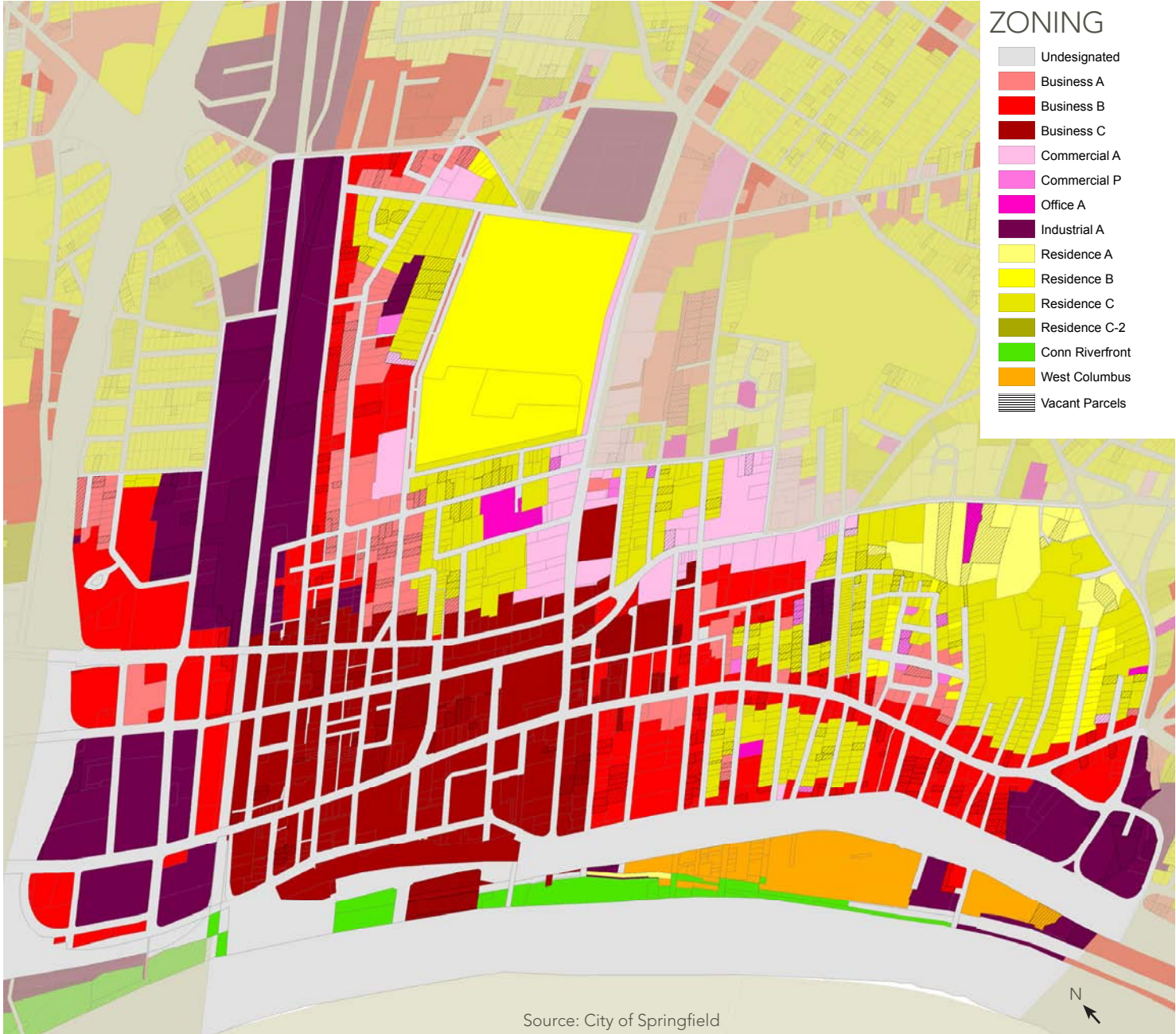
Precedents

Cities such as Haverhill and Brockton have found that overlay districts have helped them in enhancing the urban environment and attracting investment.

Priority

Very High. The regulatory framework must be established quickly to clearly communicate desired urban design standards to private parties rebuilding after the tornado and for future projects.

HISTORIC PRESERVATION AND URBAN CHARACTER STRATEGY



Major Move

F. Public Spaces Strategy

Activate and program public spaces to create destinations, mobilize community partners for stewardship, and connect important public spaces.

Successful public spaces are lively, secure and distinctive places because they offer many things to do and reasons for people to use them in different ways. It is also important to plan for different audiences, so that groups can come together and overlap in enjoyable, sociable ways.

START WITH A PROGRAM OF ACTIVITIES AND USES. To create great places, understand the activities that are going to occur in these spaces. Design and manage the spaces to support these activities. Create destinations and triangulate. Every great destination, district or downtown needs at least ten great places to create a critical mass where visitors and residents alike can become immersed for hours, or even days—the power of ten. Triangulation is the concept of clustering activities together to create a busy, dynamic place for many different types of people at different times of day.

SUSTAIN EXCELLENCE BY PROVIDING VIGOROUS MANAGEMENT. Great places rely on skillful, ongoing management: staging programs and events (festivals, performances and markets) in key spaces; partnership and coordination among the civic and cultural institutions, and the public spaces; and design for effective management strategies.

LIGHTER-QUICKER-CHEAPER. Test ideas and phase implementation over time to conserve resources and see what works through “tactical urbanism.”

MAINTAIN, ACTIVATE AND PROGRAM EXISTING OPEN SPACE FOR MULTIPLE USES RESPONSIVE TO NEIGHBORHOOD AND/OR VISITOR NEEDS. There is currently too much unprogrammed open space, so any additional open space must be strategically located and programmed:

- Identify use and programming first.

- Identify size and scale to support use.
- Design for visibility and security.
- Make it easy to manage and maintain.

Key initiatives for activation and programming

- Activate public spaces with programming to attract people to District One.
- Activate underutilized private spaces with temporary uses, programs and events that enliven the public realm.

Key initiatives for parks

- Create programming and stewardship activities for the newly redesigned and redeveloped Emerson Wight Park.

Activate public spaces with programming to attract people to District One



INITIATIVE

Examples of potential programming for public spaces include:

- Improvement in the image of downtown and the South End with effective wayfinding and branding signage. The significant presence of world renowned arts and cultural institutions is not well-communicated in Metro Center. Branding arts, culture and entertainment districts, and implementing effective signage and wayfinding also would reduce the fears among suburban-dwelling audiences of getting lost in the downtown.
- Events with night lighting for historic and architecturally significant buildings, spaces, and streetscapes to create interest in and appreciation for Springfield’s urban and historic fabric.
- Linking of arts, culture, and entertainment districts with public art, heritage trails, or special landscaping, for example a Quadrangle District pocket

park gateway in Merritt Park (State and Liberty).

- Creation of mini-destinations at transit stops by working with the PVTA to install enhancements at key locations where people congregate for transit.

Partnerships / Stakeholders

BID; museums, library or other established cultural institutions; colleges; merchants’ associations; PVTA.

Resource Needs

Staff time; coordination with property owners, artists, micro-entrepreneurs, students; grants or seed money for organization; marketing resources.

Resource Opportunities

Springfield Museums or Library; corporate sponsors. Consult with “Light Boston” and seek support from Northeast Utilities.

Action Steps

Meet with cultural groups and potential sponsors as well as similar groups elsewhere. Program a series of monthly events for at least six months to start. Invest in marketing the program. Monitor and evaluate the program and make any necessary adjustments.

Precedents

“Light Boston,” a nonprofit that promotes, plans and implements lighting of significant buildings, monuments and public realm with the idea of creating a “Diamond Necklace,” including temporary events. Foundation and private sector grants are the major source of funding. New Jersey Performing Art Center successful signage and wayfinding initiative to encourage suburban audiences to attend performances in downtown Newark.

Priority

High

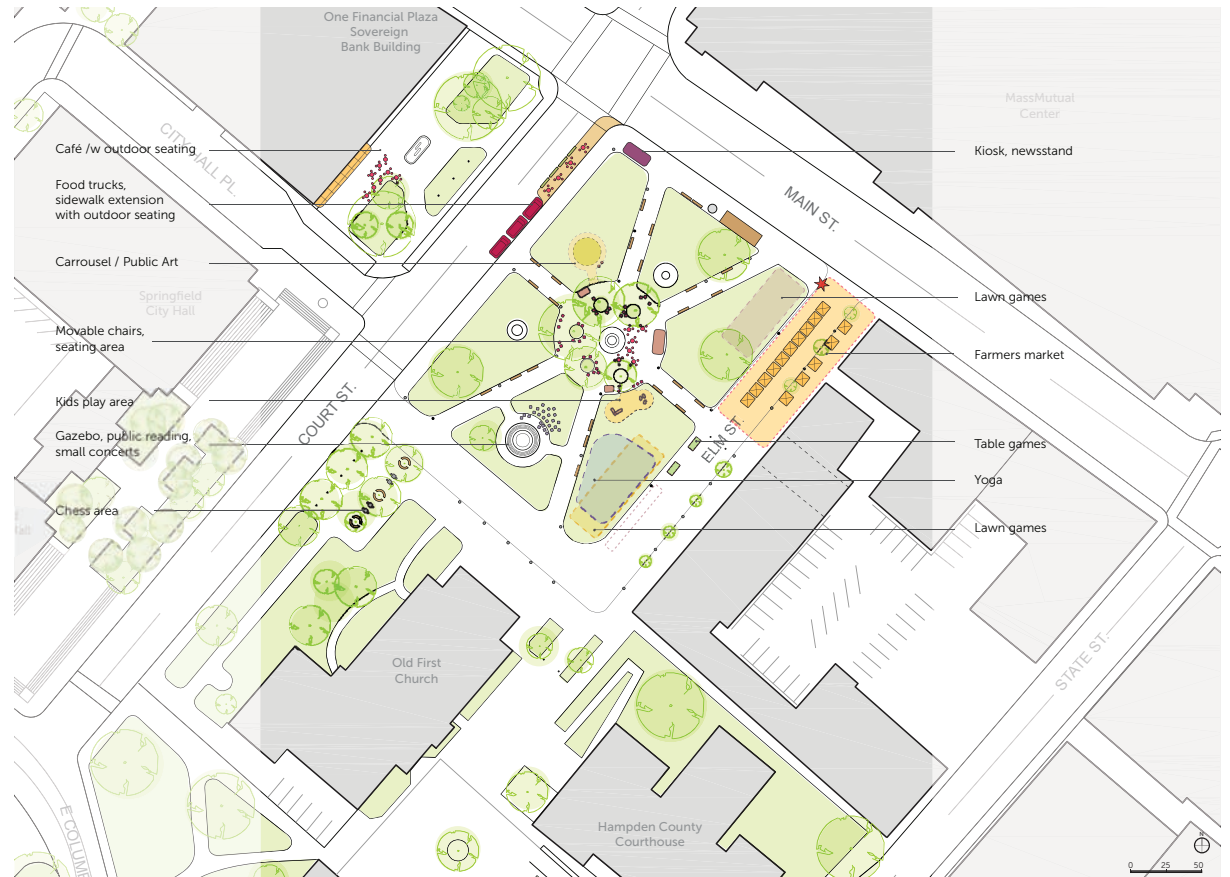
PUBLIC SPACES STRATEGY

Example: Activating Court Square in Four Seasons



Working with a group of cultural and civic leaders from the City of Springfield, PPS developed a proposed program and layout of activities, uses, and amenities that would serve to activate Court Square on a daily and a seasonal basis. Court Square was selected as the pilot placemaking site because of its location downtown, its proximity to major historical and cultural institutions, for its historical significance as a central civic square, and its role as the southern gateway to downtown.

Daily/ongoing activities would be regularly scheduled events, permanent amenities, and facilities that would make Court Square a comfortable place that people would want to use, visit, or walk through every day. These could include a Farmers' Market, table and lawn games, an information kiosk and event signage, food trucks and outdoor dining spaces, moveable chairs, a children's play area, and spaces for small concerts, public readings and similar performances. In the winter, activities and events would attract people to the Square in the colder



Proposed daily use program for Court Square.

weather, with a focus on planning events and attractions that would be in place before, during and after the holidays. In summer, Court Square would be an ancillary, alternate and satellite location where smaller scale events that complement larger events taking place throughout the summer all around the city could have a downtown venue. For example, were the Hoop City Jazz Festival to relocate to STCC, a smaller event, smaller jazz ensembles and youth jazz orchestras could perform during the same time period in Court Square. More potential activities and programs, as well as proposed physical layouts on Court Square, can be found in the Appendix.



Court Square could be programmed with different activities that vary season to season and throughout the day.



Four-season activity is important. (Image source: <http://media.masslive.com/republican/photo/9781245-large.jpg>)

PUBLIC SPACES STRATEGY

Activate underutilized private spaces with temporary uses, programs and events that enliven the public realm.



INITIATIVE

Empty storefronts or boarded-up buildings cast a pall on sidewalks, plazas and other public spaces, detract from the pedestrian environment, and do nothing to attract activity or visitors. Many communities have developed programs to activate these spaces temporarily while permanent uses are being sought.

Examples include vacant storefront art and culture exhibitions and performances and temporary uses at very low rents in vacant buildings for micro-entrepreneurs.

Partnerships / Stakeholders

BID; Creative Springfield (artist group); museums, library or other established cultural institutions; Springfield Cultural Council; colleges; business associations.

Resource Needs

Coordination with property owners, artists, micro-entrepreneurs, students; grants or seed money for organization.

Resource Opportunities

Springfield Cultural Council grants; Springfield Museums or Library; corporate sponsors.

Action Steps

Consult with the founders of the Pittsfield Storefront Artist Project; identify an artist organization to take the lead to work with the BID. Decide on locations. Schedule to coincide with other activities such as festivals in District One. Invest in marketing.

Precedents

Pittsfield Storefront Artist Project; Somerville Cultural Council.

Priority

Medium



Over ten years, the Storefront Artist Project in Pittsfield helped spark the cultural revitalization of the city's downtown. (Image source: <http://www.storefrontartists.org>)

PUBLIC SPACES STRATEGY

Create programming and stewardship activities for the newly redesigned and redeveloped Emerson Wight Park and for Riverfront Park.



INITIATIVE

In order to fulfill its potential as a neighborhood resource, neighborhood residents and institutions need to feel responsible for the success of Emerson Wight Park. The park design includes passive and active recreation opportunities for people of all ages. Establishing a sense

of security from the beginning will be very important, especially strategies for night security. Programming through the Parks and Recreation Department by community institutions, such as the Middle School, Square One and the Community Center, and by civic groups should be encouraged. Stewardship activities, such as park clean up days, should be organized to include

all segments of the community. Ideally, a Springfield business should be recruited to “adopt” the park.

Partnerships / Stakeholders

Parks and Recreation Department; neighborhood organizations; SECC; Square One; Middle School; rental management; CNI Advisory Group.

Resource Needs

Support for programming, maintenance and security.

Resource Opportunities

Create an “adopt a park” program that recruits businesses as well as neighborhood groups. Program classes, walking clubs, and so on to involve residents. Corporate and foundation donations.

Precedents

YMCA youth group adoption of a park on Lower Liberty Heights.

Priority

High. The performance of the park in the first year after it reopens will set expectations and standards. If it is seen as consistently safe, clean, and open to all ages and segments of the community, the park will become a strong community asset.



The Emerson Wight Park Improvement plan is currently under construction.

PUBLIC SPACES STRATEGY

Make the river and Riverfront Park more visible and attractive to residents and visitors.



INITIATIVE

The highway and rail barriers to the river obscure one of Springfield's greatest potential assets. In order to attract more people to the park, the City and Parks Department with other partners should:

- Manage trees to provide selected views to the river
- Support expansion of the bike trail
- Bring people to the water by making access streets and underpasses pedestrian-friendly
- Program events, activities, and exhibitions on the water

Partnerships / Stakeholders

Parks and Recreation Department; Springfield Riverfront Development Corp.; Friends of the Connecticut River Walk; South End Citizens Council; PVPC.

Resource Needs and Opportunities

Funding for view maintenance. Organizations to help program events.

Priority

Medium



(Image source: <http://www.ctriver.org>)

IX. The Framework for Specific Sites

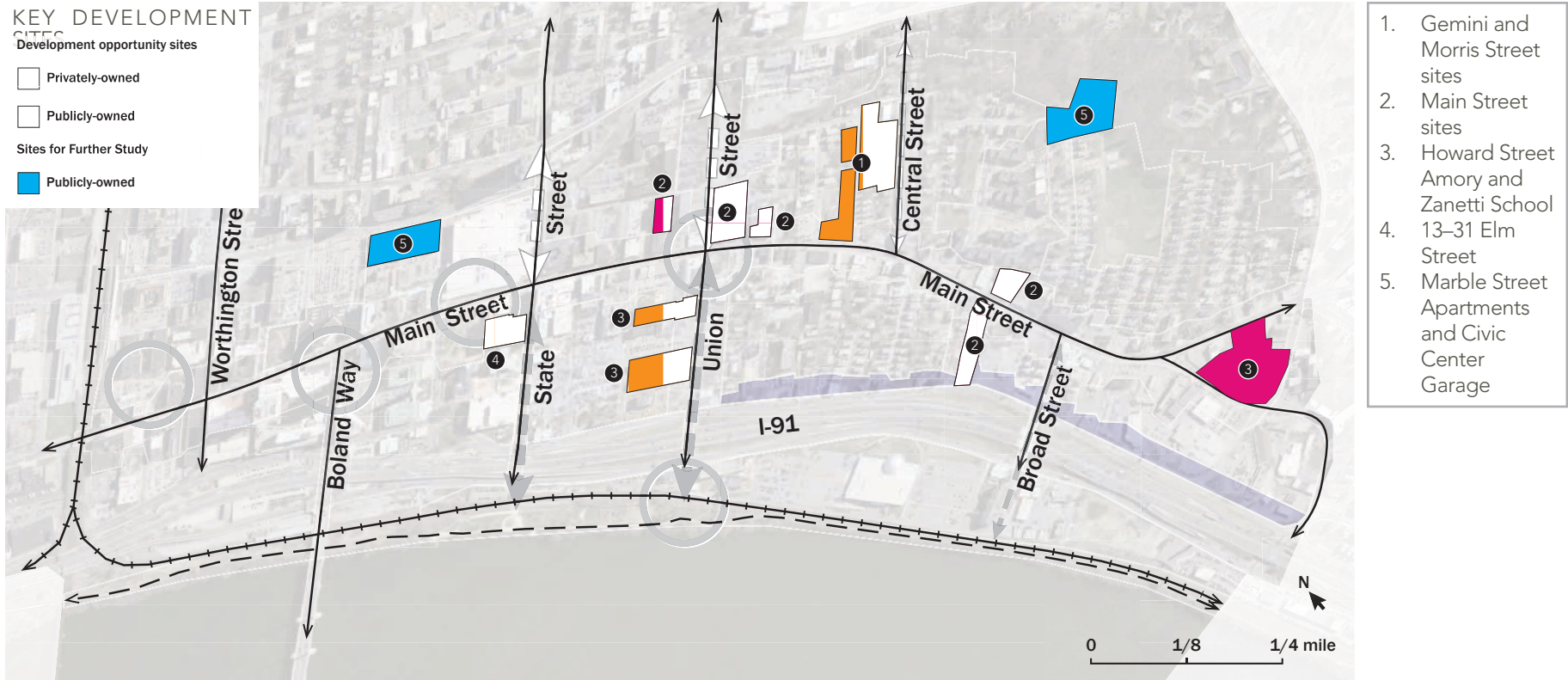
Certain sites in the South End and Metro Center are of special importance for the city's rebuilding and revitalization plan because they have historic character, prominent locations, or are publicly-owned:

- The Gemini Site on Central Street
- Main Street sites in the South End, especially those at or near the intersection

of Main Street and Union Street

- The Armory and the old Zanetti School, both on Howard Street
- 13-31 Elm Street on Court Square
- The Maple Street Apartments public housing development in the South End
- The Civic Center garage

As noted in the economic development section, incentives for rehabilitation or redevelopment of the City-owned sites, such as site preparation, proper zoning, tax increment financing, government offices as tenants, or other benefits, can help attract developers, as can an updated market analysis for Metro Center and the South End.



FRAMEWORK FOR SPECIFIC SITES

Gemini



This two-acre city-owned site, prominently located on Central Street, has been remediated for soil contamination and greened but remaining foundation and demolition rubble needs further site preparation. It is suitable for variety of uses—institutional, housing, office, and open space. The preferred redevelopment would be compatible with preserving some of the site as green open space to serve the neighborhood with passive or active recreation or community gardens. The South End Revitalization Coalition expects to provide the community perspective on the reuse of this site and the site’s role will also

be discussed as part of the Transformation Plan to be created through the Choice Neighborhoods Initiative planning process.

The South End Community Center has expressed interest in the possibility of rebuilding on this site. Additional adjacent vacant space across Morris Street could also become part of the SECC program for parking or other uses not suitable for the Central Street frontage. This site is within easy walking distance to Emerson Wight Park, particularly if the proposed extension of Richelieu Street to Maple Street comes to pass as part of the Choice Neighborhoods Initiative. Moreover, the location on Central Street provides excellent access from both the South End and Six Corners neighborhoods. Following the model at the Howard Street Armory, the preference of the SECC is for the City to retain ownership of the land and a building to be constructed, with the SECC leasing the property for its activities.

Incorporate the Gemini site in the rebuilding process, potentially by assisting the SECC in rebuilding and fundraising for a new facility.

Guidelines for a new use on the Gemini site should include:

- Building(s) and green space should occupy the frontage on Central Street. Parking should preferably be to the rear or on Morris Street with safe and well-lit connections to the parking area.
- The building and site should be designed to enhance the pedestrian experience along Central Street.

Partnerships/Stakeholders

DevelopSpringfield; SRA; City of Springfield; South End Revitalization Coalition; SECC; CNI Advisory Group.

Resource Needs and Opportunities

Land for building, parking, and green space activities; construction funding. See financing discussions in this District Plan and in the Citywide Plan.

Action steps

Work with stakeholders to assign a rebuilding use to the Gemini site and associated Morris Street lots. Give high consideration to use by the SECC.

Priority
High



INITIATIVE

Main Street Sites



As the urban spine of the South End, Main Street must be a primary focus of rebuilding and revitalization activities. The loss of historic buildings to the tornado at the critical Main and Union Street intersection area, including 979 Main Street, was a significant blow for the South End, where they provided a strong welcoming presence. However, a number of retailers have repaired their buildings and returned to Main Street, and new investments by Caring Health and replacement of Square One along Main Street will also add vitality and

customers during the day. Guidelines for redevelopment of Main Street sites include the following:

MAIN AND UNION INTERSECTION

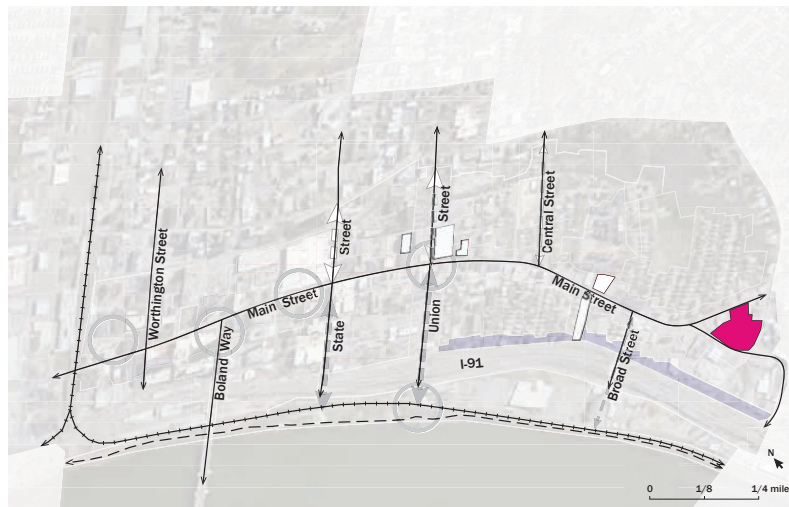
As a South End gateway and important center of activity, the intersection needs to have buildings with presence that enhance the public realm. Building facades on all street frontages should be at least two stories tall and built to the sidewalk, unless a setback to provide for outdoor seating is part of the design. Corner locations

should be occupied by the building rather than setbacks, plazas, or parking. Any on-site parking should be to the rear and opportunities for shared parking should be explored.

ALL MAIN STREET SITES

All Main Street buildings should be designed to enhance the pedestrian experience along the street. Buildings should preferably have active ground floor uses with windows making the interior visible. If it is absolutely necessary to limit

transparency on the ground floor, there should be no blank walls and architectural features, artwork, lighting, or significant plantings should be part of the design along the street in order



This building in Greenville (SC) holds the corner, and fits into the area's architectural context.

FRAMEWORK FOR SPECIFIC SITES

to provide interest to pedestrians. Visible parking and curb cuts should be minimized and shared parking options should be explored.

INITIATIVE

Assist Main Street property owners in rebuilding and rehabilitation to enhance the urban and pedestrian-friendly character of Main Street.

Partnerships/Stakeholders

DevelopSpringfield; SRA; OPED; property and business owners.

Resource Needs

Design and construction funding.

Resource Opportunities

See financing discussions in this District Plan and in the Citywide Plan.

Action step

Work with property and business owners to accelerate rebuilding at key locations, such as Main and Union; provide incentives if needed for timely rebuilding; promote adherence to pedestrian-friendly design guidelines.

Priority

High



The eastern side of the Main and Union intersection was devastated by the tornado.

FRAMEWORK FOR SPECIFIC SITES

The Armory and the Zanetti School



The Howard Street Armory and the old Zanetti School are both owned by the city. Both are important historic buildings in the South End, particularly given the scale of demolition that has already taken place in the blocks west of Main Street between State and Union Streets. Both were substantially damaged in the tornado. Acquisition by the city of the parking lot located between the two buildings could be beneficial in marketing these sites. As noted earlier, Springfield Housing Authority administrative staff could be located in office space in one of those buildings.



Because historic urban character is one of Springfield's competitive advantages, every effort should be made to find adaptive reuse options for these buildings. They are located in the transition area between downtown-scale buildings and the neighborhood-scale character of the South End and would be suitable for offices or housing.

INITIATIVE

Issue a Request for Proposals consistent with the City's goals for these buildings that offers one or both properties, as well as the parking lot in between, if possible. A market analysis and physical analysis of these buildings would help guide the approach to writing the RFP. The RFP should include a preference for adaptive reuse and design principles appropriate to these sites, as well as any incentives,

financial or procedural, that the City can make available.

Partnerships/Stakeholders

DevelopSpringfield; SRA; OPED; South End Revitalization Coalition; CNI Advisory Group.

Resource Needs and Opportunities

Funding for market and physical analyses; rehabilitation and redevelopment funding; incentive financing; state funding may be available for pre-development activities and gap financing.

Action steps

Identify pre-development actions or commitments that the City can make; pursue financing for pre-development activities. Develop clear reuse and design goals. Write and issue the RFP.

Priority

High

FRAMEWORK FOR SPECIFIC SITES



Historic buildings with prominent architectural features can attract owners or tenants who want to be distinctive.



The Armory building



The Zanetti School

FRAMEWORK FOR SPECIFIC SITES

13–31 Elm Street at Court Square



The historic, SRA-owned building at 13-31 Elm Street is recognized by all as critical to enhancing Metro Center and the Court Square area as a downtown gateway and symbol of Springfield's city identity. Mixed-use rehabilitation of this building, with restaurants or cafes among the active uses on the ground floor, has the potential to revive Court Square as a vibrant urban park and public place. Visible from the windows of the MassMutual Center, it could bring convention-goers out into the street for activities and to patronize businesses. A developer has been designated for this

building who is planning office uses for the upper floors and restaurants for the ground floor. It is one of the local projects to receive funding for engineering and architectural design through the federally-funded Knowledge Corridor regional sustainable development planning project.

INITIATIVE

Continue to work with the designated developer, Knowledge Corridor funders, and business owners to encourage progress on this important project.

Partnerships/Stakeholders

SRA; DevelopSpringfield; OPED; developer; Knowledge Corridor Plan.

Resource Needs and Opportunities

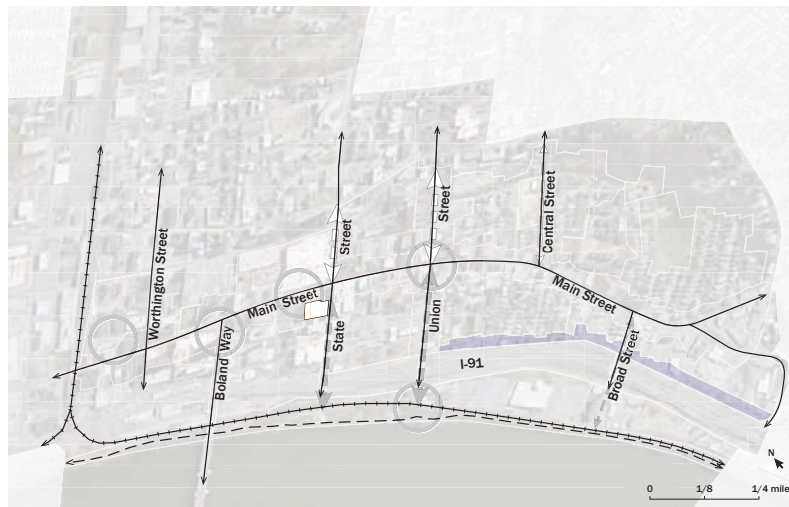
Rehabilitation funding; see financing discussions in this District Plan and in the Citywide Plan.

Action steps

Support timely progress for redevelopment.

Priority

High



13–31 Elm Street is a critical property for downtown revitalization.

FRAMEWORK FOR SPECIFIC SITES

Sites for Further Study



There are a number of sites in Metro Center and the South End that merit further study for revitalization. Two of the most important are the Marble Street Apartments, an approximately two-acre site in the South End, and the city-owned Civic Center Garage behind the MassMutual Center.

INITIATIVE

SUPPORT STUDY OF REDEVELOPMENT OPTIONS FOR THE MARBLE STREET APARTMENTS.

One of the focus areas for the Choice Neighborhood Initiative planning project is the Marble Street Apartments owned

and operated by the Springfield Housing Authority. The CNI process will study a variety of options, including the replacement of this development with new scattered site or mixed income housing. Should this site become available for redevelopment, it would be suitable for housing compatible in density and character with other housing on Marble Street, or for compatible development connected to park activities. The proposed extension of Richelieu Street from Central Street would also become possible, which would improve connectivity in the interior streets of the South End.

Partnerships/Stakeholders

City of Springfield Housing Department; OPED;

Springfield Housing Authority; South End Revitalization Coalition; CNI Advisory Group; DevelopSpringfield; SRA.

Resource Needs and Opportunities

CNI funding available for plan; pursue a CNI implementation grant for implementation actions.

Action steps

Create the CNI Transformation Plan.

Priority

High



Marble Street Apartments



Mixed-income housing developments that preserve population diversity and contribute to the character of the neighborhood.

FRAMEWORK FOR SPECIFIC SITES



INITIATIVE

PURSU E EFFECTIVE MANAGEMENT OF THE EXISTING OR NEW USE FOR CIVIC CENTER GARAGE.

The Civic Center Garage, with about 1,200 parking spaces, was built in 1971 and has fulfilled its anticipated useful life. A 2008 study estimated that nearly \$4 million in capital repairs are needed. The garage is the most frequented in the city, but the Springfield Parking Authority's efforts to sell the garage in late 2010 were not successful. Improvements to the garage or a successor building should be part of a plan to improve the design character of Dwight Street an connections between Museum Quadrangle, Pynchon Park, an Main Street connections.

Partnerships/Stakeholders

Springfield Parking Authority; DevelopSpringfield; SRA; OPED; developer.

Resource Needs and Opportunities

Rehabilitation funding; see financing discussions in this District Plan and in the Citywide Plan.

Action steps

Support timely progress for redevelopment.

Priority

High



Civic Center Garage



The Civic Center Garage could be replaced with a more attractive parking structure with active uses along the ground floor to add street life and visual appeal to this critical corner of Metro Center (image source: Sitephocus).

X. Rebuild Better

The 2011 tornado was a tragic shock for Springfield, but the rebuilding process offers the city's leaders, residents and businesses an opportunity to accelerate downtown and neighborhood revitalization. In District One, where the South End took the brunt of destruction from the tornado, a series of economic development, business improvement, and neighborhood revitalization plans have been in the process of implementation over the last decade. The most recent successful result of efforts to bring new resources for city revitalization is the award of federal funding under the Choice Neighborhoods Initiative for a comprehensive planning approach to People, Housing and Neighborhood in the South End—one of only 13 such grant awards nationwide in 2011.

A fundamental goal of this and previous plans for Springfield is to make the City, once again, the urban and economic heart of the Pioneer Valley. Metro Center, with its historic buildings, cultural and entertainment assets, and employment centers, will recapture its role as the downtown of the region. The South End is an extension of

downtown, and enhancement of its urban character as a walkable neighborhood supports the overall goal of making Springfield a community of choice for urban living. Both of these neighborhoods provide the best opportunities for connecting the city to the Connecticut River waterfront across highway and railroad barriers.

In pursuing implementation of this rebuilding plan, it will be important to build on previous accomplishments and establish the organizational capacity to bring stakeholders together and to pursue innovative and unconventional funding sources. The CNI planning process in the South End offers a tremendous opportunity to reinforce the recommendations of this plan and to build broader organizational and implementation capacity on the neighborhood level so that the full range of neighborhood stakeholders can work together for positive change. Early action items that will set the stage for future success include:

- Organizing working groups to implement different aspects of the plan.

- Hiring of a permanent executive director for DevelopSpringfield, so it can be a strong partner in Rebuild Springfield.
- Focused efforts to secure funds and financing for rebuilding initiatives.
- Working with the CNI process to broaden community participation in rebuilding and revitalization across the board.
- Re-establishment of community-based anti-crime initiatives.
- Programming of events through the spring and summer to activate Court Square and draw people downtown.





Appendix

1. Metro Center and South End - Previous Plans Implementation Progress

Many of the recommendations identified in previous plans have been completed, are ongoing efforts or partially complete, or are currently underway. Other recommendations have been addressed through an alternative strategy, are no longer favored, or have yet to begin. A summary of implementation progress is provided below.

South End	Complete	Ongoing	Underway
Issue South End Urban Renewal Plan Amendment #8, for acquisition and demolition of 9 properties on Marble Street; relocation of residents	•		
Expand the Basketball Hall of Fame into a sports oriented destination center	•		
Clear and remediate the Gemini Site.	•		
Improve the Union Street and Broad Street connections under I-91 and across East and West Columbus Avenue; provide underpass improvements such as lighting and art installations—signage and pedestrian improvements have been made, some art installed.		•	
Enhance Main Street to retain and attract retail; provide streetscape and public realm improvements—Main Street streetscape improvement project complete		•	
Marble Street Apartments public housing—long-term effort to secure funding underway		•	
Improve housing in the Hollywood area; Rehab Concord Heights and Outing Park Apartments I and II			•
Expand and improve Emerson Wight Park			•
Improve Dwight Street Extension			•
Embark on a community master planning effort to assess the physical environment and recommend changes that will promote safety, connectivity, and business, and residential diversity			•

Metro Center	Complete	Ongoing	Underway
Renovate and expand the Civic Center to establish MassMutual Center	•		
Improve streetscapes along Main Street; strengthen Main Street's character as a prime commercial and pedestrian corridor	•		
Advance adaptive reuse of the Main Street Federal Building	•		
Improve pedestrian connections and streetscapes along State Street	•		
Create a continuous recreational area along the Riverfront from the Basketball Hall of Fame to the Memorial Bridge	•		
Demolish the York Street Jail	•		
UMass Design Center now located on Court Square and Cambridge College has located in Tower Square	•		
Provide underpass improvements such as lighting and art installations—signage and pedestrian improvements have been made, some art installed		•	
Activate the Riverfront with performances and events		•	
Pursue downtown locations for future expansion of STCC, UMass, or other colleges		•	
Develop a telecommunications strategic marketing effort to recruit and nurture telecom-based entrepreneurs, and attract companies to Springfield -State Data Center located in Metro Center		•	
Upgrade industrial areas		•	
Support regional efforts around the Knowledge Corridor and High-Speed Rail		•	
Redevelop Union Station as multi-modal center			•
Establish community boating at the Riverfront			•
Redevelop 13-31 Elm Street			•
Initiate design review as part of the construction permitting process - new site review process established			•
Advance redevelopment of the School Department Building	•		
Create small neighborhood parks in the Metro Center including small neighborhood parks anticipated in Morgan Square			•
Acquire and redevelop 1592 Main Street, the former Asylum night club			•
Advance State Street redevelopment projects - market analysis for grocery store adjacent to Metro Center; Holiday Inn Express completed		•	

In addition, the Hartford-Springfield area, under the leadership of Hartford's Capitol Region Council of Governments, has secured a Sustainable Communities Regional Planning Grant from HUD, which is known as the Knowledge Corridor. Included as one of the place-based activities in this plan is funding for engineering design and architectural drawings intended to lead to renovation and rehabilitation of 13-31 Elm Street into a mixed-use building.

2. List of District One Interviewees

1. Joan Kagan, Square One
2. Ann Awad, Caring Health
3. Joe Gallo, South End Community Center
4. Patrice Swann, South End Community Center
5. Rita Coppola, Springfield Capital Asset Management
6. Paul Picknally, Monarch Enterprises
7. Evan Plotkin, NAI Plotkin
8. Don Courtemanche, BID
9. Tim Allen, South End Middle School
10. Gordon Pulsifer, 1st Resources
11. William Abrashkin, Springfield Housing Authority
12. Sean Cahillane, Springfield Housing Authority
13. Leo Florian, South End Citizens Council
14. Angie Florian, South End Citizens Council
15. John Delaney, Springfield Police
16. Mike Parsons, Northern Heights
17. Carol Costa, Classical Condos
18. Carmine Capua, Mt. Carmel Society
19. Mary Kay Wydra, Convention & Visitors Bureau
20. Paul Stegler, Appleton Corporation
21. Robert Louder, Armory-Quadrangle Civic Association
22. Pat Leary, Chamber of Commerce
23. Demetrios Panteleakis, Opal Real Estate
24. Magdalena Gomez, Teatro V!da
25. Jo Anne Shatkin, CLF Ventures
26. Allen Blair, Economic Development Council, Western Mass
27. Rich Allen, Springfield Board of Assessors
28. David Cruise, Regional Employment Board
29. Fred Christensen, Tower Square
30. John Waite, Franklin County CDC
31. Mike Crowley, Springfield Riverfront Development Corporation
32. Tony Calabrese, AC Produce
33. Sheila McElwaine, Friends of the Connecticut River Walk
34. Frank Slegers, UMass Design Center
35. Phil Burdick, Landscape Architect
36. Elizabeth Thompson, UMass
37. Linda Williams, Mental Health Association
38. Peter and Madeline Zorzi
39. John Doleva, Naismith Basketball Hall of Fame

3. South End Household Income Analysis

Findings

An analysis of household incomes within the South End study area found that over 80 percent of all households earn less than 80 percent AMI (area median income for the Springfield metro region) as determined by HUD. More specifically, 55 percent of households earn below 30 percent AMI, which HUD categorizes as “Extremely Low”; 18 percent earn between 30 and 50 percent of AMI (“Very Low”) and 8 percent between 50 and 80 percent (“Low”).

South End Neighborhood Incomes	Total Households by Income	
	Census (ACS Estimate)	Percent
Total Households	1,949	100%
Extremely Low (30% AMI - below \$20K)*	1,071	55.0%
Very Low (50% AMI - \$20-\$35K)**	355	18.2%
Low (80% AMI or \$35-\$50K)***	155	8.0%
Total Households Below 80% AMI	1581	81.1%
Market Rate (Above 80% AMI - above \$50K)	368	18.9%

Source: ACS 2005-2009 Estimates

Average household size in the area is 2.27, therefore, analysis is based on HUD 2 Person household income limits.

*Due to data breakdowns provided by the ACS, for purposes of analysis, “Extremely Low” includes all HHs earning under \$20,000 (HUD criteria is under \$19,750)

**Due to data breakdowns provided by the ACS, for purposes of analysis, “Very Low” includes all HHs earning under \$35,000 (HUD criteria is under \$32,850)

***Due to data breakdowns provided by the ACS, for purposes of analysis, “Low” includes all HHs earning under \$50,000 (HUD criteria is under \$51,400)

Even when the 513 existing below market rate units within the South End study area are removed from the data, nearly 75 percent of households still earn below 80% AMI. More specifically, 42 percent of households would be categorized as “Extremely Low”, 22 percent “Very Low”; and 11 percent “Low”.

South End Neighborhood Incomes	Total Households by Income (not including assisted/below-market housing)	
	Census (ACS Estimate)	Percent
Total Households	1,436	100%
Extremely Low (30% AMI - below \$20K)*	600	41.8%
Very Low (50% AMI - \$20-\$35K)**	313	21.8%
Low (80% AMI or \$35-\$50K)***	155	10.8%
Total Households Below 80% AMI	1,068	74.4%
Market Rate (Above 80% AMI - above \$50K)	368	25.6%

Source: ACS 2005-2009 Estimates

Average household size in the area is 2.27, therefore, analysis is based on HUD 2 Person household income limits.

*Due to data breakdowns provided by the ACS, for purposes of analysis, “Extremely Low” includes all HHs earning under \$20,000 (HUD criteria is under \$19,750)

**Due to data breakdowns provided by the ACS, for purposes of analysis, “Very Low” includes all HHs earning under \$35,000 (HUD criteria is under \$32,850)

***Due to data breakdowns provided by the ACS, for purposes of analysis, “Low” includes all HHs earning under \$50,000 (HUD criteria is under \$51,400)

Assumptions

The above analysis is based on FY 2011 HUD Income Limits for the Springfield, MA MSA. Income limits used in the analysis reflect HUD’s 2-person household figures, which correspond most closely to the area’s average household size of 2.27. (Income breakdowns by more detailed household sizes are not available.)

FY 2011 Income Limit Category	2-Person Household
Extremely Low (30% AMI) Income Limits	\$19,750
Very Low (50% AMI) Income Limits	\$32,850
Low (80% AMI) Income Limits	\$51,400
Median Income	\$69,300

American Community Survey 2005-2009 household income data was compiled for the five South End study area block groups (8020.001, 8020.002, 8020.003, 8011.021 and 8011.022) to arrive at the income level percentages. Because data breakdowns provided by the ACS are provided in predetermined increments, for purposes of analysis, “Extremely Low” includes all HHs earning under \$20,000 (HUD criteria is under \$19,750); “Very Low” includes all HHs earning under \$35,000 (HUD criteria is under \$32,850); and “Low” includes all HHs earning between \$35,001 and \$50,000. (HUD criteria is under \$51,400)

4. Activation Program for Court Square—Springfield, MA Submitted by PPS

Working with a group of cultural and civic leaders from the City of Springfield, PPS has developed a program and layout of activities, uses, and amenities that would serve to activate Court Square on a daily as well as seasonal basis. Court Square was selected as the pilot Placemaking site because of its location downtown, its proximity to major historical and cultural institutions, for its historical significance, and the fact that this space is the closest thing Springfield has to a vital Central Civic Square.

WINTER PROGRAM

As a winter city, we began focusing on activities and events that would attract people to the Square in the colder weather, with a focus of planning events and attractions that would be in place before, during and after the holidays.

ELM STREET SIDE

- Holiday Market/ Crafts and Gifts
- Tables and Chairs around a fire pit
- Temporary Ice Skating rink and skate rental
- Vendors selling hot chocolate and beverages

MAIN STREET SIDE

- Installation of two PVTA historic trolleys; one would serve as the Event office
- Information kiosk/newsstand
- Event signage

COURT STREET SIDE

- Temporary/portable Stage set up on the steps of Symphony Hall
- Holiday tree/Decorations

COURT SQUARE AVENUE

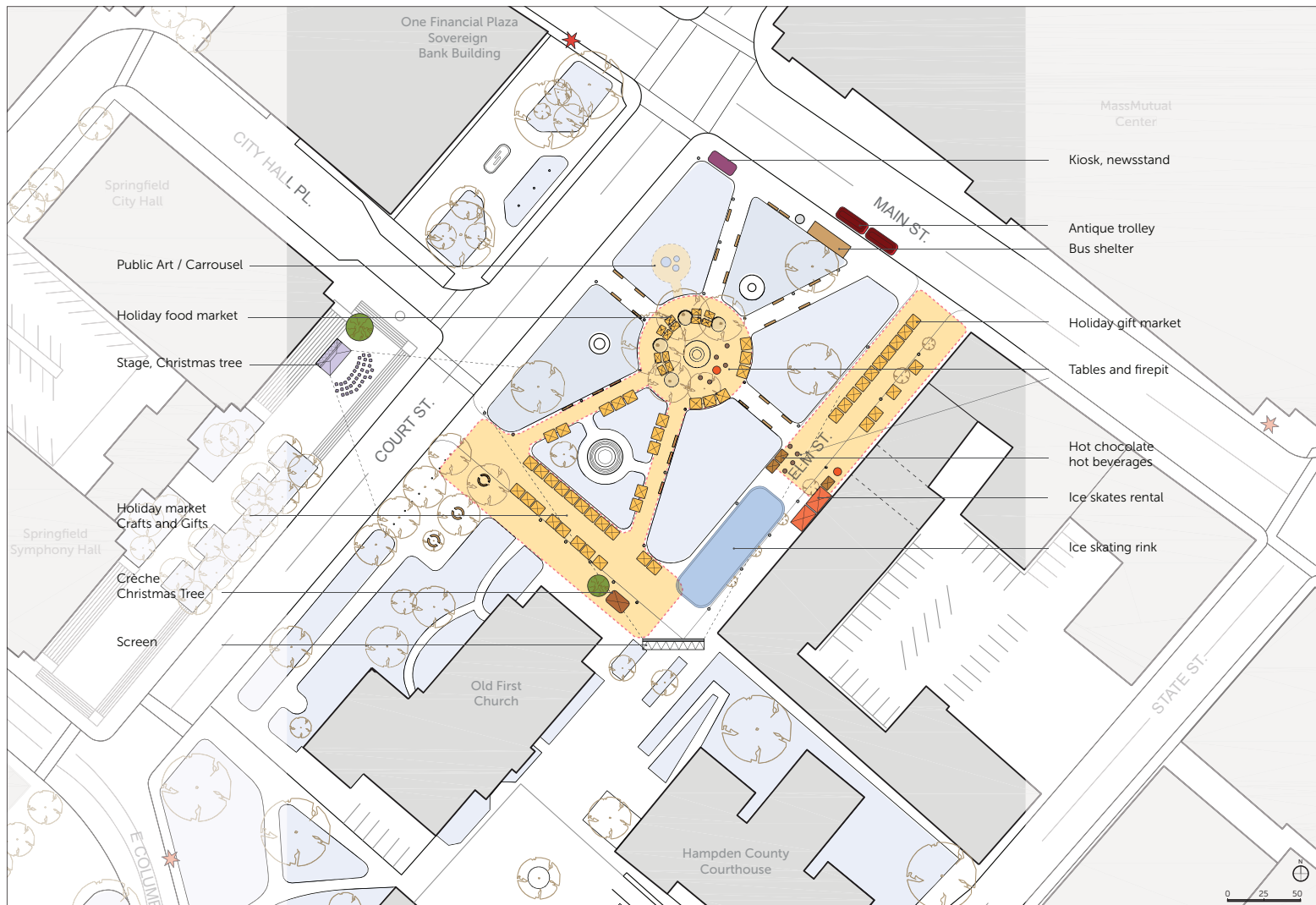
- Holiday Market/ Crafts and Gifts
- Temporary/portable Screen
- Holiday tree/Decorations/Nativity Scene

CENTER AREA

- Holiday Food Market with prepared foods, fresh foods, carry out
- Tables and chairs/moveable seating
- Public art/Carousel

PROGRAMS AND ACTIVITIES

- Caroling
- Traditional African American carols by youth
- Emancipation Proclamation Event
- Tours on the Underground Railroad
- Old First Church organ recital
- Author/Poetry Reading
- Storytelling
- Winter Fashion Show - connect with Women's History Month events
- Community Theater Performances
- Quilting demonstrations
- Winter Market (clothing, crafts, gifts)/Cringle Market
- Art/Craft Table for kids
- Santa Arrival and Carriage Rides
- Antique Trolley rides
- Log carving
- Cross country skiing and Snowshoeing along the Riverfront



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WINTER EVENT DIAGRAM



SUMMER PROGRAM

The idea is to use Court Square as an ancillary, alternate and satellite location where smaller scale events, that complement larger events taking places throughout the summer all around the city, could have a downtown venue. For example, were the Hoop City Jazz Festival to relocate to STCC, a smaller event, smaller jazz ensembles and youth jazz orchestras could perform during the same time period in Court Square.

ELM STREET SIDE

- Food Market/ Crafts and Gifts area

MAIN STREET SIDE

- Information kiosk/newsstand
- Event signage

COURT STREET SIDE

- Temporary/portable Stage set up on the steps of Symphony Hall
- Food trucks at the corner of Main and Court with outdoor seating
- Pop up café in the street (in an extended sidewalk area)
- Outdoor dining on the plaza of the Sovereign Bank Building

COURT SQUARE AVENUE

- Market Area
- Temporary/portable Screen
- Game Tables

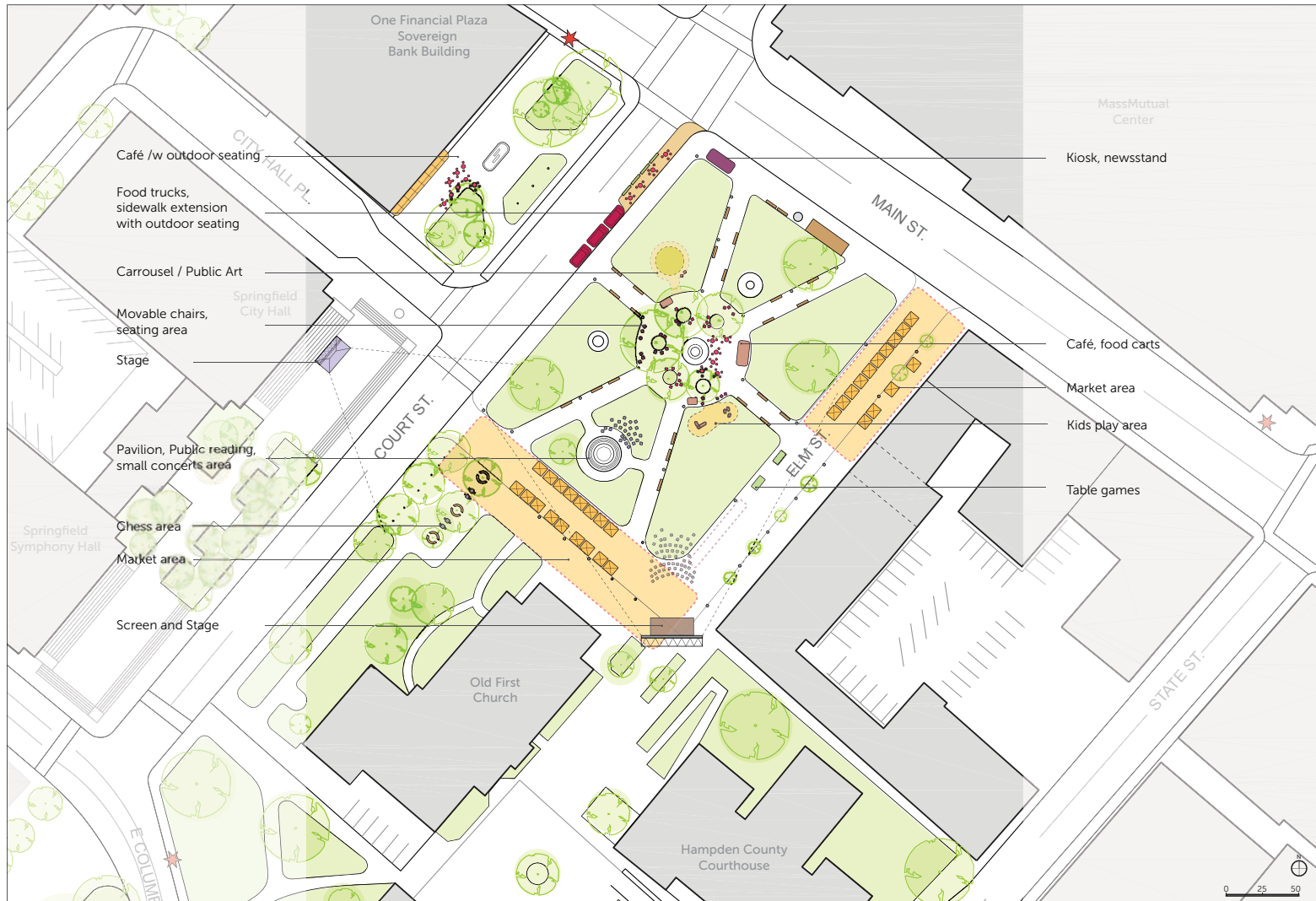
CENTER AREA

- Food carts and food vendors
- Tables and chairs/moveable seating
- Children's play area
- Public art/Carousel

- Pavilion for small concerts, author readings, etc.

PROGRAMS AND ACTIVITIES

- Spring Flower Market—Connect to Quadrangle Event -
- Arbor Day—Tree planting; kick off and end at Court Square
- Thai New Year—Songkran celebration
- Arbor Day—Tree planting; kick off
- Springfield's 375th Chorus -
- Spinoff the Pancake Breakfast—evening event
- Earth Day
- Cinco de Mayo
- Ekphrasis Poetry (poetry inspired by other art)
- Bastille Day
- Hoop City jazz festival
- Ice Cream Festival
- Storm Stories Event - 1 Year Anniversary of the Tornado
- Spinoff Star Spangled Springfield— pre or post-event
- Frederick Douglas speech—should it be on July 4?
- Wild West Days
- "Maker Fair" with kids
- Harvest Festival
- Lead-up to VPC Spring/Summer Open Admission Show
- Closing Memorial Bridge for a Street Fair
- Outdoor movies
- Markets
- Poetry Slam/Continuous readings (Dr. Seuss collected works)



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SUMMER EVENT DIAGRAM



DAILY / ONGOING ACTIVITIES

These are suggestions for regularly scheduled events, permanent amenities, and facilities that would make Court Square a comfortable place that people would want to use, visit, or walk through every day.

ELM STREET SIDE

- Farmers Market
- Yoga and exercise classes
- Table games (using UMASS space as the rental concession)
- Lawn Games

MAIN STREET SIDE

- Information kiosk/newsstand
- Event signage

COURT STREET SIDE

- Food trucks at the corner of Main and Court with outdoor seating
- Pop up café in the street (in an extended sidewalk area)
- Outdoor dining on the plaza of the Sovereign Bank Building

COURT SQUARE AVENUE

- Game Tables

CENTER AREA

- Food carts and food vendors
- Tables and chairs/moveable seating
- Children's play area
- Public art/Carousel

- Pavilion for small concerts, author readings, etc.

PROGRAMS AND ACTIVITIES

- Spring Flower Market—Connect to Quadrangle Event - Weekly/Monthly
- Outdoor games:
 - Checkers/Backgammon - All day
 - Pingpong - All day
 - Boule/bocce - All day
 - Giant Chess - All day
 - Dominoes - All day
 - Horseshoes - All day
 - Foosball - All day
 - Yoga/exercise classes - Noontime
 - Battle of the Board Games - Annually
- Art in Vacant Storefronts - Ongoing
- Pre-events to MassMutual Center, Springfield Symphony, CityStage, etc. early evening
- Concerts - noontime/lunchtime
- Markets - Weekly
- Noontime author readings - Noontime
- Tours of the Underground Railroad - Monthly
- Book Fairs/Book sales/Book giveaways - Weekly
- Vending Cars/Food Trucks and dining—chairs around the statue & fountain - Daily
- Wifi - Year round
- State of the Art Transit amenities - Ongoing
- International Newsstand - Daily
- Wayfinding/directional signage/info kiosk
- Downtown BID
- Health Fairs



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DAILY USE DIAGRAM

