

IMPLEMENTATION BLUEPRINT



An Economic Development Strategy for The Renaissance of a Great American Downtown: Springfield, MA

June 28, 2018

*Prepared in consultation with The City of Springfield, MA & MGM Resorts
by The Chicago Consultants Studio, Inc.*

INTRODUCTION

With the introduction of gaming into downtown Springfield, the potential for collateral economic development to enliven the downtown, strengthen the urban fabric, stimulate mixed-use investment, attract business and leisure tourism, enhance nearby neighborhoods and reinvigorate the broader Western Mass region is a powerful urban development tool for the City, civic leaders, and key stakeholders.

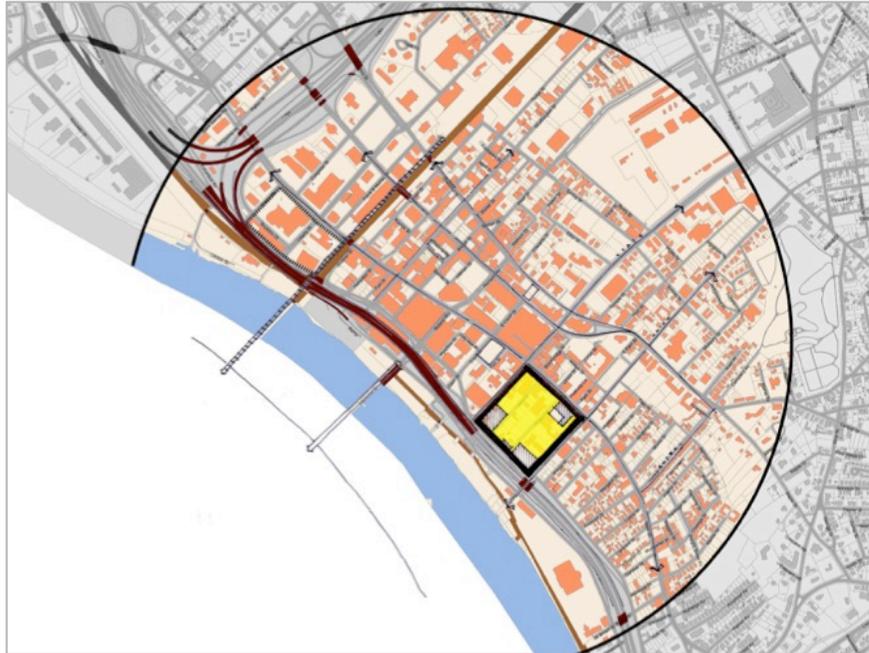
As a major urban investment, an anchor and destination draw, a gateway, a major employer, and a prominent architectural icon, the MGM Springfield casino mixed-use development should be a catalyst for positive additional investment and urban initiatives. It is located at the intersection of several districts and corridors, and proximate to several neighborhoods. From a strategic city planning and economic development perspective, this convergence affords the City the opportunity to leverage the \$950M private sector investment in the casino project to create proactive and positive “city building” initiatives, incentives, controls and regulations to foster deliberate and quality urban enhancements.

Building on the City’s Vision 2018 and “Springfield: Rising to New Heights” initiatives, this process seeks to stimulate further dialogue and interest, facilitate creative strategies, and establish a framework for both general and specific urban initiatives within the districts adjoining the casino to help the City, property owners, civic leaders, and private investors leverage this massive investment toward high quality collateral development. The Implementation Blueprint is intended as a living document to be updated and revised annually over the next five years to capture the collateral benefits for the city and region. As the initial step, the City/MGM have identified the following priority areas for immediate focus:

- 1. Key Strategic Collateral Development Opportunities**
- 2. Solidifying Springfield as the Center of the Region’s Convention, Meeting & Entertainment Business**
- 3. Creating a Market Rate Residential Downtown**
- 4. Attracting New Downtown Employers and Businesses**

The Initiatives Workbook represents the culmination of this targeted effort and provides the City, MGM, abutting property owners, neighborhood organizations, individuals, community leaders and the region with the essential “implementation blueprint” contemplated in the Host Community Agreement (HCA).

INITIATIVES OVERVIEW



Maximizing Collateral Impact

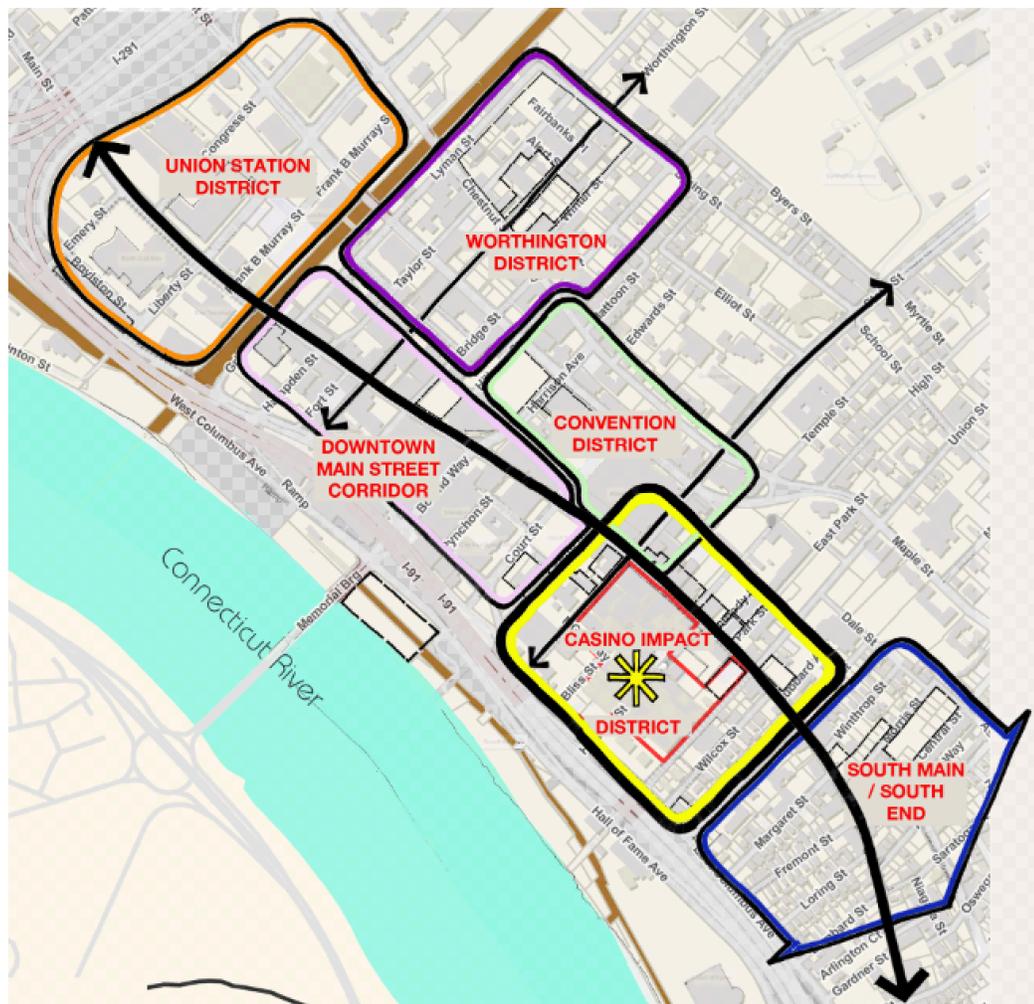
1. KEY STRATEGIC COLLATERAL DEVELOPMENT OPPORTUNITIES
 -
 2. SOLIDIFYING SPRINGFIELD AS THE CENTER OF THE REGION'S CONVENTION, MEETING, & ENTERTAINMENT BUSINESS
 -
 3. CREATING A MARKET RATE RESIDENTIAL DOWNTOWN
 -
 4. ATTRACTING NEW DOWNTOWN EMPLOYERS / BUSINESSES
 -
- SUPPORTING AGENCIES, INITIATIVES AND INCENTIVES

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KEY STRATEGIC COLLATERAL DEVELOPMENT OPPORTUNITIES

With great potential to leverage MGM Springfield's \$950M investment, downtown Springfield's redevelopment sites provide prime opportunities for important and significant collateral investment. Together with MGM Springfield, strategic redevelopment of these key sites will further enable the renaissance of downtown into an active and vibrant urban environment that will attract new visitors, families, businesses and employees for years to come.

Key strategic planning, expanded incentives and grants, regulatory controls/enhancements and other related assistance should be explored to encourage and facilitate critical redevelopment of priority sites in proximity to the MGM Springfield anchor on Springfield's Main Street.



Downtown Development Areas

OPPORTUNITY

Attractive, lively, and inviting storefronts with complementary goods and services are an essential ingredient to successful downtown streets and environments. With MGM Springfield soon as a dynamic destination anchor along Main Street attracting much expanded tourism and business markets, adjacent downtown sites and properties will play an essential role for necessary collateral development while enhancing the downtown vitality. Key sites within the core downtown area and adjoining districts are prime development opportunities for new complementary restaurants, retail, lodging, businesses, and residential to meet and expand new demand and further activate the urban experience.

This strategic plan will help the City, MGM and stakeholders to identify, assess, and conceptualize the priority opportunity while setting a clear implementation path to encourage and facilitate critical development. Additionally, exploration of various existing and new funding sources and the creation of redevelopment oversight structure/organization together will provide the necessary mechanism to further ensure implementation.

OBJECTIVES

To comprehensively assess the real estate opportunities in and adjacent to downtown so that Springfield can prepare proactive strategies to address potential vacant properties and promote new collateral development to maintain and enhance downtown vitality and environment

- Create an inventory and prioritization of sites/buildings/opportunities to guide critical redevelopment and collateral improvements
- Identify a range of development uses, concepts, and ideas to capture and satisfy the expanding Springfield market demand through new, complementary goods, services and products
- Explore a range of business and developer-friendly “tools” to facilitate development including potential new grants and incentives, City zoning assistance and development overlays, stakeholder assistance, potential partners, tax abatement, utilities, and related support
- Create a near term strategy for targeted outreach, engagement, and solicitation of property owners, developers, potential tenants, and/or other interim solutions to address immediate opportunities and concerns
- Identify broader downtown potentials for complementary, synergistic redevelopment of adjacent development zones to further extend and “radiate” the impact of MGM investment and address across other ongoing planning efforts by the City
- Form and/or re-establish governing organization and/or civic entities to provide oversight, accountability and execution to promote and facilitate development, assistance, incentives/grants deployment, and implementation mechanisms/agencies

STRATEGIC INITIATIVES

A. Immediate Priority Casino Impact District / Main Street Corridor

Along Springfield's primary "front door" address and immediately adjacent to the MGM anchor development, these core Main Street Corridor properties create the essential context and complementary / supporting uses to further attract, retain and engage patrons in the unique urban experience. With many of these properties still vacant or in transition, it is essential that the City, MGM, and related civic agencies collaborate to help initiate an engagement and assistance effort with key property owners, interested developers, and/or tenants to reposition and marketing the unique and timely development potential of each site. Key to this will be articulating a variety of grants, incentives, regulatory/zoning assistance, or other development support that the City, the Commonwealth, related agencies and/or interested area stakeholders can bring to these properties. The immediate effort will advance a series of targeted development strategies for priority parcels to be used to market and solicit business, developer and tenant interest, and further investment.

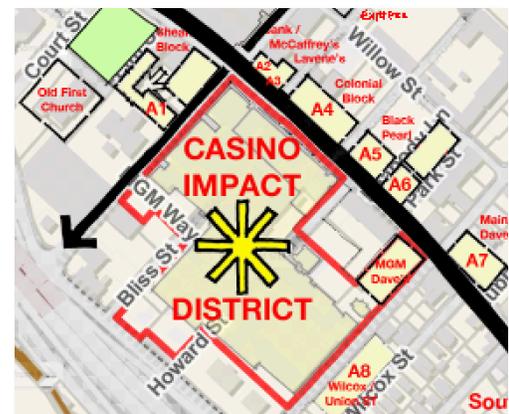
- Key Properties
 - MGM "Dave's Furniture Site"
 - A1 "Shean Block/31 Elm Street"
 - A2 "Bank/McCaffery's"
 - A3 "Lavene's"
 - A4 "Colonial" Block
 - A5 "Black Pearl"
 - A6 Proposed Hotel
 - A7 Union/Main Davenport
 - A8 Union/Wilcox
- Redevelopment Potentials and Needs
 - Situated immediately adjacent to the new MGM downtown anchor, these sites are ideal locations for additional off-site dining, retail, entertainment, or lodging to provide alternative options, and meet demand not fully accommodated by the MGM Springfield
 - Complementary program uses, tenants and/or desired redevelopment entities should be identified and strategically approached as part of a collaborative effort to help ensure adjacent sites add to and enhance the downtown environment and offerings
 - In collaboration with City and MGM, suggest initial outreach/engagement of stakeholders through City/Commonwealth agency(s)



Main Street Corridor Priorities



Retail/Restaurant Opportunities



Key Proximate Sites

already tasked with downtown redevelopment (such as EDC, DevelopSpringfield, MassDevelopment, Business Improvement District (BID))

Key Steps

As an immediate priority, commence with *Strategic Initiative A Casino Impact District* to ensure that interim physical improvements, attraction and leasing of new quality tenants, and/or redevelopment of key sites has begun in conjunction with the opening and creates a complementary retail, commercial environment commensurate with the adjacent MGM \$950M investment.

- **Assess and Enhance Incentives and Development Assistance**
A combination of incentives and related City assistance should be explored to attract developers, investors and/or tenants, facilitate the development process, and ensure viability through offsetting/augmented redevelopment costs if needed. In addition to a number of existing programs (storefront improvement grants, Lease it Local rent subsidy program, Downtown Dining District Fund), these incentives may also include: acquisition assistance, renovation grants/subsidies, historic tax credits, tax abatement, fee waivers, infrastructure/utility enhancements, zoning/regulatory assistance, or shared services (e.g. parking). Funding for additional incentives/grants should be pursued through civic leadership, key institutions, and stakeholders donations (much like the marketing/image campaign) and in conjunction with funding potentials through Federal or Commonwealth agencies and programs.
- **Pursue Regulatory Development Overlay Area**
A development overlay area should be pursued to further guide and encourage near term redevelopment in the key areas around the casino and be linked to the use of incentives in these areas. This should include: urban design criteria and guidelines to ensure contextually responsive urban development and architectural consistency in primary zones (e.g. Main Street); desired program uses to promote complementary, missing or needed enhancements to the downtown offerings, as well as prohibitions to avoid undesirable development (surface parking lots, noxious uses, etc.); geographically associated incentive zones, with potential higher value on immediate and proximate development; special signage allocations and/or enhancements to further embellish the district; parking requirement variances through potential shared usage elsewhere, and other related regulatory assistance. The development overlay should be considered temporal and sunset within five years after opening to encourage near term development. A full complement of available incentives should be made available through this overlay area.
- **Craft Near Term Outreach Strategy**
Outreach to key adjacent land/building owners and existing development entities should begin immediately to understand current plans and strategies for redevelopment, if any, as well as impediments to development. This outreach should be tailored specific to each site/owner and conducted by the most appropriate agency(s) involved in downtown development (such as the SRA, BID, DevelopSpringfield, MassDevelopment) in conjunction with the City and MGM. Upon this initial

outreach and baseline understanding, a more definitive strategy from the City, other agencies/entities, MGM or other interested stakeholders can then be tailored to meet the objectives, needs and directions of the implementation blueprint. Targeted outreach to developers, desired tenants or investors should also be pursued through collaboration of the City, MGM, civic agencies, and/or stakeholders and leverage local events/resources such as the Western MA Developers Conference in June 2018 as well as national events through professional organizations such as Urban Land Institute (ULI), RECon/ICSC The Global Retail Real Estate Convention, or the American Planning Association (APA).

- **Craft Development Brief for Marketing**

The Implementation Blueprint framework document, initiative briefs, and supporting graphic materials can be used to promote Springfield and market the various sites, zones and redevelopment opportunities throughout the City. These materials can be crafted into specific targeted presentations and / or “synopsis” briefs for use in developer and tenant outreach and overall marketing of Springfield. The brief should convey an overall assessment of the existing demand, development opportunities, implementation strategies, incentives, and comprehensive vision from this effort for the various sites and redevelopment areas. Additionally, these materials should be referenced and available via links on the City, Western Mass EDC and other regional/Springfield agency websites involved in promoting Springfield. These materials should be made available and accessible to the interested development community via a collateral development website.

- **Establish Oversight and Accountability Entity**

The ongoing monitoring, strategic direction, and implementation of each of these redevelopment sites will require the guidance from some form of oversight agency in collaboration with the City and MGM. Western Mass and the City have a number of existing agencies who are already established and could potentially serve in the role of both facilitating and/or executing the priority projects. Existing Springfield agencies including the Western Mass EDC, SRA, DevelopSpringfield, or Springfield BID, could be tasked with specific initiatives and projects based on their expertise and mission.

B. Additional Collateral Enhancement Sites For Consideration

Radiating out from MGM Springfield, adjacent sites and “districts” offer additional prime redevelopment potentials that can further enhance and diversify downtown as a high quality environment to live, work and play.

1. South Main Street / South End Infill

Just south of MGM Springfield, South Main Street serves as an important extension of this vibrant area, with a variety of infill and redevelopment opportunities along Main Street, Columbus, Central Street and abundant infill throughout the South End area neighborhood. The potential to rebuild this historic residential and commercial fabric along Main and knit back together the City



Springfield's Historic South End

still scarred from the 2011 tornado will create new impetus and momentum to carry into surrounding areas such as Six Corners / Maple Heights.

- Possible Properties
 - B1 Morris and Main
 - B2 Central Street Parcel Redevelopment
 - B3 S. Columbus/Wilcox Parcel
 - South End infill
- Redevelopment Potentials and Needs
 - Requires leadership, incentives/grants, assistance, and controls to guide complementary commercial and/or mixed use (with residential) development along Main Street compatible with City vision and MGM investment while preserving and enhancing the residential character inboard
 - Central Street parcel offers proximate two acre vacant site for interim uses to support downtown and longer term redevelopment potential for residential townhouse/courtyard development or similar
 - Columbus, a primary approach corridor to downtown with direct highway access, and experiencing recent reinvestment (including Starbucks, gas station, and Hilton Hampton Suites hotel) and can continue to support additional commercial, lodging and related services development



Hotel Reinvestment On Columbus



New Retail Development in South End

2. Downtown Main Street Corridor

Preserving and enhancing the entire downtown Main Street corridor is essential to maintaining the “heart” of downtown Springfield, its urban identity and vitality, as well as the primary linkage/lifeline to other adjacent districts and destinations. Key infill sites along Main Street can help restore these connections and shorten the perceived distances by providing attractive development potential for retail, restaurants, entertainment, commercial and residential uses. Strategic redevelopment can help enliven and restore Springfield’s main downtown identity space, Court Square, provide continuity and urban edge along Tower Square Park, and recreate a significant destination anchor through a restored and active Paramount Theater that will further drive visitors into Springfield’s Dining District or Union Station/North End areas.

The Downtown Main Street sites play an important role in restoring connectivity, providing continuity, and reenergizing the entire stretch of Main Street to ensure a comprehensive, cohesive and vibrant downtown experience. With redevelopment efforts already being considered and underway through the Transformative District Initiative (TDI) and the related Downtown Dining District Fund (DDDF), the City of Springfield and

Commonwealth's MassDevelopment have helped promote redevelopment interest and funding to this important area.

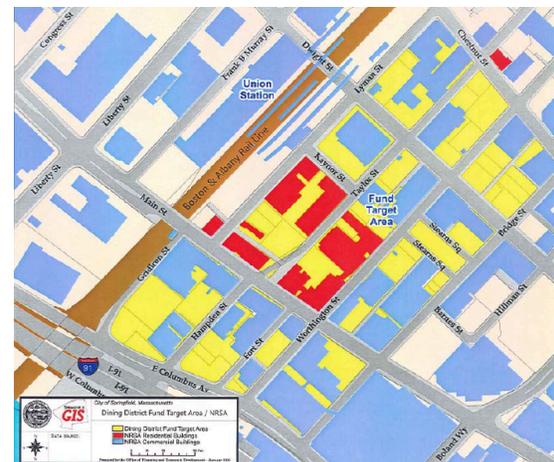
- Key Properties
 - C1 Old First Church
 - C2 Tower Square Park
 - C3 Paramount Theater
- Redevelopment Potentials and Needs
 - Court Square activation and revitalization through reuse and additional programming of Old First Church (together with 31 Elm Street residential)
 - Town Square Park, a temporary use and former Steiger's Department store has great potential for new office or residential and ground floor retail and can serve as a key site to attract new businesses/employees to the heart of downtown
 - Renovation of the Paramount Theater as a live performance venue would add significantly to the cultural and entertainment offerings as well as provide a significant anchor on Main Street.



Proposed Paramount Theatre Redevelopment

3. Worthington District

Historically a dining and entertainment district, the area along Worthington and adjacent to Apremont Triangle would be an ideal location to once again provide Springfield with a range of new, complementary dining and entertainment offerings as an alternative to Main Street or MGM Springfield. With an existing concentration of restaurants and unique availability of abundant land resulting from the 2012 natural gas explosion, the Worthington District is prime to become a hip, offbeat destination zone that will attract office workers, residents and visitors alike. Additionally, bolstered by the resurgence and appeal of the Apremont Triangle and major investment north with the Union Station renovation, the Worthington District is also an ideal location for much needed new market rate residential offerings. Following trends in other comparable cities across the US, Springfield can attract the young professionals, empty nesters, and new families seeking to live in an urban, mixed-use, and vibrant downtown through targeted redevelopment in the Worthington District. This redevelopment area may be considered a key site for the Market Rate Residential Initiative.



Springfield Downtown Dining District



Worthington Street Study (Utile)

- Key Properties
 - D1 Blast Site (multiple owners)
 - D2 Apremont
 - Other
- Redevelopment Potentials and Needs
 - The recent Willys Overland building renovation announcement is indicative of the residential market and mixed use potential in the area
 - With close proximity to Downtown, the Dining District and adjacency to the desirable Museum Quadrangle, the Worthington Blast site could attract urban mixed use redevelopment as envisioned in prior studies including the 2014 Worthington Street District Planning Study; revisit the recommendations of the 2014 study



Precedent Dining & Vibrant Streetscape (Boston)

4. Union Station Anchor Redevelopment

Springfield’s reinvestment in Union Station and the North End serves as a clear indication of the importance of this City structure and its surrounding area, as well as the great potential now afforded Springfield to connect to and tap new markets in the region - from the business traveler, to the conventioneer, to students, and visitors/tourist. Equally important, Union Station and the surrounding area serve as the northern anchor to the Main Street corridor which connects the key destinations and districts of the City. Springfield’s Union Station area represents a unique opportunity to create a new “gateway” development that becomes a key portal to the City and arrival point to the Main Street corridor experience. The potential availability of sizable parcels for redevelopment proximate to transit can drive new businesses to the area, new institutions and education facilities, or even new destination attractions much like prior plans for the minor league baseball stadium.



Renovated Springfield Union Station as Catalyst



North End Potential

- Key Properties
 - General zone and sites around Union Station (TBD)
- Redevelopment Potentials and Needs
 - Transit Oriented Development (TOD) opportunities adjacent to Union Station
 - New anchor attraction, office/corporate, medical campus, residential potentials

KEY STEPS

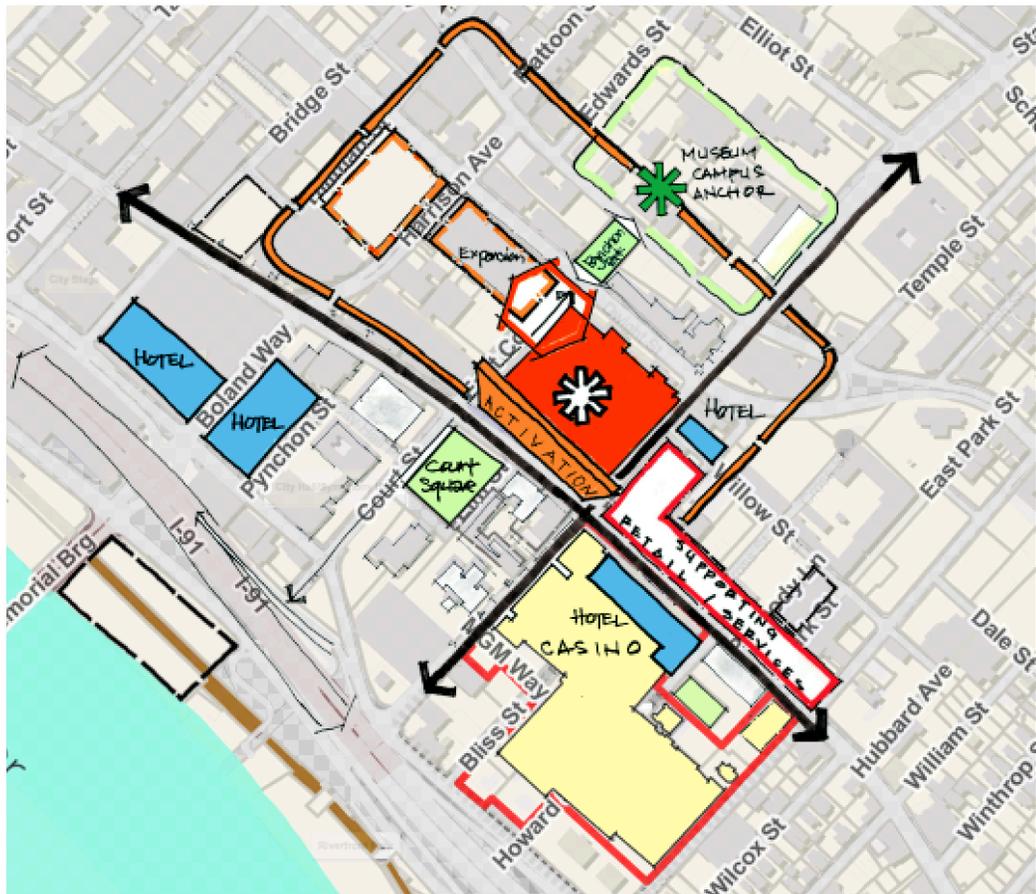
Advance overall strategy and baseline materials to articulate additional downtown redevelopment potentials in adjacent zones and highlight range of projects types, and complementary uses. Together with Initiative A priority sites, downtown Springfield is afforded a wide range of redevelopment potentials to respond to and solicit developer interest, and all building a more vibrant and attractive downtown

2

SOLIDIFYING SPRINGFIELD AS THE CENTER OF THE REGION'S CONVENTION, MEETING, & ENTERTAINMENT BUSINESS

With much expanded offerings, draw and exposure to Springfield through MGM's urban destination venue, there is unparalleled opportunity to reshape and expand Springfield's convention business to target and capture new markets in meeting and conference business. New investment in downtown commercial infrastructure including retail, dining and lodging, together with MGM's annual commitment to bring quality entertainment throughout Springfield's signature venues, can provide critical support and complementary attraction to seek to become the region's premier destination for meetings and conferences.

Targeted reinvestment in the convention facility, related infrastructure, complementary and supporting commercial uses and new expanded marketing can reshape Springfield into the premier convention and meeting venue in the region.



Convention Center Influences & Opportunities

OPPORTUNITY

MGM Springfield's physical investment, programmatic commitments, and industry relationships offer Springfield unparalleled opportunity to reshape and expand its convention business into the region's premier destination venue. As convention and meeting offerings bring new businesses, visitors and patrons to its city, Springfield can leverage the symbiotic relationship with MGM Springfield's investment to encourage extended stays, spousal/family attendance, broader tourism offerings and appeal, and overall increased spending in Springfield and the Western Mass region. MGM's five-year guarantee of premier entertainment to fill Springfield's MassMutual arena, Symphony Hall, and City Stage further provides a competitive advantage to attract and retain new convention and meeting business for years to come.

Through a proper assessment and understanding of the baseline business, convention competition and marketplace, existing facilities, enhancements, and new potentials enabled through MGM, Springfield can craft a targeted plan to reposition itself as the premier convention and entertainment destination in the region.

A critical aspect of the City/MGM partnership has been a unique collaboration throughout focused on realizing broader economic development. Rather than overwhelming the marketplace and attempting to capture and retain casino patrons solely within the casino development as other urban casino investments have done, this strategic partnership has resulted in a means to create an environment that will encourage collateral development/investment rather than siphon off business from existing hotels, restaurants and amenities. While the prime aspect of this has been the location of the casino right in the heart of the downtown, that decision now benefits the ability to leverage the area's convention/meeting industry, as well as the support businesses and retailers that accompany that.

OBJECTIVES

The economic engine of most successful and vibrant American cities is a robust convention, meeting, and exhibition sector. This is especially true in northern industrial cities which cannot directly compete with warmer climates on tourism, but whose regions possess unique and strategic amenities of density, headquarter facilities, transportation infrastructure, cultural offerings, historic fabric, etc.

- The positive economic ripple impact of convention and meeting business is exponential on both the host community as well as the broader region thus creating a true potential to stimulate a range of collateral impact and investment in the area. In addition to the obvious direct impacts on hotel and lodging occupancies, food and beverage expenditures, entertainment and the corresponding support service infrastructure (car rental, sundry sales, etc.), the city's robust convention and meeting industry has the real

potential to influence business and leisure visitor exposure to Springfield resulting in repeat visitation, increased spending, and even possible business relocation or investment in Springfield.

The introduction of the MGM Springfield casino represents a priority opportunity for the City to leverage its energy to finally achieve a long-eluded objective of making Springfield the region's convention and meeting center. Properly approached, this initiative could well produce long-term benefits for the city and the region well beyond those of the casino itself.

STRATEGIC INITIATIVES

A. Regional Refocus and Competitive Needs

Springfield has long recognized the value of attracting conventions, meetings and conferences by investing in high quality meeting facilities right in the heart of its downtown. However, it has long sought but not captured the core of the business and corporate convention market which is critical to establishing the foundation which in turn precipitates the spin-off and collateral impacts. Much of that market sector has been captured and maintained by venues like Hartford where the amenities are in place necessary to support such.

Springfield has, however, been successful in attracting a range of "retail" meeting and conference business which typically fills the weekends and off-seasons. If the city can now leverage the amenities which MGM Springfield is creating, and link them with other existing, but perhaps underutilized amenities, Springfield has the opportunity to dramatically enhance and increase its regional convention market share.

The key competitive aspects which Springfield needs to address to achieve success in this industry include:

- The creation of additional hotel rooms for the convention center directly adjacent and accessible to the Mass Mutual Center. The new MGM casino hotel will partially solve for some of this demand, as will the announced plans for a new Holiday Inn venue adjacent to the Center, though both lack the desired direct linkage to the convention center
- Enhanced meeting facilities, especially with regard to on-site breakout rooms and associated amenities which today limit the Center's ability to successfully compete for significant corporate business
- Improved and expanded on-site storage
- Addressing the Center's parking supply and demands for shows; the existing garage facility appears to be beyond its useful life and is more of a detriment than an asset; there does appear an opportunity to create a new, comprehensive parking strategy utilizing a variety of solutions and redeploy the existing garage site along with adjoining real estate to greatly enhance the overall Mass Mutual Center "invitation" to prospective users
- Infrastructure aspects including a underutilization of Westover Metropolitan Airport and lack of shuttles and connectivity necessary to link various

downtown attractions as part of the Springfield convention center amenity package

- Last, with the density of insurance industry headquarters facilities in the region, the positioning of the Center needs to be addressed in order to not preclude the attraction of competitive corporate business under a Mass Mutual banner

To achieve the tremendous potential collateral economic impact possible in the convention/meeting arena for Springfield and the broader region, it appears imperative that:

- Springfield act quickly to develop strategies that leverage and take advantage of the casino development; the initial physical amenities that the casino will offer upon opening will provide a critical boost to Springfield's ability to market the city for new business
- Private, civic and corporate leadership of the city and of the region be engaged to understand the potential benefits, embrace the objectives and collaborate in lobbying for the resources to achieve the strategies
- The five-year commitment of MGM in the HCA to underwrite a minimum of twelve entertainment events per year is absolutely central to the success of these objectives and must be influenced and guided by the long-term concept of establishing Springfield as the region's convention/meeting center
- Springfield, MGM and the surrounding communities provide a compelling presentation of the immense economic development impacts of achieving this objective – and the huge payback to the Commonwealth of deploying potential grants and monies toward targeted and strategic marketing subsidies and incentives to help the strategy succeed early and produce results swiftly

Key Steps

Initially, the Implementation Blueprint process recommends that four parallel and simultaneous initiatives should be undertaken to facilitate implementation. These should not be addressed sequentially as each will have influence on the other and they need to all be part of a singular and focused approach. The fact that MGM has now stepped into the management and operation of the Mass Mutual Center is a very positive and timely initial step that will provide coordination and collaboration.

- **Develop a Coordinated and Aggressive Convention Strategy to Leverage MGM Impact**
 - Leveraging casino amenities and facilities as destination attractions and draw that further complement the downtown business and tourism offerings tied to the convention offerings
 - Deployment of the five-year entertainment commitment for up to twelve quality events in area entertainment venues; the City and MGM may at times consider strategically orchestrating these as fewer but higher impact, “block-buster” events to attract major draw conventions with regional



Leverage Entertainment Events & New Market

- impact in place of the HCA required annual twelve one-off events
- Coordination (seasonal and menu offerings) of all of the city’s assets and venues

- **Create a Mass Mutual Facility Enhancement Master Plan**

- Competitive facility analysis and opportunities, especially in light of the new attractions and market in downtown
- Expansion and enhancement plans to solve for deficiencies in break out space, parking, storage and proximate lodging
- Redeployment of the existing parking facility and adjoining real estate for the benefit of the Convention center
- Additional convention support facility and complementary uses improvements plan – additional hotels/lodging, retail, dining, and infrastructure in and around the downtown area
- Improvements study/plan to increase accessibility to Convention Center through regional airport & charter business expansion
- Proposals to secure possible Federal, Commonwealth Legislative and/or related agencies funding allocations



Mass Mutual Convention Center Potentials

- **Craft a Five-Year Competitive Advantage Marketing Program to Capture Business**

- Create a targeted marketing plan to grow and embellish the current facility draw specifically tied to the full complement of business and tourism offerings, now enhanced by the casino development and entertainment commitments
- Establishment of potential incentives and subsidies to assist in attracting and retaining the conference and meetings convention market; these funds could be used to offset facility costs, lodging rates, shuttle/transportation services, or parking support to create a competitive and enticing package for future convention conferences/shows
- Participation of support facility improvements plan and marketing – hotels/lodging, dining, infrastructure, transportation/accessibility, and related potential incentives
- Proposals to secure possible Federal, Commonwealth Legislative and/or related agencies funding allocations



Convention Center Rebranding & Marketing



Broader Meeting & Conference Potentials

- **Enhance Structural/Organizational Aspects to Assist with and Realize Growth Objectives**

- The success of convention/meeting strategies in other major cities suggests that while the convention and meeting planners are key to driving

these initiatives, it is essential that the business, civic and political leadership understand the importance of their involvement and guidance in the overall process. Properly and enthusiastically led, this component of the Implementation Blueprint has the most far-reaching and most long-lasting benefits for the city and the region.

CONVENTION DISTRICT ENHANCEMENT SITES

As a driving force and synergist use to MGM Springfield, the Convention Center area warrants a careful assessment of both on-site space and adjacent properties to address the near and long term expansion, programmatic and redevelopment needs identified in the Convention Center Initiative. In conjunction with that effort, the current facility and adjacent sites should be evaluated to respond to expansion potential, parking and related infrastructure needs, overall facility beautification, activation, and rebranding, as well as critical connectivity to other area assets such as the Museum Campus or Worthington District.

- Key Properties
 - B1 Civic Center Garage
 - B2 Harrison Parking Lot
 - B3 Pynchon Plaza
 - B4 Main Street Frontage
- Redevelopment Potentials and Needs
 - Redevelopment of existing Civic Center garage for expansion of Mass Mutual Center’s facilities including potential breakout meeting and conference space, ground floor related amenities and retail uses, and new parking structure; this site could also be considered to house a new convention center hotel on top of the new expansion development
 - Further explore additional downtown hotel, retail/commercial redevelopment proximate to convention center
 - Potential enhancements to existing center uses, programming and/or façade along Main Street to increase downtown vitality and encourage stronger connectivity along Main Street down to South End
 - Ongoing improvements to Pynchon Park to enhance environs and strengthen connection to Museum Campus



Adjacent Sites/Opportunities to Convention Center



Enhance / Enliven Main Street Frontage

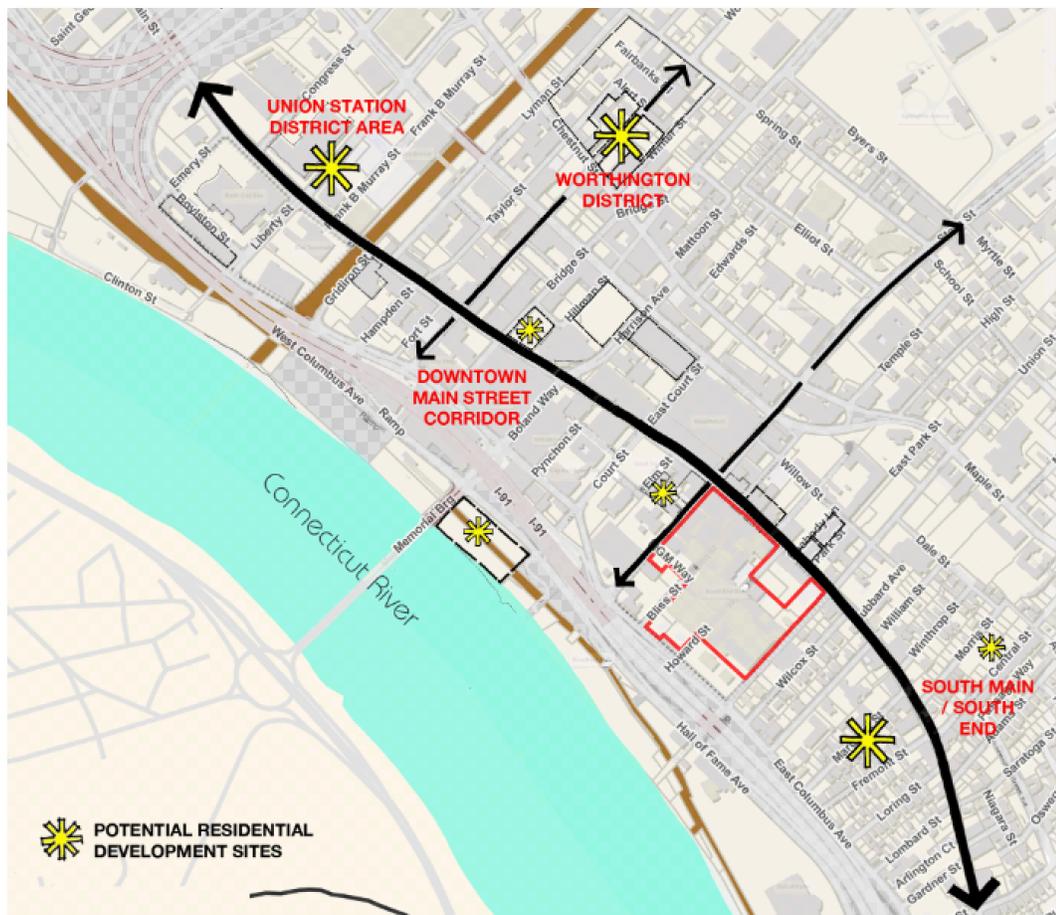


Pynchon Plaza/Park Connections

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CREATING A MARKET RATE RESIDENTIAL DOWNTOWN

The national resurgence and growing desire to both work and live in urban cities is timely for a downtown such as Springfield which is at the forefront of a renaissance. With abundant reinvestment in tourism, entertainment, and supporting uses, Springfield needs to bolster its resident population and expand its market rate residential offerings to provide ownership opportunities in the downtown community. This new targeted growth will bring further vibrancy, more diverse residential offerings and broader market potential, as well as a new “ownership” community long missing from the heart of downtown.



Residential Development Opportunities

OPPORTUNITY

The successful and competitive American downtown today offers a complete mix of land uses, including a range of market-rate residential offerings for each demographic sector. Over the last several decades, the urban resurgence has been fueled by the ability for attractive market-rate housing to thrive in the heart of the city bringing the energy and vitality of families, young professionals, empty-nesters and others.

The potential renaissance of downtown Springfield spurred by MGM's \$950M investment brings with it both renewed appeal and increased need for new market-rate residential offerings, further bolstered by MGM's commitment to underwrite an initial number of new, market-rate residential units in the downtown

OBJECTIVES

It is critical that the introduction of new market-rate residential units downtown provide a product type and urban environment that meets the Springfield marketplace. Unlike Boston, Chicago and other cities that have enjoyed a successful urban residential renaissance for several decades, Springfield will need to focus on carefully conceived residential initiatives and environments, locations and physical products that create the initial foundation for successful downtown living.

- Expand and diversify the residential product with more market-rate rental and ownership development
- Grow the residential population living in the core downtown area to further support and enhance the commercial vitality and viability in downtown
- Target key underutilized buildings, sites and districts for rehabilitation/reuse, and/or redevelopment in and around the downtown core
- Create residential environments that are perceived secure, and that offer a set of amenities (parking, open space, quality, uniqueness and value) that set them apart from and more attractive than existing residential offerings outside the downtown
- Promote and facilitate residential redevelopment through developer incentive programs, subsidies, grants, partnerships, or similar assistance
- Encourage and support residential purchasing and leasing through home ownership incentives, employer sponsored programs, mortgage/loan assistance, or other forms of aid
- Establish long term governance structures, organizations, or entities to implement, oversee, and manage redevelopment

STRATEGIC INITIATIVES

The proven success of downtown residential demonstrated by the many vibrant, active and energetic urban downtowns over the last 4 decades provides a good road map for Springfield on what works and what does not work in attracting a permanent resident population in the heart of a city. The three scenarios summarized below provide potential mechanisms for Springfield to explore and encourage through public/private sector collaboration and cooperation.

- Initiative B represents the most engaged and most successful approach and would be an extremely valuable opportunity for Springfield on several levels
- Initiative A represents a more singular and targeted effort which could produce first step results for Springfield
- Initiative C represents an opportunity to pursue regardless of other actions and is complementary and additive to both A and B

A. *Company/Key Institution Initiative*

A singular company or local institution with vested interest in area serves as catalyst and lead for redevelopment, providing initial impetus, organization, leadership/direction, and funding to launch. Typically the company or institution has a clear, vested interest in the success of such as a hands-on urban revitalization effort to improve its immediate environment and attract quality employees/patrons.

Precedent: “McRee Town/Botanical Heights”, St. Louis, MO

Approximate 14 residential blocks or 90 acres in deep decline and threat to neighboring communities immediately adjacent to the Missouri Botanical Garden (MBG), a major St. Louis institution and employer. MBG helped form, fund and direct the effort which led to the creation of the Garden District Commission (GDC) who established the McRee Town Redevelopment Corporation responsible for its development and implementation.

- Initial Sponsor: Missouri Botanical Garden
- Sources of Funding: MBG seed money (\$3M); City of St. Louis/Federal Community Development Block Grant (\$3M); HUD (\$5.85M), Danforth Foundation (\$3.8M); private contributions (\$2.5M)
- Incentives: Missouri Department of Economic Development (DED) through GDC offers Neighborhood Assistance Program (NAP) 50% state tax credits to qualifying business and individuals who make contributions to GDC to support revitalization in Botanical Heights Neighborhood
- Current Governance/Assimilation/Evolution: Garden District Commission (community based non-profit) and wholly owned affiliate McRee Town Redevelopment Corporation (MTRC) who has led efforts to assemble land, seek funds/grants, and procure residential developers and redevelopment agreements with MTRC

B. Civic Collaboration Initiative

A collaboration of civically minded corporations, stakeholders and institutions in the form of a to-be-formed, single purpose development corporation to serve as lead and implementation entity of redevelopment effort.

Precedent: South Loop/Dearborn Park neighborhood, Chicago, IL (50 acres; 800 units; mix of high-rise, mid-rise, townhome and single family units; included elderly). Situated at the south edge of the downtown on former rail yards, Dearborn Park began in the late 1970's as a plan to revitalize over 50 acres of a former rail yard into much needed new residential development.

- Initial Sponsor: The Dearborn Park Corporation (DPC), a special purpose, limited-dividend civic entity comprised of about 20 key downtown corporations and institutions including utility companies, banks, retailers, media corporations, developers and the Archdiocese.
- Sources of Funding: Each DPC member invested an initial capital contribution as seed monies to fund land acquisition, design, development and construction, with profits limited to 6%; DPC members provided professional services (design, construction, financing); public funds were limited to public infrastructure (roads and utilities)
- Incentives: DPC members (banks) secured extremely favorable, below-market 30 year mortgage financing for residents, and established a two year residency requirement to discourage speculation and ensure owner-occupant residents; DPC member corporations encouraged their employees through additional incentives, and key executives moved into the development to help prime the pump
- Current Governance/Assimilation/Evolution: Dearborn Park Corporation dissolved upon successful completion of both development phases and turned governance over to homeowner associations; DPC members received 100% return of their capital investment

C. Employer Encouragement/Subsidies Initiative

Led by the desire to attract and appeal to broader talent pool and potential target employees, an employer assistance sponsored program would provide non-site specific housing incentives and assistance to encourage and facilitate residential investment, home purchase, reuse/renovation, or rent assistance/abatement.

Precedent: Many downtown employers in many cities participate in such programs and have proven to be a boost both to the vitality of downtown and the employer's competitiveness in attracting and retaining quality talent; one example is the Loyola University Chicago Assisted Housing (UAH), an Employer-Assisted Housing (EAH) program; a similar, but slightly different example is the University of Chicago's threat property program which secured marginal residential properties and rehabbed them for University student, faculty and staff housing with subsidy incentives

- Target: Faculty and Staff to live near the university and local transit

- Funding: Loyola funds the loan program and homeownership counseling in exchange for tax credits from the state
- Incentives: Five-year forgivable loan for closing cost and down payment assistance; up to 25 loans per year; loans amounts are based on employee salary, AMI and proximity of housing to transit and university; loan-holders who remain employed by University, maintain property ownership, occupy the property and do not refinance in the 5-year period receive loan forgiveness

Key Steps

The successful stimulation and reintegration of market rate housing into downtown Springfield will require a combination of leadership, incentives and development strategies to target and entice both development interest, and the buyer/tenant interest. Borrowing from precedents in other cities this strategy should include

- Formation of a similar corporate/civic corporation to guide redevelopment of a new market rate residential core utilizing available land assemblage and opportunities throughout downtown (Worthington/Blast zone, Union Station district, South End / Central Street, etc.)
- Engagement of major downtown employers, institutions, or land-owners to help sponsor and/or facilitate distinct residential developments for employees with related employee residential programs
- Create a range of grants/incentives and/or City assistant to facilitate downtown development and help ensure viability for market rate residential redevelopment
- Establish grants/funds and related assistance for downtown buyers to entice purchase/rental in market rate housing (closing costs, loan assistance, fees/rebates, etc)
- Link incentives/assistance to priority areas/sites with particular attention on available parcels/sites along Main Street corridor, related major cross streets, and adjacent districts including Worthington/Dining District, South End, Union Station/North End.



31 Elm / Court Square Residential Potential

KEY SPRINGFIELD SITE OPPORTUNITIES

- Strategic Downtown Site: 31 Elm / Court Square
- Worthington (Blast Zone) / Apremont Triangle (Willys-Overland)
- South End Infill and Restoration
- Central Street Parcel
- Union Station District (TOD)
- Maple Heights/Six Corners Area



Willys-Overland Redevelopment

4

ATTRACTING NEW DOWNTOWN EMPLOYERS / BUSINESSES

The exposure afforded Springfield through the MGM investment has great potential to showcase downtown as not only a great city to visit, but one to live in, work in, and even relocate a business to. Fostering growth in new or expanded businesses downtown, can bring with it an exponentially expanded market through new employers and employees who will be encouraged to live, work, shop and recreate downtown given Springfield's "renaissance."



Springfield: A Downtown for Business

OPPORTUNITY

As the City of Firsts, Springfield has been home to many exclusive nationally renowned businesses, industry, and institutions that have served as the economic backbone to its success and longevity in Western Massachusetts. In combination with abundant assets and amenities, and a well educated workforce, the infusion of a new \$950M casino and entertainment complex affords Springfield yet another opportunity to leverage new industries and related business growth across many employment sectors. With this renewed interest, investment, and vitality, downtown Springfield will significantly enhance the quality of life that in turn can attract, retain and grow business, services, employers and employees aligned with Springfield's emerging industries and long-term goals.

OBJECTIVES

It is essential to attract, retain and expand new employers and businesses to Springfield to continue to enhance a broad and diverse economic base and expand the market potential through new employees and families who can work, live and recreate in the heart of downtown.

- Leverage the strong business foundation and legacy of industrial and business leaders past and present who shaped Springfield as the City of First and economic heart of the region
- Expose an expanded market generated by the casino, entertainment, and enhanced convention offerings to the renaissance in downtown Springfield as a premier vibrant city for business relocation and growth
- Assess the extensive local and regional businesses, industries and educational institutions to target corporations/companies aligned with the City's offerings and resulting high quality professionals
- Showcase and expand the abundant assets, cultural institutions, and amenities of Springfield to the broader marketplace
- Establish complementary and synergistic programs that attract and retain a new employee base of young professionals and families, including employee residential programs, educational partnerships, job training and related family amenities
- Promote and facilitate new business development through enhancement to incentive programs, start-up grants/subsidies, mentorship/partnership programs, educational training, and related business growth assistance
- Continue reinvestment and expansion of Springfield's critical infrastructure, utilities and technologies to remain competitive and attractive
- Re establish a civic business leadership group to provide direction, insight, oversight
- Governance structures, organizations, or entities to implement, oversee, and managed redevelopment

STRATEGIC INITIATIVES

As a longer-term strategy, business attraction and growth in the heart of downtown is a primary goal to expand the new market to work, live, shop, and recreate in downtown. Many of the fastest growing cities in the US share similarities with their economic development approach to business attraction, business retention and expansion, and business creation including: some form of economic development leadership entity, a variety of incentives and grants for relocation, expansion, build out, and job creation in targeted areas and specific industries, regulatory, zoning, and/or related city agency support, and focused marketing/branding efforts. Springfield can look to emulate a similar approach through new targeted approach, programs and expansion of existing services.

Strategic Initiative A should be the primary focus with the largest potential impact from funding. Strategic Initiative B seeks to leverage and potentially expand on existing Springfield business growth infrastructure and programs, though may require significant investment to be effective.

A. Downtown “Renaissance” Business Leadership Forum & Fund

Create a business leadership forum to monetize, leverage, and direct a new “renaissance/enterprise” fund to attract, retain and grow businesses, employers and employees, and encourage relocation from out-of-state into the West Mass/Pioneer Valley.

- Engage and vest the region’s founding employers and business leaders in creating true economic development by establishing a bonding mechanism to undertake a wide range of new business attraction efforts
- Provide funds from the private sector toward synergistic business attraction and relocation economic development initiatives
- As a regional impact initiative, the Renaissance Forum and Fund is intended as a longer-term priority as the enhancements and amenities of MGM Springfield’s investment in the area take hold
- Ensures the broader economic development process becomes a shared vision and priority with private sector accountability, administration and real results from these funds for the future health and vitality of the region
- Initiate a marketing campaign perhaps as part of the comprehensive Springfield rebranding, to highlight the key demographics, assets, attractions, and programs available to entice a range of businesses large and small, employers, employees, and families to relocated to downtown and the area

Sample Cities/Programs:

Austin, Texas Economic Development Department

- Established “Desired Development Zone” overlay across broad area of downtown Austin and “Imagine Austin” which further refines redevelopment opportunities and corridors
- EDC assists with Zoning Assistance and Relocation funds targeted to those zones

Raleigh, NC: Office of Economic Development

- Raleigh For You “R4U” Program with redevelopment “Target Areas” for funds, as defined in comprehensive plan; allows redevelopment outside target areas, but less incentives
- Building Investment Grant (BIG): is a discretionary incentive program providing cash grants to new and existing businesses that will provide economic benefits to the City of Raleigh, are competitive with other locations, and need the grant to carry out the project in the City. Grants are based on new job creation and new ad valorem taxable investment thresholds made by companies; min \$20M investment, 20 new jobs created; Grants are based upon 75% of new property tax revenue to city generated from the investment; require City Council approval; variety of other grants with varying terms include Headquarters Project grant for HQ relocation, Job Development Investment Grant (JDIG) \$/job created
- Building Up-Fit Grant (BUG): is a priority for the Raleigh community and its residents for attracting new business and expanding existing businesses in the city; encourages growth and development by assisting property owners and businesses with improvements, renovations, and/or additions to their interior spaces; up to \$25,000 with match from tenant

B. Promote Springfield Innovation Center and Synergies with Technology Park:

Support, enhance, and expand the current Springfield Innovation Center with additionally funding to help potentially expand staff, programs and outreach to continue to grow businesses. Springfield has a significant start with the opening of the new Springfield Innovation Center as well as the established Springfield Technology Park and Tech Community College. To capitalize on the substantial reinvestment and desirability of Springfield as a premier location to grow or relocate a business, Springfield should:

- Reengage major businesses, educational institutions, and key civic leaders to collaboratively support the Springfield Innovation Center through new potential funds
- Expand the potential of the Springfield Innovation Center and it’s programs focused on business growth



Springfield Innovation Center

POTENTIAL SUPPORTING AGENCIES

Western Mass and Springfield have a range of existing agencies and organizations who are currently working to promote and improve the downtown environment and vitality. These agencies could be used as a development and professional resource to the City and MGM as well as existing mechanisms and “facilitators” for implementation. There are clear benefits with respect to timing and efficiencies to using existing established agencies to assist with the immediate and ongoing priority projects of the implementation blueprint. These agencies can be augmented and expanded through potential new grants and/or economic development funds to allow for additional staffing and related organizational needs to address the increased role with of the Implementation Blueprint. Current agencies for consideration include:

- Economic Development Council of Western Mass*
- MassDevelopment*
- Springfield Redevelopment Authority*
- DevelopSpringfield*
- Springfield Business Improvement District*
- Springfield Regional Chamber*

POTENTIAL SUPPORTING INCENTIVES AND EFFORTS

Springfield has already established a number of programs and incentives specifically targeting redevelopment and enhancement to downtown Springfield. A number of these programs may be used in conjunction with the Implementation Blueprint. Additional grants and funds need to be secured through possible participation of area businesses and civic leaders, federal programs and assistance, and potential Commonwealth programs to help establish a range of incentives to respond to the Implementation Blueprint initiatives. Current programs and funds include:

- Urban Renewal Zone (federal funds)*
- Opportunity Zones (new 2018 Federal funds; Springfield is already approved designated area)*
- Transformative District Initiative (TDI)*
- Springfield Downtown Dining District Fund*
- Springfield Section 108 Loan Program*
- Springfield Small Business Loan Program*
- Springfield Small Business Storefront Grant Program*
- Economic Development Incentive Program (EDIP)*
- Housing Development Incentive Program (HDIP)*
- Property Assessed Clean Energy (PACE)*
- Research & Development Tax Credit*
- Springfield Innovation Center*
- Springfield Technology Park / Incubator*
- Valley Venture Mentors Program*

Additional targeted sources of funding should be sought to:

- Augment and expand agency support to accommodate the additional management and execution of the implementation blueprint*
- Create new targeted grants and funds to attract and grow convention business, critical priority redevelopment projects, residential and business incentives*
- Serve as seed money to secure matching grants from corporate, institutional, philanthropic and civic leadership entities as part of a “Renaissance Fund”*

POTENTIAL SUPPORTING INITIATIVES

Additional complementary and/or supporting initiatives may be necessary to further enhance Springfield’s attractiveness across many sectors. Other study areas such as the Springfield image and “brand”, transit, public transportation, infrastructure, parking and education can all improve the overall image/identity for the City and urban experience for resident and visitors alike.

A. Springfield Rebranding / Image Campaign

- *Engage/coordinate with the pending “image” campaign to help focus effort around key initiatives of the implementation blueprint to re-establish competitive brand value of Springfield*
- *Assess and highlight key Springfield assets, amenities and competitive advantages, including the new MGM project:*
 - Rich history and legacy*
 - Proximity to other major urban cities*
 - Highly accessible: air, rail, car Interstates, transit, rail*
 - Highly educated population and educational institutions*
 - High quality housing at low cost*
 - Low cost of living*
 - Access to education*
 - Access to quality health care*
 - Business friendly*
 - Tech friendly*
 - Abundant cultural institutions, attractions*
 - Highly amenitized downtown with urban spaces, parks, and riverfront*
 - New revitalized South End through MGM Springfield with high quality, new to market venues, attractions/programming and public offerings*
- *Highlight and promote the abundant development opportunities, new visitor market and increasing demand generated by MGM’s \$950M reinvestment and commitment to downtown Springfield*

B. Other Possible Initiatives

- *Local Transit and Infrastructure; ongoing improvements to road infrastructure, transit and rail will only improve Springfield’s accessibility, connectivity and draw from the broader region. The highway/interstate system rebuild (I-91 Expressway) Union Station renovation and redevelopment, and new “Hartford” line expanding rail service to Springfield from New Haven and Hartford, greatly increase the attractiveness and draw to Springfield.*

- *Parking: comprehensive and coordinated downtown parking strategies to meet current and projected demands including possible shared usage*
- *Public parks, museum, and other amenity enhancements to encourage downtown interest and vitality*
- *Educational system/facility improvements to complement and encourage new residential growth downtown, and/or target educational programming toward high growth industries/businesses*

“IMPLEMENTATION” OF THE IMPLEMENTATION BLUEPRINT

The Implementation Blueprint is intended as a living, evolving document rather than a master plan or report. The initiative and steps noted throughout are focused on responding to the immediate first year of impact from the MGM investment in downtown Springfield, as well as provide suggestions on potential future focal points and opportunities to leverage in subsequent years. The City and MGM are committed to monitor, support and influence the strategies contained herein – and most importantly, to annually update and enhance the Implementation Blueprint to keep it a fresh, relevant and potent economic development tool.

However, the Implementation Blueprint will only be successful and achieve its potential if there is someone in the City or similar agency accountable to and actively engaged in the daily coordination and facilitation of these collateral opportunities. While various City agencies will necessarily be engaged in each and every aspect of leveraging the Implementation Blueprint, it is essential that a singular “facilitator” be identified with this task – not to undertake the initiatives themselves but rather to make certain all of the various and appropriate agencies, civic entities and MGM are coordinated in their execution of these initiatives. For example:

- The MGM commitment to underwrite 12 entertainment events per year for five years is an extremely critical aspect of realizing the benefits of Initiative #2 regarding the regional convention, meeting and entertainment business; it is essential that someone make certain these underwritten events are strategically coordinated to support this focus area, and to rally the appropriate agencies to make certain they assist in attracting (and retaining) new convention and meeting business during these critical five years of operation; without such coordination and oversight, the City may well miss the ability to fully leverage a valuable economic development opportunity*
- This same individual/entity is critical to make certain the City Team and MGM are continuously evaluating, prioritizing, seeking and deploying the potential funding resources available from the Federal, Commonwealth or other agencies via the distribution of monies for specific economic assistance and development*
- Assisting the various City departments and civic agencies identified herein to ensure their individual efforts are fully coordinated, supportive of the Implementation Blueprint objectives and targeting tangible, quantifiable results in these critical first years*
- Making certain that the City Team and MGM coordinate regularly as well as refocus annually on necessary adjustments, updates and enhancements to the Implementation Blueprint, evaluating its progress and success and reassessing its initiatives to respond to new opportunities, needs, and/or funding.*

In short, while the professional consultant team that prepared the Implementation Blueprint can certainly be an ongoing resource to assist the City and MGM with updates and insights as needed, the process requires a single individual at the City or similar agency to be tasked with the role of “owning” the Implementation Blueprint on a daily basis during this critical (and valuable) first five-year time period.