

# METROBRIDGE



**BU MetroBridge**  
Student Presentations to the City of Chelsea

Project: Growth in the Broadway Corridor

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MetroBridge Planning Studio  
Fall 2019

# METROBRIDGE



**Team 1**

# Building Broadway: Creating Chelsea's Tomorrow

A presentation by: Arya Alizadeh, Christopher Batson,  
Sayou Cooper, Jiacheng Liu, and Kelly Schroeder

Boston University Initiative on Cities, 12/19/19

**JAX ASSOCIATES**

# Project Objective

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JAX ASSOCIATES was hired to:

1. **Develop a communications plan** for the City of Chelsea during the Broadway reconstruction project
2. **Outline long-term recommendations** to ensure streetscape improvements create economic development and establish Broadway as a cultural center



# Overview

## Assessment

1. Residents
2. Economic History
3. Strengths & Weaknesses
4. Threats & Opportunities

## Pre Construction

1. Relevant Examples
2. Communication Plan
3. Plan Implementation
4. Community Toolkit

## Construction

1. Community Toolkit
2. Existing Resources
3. Progress Reports

## Post Construction

1. Long-term Planning
2. Defining Success
3. Paths to Success



# Area Assessment

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Where are we talking about?



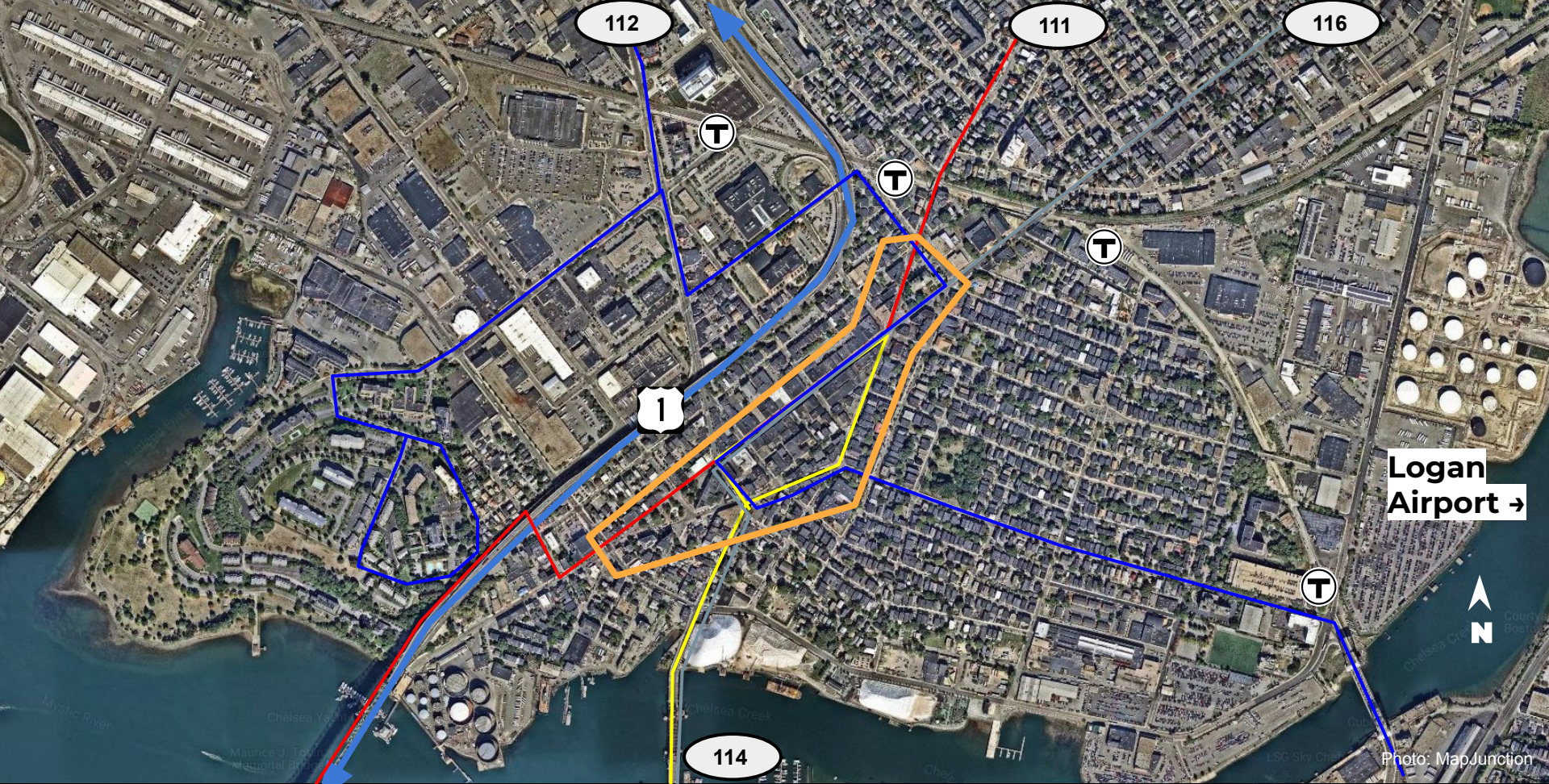


Photo: MapJunction

— Study Area

— Broadway





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Logan Airport →

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114

Photo: MapJunction

112

Bus

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SL3 Stop

Highway

JAX ASSOCIATES | 6





# Residents: Chelsea's Latino Community

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## Early Beginnings<sup>1</sup>

- After WWII, Chelsea faced a shrinking labor supply
- Local employers began recruiting Puerto Rican agricultural workers who had migrated to the region in the years after World War II.
- More Puerto Ricans began living in Chelsea, and were joined by a smaller number of Cubans and by 1980, Latinos made up 14% of Chelsea's population

## Chelsea's Latino Population



## Presently<sup>1</sup>

- Over decades, Chelsea's Latino population surged with the arrival of thousands of refugees from Central America.
- Most were fleeing violence and civil wars, many of them undocumented—settled in the city's old downtown neighborhoods.
- With the arrival of these new groups, Chelsea became a majority Latino city in the early 2000s and now has the highest percentage of foreign-born residents in the state



# Residents: Chelsea's Latino Community

Colombian & Other

3.0%

Dominicans

3.0%

Mexicans

7.0%

Guatemalans

11.0%

Hondurans

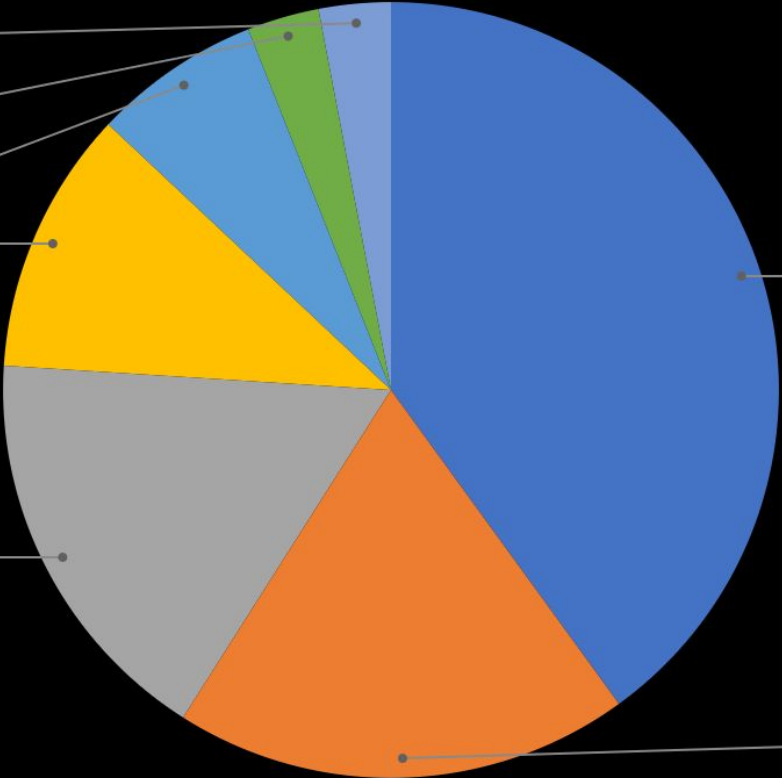
17.0%

Salvadoran

40.0%

Puerto Rican

19.0%



Salvadorans compose the majority of Chelsea's Latino community.

# Residents: Chelsea's Latino Community

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- Although Chelsea is often described as an immigrant-friendly city, newcomers to the region have periodically faced resentment & hostility from native-born residents.
- Fueled by economic competition over jobs, housing, and public services, but also by religious, cultural, and political biases. Those beliefs were intertwined with racist views of immigrants that saw them as debased, immoral, and criminal.
- With the emergence of the Trump administration and policies, Latinos in particular feel the Trump administration's harsh rhetoric have helped turn unwelcome glances into open hostility.



# Economic History

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## 1860s - 1908

- Rail and water transportation made it ideal hub to serve the region
- Machine shops and foundries
- Factories for rubber goods, shoes, and paper boxes
- Cheap second-wave immigrant labor from Russia, Poland, Lithuania and Italy
- Garment work and recycling facilities

## 1910 - 1950s

- Economy fueled by Jewish-owned businesses serving their own community

## 1950s - 1973

- Decreasing population
- Jews move to other towns and cities; take businesses with them
- Businesses and industries close

## 1973 - Today

- Increase in Hispanic immigrants
- New source of cheap labor for manufacturing and food processing
- Disorganized redevelopment of areas damaged by fire



# Residents: Buying Power

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**\$19,373** Per capita income<sup>1</sup>

**\$52,633** Median household income<sup>1</sup>

**3.5** Persons per household<sup>1</sup>

**87%** of residents rent<sup>1</sup>

**13%** of residents own their home<sup>1</sup>

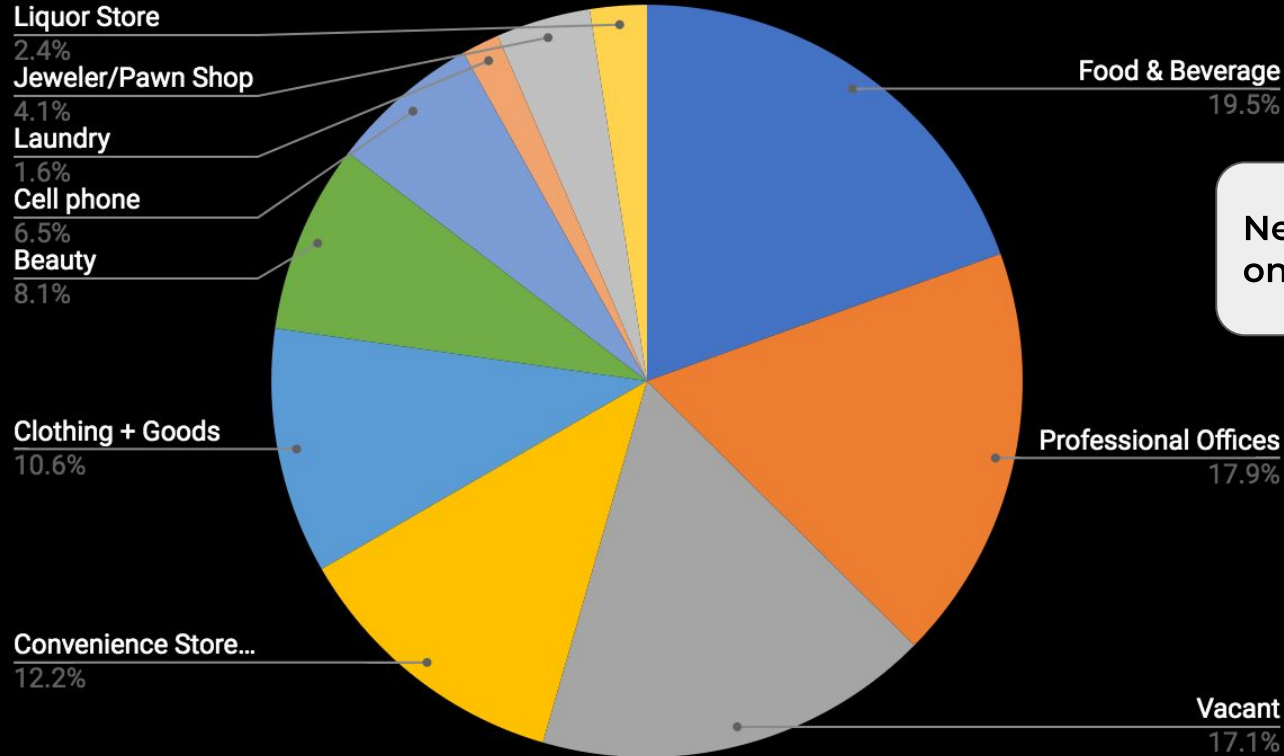
**\$2,109** Average monthly rent<sup>1</sup>

**\$581,246** Average condo/home sale price in 2019<sup>2</sup>

Broadway area residents have low purchasing power.



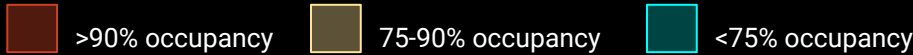
# Retail Uses



Nearly 20% of storefronts on Broadway are vacant.

# Retail Assessment

City Hall



# Strengths & Weaknesses

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## Strengths

- Walkable
- Historic Architecture
- **Diverse Population & Hispanic Culture**
- Bunker Hill Community College
- **Relatively cheaper housing**
- Active Local Organizations
  - Banks, Arts, Housing, Churches
  - Non profits
- Proximity to Airport
- Proximity to Boston
- Proximity to Encore/Suffolk Downs  
Redevelopment
- Highway access
- High Usage of Industrial Zoning
- Significant decrease in crime since 2012<sup>1</sup>

## Weaknesses

- **Historically low-income, disenfranchised resident base**
- **Historic financial mismanagement**
- **Higher average crime rate than region<sup>1</sup>**
- Daytime population decreases
- Language barrier
- Limited outside capital investment
- Old housing stock (avg age is >75 yrs)
- Identity/Branding/Reputation issues
- Geographic limitations to Boston
- Sanctuary city
- Residents have low purchasing power
- Highway cuts the city and commuters “skip the city”
- Representation is not reflective of the community

<sup>1</sup>city-data.com





# Threats & Opportunities

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## Threats

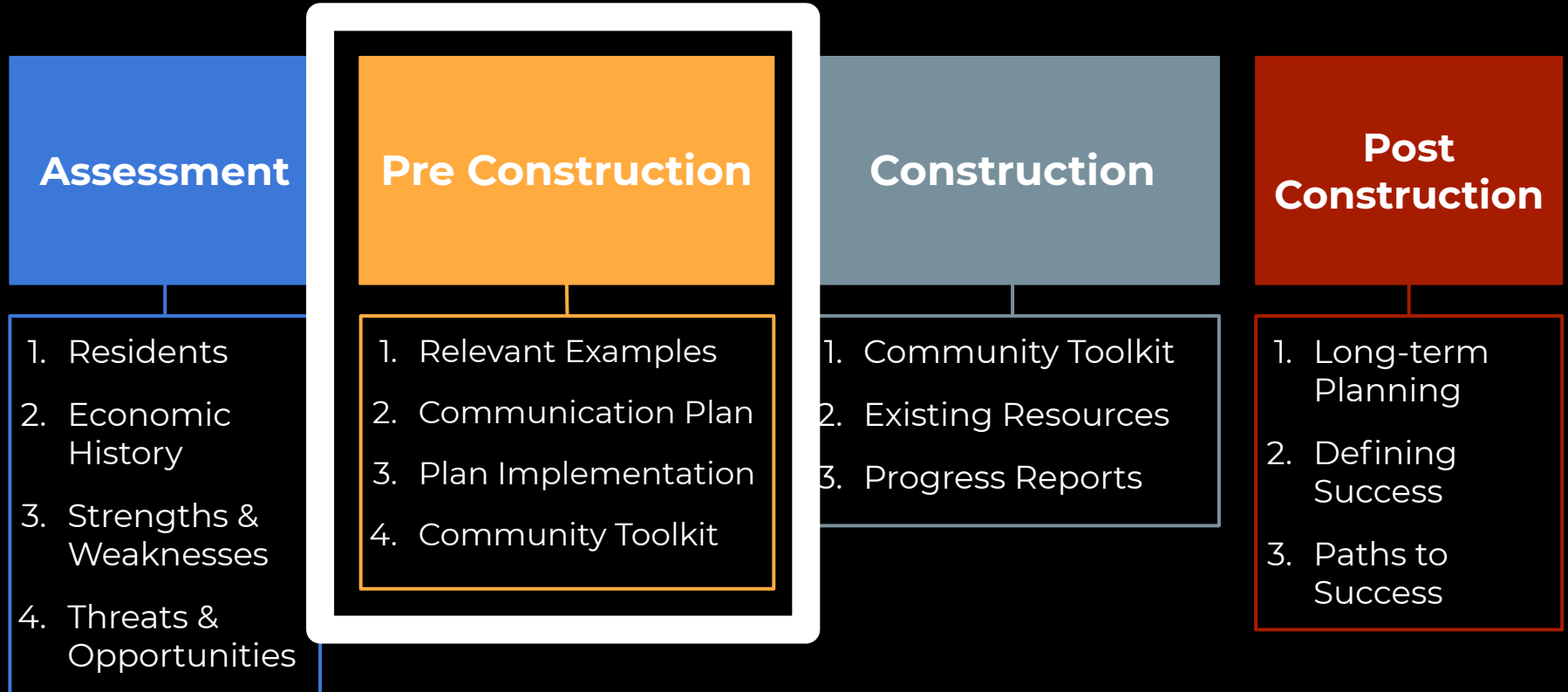
- Neighboring Encore and Suffolk Downs developments
- Gentrification
  - Rising housing costs
- **Chelsea continues to be overlooked as a place to live**
- **Spending loss to other retail and entertainment areas, e.g. Mystic Mall**
- Commuter rail station moving
- Increasing car traffic and congestion keeping people away
- Climate change

## Opportunities

- **Improve transit to neighboring communities - bike, MBTA, and ferry**
- Facilitate office development to expand tax base and local jobs
- **Create Broadway as center of Hispanic culture in Boston-area**
- Connect Broadway to Mystic Mall



# Overview



# Relevant Examples: Rainier Valley

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Rainier Valley light rail project, Seattle, WA

- Many residents and business owners were concerned about the impact construction.
- Very early on, Sound transit began involving the businesses and community.

Relevance to Chelsea

- Community engagement from the start is crucial.
- Protecting minority-owned businesses throughout the construction process is important to preserving the neighborhood.
- Creative ways to promote local businesses during construction.



# Relevant Examples: Framingham

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## Population:

- Total: 70,743
- By race: 10,470 Hispanic/Latino  
47,400 White  
3,753 Black  
9,120 Other

## Similar to Chelsea:

- City is close to Boston
- Downtown has a Strong architectural character
- Framingham has a diverse population

## Applicable lessons:

- Retain and expand existing business
- Facilitate entrepreneurship opportunities for a diverse population.



# Relevant Examples: South Miami

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## Population

- Total: 12,255
- By race: 6,550 Hispanic  
3,210 White  
1,820 Black  
675 Other



## Similar to Chelsea:

- Majority Hispanic population
- Heavy - rail transportation
- Residents are low earning

## Applicable lessons:

- Demonstrate how specific infrastructure improvements tie into larger picture.



# Communications Plan

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**Who?**



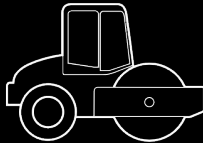
**Stakeholders +  
Community**

**What?**



**Information**

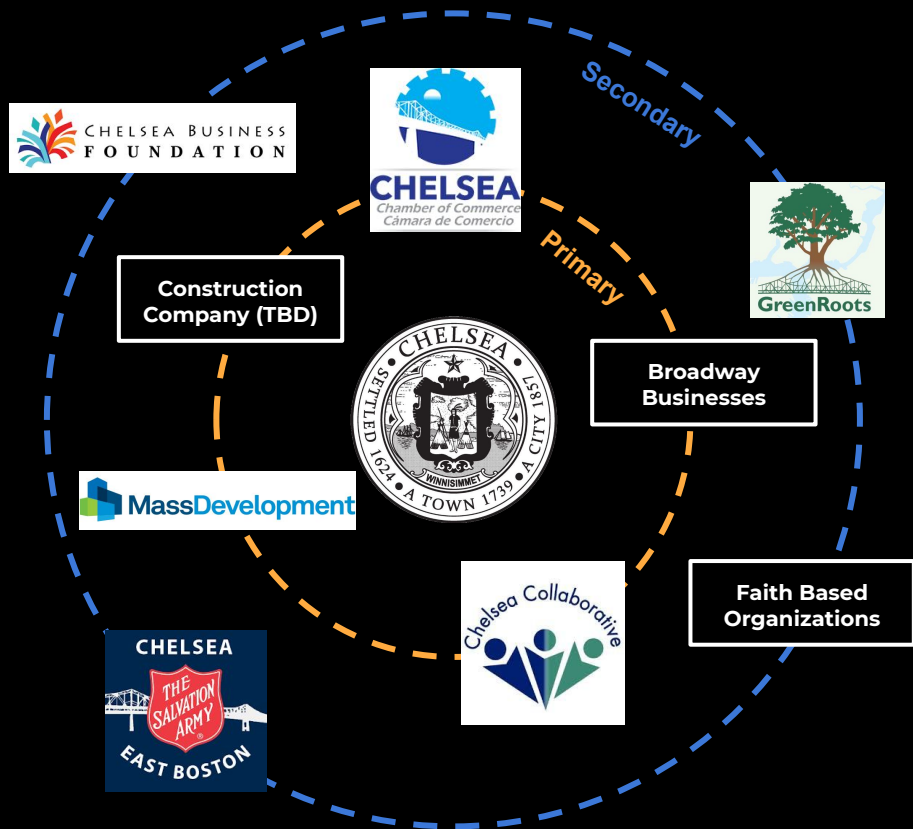
**How?**



**Implementation**



# Communication Plan: Stakeholders



The City will meet regularly with primary stakeholders. Secondary stakeholders will assist in specific events and implementation efforts.



# Communication Plan: Community Engagement

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- **Get to know the businesses in the area**, what their needs are, and how they interact with physical street of Broadway (i.e. loading zones, pedestrian traffic, busiest times of day, etc.)
  - Rainier Valley
- **Hold public meetings** before and during construction to allow people to share what they would like to see
  - Build off Reimagining Broadway 2017
- Show how current businesses and people of Broadway fit into the future vision





# Communication Plan: Information

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## Construction Scope & Timeline

The City will work closely with the construction company in order to share accurate information about what is happening and when so businesses can prepare.

## Impacts of Construction

Businesses and the community will know how their routines will be impacted by construction, including delivery logistics, pedestrian pathways, and access to buildings.

## Resources

Financial and technical resources available to businesses from local, state, and federal programs will help Broadway businesses and organizations build resiliency during construction and beyond.



# Implementation: Signage

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- Information about detours, parking locations and regulations, road closures, etc. should be in **Spanish and English**.
- **Prioritize pedestrian access** to maintain foot traffic for businesses throughout construction.
- Work with local artists and youth groups to bring **public art** to construction scene
  - Rainier Valley



Columbusunderground.com



# Implementation: Media

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- Work with Chelsea Collaborative to hire local Spanish-speaking **Media Team**
  - Offer internships through Youth Employment Initiative
- Media Team will manage communication across several media platforms **in both Spanish and English**
  - Website
  - Construction hotline
  - Twitter & Facebook
  - Radio announcements
  - Newspaper
- **Circulars:** projections and renderings for the final look of Broadway should include current businesses

The City of Chelsea will have focused and dynamic updates during construction. Different impacted businesses will be featured weekly.



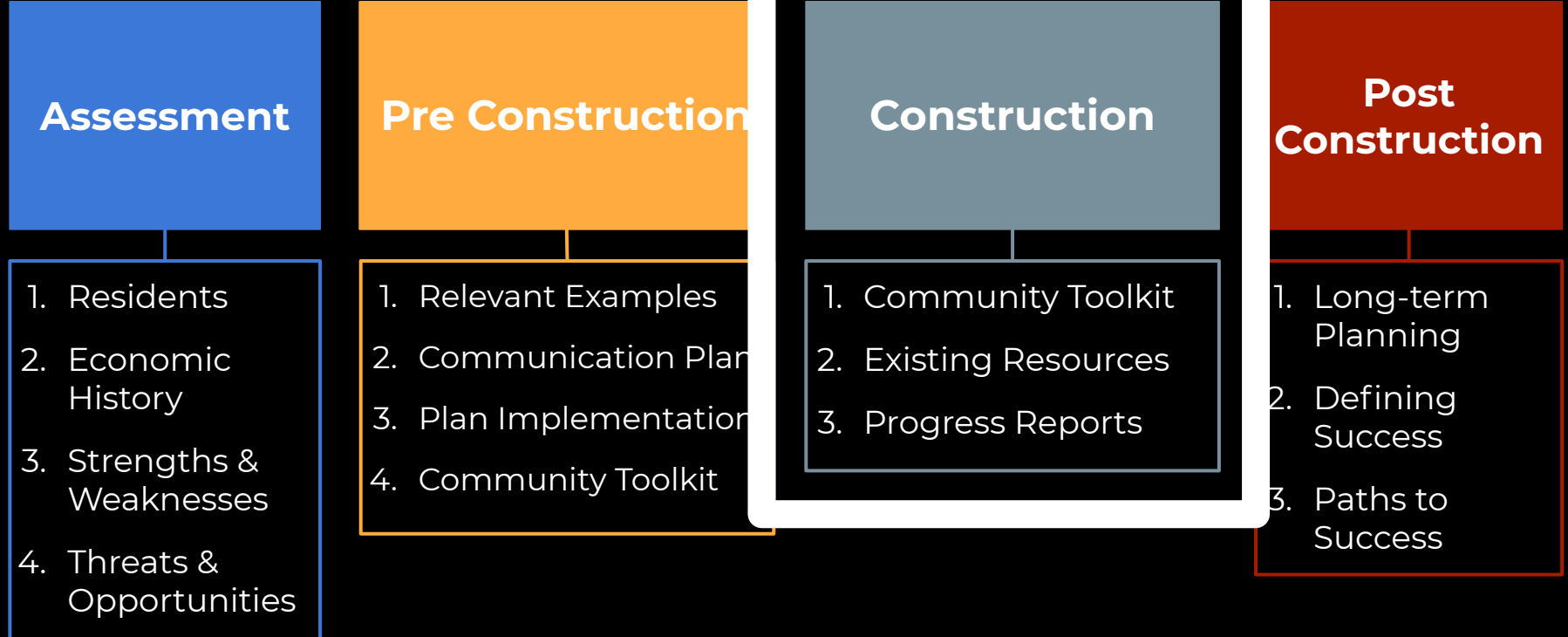
# Implementation: Programming

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- **Use end parks for public festivals and holidays**
- **Use old Salvation Army space for pop-ups**, especially for Broadway businesses if access to their brick and mortar location is limited due to construction
- **Engage local faith based organizations** to host community meetings, share construction information, and assist with interactive events
- **Hold volunteer events** in conjunction with GreenRoots to plant trees and flowers once construction is complete



# Overview



# Continued Engagement

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- **City to conduct bi-weekly business check-ins** in addition to sharing pertinent construction info
- **Heavily promote existing financial and technical resources** that are available to businesses before, during, and after construction
  - Work with TDI Fellow, the Chamber of Commerce and Chelsea Business Foundation

Streetscape improvements alone are not enough. Resilient business districts require continual social and economic investment.



# Existing Resources








Resource	Description
<b>Micro Enterprise Technical Assistance Program</b>	Free technical assistance in sales, marketing, customer service, and digital presence to Broadway business owners with grants of up to \$1500 to implement recommendations.
<b>Storefront Improvement Pilot Program</b>	Grants up to \$10,000 to help Broadway businesses to upgrade their storefronts.
<b>Technical Assistance Business Improvement Grant Program</b>	Grants up to \$5,000 for business improvement projects, such as new equipment and marketing plans.
<b>Community Preservation Trust Fund</b>	Fund established in 2016 to assist city in reaching community housing, historical preservation, and open space and recreation goals.
<b>Mass Save Energy Assessments</b>	No cost facility assessment available to businesses that will provide insight into energy savings opportunities, grants, and incentives for building upgrades.
<b>National Trust Preservation Fund</b>	Grants of \$2500-\$5000 to help nonprofits and public agencies with preservation projects. Will not fund construction, but will fund outreach and education activities.



# Progress Reports

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- In 6 month increments, measuring the following metrics will allow us to see the progress and efficacy of the program.
- These metrics allow us to measure not only the long term effect on existing businesses that anchor Broadway, but also the appeal of the neighborhood to new development and business.

Ratio of Openings to Closing	
Vacancy Rate and Duration	
New Local Establishments	
Stores Cut Hours or Closed	
New National Establishments	
Existing Stores Closing	
New Construction or Overhauls	





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2. Defining Success
3. Paths to Success



# Long-term Planning

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**Broadway Street has a unified, inviting identity.**

In addition to a communications strategy, JAX Associates will help the City of Chelsea evaluate the potential long-term impacts construction will have on the businesses and community of Broadway. Our goal is to help Chelsea mitigate threats and seek opportunities in order to shape Broadway as a place that is **cohesive, representative, and thriving.**



# Defining Success

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## Existing Community

- Current businesses experience growth.
- Area residents are able to enjoy more local commerce opportunities.

## New Investment

- New businesses see Broadway as appealing.
- New businesses, offices, and restaurants will find Broadway appealing and profitable

## Distinct Identity

- Broadway becomes a destination.
- Has a reputation that is connected but still distinct from Boston.



# Defining Success: Existing Community

Current Conditions at the corner of Washington and Cherry Street



## For Residents

- A renewed street experience facilitates pedestrian, bicycle, and bus traffic.
- Access to more local jobs

Proposed Streetscape Improvements at Cherry Street near Bellingham and Fay Squares



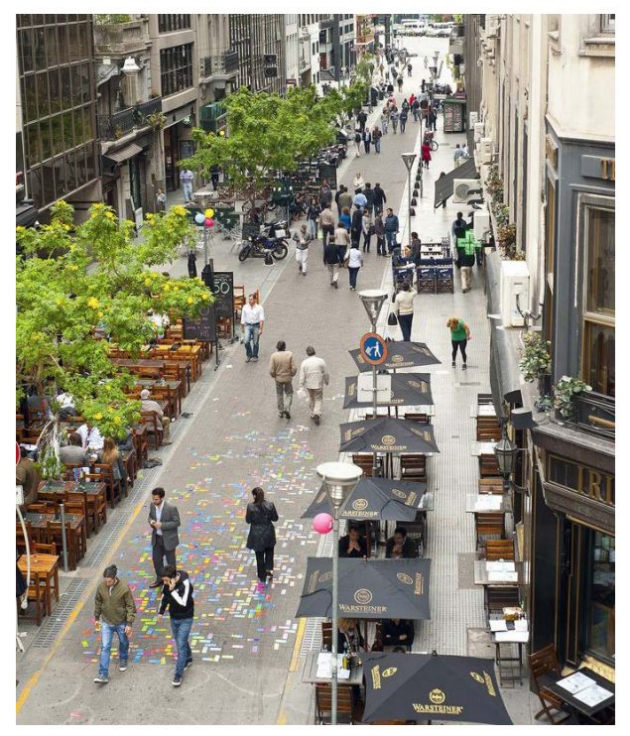
## For Businesses

- More people coming to shop and dine in the area



# Defining Success: New Investment

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Nelson\Nygaard Consulting Associates. Re-imagining Broadway, 2017

## For Residents

- Greater diversity of businesses
- New job opportunities
- New residential units

## For Businesses

- Decreasing vacancy improves competition and cross-shopping
- Restaurants draw local and area residents
- New office and retail space



# Defining Success: Distinct Identity

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## For Residents

- Broadway is a source of pride
- Area residents know where Broadway is and what it is about
- Is referenced along with Davis Square and Union Square

## For Business

- Businesses leverage Broadway's identity to attract customers
- Block parties and festivals are opportunities for businesses to build their brand and increase customer spending



NorthEndBoston.com



# Paths to Success: Opportunity Zone

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**In 2018, two census tracts adjacent to Broadway were designated as Opportunity Zones<sup>1</sup>**

## **Chelsea's Goals as an Opportunity Zone<sup>2</sup>:**

1. Increased density
2. New businesses & job growth
3. Further development
4. Implementation of Transformative Development Initiative ideas

Before benefiting from Opportunity Zone funding, the City of Chelsea must first establish and promote a strong identity to attract investment.

<sup>1</sup>Chelsea Record, 4/28/18

<sup>2</sup>Mass.gov "Opportunity Zone Map- Chelsea-Marketing"



# Paths to Success: Attracting Investment

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## Bold Marketing Campaign

There is a large booming population in and around Chelsea. A distinct identity marketed to these populations can help bring in visitors, spending, and activity.

## Improved Wayfinding

Promote use of bicycles, public transit, and walking on safe streets to 74% of locals who currently drive to Broadway.<sup>1</sup>

Take advantage of the numerous road way access points to Chelsea to encourage visitors from neighboring cities to come to Broadway.



RobetPaul.com

<sup>1</sup> Nelson\Nygaard Consulting Associates. Re-imagining Broadway, 2017





# Paths to Success: Opportunity Fund Programs

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## **Local Business Consulting Service**

- Available to new and existing businesses
- Recommendations for maximizing storefront value, setting pricing, marketing campaigns, and running promotions.
- Provide assistance to new businesses in permitting, building codes, and understanding local needs

## **Job Training Program**

- For new and existing businesses on Broadway and in Chelsea
- Encourage and enable residents to stay in the city
- Framingham, MA successfully deployed a similar program focused on local business groups and foreign-born residents.



# Paths to Success: Future Planning

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## **Broadway Cultural Zoning Area**

- Build on Broadway Corridor Action Plan to modify zoning
- Establish and enforce green building standards
- Offer incentives for affordable housing and mixed-use development

## **A City Master Plan**

- Integrate existing plans into broader, more unified approach
  - Re-imagining Broadway
  - Open Space and Recreational Plan
  - Chelsea Creek Municipal Harbor Plan
  - Chelsea Garden Cemetery
  - 2018 Hotel Study



# Possible Threats

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<u>Threats</u>	<u>Condition</u>	<u>Opportunity</u>
Rents become too high, displacing current population and existing businesses.	<b>Demand for Property</b>	Increase in business for existing companies.
Residents and businesses that don't reflect the community are established, causing the community to lose its identity.	<b>Identity</b>	The community's identity is solidified and strengthened making Broadway a regional destination.
Decline in businesses; construction causes businesses to close and new businesses aren't interested.	<b>Δ in # of businesses</b>	Broadway becomes a desirable place to open new businesses.



# Next Steps

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1. Finalize construction documents
2. Tour Broadway businesses
3. Assemble stakeholders to begin long-term planning
4. Hire media & outreach consultant



# METROBRIDGE



**Team 2**



# Chelsea, MA: Achieving Sustainable Growth in the Broadway Corridor

By:

Zheng Qu

Xinyang Li

Rebecca Singh

Willie Simon

Daniel Loperfido



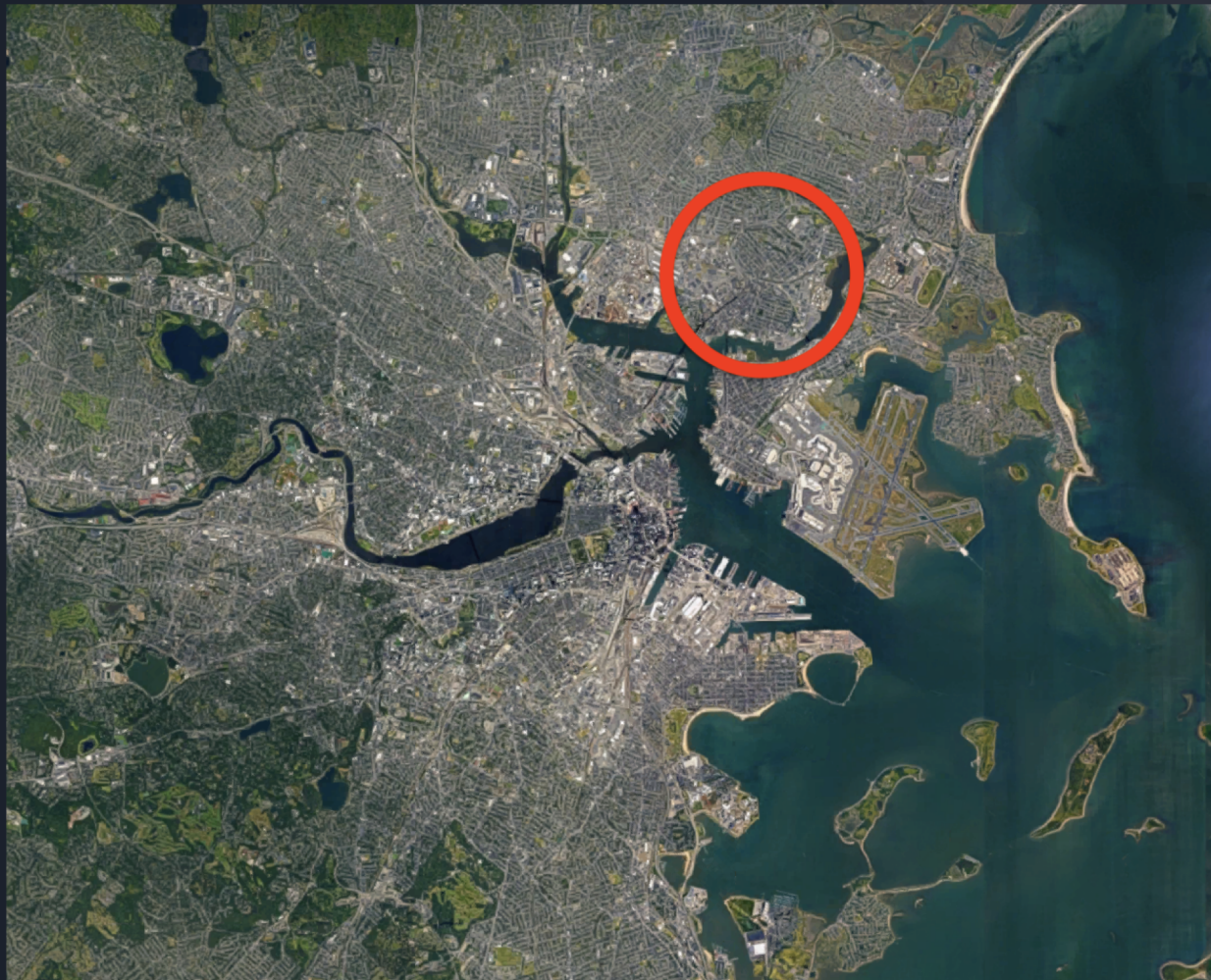
# Presentation Outline

## Project Scope:

1. Develop a communication plan for the residents and businesses of Chelsea's Downtown Corridor to address the construction phase impacts of the current redevelopment plan.
2. Address potential displacement and cultural disruption of the existing community and businesses following the construction.

## Outline of Presentation:

1. We will establish a brief history of city highlighting key events in its development.
2. We will define our project's goal: *To provide recommendations for achieving sustainable growth in the Downtown Corridor while moderating the displacement of current residents and businesses.*
3. We will suggest a communication strategy for the city to utilize in the construction phase of the project.
4. We will review case studies and highlight environmental analysis which focus on economic growth, cultural retention, and anti-displacement strategies.
5. We will offer policy recommendations for achieving our project mission.



# Chelsea, Massachusetts

<https://www.google.com/maps/@42.3792612,-71.079593,12.19z>

(accessed November 2019)

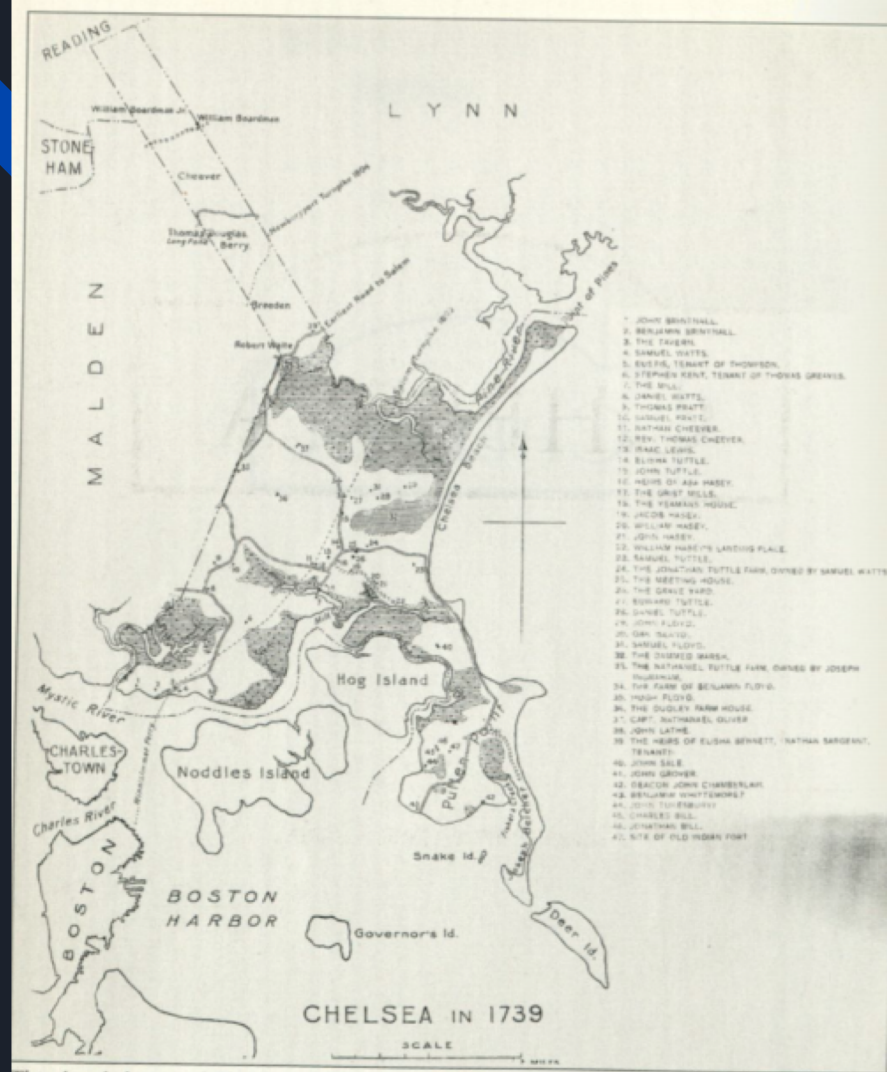


# Chelsea, MA was settled in 1624.

*“The overland route from Boston to Winnisimmet was a trip of over 20 miles, often taking two days. Only a mile across the Mystic River, the ferry from Boston to Winnisimmet was a much faster journey. Travelers then could take a carriage north to Salem, where the General Court was located, as well as important commercial activities... The ferry ran for nearly 300 years from 1631 to 1917.”*

Chelsea has been “home” to diverse immigrant populations since its founding.

*Images of America: Chelsea, Margaret Harriman Clarke, Arcardia Publishing 1998 (page 7)*

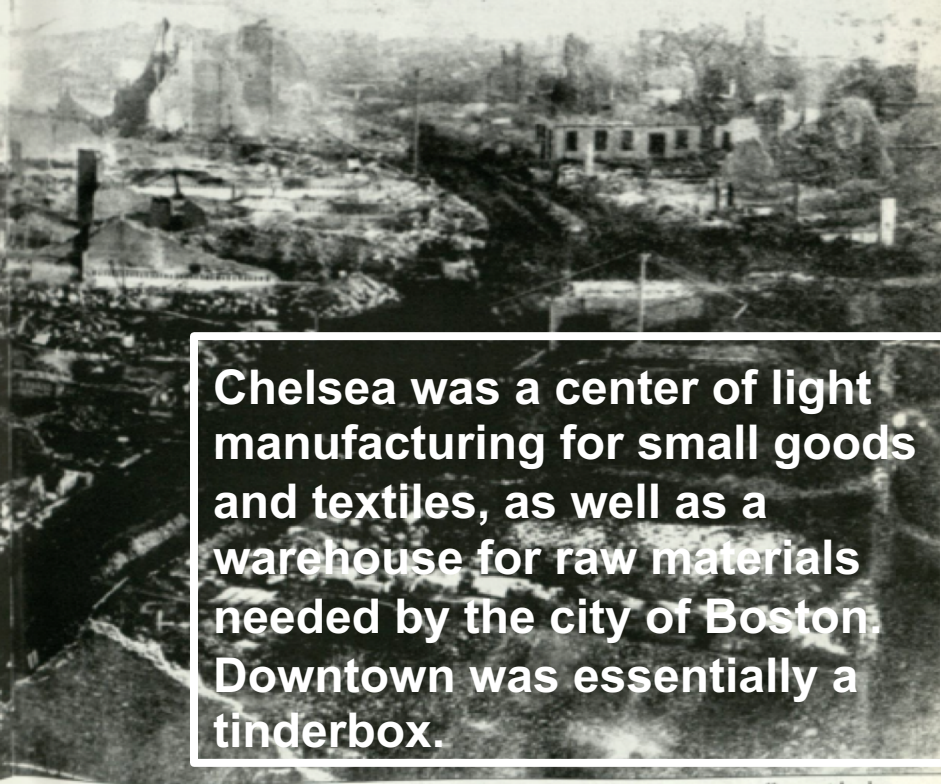


# The Great Chelsea Fire of 1908

*Images of America: Chelsea in the 20th Century*, Margaret Harriman Clarke, Arcardia Publishing 2004



Another incredible view of the devastation, this photograph was taken looking down Shawmut Street toward the water. Shawmut Street curves just as it intersects with Central Avenue, at the right in the photograph. Fortunately, the fire did not burn the stretch of Marginal Street, in the distance. Note the very faint image of ships in the waters of Chelsea Creek. The Chelsea



**Chelsea was a center of light manufacturing for small goods and textiles, as well as a warehouse for raw materials needed by the city of Boston. Downtown was essentially a tinderbox.**

City Hall, built on Central Avenue in 1853, was demolished. Every city office, with the exception of the police, electrician, overseers of the poor, and license commission, was destroyed—all of the furniture and records went up in smoke. (Courtesy of BHL.)

# Chelsea's population peaked at the turn of the century around 43,000.



Just look at the incredible confections that women wore on their heads in the early 20th century. Creating one-of-a-kind hats was a real art at Sparklin Millinery, located at 356 Broadway. Broadway had a number of specialty shops, including furriers, dressmakers, and dairy stores. Before the rise of large department stores and supermarkets, individual shops catered to buyers with good taste and a generous pocketbook. (Courtesy of BL.)

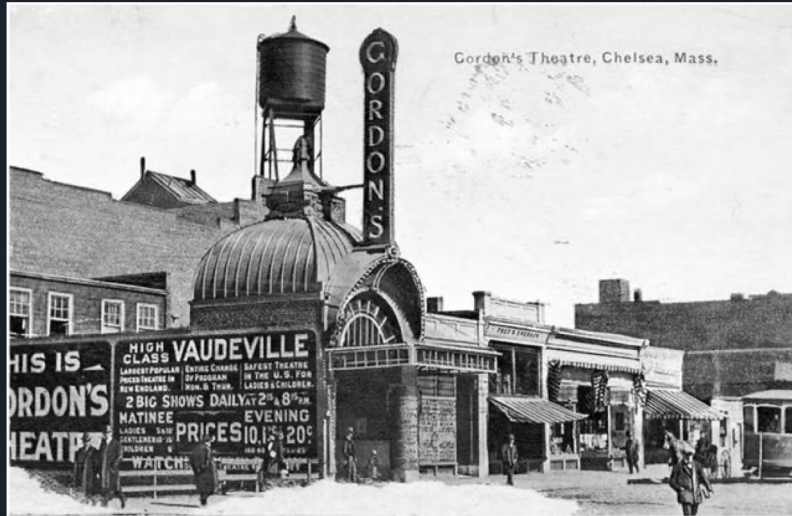
“In 1915, there were over 100 manufacturers in Chelsea... A full two-thirds of the population worked in the city. **With affordable housing, good schools, and plenty of jobs, Chelsea became a rich example of the pursuit and fulfillment of the American Dream.**”



The dual storefronts of H. Lord Groceries and George F. Slade Jr. occupied 396 Broadway.

*Images of America: Chelsea in the 20th Century*, Margaret Harriman Clarke, Arcardia Publishing 2004 (page 7-8)

# Urban Renewal Projects and Redlining increase out-migration of residents after WWII.



Gordon's Theater, downtown Chelsea, one of many of the city's Jewish-owned businesses in early 20th century.

High residential tax rates, decrepit housing stock, and the building of the Mystic River Bridge—that sliced through the heart of the city—all contributed to Chelsea's postwar decline. Another massive fire in 1973 destroyed roughly 20 percent of the city, spurring further outmigration.”

<https://globalboston.bc.edu/index.php/home/immigrant-places/chelsea/> accessed October 2019

# City of Chelsea Street Map



[map options](#)

## Chelsea, MA



### Areas by Grade

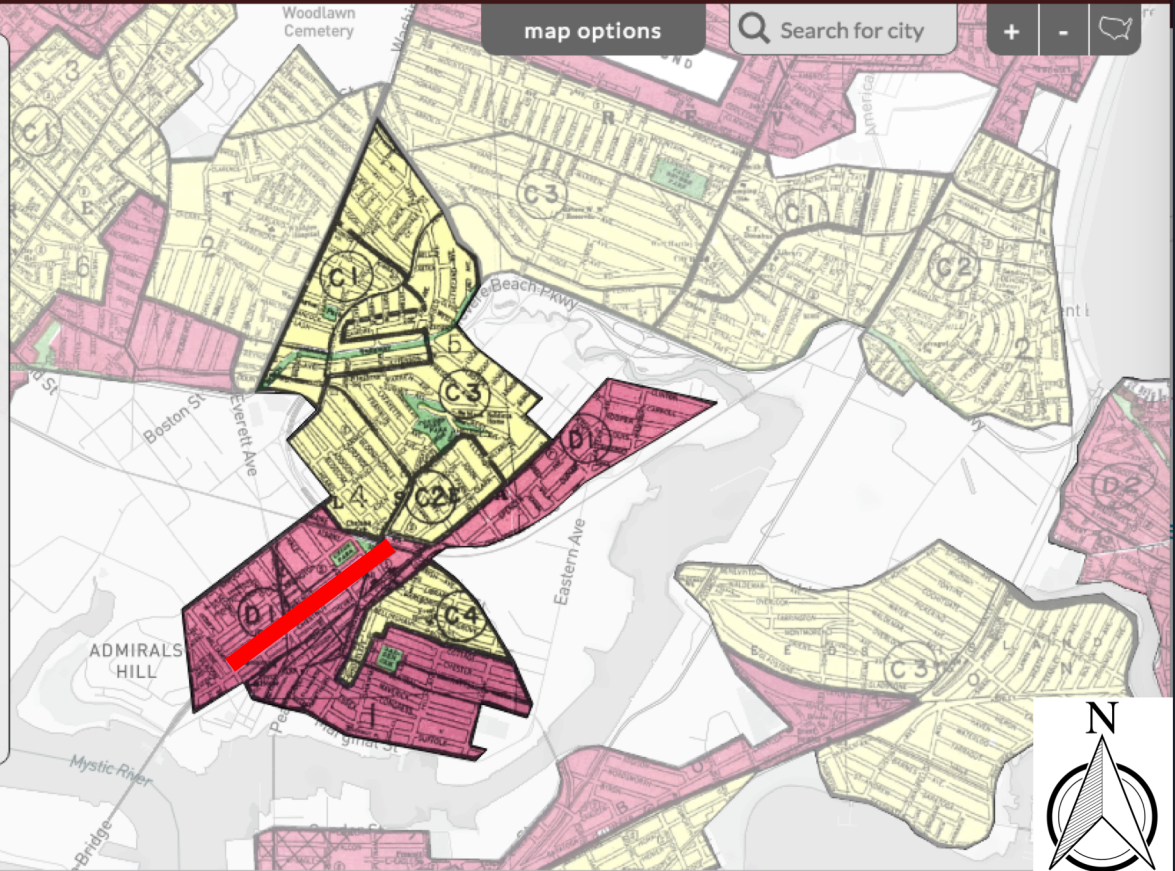
Area	Grade
0%	A "Best"
0%	B "Still Desirable"
55%	C "Definitely Declining"
45%	D "Hazardous"

 Study Area

### Area Descriptions

*click to select*

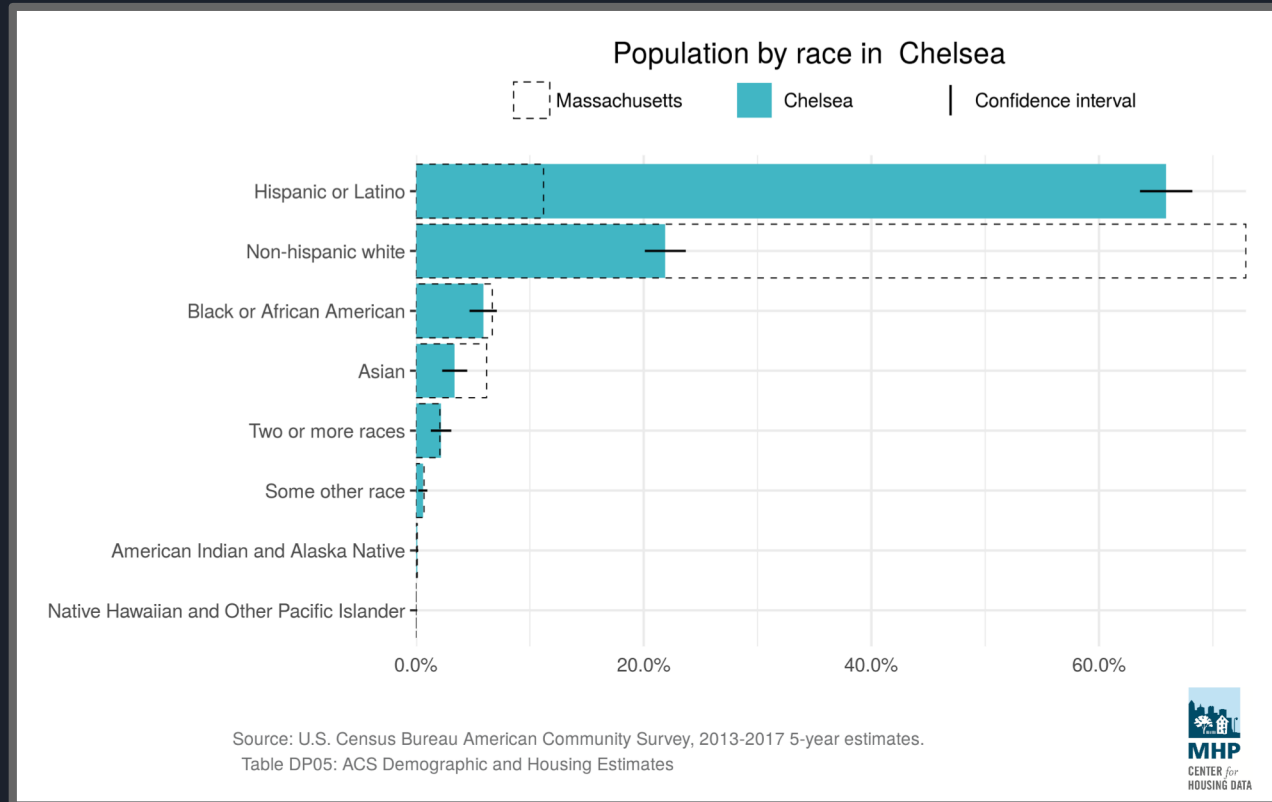
Selections from the Area Descriptions



# Latino City

From the 1980s onward, “the Latino population surged with the arrival of thousands of refugees from Central America. Fleeing violence and civil wars in El Salvador, Guatemala, and Honduras, the newcomers—many of them undocumented—settled in the city’s old downtown neighborhoods.

<https://globalboston.bc.edu/index.php/home/immigrant-places/chelsea/> accessed October 2019



**...With the arrival of these new groups, Chelsea became a majority Latino city in the early 2000s and now has the highest percentage of foreign-born residents in the state, with 46 percent in 2016.”**



# Chelsea Enters Fiscal Receivership

“Back in 1991, the cavernous and drafty Chelsea City Hall represented all that could go wrong with a democracy. Within those walls, mayors crafted deals with organized crime, signed off on union contracts that allowed employees unlimited sick leave, and presided over a city that had no official accounting system.”

“...That summer, after decades of mismanagement and corruption, Chelsea failed to meet its payroll, and the Legislature voted to take control. Governor William Weld appointed Jim Carlin, a no-nonsense manager, as receiver, charged with filling Chelsea’s \$10 million deficit and balancing its budget.

[http://archive.boston.com/news/local/articles/2009/12/13/the\\_story\\_of\\_chelseas\\_fiscal\\_turnaround\\_is\\_political\\_good\\_news/](http://archive.boston.com/news/local/articles/2009/12/13/the_story_of_chelseas_fiscal_turnaround_is_political_good_news/)





# Long Term Economic Growth is Essential to the Success of the City

“Chelsea has taken positive steps to minimize the impact of stagnant state aid. Due to conservative fiscal management over the past decade, Chelsea has created healthy reserves. Therefore, even though Chelsea will utilize a small amount of free cash reserves to balance its budget in FY19, and likely in the next few fiscal years as well, it has built up sufficient reserves to enable it to meet its budgetary needs for at least the next five years without significant shortfall. However, **long term, it is essential that Chelsea generate additional revenue, and it can only do that with continued economic development. It is for that reason that Chelsea continues to aggressively seek growth, albeit in a manner that is properly planned and respectful of potential negative impacts such as traffic and gentrification.**”



# Broadway Corridor Action Plan

## Vision Statement for the Broadway Corridor Action Plan

City of Chelsea

Published June 2014

**“In the future, the residents of Chelsea will be proud to say that Broadway is their downtown center, a safe and welcoming place where people are drawn to the array of shops and creative cultural events, recognizing friends when they are there. Pedestrians will easily make their way along a comfortable environment of tree-lined streets and interesting storefronts.”**

# How can we ensure that downtown investment leads to a vibrant community?



Cleveland has attracted plenty of chic cafés and wine bars to its downtown. But retail shops have been slower to arrive. *Shutterstock*

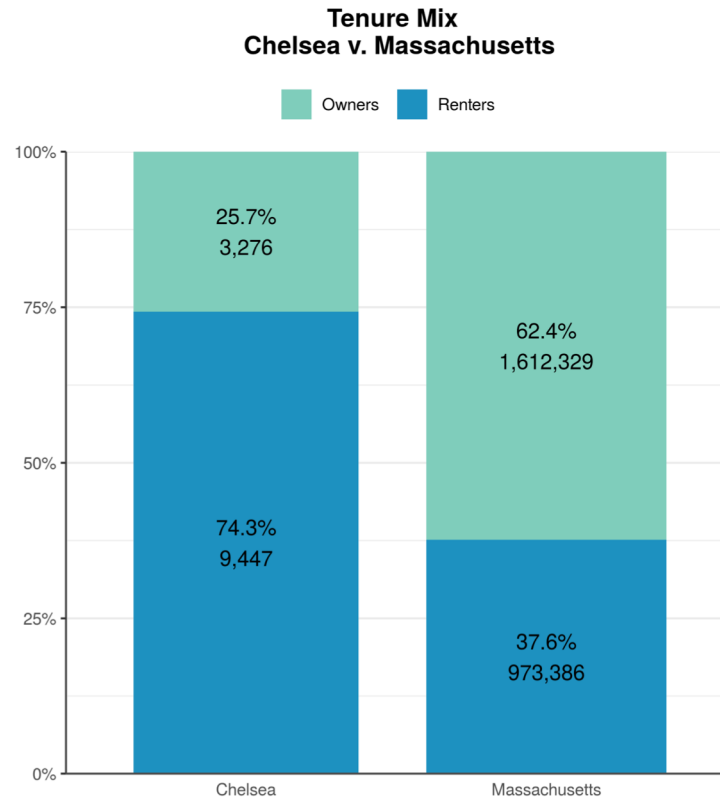
Downtown Cleveland, Ohio (pictured left) is missing retail amenities that support a local community from its business mix.

“The fact is that for fast-changing neighborhoods -- especially in cities that have suffered hard times -- retail often lags far behind office and housing growth in the gentrification process.” (governing.com - The Neighborhood has Gentrified, but Where is the Grocery Store? - Scott Beyer, February 2015)

# Consider: Home Ownership Gap

Chelsea residents are primarily renters, and over 50% are already cost burdened (cost of rent >30% of income).

Source: U.S Census Bureau American Community Survey 2013-2017 5 Year Estimates.



Source: U.S. Census Bureau American Community Survey, 2013-2017 5-year estimates.  
Table DP04: Selected Housing Characteristics



# Are Gentrification and Displacement Inevitable?

## Our Goal:

To provide recommendations for achieving sustainable growth in the Downtown Corridor while moderating the displacement of current residents and businesses.

Gentrification (n): a process of changing the character of a neighborhood through the influx of more affluent residents and businesses.

Displacement (v): movement of a population out of a neighborhood as formal or informal development occurs.



# Short term - Construction Phase Communication Plan

Before the construction	During the construction	After the construction
	Commuters and drivers	
Residents and communities	Businesses and customers	
Construction company	Construction company	Government officials



# Communication Methods

Stakeholder	Content	Mediums
Commuters and drivers	Road disruptions and closures	Radio station, Road signage, Billboards
Business owners and customers	Possible inconveniences, alternative plans and solutions	Direct letters, Text messages,, Walk in and talk, City hall website
Residents and communities	Possible inconveniences, alternative plans and solutions	Leaflets on the street, Posters on bus station, City hall website
Government officials	Construction plan and time frames	Email, Phone call, Public meetings
Construction company	Construction plan and time frames	Email, Phone call, Public meetings

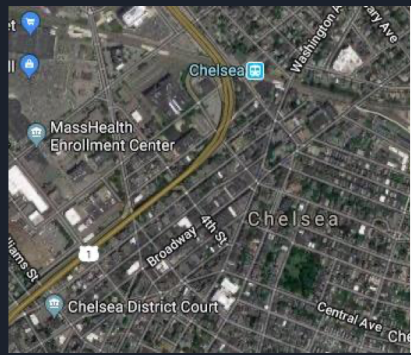


## Short term

### Negative impacts of construction

1. Traffic jam
2. Concerns for public safety
3. Inconvenience for customers
4. Troubles in business operations
5. Pollution (dust and noise)





Home

## Road Construction

The following is a list of City of Chelsea construction projects that are on-going, planned, or in the design phase. Bear in mind that the filling of pot holes will continue as needed and that road work by utilities can occur with little or no warning.

### City of Chelsea Road Work Projects

Current Projects	Description of Work	Work Remaining	Completion Date
Maple, Carter, Bloomingdale, Everett Ave.	water, sewer, drain, lighting, road & sidewalks	sidewalks & road	September 2016
In Design	Description of Work	Expected Start	Completion Date
Shurtleff St. (Essex to Broadway)	water, sewer & drain	August 2016	September 2017



Road closure map, Website, Radio, Leaflets, Signage, Posters  
<https://www.chelseama.gov/construction>



# How to mitigate negative impacts

## Limit the Environmental Impact of Construction

1. Limit fuel usage
2. Reduce noise
3. Properly dispose of waste
4. Utilize reusable technology
5. Accelerate construction project

## Help business owners and customers

1. Provide signage to direct customers to the business.
2. Structure a shuttle service for customers if needed during construction.
3. Promote public parking and make sure customers know where it is



## Long Term Objectives: Post Construction (4+ Years)

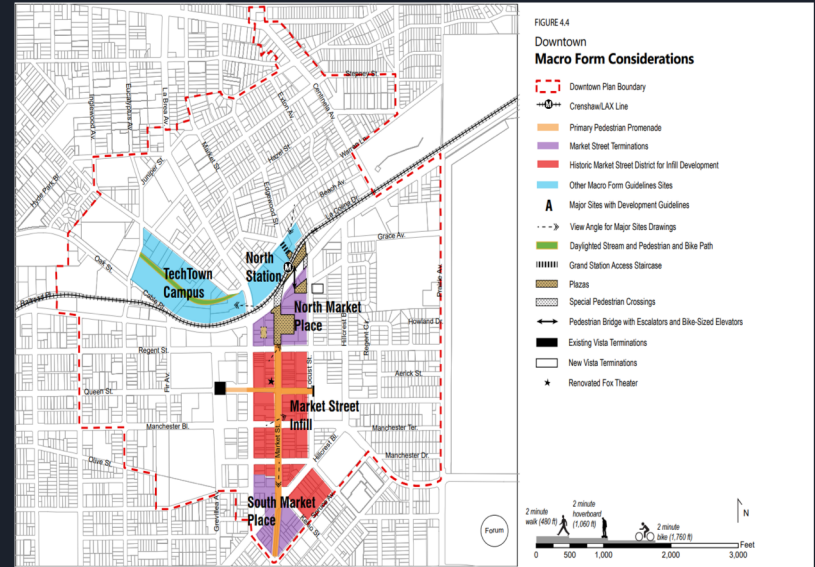
- Economic Growth
- Community Resiliency
- Anti-displacement

# Case Study: The New Downtown Inglewood and Fairview Heights

Inglewood, CA is a coastal gateway city with a population of 111,006 people, and 51.4% of the population is Hispanic or Latino. In 2016, the city created a vision plan for its historic district, Market St, located at the east of the Florence Avenue/La Brea Avenue intersection.

They city develops Business Improvement District to encourage commercial activities, Business Retention Policies to require 30% Minority Business Enterprise or Disadvantaged Business Enterprise, and Relocation of Long-Term Business to New Sites within Inglewood.

Lesson learned: Inglewood's vision of the downtown is not only a place to live, work, shop and be entertained, but also a place to express the unique culture of the city. Moreover, the city implemented zoning ordinances, financial incentives, and policies to promote the sustainability growth of its historic downtown.

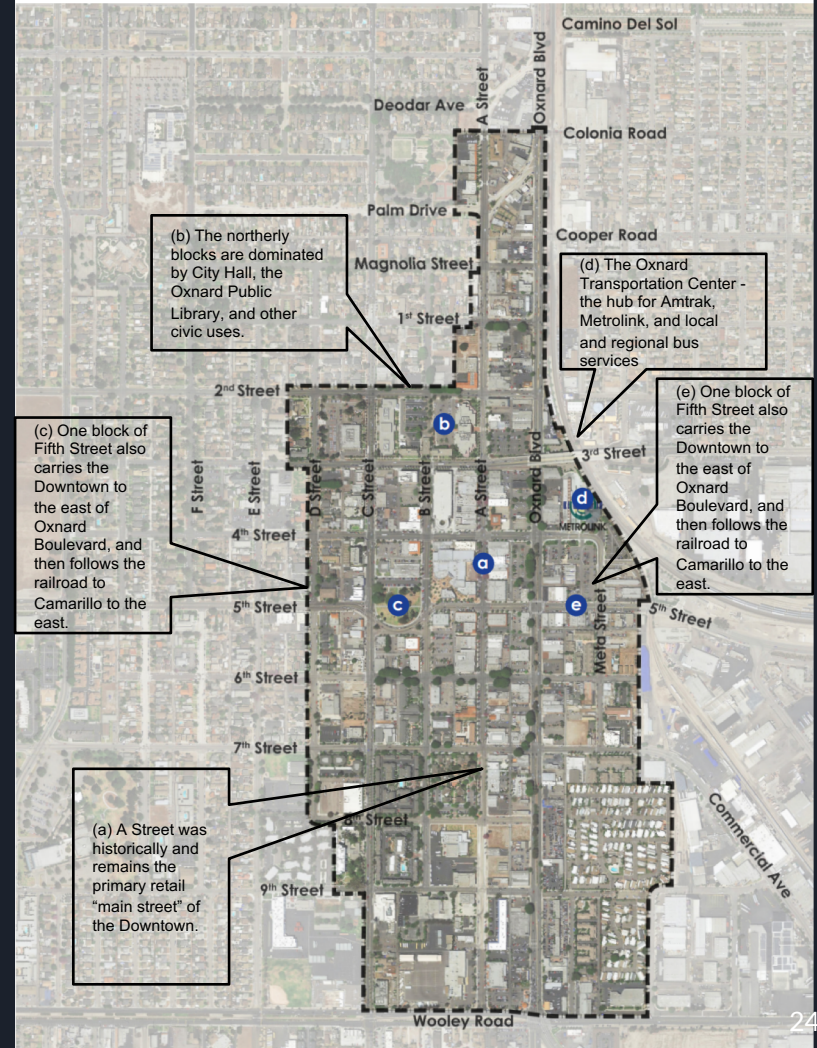


# Case Study: Downtown Oxnard Vision Plan

Oxnard, CA is a coastal city with a population of 200k people, and 74.4% of the population is Hispanic or Latino. In 2016, the City of Oxnard with the Congress New Urbanism (CNU), develop the downtown vision plan to transform Oxnard Boulevard.

The proposed actions are built upon the existing assets of the downtown, promising each new increment of investment is aimed at generating a lively, safe, comfortable, valuable, and mixed-use city center district.

Lesson learned: The plan highlighted the importance of existing assets within the region. The proposed actions focus on the streetscape transformation, connectivity and landmark elements.

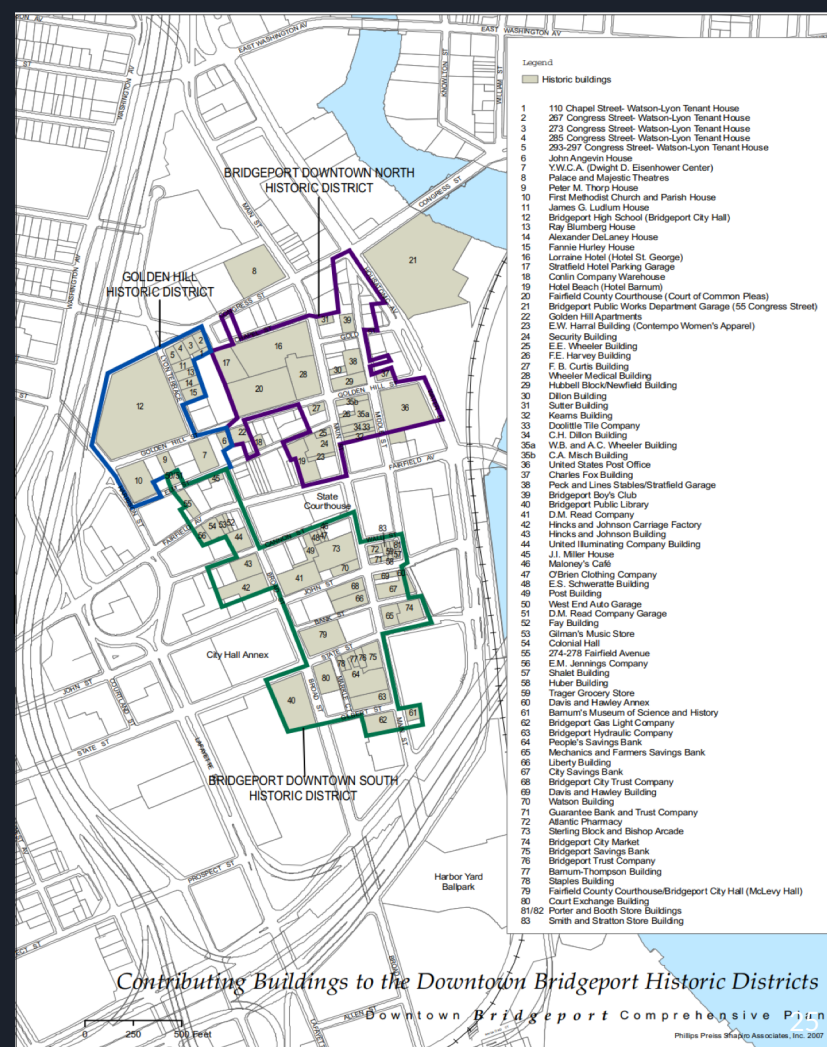


# Case Study: Re-imagining Downtown Bridgeport

Bridgeport, CT is a coastal city with a population of 147,586 people, and 39.2% of the population is Hispanic or Latino. In 2007, the city decides that the downtown should be energized as the prime place, Downtown Special Services District (Appendix, 45), for the young working population of Fairfield County, Connecticut.

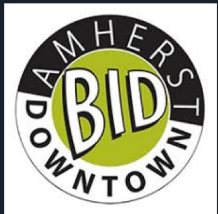
The city highlights two learning institutions that anchor downtown, Housatonic Community College (HCC) and University of Bridgeport (UB), and adopts a series of actions, included design guidelines, zoning initiatives, streetscape improvements, and historic preservation to achieve its vision.

Lesson learned: Bridgeport implements many initiatives through Special Service District to assist downtown revitalization.



# Findings of Case Studies

- Based on two academic studies of streetscape improvement projects (Appendix, 43&44), the outcomes of the project are:
  - Increase in private/public investment
  - Increase in retail sales, property value, rental rates, tax-revenue...
  - Increase in multimodal travel (walking, driving, and bicycling), and decline in collision
- Based on case studies of downtown revitalization programs:
  - Cultural resources (history, landmark elements, long-developed local businesses) are some top priorities of the revitalization programs.
  - Connectivity (rail station, bus lines, highway) is a major factor in all revitalization programs.
  - Community engagement (workshops, public meetings) develops the foundation of a revitalization program.
  - Commercial activities (retails, office) are usually encouraged by zoning initiatives, opportunity zones, government funding programs, public/private partnership and community engagement.



<https://www.amherstdowntown.com/>



Mass.gov

<https://www.mass.gov/service-details/community-development-block-grant-cdha>



EPA 231K17001  
October 2017  
[www.epa.gov/smartgrowth](http://www.epa.gov/smartgrowth)

**LOCAL FOODS, LOCAL PLACES TOOLKIT**  
A GUIDE TO HELP COMMUNITIES REVITALIZE USING LOCAL FOOD SYSTEMS

[https://www.epa.gov/sites/production/files/2017-10/documents/flip\\_toolkit\\_508-compliant.pdf](https://www.epa.gov/sites/production/files/2017-10/documents/flip_toolkit_508-compliant.pdf)



# Opportunities & Threats

## Opportunities:

- Encourage Commercial Activities
- Building upon the existing assets (E.g, cultural resources)
- Governance, Leadership and Community Involvement
- Zoning Ordinances
- New Rail Station
- Connectivity

## Threats:

- Local Businesses have difficulties to achieve breakeven after the construction
- Flooding
- Displacement & Gentrification
- Expected increase in housing pressure



# Strategies to encourage new commercial activities

## Business Improvement District

- Street cleaning and maintenance
- Public safety and hospitality
- Marketing and events
- Capital improvements
- Beautification
- Advocacy
- Business development



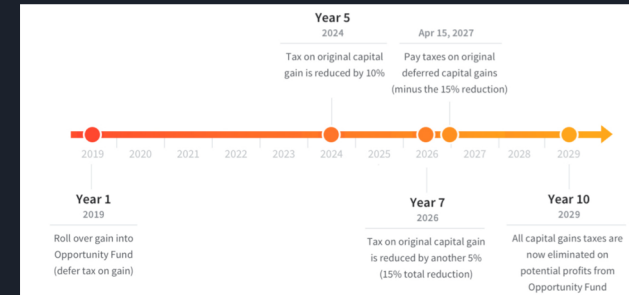
## Economy Development Agency

- Community-Real Estate
- Free-Tax Presentation
- Community Loan Fund
- Workforce Development
- Business Development
  - EL MERCADITO (female-owned micro business incubator).



## Opportunity Zone Program

- The Opportunity Zone Program is a federally-established program to provide investment incentives for economic growth in low-income communities.



# Preservation of Cultural Resources Significant Properties

## Federal Inclusive Business Policies:

- Minority Business Enterprise (MBE)
- Women Business Enterprise (WBE)
- Disadvantaged Business Enterprise (DBE)

## State Inclusive Business Programs:

- United States department of Transportation DBE program

## Minority Business Enterprise Program, City of Bridgeport:

- Prime Contractor: a non-minority contractor that seeks a city contract.
  - 30% of the aggregate dollar value (15% to MBE, 15% to WBE)

The New Downtown Inglewood implementation plan: 30% Minority Business Enterprise or Disadvantaged Business Enterprise



Tito's Bakery:  
Anchor business  
for nearly 40 years



Familiarity with the community of Chelsea as it's changed through the decades

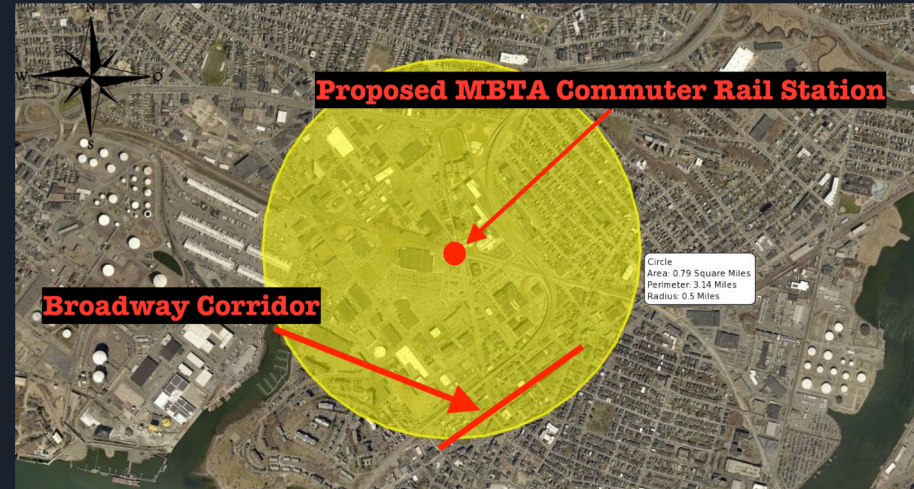
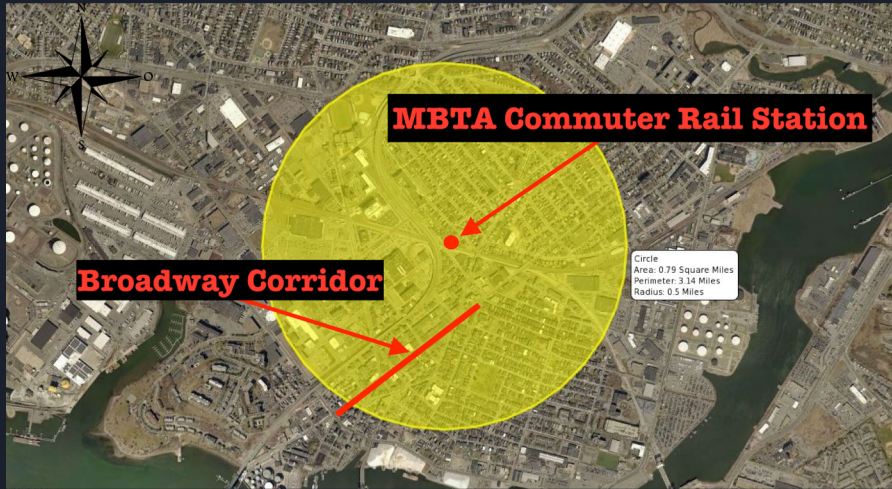
Communities are built upon the solid foundation of relationships amongst residents, business owners, religious and community leaders, and other Stakeholders.  
-South End Neighborhood Revitalization, 29 Bridgeport

# Business Development Financial Tools:

	DESCRIPTION	Funding Type	Phase
Special Funding/Loan Program	A zero-interest loan program for businesses impacted by construction along the Broadway Corridor.	Loan	During-Construction
Tax Increment Financing (TIF)	TIF utilize future property tax revenue within Broadway based on an increase in assessed property values.	Grant	After-Construction
CDBG Community Development Program	CDBG provides resources to manage various community development needs.	Grant	During-, After-Construction
Specialized Small Business Investment Company (SSBIC)	SSBIC provides financial assistance to the minority owned small businesses. The capital is guaranteed by Small Business Administration.	Grant	During-, After-Construction
Economic Development Incentives	Job credits, TIF, Sales Tax Revenue Sharing, CIP, Permit/Impact Fee Waivers and Rent Abatement are assigned to non-profit EDA.	Economic Incentive Package	During-, After-Construction

- These funding sources help local businesses to live through the construction of streetscape. More importantly, these subsidies support the commercial activities especially when some valuable storefronts are facing displacement.

# MBTA Commuter Rail Station



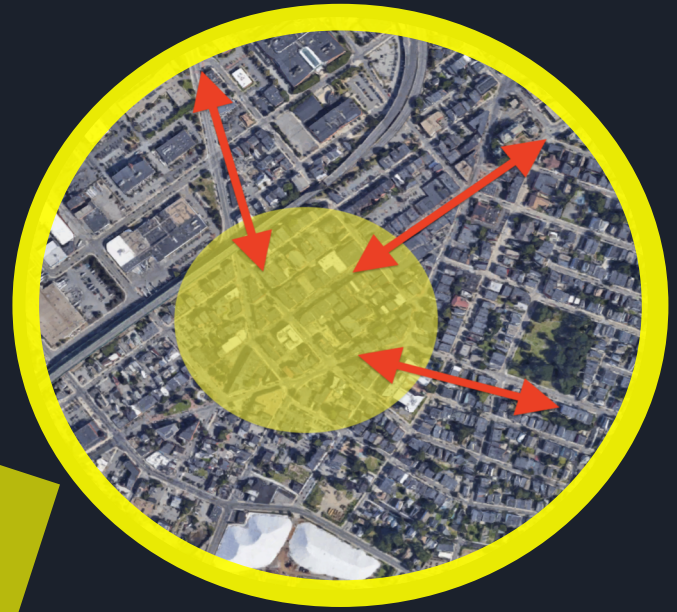
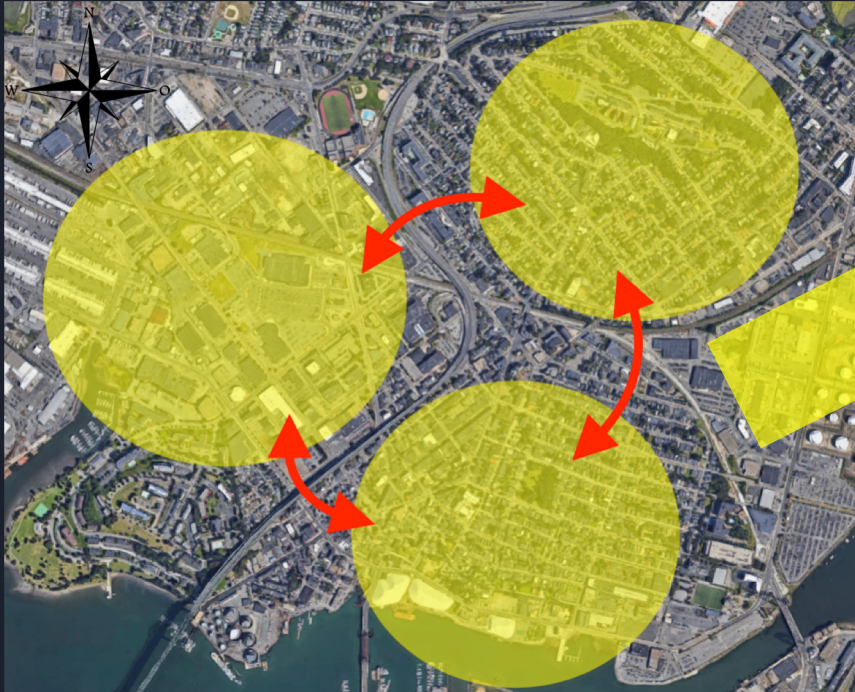
- Proposed station is further from the Broadway corridor.
- Proposed station is on the fringe of the ½ mile walking distance radius.
- Proposed station may deter development from the Broadway corridor and create a focus for development around the adjacent Mystic Mall section of Chelsea.

# FEMA Flood Map



- The Broadway corridor is currently not within the FEMA flood zone.
- Outlying areas are susceptible to flooding, thus creating an emphasis for increased development and land use density for the Broadway corridor.
- Transportation and infrastructure might be compromised by flooding which must be examined and carefully thought out for future planning.

# Connectivity



- Chelsea has a physical disconnect between its neighborhoods.
- Route 1 acts as a barrier between the west and east portions of the City.
- The MBTA Commuter Rail Line and Silver Line, creates a separation between the north and south sections of Chelsea.

# Recommendations



## LEGEND



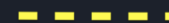
Broadway



Connection



Park/Parklet



Waterfront



# Recommendations

- Enhance connectivity by strengthening adjacent thoroughfares.
- Create green space at major nodes below Route 1.
- Establish clear wayfinding from MBTA stations to and from the Broadway corridor.
- Enhance the waterfront by adding parks and green space to create more vibrancy and to mitigate sea-level rise.
- Increase land use density within the Broadway corridor by updating current zoning codes.
- Decrease parking requirements for residential buildings by up to 50%. Currently at 1 space per unit.
- Increase pedestrian and bicycle infrastructure within the existing and surrounding corridors.
- Allocate multiple Bluebike stations in Chelsea, preferably around transit hubs.
- Underutilized parcels and parking lots should be redeveloped into green and open spaces.
- Focus on enhancing the downtown's vibrancy by planning cultural events and pop up markets.
- Create more public and community gardens.
- Increase the use of permeable surfaces to help alleviate sea-level rise and stormwater.

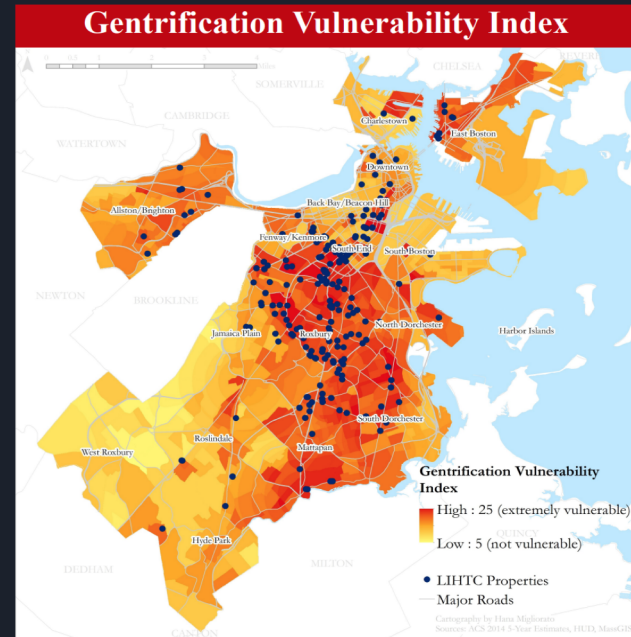


# Is Displacement Inevitable?

- Proximity of Chelsea, MA to the City of Boston highlights vulnerability as displaced Bostonians look for more affordable properties
- Chelsea's population will increase 14 percent between 2015 and 2035, from 37,581 to 42,633

Policies enacted by the City of Boston to mitigate displacement on low-income families:

- Leverage Commercial Development to Build Housing and Create Jobs
- Preserve inclusionary development
- Sustain Community Preservation Act Revenue
- Right to counsel in eviction proceedings
- Protect Elderly Tenants from evictions
- Tenant's Right to Purchase - The Act would allow the tenants match any bona fide offer to sell the property or to assign their right to purchase to a non-profit acting on their behalf



# How is Chelsea mitigating displacement?

## Current Policies & Regulatory Framework:

- Inclusionary Zoning Ordinance, now requires 15% of housing built by developers to be affordable
- Condo Conversion Ordinance -limits multi-family owners from evicting tenants without just cause pursuant to condominium conversion.
- Chapter 40R density bonus zoning
- Chelsea Housing Authority manages approximately 914 units of public housing and administers 584 rental subsidies

## Rent and Housing Figures for Chelsea, MA:

- The average employee in Chelsea can afford to spend \$1,214 in rent. A full-time service worker can afford to spend \$763 in rent
- Average monthly rent is \$2,387 for a single-family home and \$2,202 for a multifamily residence in 2016
- As of June 2017, the CHA's housing choice voucher waiting list has 2,474 families



# How do we ensure anti-displacement and cultural retention of Broadway?

## Governance, Leadership and Community Involvement Recommendations:

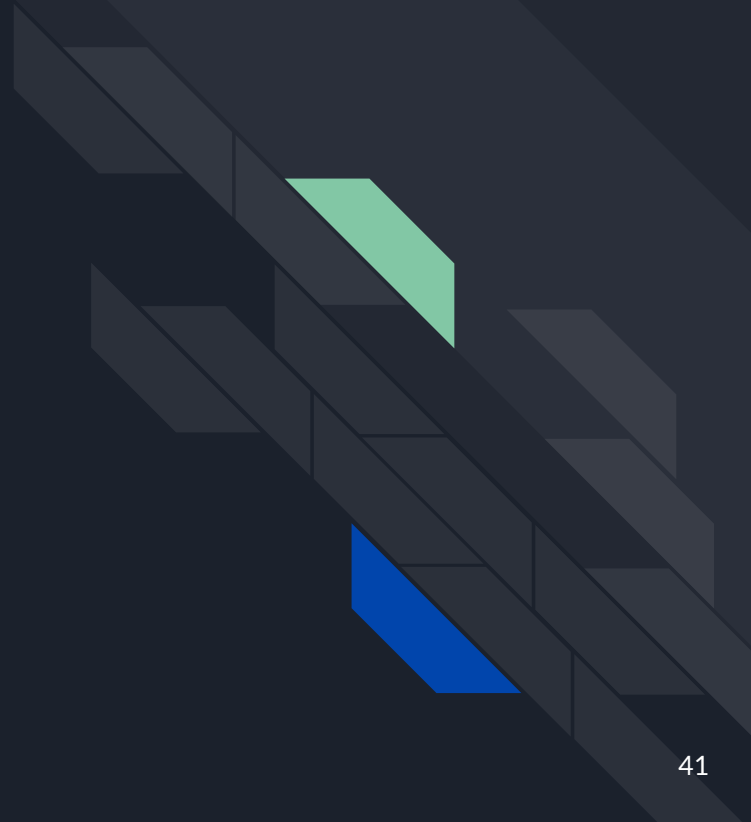
- Create a role for a Hispanic/Latino(a) liaison that works for the City of Chelsea - create a representative leadership structure
- Meet monthly with community leaders to deepen understanding of community needs
- Embed the voices of community members in every stage of development process by working with community leaders and organizations
- Provide further support to and bolster the Chelsea Human Services Collaborative because they are an invaluable resource

## Policy and Regulatory Recommendations:

- Leverage Commercial Development to Build Housing and Create Jobs
- Preserve the current inclusionary development
- Right to counsel in eviction proceedings
- Protect Elderly Tenants from evictions
- Tenant's Right to Purchase - The Act would allow the tenants match any offers to sell the property or to assign their right to purchase to a non-profit acting on their behalf
- Zone to exclude high rise buildings
- Make land acquisition for nonprofits accessible

Thank you!

# Appendix



# Streetscape Study



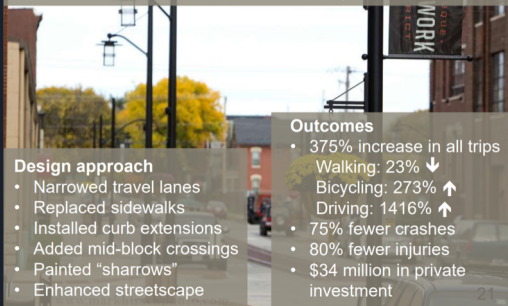
**Smart Growth America**  
Improving lives by improving communities



**National Complete Streets Coalition**

## Millwork District, Dubuque IA

Population: 58,155 • Complete Streets policy: 2011 • Cost: \$6.7m



### Design approach

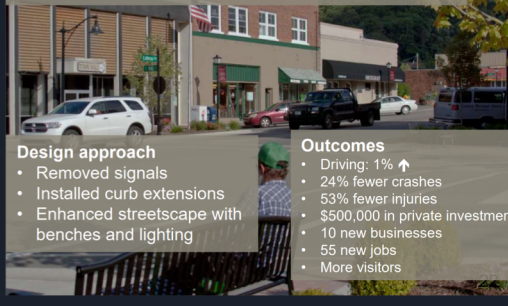
- Narrowed travel lanes
- Replaced sidewalks
- Installed curb extensions
- Added mid-block crossings
- Painted "sharrows"
- Enhanced streetscape

### Outcomes

- 375% increase in all trips
- Walking: 23% ↓
- Bicycling: 273% ↑
- Driving: 1416% ↑
- 75% fewer crashes
- 80% fewer injuries
- \$34 million in private investment

## West Jefferson, NC

Population: 1,315 • Complete Streets policy: 2011 • Cost: \$300,000



### Design approach

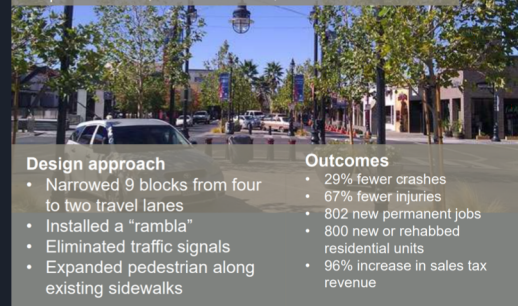
- Removed signals
- Installed curb extensions
- Enhanced streetscape with benches and lighting

### Outcomes

- Driving: 1% ↑
- 24% fewer crashes
- 53% fewer injuries
- \$500,000 in private investment
- 10 new businesses
- 55 new jobs
- More visitors

## The BLVD, Lancaster, CA

Population: 159,055 • Cost: \$11.6m



### Design approach

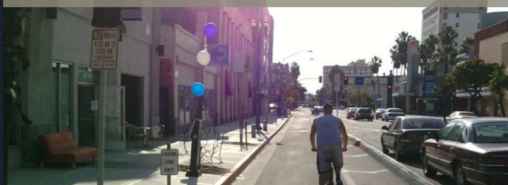
- Narrowed 9 blocks from four to two travel lanes
- Installed a "rambla"
- Eliminated traffic signals
- Expanded pedestrian along existing sidewalks

### Outcomes

- 29% fewer crashes
- 67% fewer injuries
- 802 new permanent jobs
- 800 new or rehabbed residential units
- 96% increase in sales tax revenue

## 3rd & Broad Avenues, Long Beach, CA

Population: 467,892 • Cost: \$900,000



### Design approach

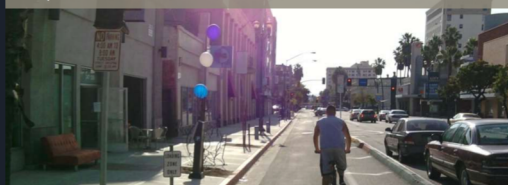
- Installed cycle tracks
- Narrowed roadway
- Added on-street parking
- Modified 23 signals to add bike and left-hand turn signalization

### Outcomes

- Walking: 13% ↑
- Bicycling: 33% ↑
- Driving: 12% ↓
- 50% fewer bicycle crashes
- 23% fewer vehicle crashes
- Lower speeds

## 3rd & Broad Avenues, Long Beach, CA

Population: 467,892 • Cost: \$900,000



### Design approach

- Installed cycle tracks
- Narrowed roadway
- Added on-street parking
- Modified 23 signals to add bike and left-hand turn signalization

### Outcomes

- Walking: 13% ↑
- Bicycling: 33% ↑
- Driving: 12% ↓
- 50% fewer bicycle crashes
- 23% fewer vehicle crashes
- Lower speeds

## Multnomah Street, Portland, OR

Population: 583,776 • Cost: \$95,000



### Design approach

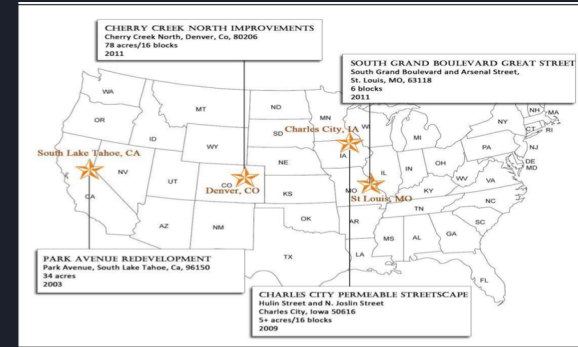
- Narrowed travel lanes
- Created cycle track with plastic bollards
- Added new signage
- Added new auto & bike parking

### Outcomes

- Bicycling: 44% ↑
- Driving: 23% ↓
- 6% fewer crashes
- 50% fewer speeding drivers

# PERFORMANCE AND ECONOMIC BENEFITS OF FOUR STREETScape RENOVATIONS: A COMPARATIVE CASE STUDY INVESTIGATION

	LAND			WATER			HABITAT		CARBON, ENERGY & AIR QUALITY			MATERIALS AND WASTE			ECONOMIC			SOCIAL								
	Transportation	Land Efficiency/Preservation	Soil creation/Restoration	Stormwater Management	Water Conservation	Water quality	Flood protection	Habitat Preservation	Habitat creation/Restoration	Temperature & Urban Heat Island	Air Quality	Energy Use & Emissions	Carbon Storage & Sequestration	Reused/Recycled Materials	Local Materials	Waste Reduction	Property Values	O&M Savings	Economic Development	Job Creation	Recreational & Social Value	Public Health & Safety	Educational Value	Noise Mitigation	Food Production	Scenic Quality/Views
Charles City, Iowa				●		●	●						●				●	●		●						
Park Avenue, South Lake Tahoe, California	●	●		●	●	●		●			●	●	●				●	●		●	●					●
South Grand, St. Louis Missouri	●		●	●	●				●			●	●	●		●	●			●	●			●		●
Cherry Creek North, Denver, Colorado	●			●	●	●				●		●	●	●	●	●	●	●		●	●					



- Cherry Creek North Improvements and Fillmore Plaza, Colorado

→ This streetscape improvement project revitalized Denver's premier retail district and created a pleasant social and commercial multi-purpose place.

  - ◆ Increased the District sales tax revenues by 16%.
  - ◆ Decreased retail vacancy rates from 13.6% in 2009 to 7.2% in 2012.
- South Grand Boulevard Great Street Initiative, Missouri

→ This project aimed to mitigate the negative impacts of the existing streetscape design.

→ Increased annual tax revenue more than 14% in the first year after redevelopment.

→ Projected to increase revenue by 19% over a 10 year period.

The table indicates the benefits of streetscape renovation to land, water, habitat, climate change, materials and waste, economic and social in Charles City, South Lake Tahoe, St. Louis, and Denver.

# Case Study of Bridgeport: Re-imagining Downtown

Downtown Special Services District (DSSD) is applied to run beyond and above the role of BIDs, preserving economic growth, small food stores, green market, and public market.

**The DSSD is the best entity to carry out anything operational, typically the primary function of business improvement districts (BIDs)** — security and clean up; but also beautification, advocacy, marketing and tenant recruitment. The DSSD has already helped to enhance Downtown's appearance by dedicating staff for sanitation and maintenance, as well introducing streetscape fixes and welcome banners. A Downtown Bridgeport website, ([www.infobridgeport.com](http://www.infobridgeport.com)), has served as the crux of the DSSD's marketing effort. The DSSD has also had significant success in programming, as it is a co-sponsor of the Sweetport concert series.



**Promote small food stores, a green market, and public markets to serve new residents.** To offer needed convenient shopping for groceries and create a sense of community, the DSSD should promote the introduction of small food stores, a green market, and other public markets. Small, frequent local events such as farmer's markets and public markets are useful for reaching a consistent audience, week after week. Specialized events, like food festivals, have the joint benefit of bolstering business sales and enriching the social spirit of Downtown.





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- <https://docs.digital.mass.gov/dataset/massgis-data-fema-national-flood-hazard-layer>
- <http://www.nyc.gov/html/dot/downloads/pdf/dot-economic-benefits-of-sustainable-streets.pdf>
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- [https://www.chelseama.gov/sites/chelseama/files/uploads/chelsea\\_housing\\_strategy\\_volume\\_1\\_final\\_final\\_final.pdf](https://www.chelseama.gov/sites/chelseama/files/uploads/chelsea_housing_strategy_volume_1_final_final_final.pdf)
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- [https://sites.tufts.edu/gis/files/2016/01/Migliorato\\_Hana\\_UJP232\\_2016.pdf](https://sites.tufts.edu/gis/files/2016/01/Migliorato_Hana_UJP232_2016.pdf)