CAMPELLO VISIONING REPORT

Qm

I TH

Dini

restant a beau prov

Con Maria

CLIFTON

ST.

BOT

I LEAD III

11

111

mu

DENTON

1111

11

1111

1 1

m.u

111

l

Annual Comm

8

THE NEXT STOP FOR ONE OF BROCKTON'S

HISTORIC VILLAGES

2018

CODD (11

COLONY

11 [1]

ROAD

UTIL

S

RAIL

1112 11

Rob May Director of Planning and Economic Development City of Brockton

Shane O'Brien Staff Planner City of Brockton

Paul Chenard Senior Transportation Planner Old Colony Planning Council

Andrew Kilduff Principal TK.designlab

Tim Tensen Principal TK.designlab



City of Brockton Department of Planning and Economic Development



Tensen-Kilduff design lab 220 North Pleasant Street Amherst, MA 01002

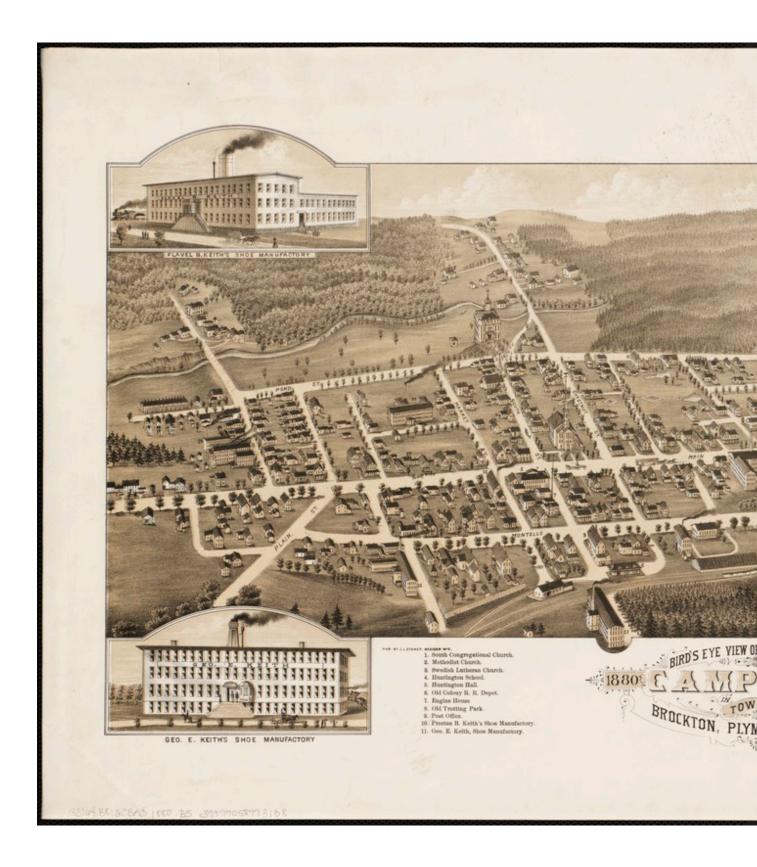


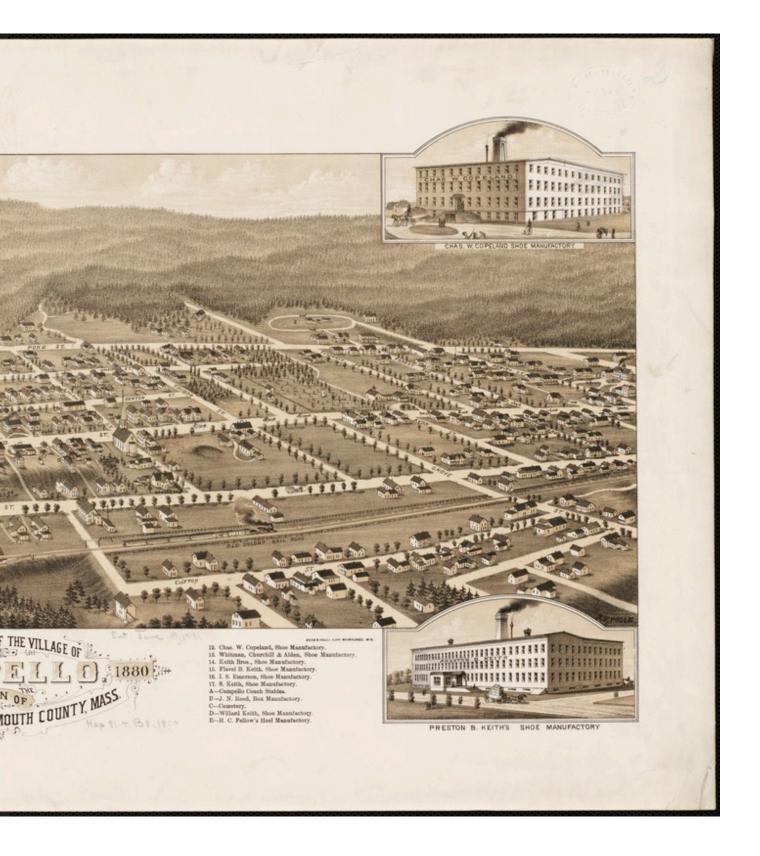
Old Colony Planning Council 70 School Street Brockton, MA 02301

1. EXECUTIVE SUMMARY	2
Recommendations	3
Study Area	4
2. COMMUNITY PROFILE	6

Community Demographics	7
Market Analysis	8
Transportation	9
Natural Environment	11
Land Use	13
Community Mapping	15

3. RECOMMENDATIONS	18
One: Realign Zoning	
Transit-Oriented Development	
Climate Change	
Zoning Typologies	
Two: Stimulate Entrepreneurial Economy	
Short-term Strategies	
Long-term Strategies	
Three: Improve Public Infrastructure	
Long-term Strategies	
Four: Create Wayfinding Network	
Vehicular Wayfinding	40
Five: Develop Urban Renewal Program	41
District Improvement Financing	
Conclusion	







EXECUTIVE SUMMARY

The City of Brockton is identifying reinvestment and development strategies to invigorate the local economy and revitalize community assets of the Campello Neighborhood. Strategies include introducing new land-use types that increase density and diversity of use, amending existing zoning, and using development models like Transit-Oriented Development (TOD) to expand commercial and residential offering and improve transportation infrastructure for pedestrians.

This effort will focus on leveraging existing assets including transportation infrastructure like the Campello MBTA station, public parks and open spaces like Keith Park, and historically relevant features such as the Franklin building. It also identifies solutions for addressing contemporary challenges impacting the neighborhood like vacant storefronts and buildings to be put back into revenue service, empty lots where new residential and commercial uses could be established, and a combination of lack of open spaces and parks in poor maintenance. This document provides a review of existing conditions from previous studies, including market forces of the Campello neighborhood; summary of the public outreach process of both residents and business community; and recommendations for preferred development and land-use as identified by community members and stakeholders to encourage reinvestment in the Campello Neighborhood.

RECOMMENDATIONS

Develop a Campello Neighborhood Master Plan that includes:

- 1. Realigned zoning that represent the needs of community members
 - base decisions on composite map generated during community meetings
 - conduct land use study to ensure zoning decisions reflect ideal conditions
 - concentrate residential development around Campello MBTA commuter rail station
 - support mixed use infill development in the heart of the Campello "village" center
 - encourage the de-retailing of the southern Main Street Corridor and promote light industrial development instead
 - Improve circulation in the Oak Hill Way area by constructing a new road that connects to Main Street at Hubbard Street
- 2. Actions and tools to stimulate the business and entrepreneurial community
 - facilitate relationships between property owners and entrepreneurs to activate storefronts
 - incentivise retail and entertainment industries
 - attract developers who are aligned with the community vision for the neighborhood and can draw in additional amenities
 - Improve business infrastructure
- 3. Steps to improve infrastructure supporting public and alternative transportation
 - conduct sidewalk and walkability audit
 - conduct bicycle audit
 - implement pedestrian infrastructure in accordance with Brockton Complete Streets and ADA standards
 - bicycle transportation network with supporting amenities in accordance with Brockton Complete Streets and Old Colony Planning Council's Old Colony Bicycle and Pedestrian Connectivity and Livability Study
 - include bus shelters and other public transportation amenities that make rail and bus travel easier, safer, and more comfortable
- 4. Creation of a neighborhood wayfinding network
 - install bicycle-network specific signs
 - install pedestrian signs guiding visitors and residents to key commercial and recreational opportunities
 - install signs guiding vehicles to and from route 24
- 5. An Urban Renewal District Plan
 - establish a District Improvement Financing Program to support the Urban Renewal Program

STUDY AREA





COMMUNITY PROFILE

The Campello Neighborhood is a historic neighborhood located in the southern portion of the City of Brockton. Its origins are traced back to the late 1600s with the founding of Plain Village on the banks of the Salisbury River within the larger community of North Bridgewater. In 1850 Revered Daniel Huntington of the South Congressional Church suggested the community change its name to Campello, to distinguish it from North Bridgewater. In 1871, North Bridgewater adopted the name Brockton. Within the new city limits, the small but burgeoning neighborhood of Campello emerged as a hub of shoe production, especially with the establishment and growth of the Walk-Over Shoe Company, founded by the Keith family.

Walk-Over Shoe and accompanying shoe factories provided well-paying jobs and favorable work conditions, enticing individuals and families to settle in Campello. This economic mobility enabled recent immigrants to purchase their own homes, and the Campello Neighborhood quickly became a sought after destination for urban living. However, beginning in the early 20th century, the number of products produced and people employed by the shoe industry dropped considerably. Consequently, the City of Brockton and Campello neighborhood suffered economic decline. The Campello neighborhood was left with clear evidence of that loss of economicvitality:shutteredstorefronts, lowpropertyvalues, disinvestment, and modest yet stagnant household incomes that continue to this day.

As a result of these economic conditions in the Campello Neighborhood, the City of Brockton is identifying strategies to spur reinvestment, leverage existing community and infrastructural assets, and propose new forms of land-use development.

COMMUNITY DEMOGRAPHICS

The Campello neighborhood has experienced a slight increase in population since 2000; according to the ESRI, the population grew to 22,486 individuals in 2017. A small increase in the population of 0.25% by year 2022 will bring the population to 23,058. This trend is contrary to the city population which has generally increases since 2010 and is expected to rise an additional 2.17% by 2021.

The neighborhood population trends young with approximately 80% of residents under 55 years of age. The Campello Neighborhood, like Brockton more generally, is ethnically and culturally diverse. Though black and white identifying residents make up the majority of the neighborhood's population, a significant percentage identify as "Mixed Race" and "Other" according to Census data; this would suggest that the Campello is predominately non-white.

The number of households in the Campello neighborhood has remained steady at 7,630. By 2021, the number of households is expected to increase slightly (0.2%) to 7,792. This rate is contrary when compared to the City as a whole which has experienced a growth in the total number of households; between 2000 and 2016 the number of households increased 1.1% to 33,386, despite a modest decline between 2008-2009. By 2021, the total number of households in Brockton is expected to increase to 34,574.

The majority of households in the Campello neighborhood are rentals (49.1%) compared to (42.8%) of households which are owner occupied. When compared to the Brockton as a whole, where 56% of households own their residence and 44% of households rent, indicating rental properties exist at a rate significantly higher than elsewhere in the city. The majority of households in the Campello neighborhood are rentals: 1,723 (63%) compared to 1,007 (37%) of households which are owner occupied.

White and black residents represent the majority of study area residents with 41% and 32% of the total population, respectively. Nearly 25% identified as 'other' or 'multiracial' while the remaining 2% identified as Asian.

^{1.} University of Massachusetts, Center for Public Management. *Population Trends in Brockton*. UMASS, Boston. May 2016. 2. University of Massachusetts, Center for Public Management. *Housing Trends in Brockton*. UMASS, Boston. Feb 2017.

MARKET ANALYSIS

The retail landscape of Campello has been languishing and there are significant gaps in retail sales and dollars being spent by residents within the study area and Campello in general. Moreover, residents and visitors tend to spend dollars outside the study area. For example, according to the 2017 ESRI Retail Marketplace Profile, residents spent \$17.2 million on dining, however only \$10.1 million in sales were spent in the study area. A loss of retail sales to outside establishments is evident in other retail sectors too, in particular clothing and accessories, electronics, home furnishings, and general merchandise retail. In total in 2017, an estimated \$49,661,967 in retail sales was lost to establishments outside the study area. While \$49.6 million seems like a big number, it is an aggregate of all retail spending. The gap in individual retail categories may not be sufficient to support additional retail outlets.

Despite a loss of sales in the dining and homeoriented sectors, there are retail sectors identified within the study area that are overabundant and contribute a significant market surplus. For example, sales of used and new automobiles and automotive parts are two of the primary retail establishments; together, these establishments provide more products than the study area can or is will to purchase, and comprise a significant percentage of the commercial and industrial land-use area. A few additional retail sectors including building material and garden equipment, food and beverage stores, and health & personal care are also abundant within the study area.

1. ESRI Retail Marketplace Profile. One mile radius from Campello MBTA Commuter Rail Station. 2017.

TRANSPORTATION

Campello residents have access to both local and regional transportation options. The study area is served by a dense road network, public bus service provided by the Brockton Area Transit Authority (BAT), rail service provided by the Massachusetts Bay Transportation Authority (MBTA) with a direct connection to Boston. Currently there is no established bicycle transportation infrastructure. However, the neighborhood is well served by sidewalks. A majority of households in the study own at least one automobile and some own two or more.

Public Transportation

BAT (Brockton Area Transit) is the primary public transportation provider within the study area. Two routes service the area: Route 8 from Southfield via Warren & Plain Street, and Route 2 from South Plaza/ Campello via Main Street. These routes provide residents mobility throughout the neighborhood, city, and surrounding communities via the BAT Pulse System and BAT Intermodal Transportation Centre, which facilitates route transfers. In addition, the Bridgewater State University (BSU) Route 28 provides direct service to Bridgewater; though this stop is located just outside Brockton city limits, it is within walking distance of the K-Mart Plaza.

MBTA operates commuter rail service in the study area via the Middleborough/Lakeville commuter rail line. The Campello Station is one of three MBTA commuter rail stations in Brockton. Campello Station enables residents of the study area to access jobs, entertainment, shopping, and services in Boston approximately 30 miles north. Additionally, riders can access MBTA commuter rail lines that service a widearea of the Greater Boston Metro Area. Brockton Area Transportation Authority (BAT) services 17 communities with a combined 20 fixed bus routes and paratransit services. In 2014 daily weekday ridership averaged 10,257 passengers; paratransit services totaled 192,013 passengers overall.

Bicycle and Pedestrian Accommodations

The bicycle and pedestrian network is limited and in need of significant improvement. While the heart of the Campello neighborhood is well served by a robust sidewalk network, a legacy of vehicle-centric development has created significant gaps in access and major safety hazards for pedestrians. Additionally, much of the sidewalk network requires maintenance and upgrades for compliance with the Americans with Disabilities Act (ADA) standards.

The bicycle transportation infrastructure in the Campello neighborhood is non-existent and requires design and investment. Currently, there are no designated bicycle lanes within the study area and few bicycle accommodations such as bicycle racks or repair stations. Investment in the bicycle network could be a boon for the study area's residents and businesses, particularly areas where residential and commercial activities are located within close proximity.

Freeway Access

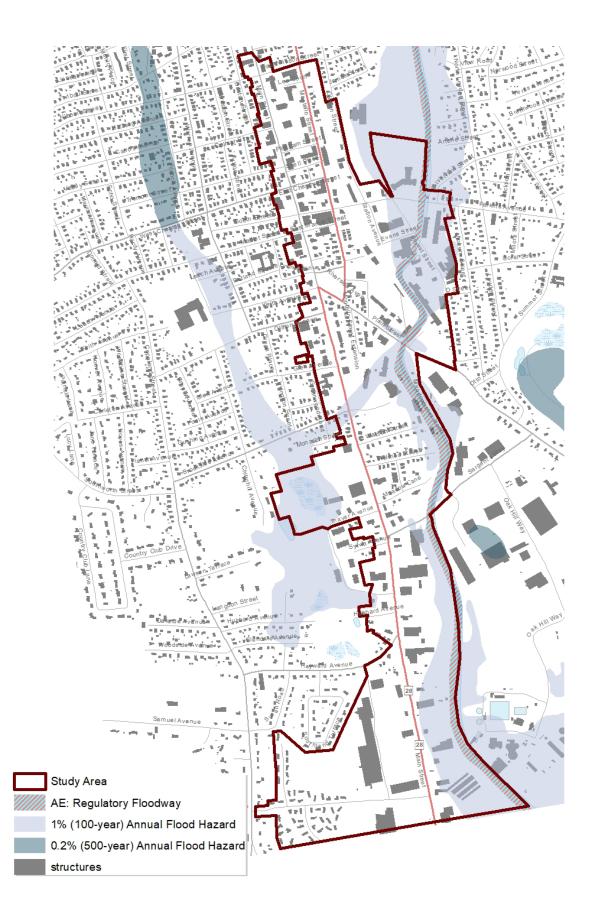
The Campello neighborhood is not served directly by any highway. Instead, residents or those visiting the area must navigate local surface streets before accessing the closest freeway, Route 24, to the west. The lack of direct highway access is cited by some business owners and residents as an issue and one of the reasons the neighborhood continues to experience economic challenges. This opinion is supported by the closure of large commercial businesses and relocation of automobile dealerships that once dominated the study area to properties nearby the Exit 17 interchange off Route 24. The nextclosest access points to Route 24 are Exit 18 in the northwest area of Brockton, and Exit 16 off Route 106 in West Bridgewater.

NATURAL ENVIRONMENT

Environmental assets within the study area include woodland, designated wetlands, riparian corridors, and small streams and ponds. Ponds and rivers in Brockton are known to flood easily and rapidly during major rain events, especially in the southern portion of the study area. Low-lying topography, past land-use decisions to fill wetlands and redirect stream-flow, and an overabundance of impervious surfaces exacerbate flooding conditions. The stormwater management infrastructure is underdeveloped and unable to mitigate flooding impacts. Properties within the FEMA-designated 100-year floodplain are especially at risk. For example, the K-Mart plaza, part of which is located within the 100-year flood plain, is inundated multiple times a year.

Additionally, within the study area are public water supply resources designated as an Interim Wellhead Protection Area (IWPA) due to the presence of the Hubbard Avenue Well located just outside of the study area. In absence of an approved Zone II, the Massachusetts Department of Environmental Protection (MassDEP) has adopted the Interim Wellhead Protection Area (IWPA) as the primary protected recharge area for public water supply groundwater sources. Development within this area must consider the potential impact flooding and other releases of contaminants or pollution may have to these water resources.

The Salisbury Plain River bisects Brockton on a north to south axis, and borders the Campello neighborhood to the east. Several parks and open space are located in, or in close proximity to, the study area.

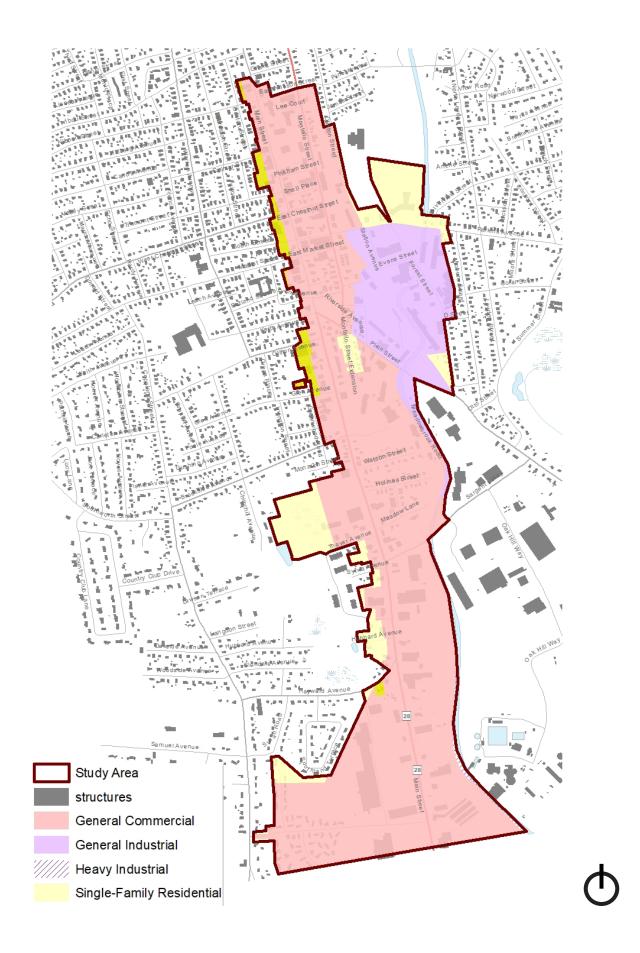


LAND USE

The Campello neighborhood is defined by several non-conforming land-uses resulting from a lack of planning and unchecked development. For example, residential units, commercial enterprises, and industrial properties can be found adjacent to each other and within the same block. This non-complementary array of land-use makes for a less desirable living and retail environment, negatively impacts resident health and well-being, and hinders smart development as a result of incomplete walking and transportation infrastructure.

Within the Campello study area, the predominant zoning is *general commercial*. *General Industrial* and *multi-family residential* are the second and third most occurring land-use types, respectively. However, when compared to the inventory of current land-uses, it is evident that some properties in the Campello neighborhood deviate from their zoning designation.

Brockton's land use has fluctuated significantly. Commercial and industrial uses are most prevalent in the study area, whereas residential is generally located to the west outside the Main Street and MBTA corridor.



COMMUNITY MAPPING

As a part of the Campello Visioning report, there was an extensive community outreach campaign. The Old Colony Planning Council (OCPC) with the City of Brockton Department of Planning and Economic Development hosted several community meetings and outreach events, and held stakeholder meetings with local business owners to introduce the project and its intended goals. The bulk of the community outreach effort centered on three Campello Visioning workshops. OCPC along with the Brockton Planning Department hosted three Campello Visioning Sessions. The intention of these workshops was to engage residents of the study area to consider existing land-uses in the Campello neighborhood, how they would like the study area to evolve, and what land-uses may support envisioned alternatives. The visioning sessions took place at the South Middle School on September 13th and 17th, and October 18th 2017.

During the first two meetings, attendees viewed a presentation by the planners outlining the project details and study area statistics; these sessions concluded with a mapping exercise where participants illustrated on maps how they would like to see future land-use developed in the study area. At the final meeting, participants were shown a composite of their previous map exercises and the recommendations interpolated by the planners based on those maps.

The Brockton Planning Department also hosted a meeting on September 26th 2017 with the Campello Business Association at Cape Code Café. This meeting provided business owners in the study area an opportunity to learn about the report and its objectives, and solicit feedback on the needs of the business community in the Campello neighborhood.

On October 4th 2017, the City of Brockton's Planning Department held a community meeting at the





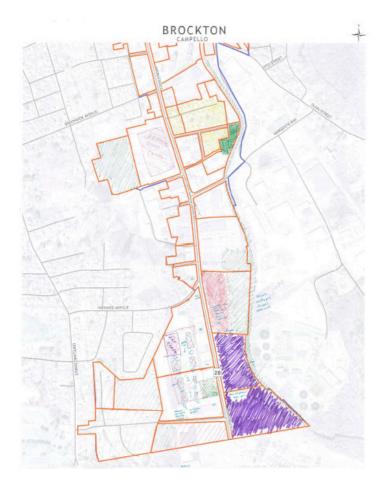


Residents contribute to the Campello Visioning Process during a community mapping exercise.

Photos: Shane O'Brien and Rob May

Brockton Housing Authority's Campello High-Rise. The planners provided residents a presentation illustrating the intent and purpose of the Campello Visioning Report and its intended goals. Community members were engaged to determine their specific needs and concerns as public housing residents, and what they would like to see as part of the Campello redevelopment. Residents contributed their ideas and concerns through a series of open and one-on-one discussions with the planners.

COMMUNITY COMPOSITE MAP



Based on feedback from public meetings and from the business community, and from the composite maps designed by attendees, recommendations were drafted by the planners for identifying and executing preferred solutions to capitalize on the opportunity to develop the Campello neighborhood and the southern Main Street corridor.



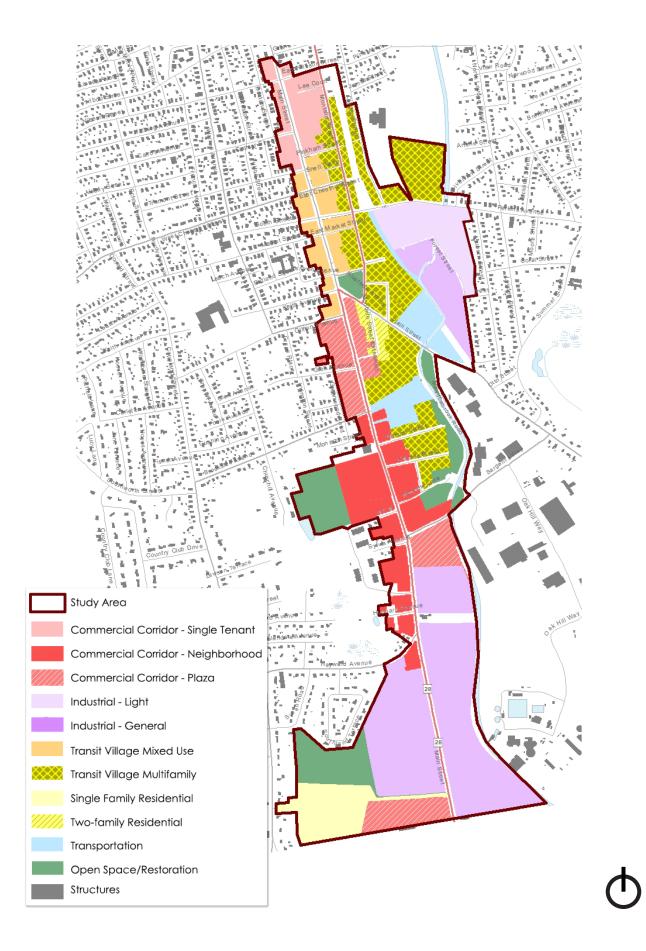
RECOMMENDATIONS

By utilizing the suggestions put forth by the public via the mapping exercises, the City of Brockton has a lens by which to view a vibrant future of the Campello neighborhood and southern Main Street corridor. Establishing sound development strategies based on case studies and typologies that reflect the specific needs and objectives of the community is determined as the best route forward. To accomplish this, the City and Campello stakeholders require tools necessary to move these objectives forward beyond the visioning stage, and into the planning and implementation. Specific recommendations have been developed to address the unique challenges and opportunities specific to the study area.

RECOMMENDATIONS

Develop a Campello Neighborhood Master Plan that includes:

- 1. Realigned zoning that represent the needs of community members
 - base decisions on composite map generated during community meetings
 - conduct land use study to ensure zoning decisions reflect ideal conditions
 - concentrate residential development around Campello MBTA commuter rail station
 - support mixed use infill development in the heart of the Campello "village" center
 - encourage the de-retailing of the southern Main Street Corridor and promote light industrial development instead
 - Improve circulation in the Oak Hill Way area by constructing a new road that connects to Main Street at Hubbard Street
- 2. Actions and tools to stimulate the business and entrepreneurial community
 - facilitate relationships between property owners and entrepreneurs to activate storefronts
 - incentivise retail and entertainment industries
 - attract developers who are aligned with the community vision for the neighborhood and can draw in additional amenities
 - Improve business infrastructure
- 3. Steps to improve infrastructure supporting public and alternative transportation
 - conduct sidewalk and walkability audit
 - conduct bicycle audit
 - implement pedestrian infrastructure in accordance with Brockton Complete Streets and ADA standards
 - bicycle transportation network with supporting amenities in accordance with Brockton Complete Streets and Old Colony Planning Council's Old Colony Bicycle and Pedestrian Connectivity and Livability Study
 - include bus shelters and other public transportation amenities that make rail and bus travel easier, safer, and more comfortable
- 4. Creation of a neighborhood wayfinding network
 - install bicycle-network specific signs
 - install pedestrian signs guiding visitors and residents to key commercial and recreational opportunities
 - install signs guiding vehicles to and from route 24
- 5. An Urban Renewal District Plan
 - establish a District Improvement Financing Program to support the Urban Renewal Program



RECOMMENDATION ONE

Realign zoning to represent the needs of community members

TRANSIT ORIENTED DEVELOPMENT

Brockton is symmetrically bisected on a northsouth transect by the MBTA Old Colony rail line. The Montello, Brockton, and Campello stations are an opportunity for the city to reverse the trend to sprawl and rebuild the traditional "village" center. This study of the Campello Neighborhood corridor, which extends approximately one half mile to the north and three quarters of a mile to the south and terminating at the border with West Bridgewater, incorporates TOD to guide future development.

TOD has helped communities across the country successfully develop areas that have historically suffered from sprawl, disinvestment, and their associated social ills (cite Fruitvale station study). It emphasizes dense, mixed-use development associated with transit centers, which decrease reliance on vehicles and prioritize pedestrian and bicycle-friendly travel. It also provides opportunities for a higher density of retail and commercial businesses which stimulate local economies and entice small and entrepreneurial enterprises. "Transit-oriented development, or TOD, is a type of community development that includes a mixture of housing, office, retail and/or other amenities integrated into a walkable neighborhood and located within a half-mile of quality public transportation."

- Reconnecting America

Building on the 2017 report by the Boston Architectural College, TOD in the Campello neighborhood may include proximate and varied housing stock, numerous walkable commercial and light industrial locations may stimulate local business and transform the neighborhood into a hub for southeastern Massachusetts commuters headed to Boston for work or recreation. It can also connect the existing residential neighborhood more safely to the train station and nearby bus stops.

CLIMATE CHANGE AND CAMPELLO

Massachusetts has recognized the threat that a changing climate poses to the economic, social, and environmental security of the commonwealth. This recognition has led the state to draft a comprehensive climate change resiliency strategy in association with Executive Order 569.

Transit-oriented development and other smart growth strategies are highlighted by the state as being tools that reduce reliance on vehicular transportation, which contributes significantly to carbon emissions. Transit-oriented development also emphasizes the use of stormwater infrastructure that treats pollutants, settles out sediments, and slows the contribution to local water bodies thus reducing instances of flooding. All of these are critical issues in the Campello Neighborhood . Transit-oriented development also includes green spaces which can reduce the urban heat island effect, sequester carbon, create valuable habitat, and mitigate flooding.

Designing and implementing transit-oriented development in the Campello Neighborhood will contribute significantly to Brockton's reduction in reliance on fossil fuels and contributions to a more sustainable and resilient Massachusetts.

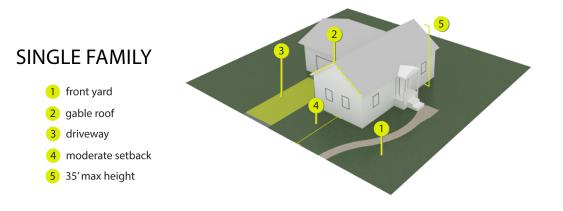
1. https://www.mass.gov/executive-orders/no-569-establishing-an-integrated-climate-change-strategy-for-the-commonwealth

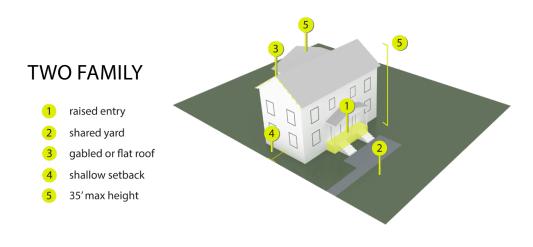
- 2. http://njtod.org/boston-suburb-banking-on-big-tod/
- 3. http://nedevelopment.com/projects/university-station

^{4.} Barreto, Matt, et al. How Effective Transit Oriented Development Can Lead to Positive Economic Growth Without Displacing Latinos. 2018.

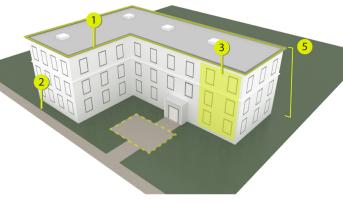
ZONING TYPOLOGIES

RESIDENTIAL









•••• TRANSIT VILLAGE MULTIFAMILY

Transit village multifamily development is defined here as a 3 to 5 story residential building. This study recommends concentrating these buildings around the Campello Station to increase living opportunities that reduce dependence on vehicles and positively impact the sustainability of Brockton as a whole.

An example study of medium-density residential development adjoining Keith Park in locations like 5 Terminal Place, 19 Plain Street, or 1050 to 1082 Montello street could include residential units explored here. Wider sidewalks and building setback emphasize pedestrian connections, especially to and from Campello Station. New buildings echo architectural features characteristic of nearby historical buildings, provide amenities for residents, and are designed for efficiency.

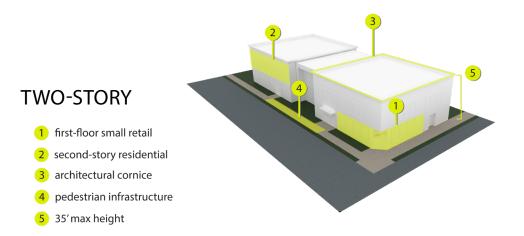


CONCEPT:

- three story residential building
- up to 88 units
- green roof
- private common space
- parking on-site
- connection to Campello Station

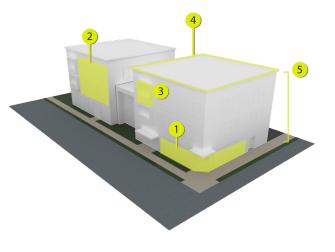
1. High-Density Residential Development Proposed for Campello Station. TKdesignlab. 2017

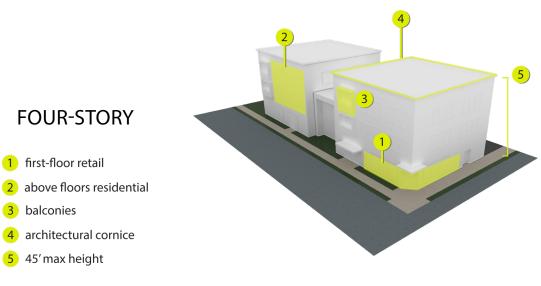
TRANSIT VILLAGE MIXED USE



THREE-STORY







TRANSIT VILLAGE MIXED USE DEVELOPMENT

Transit village mixed-use development creates dining, retail, and entertainment options within walking distance or even the same building as residents. This reduces dependence on vehicular transportation and can stimulate business for local brick and mortar establishments.

The proposed historic renovation and mixed-use redevelopment includes space for multiple retail and/or commercial units on the first floor with a variety of residential units available with views of the neighborhood on floors two through four.

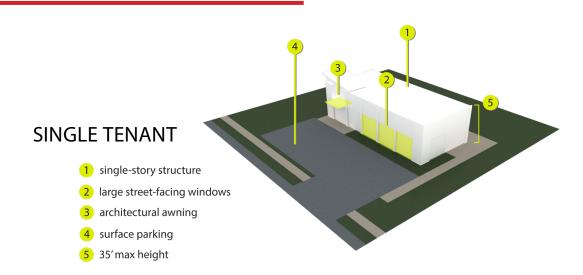


CONCEPT:

- first floor retail/commercial space on Main Street and Perkins Avenue
- second and third floor residential units
- rooftop common space
- on-site parking
- publicly accessible open space

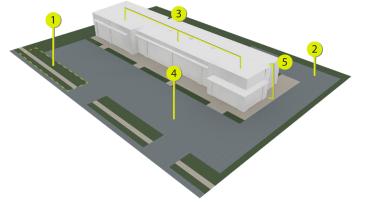
1. Mixed Use Development Proposed for Historic Campello Neighborhood. TKdesignlab. 2017

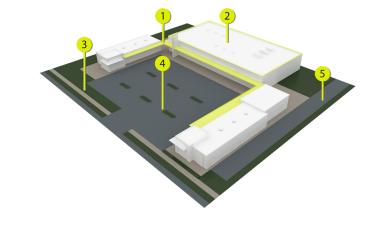
CORRIDOR COMMERCIAL



NEIGHBORHOOD







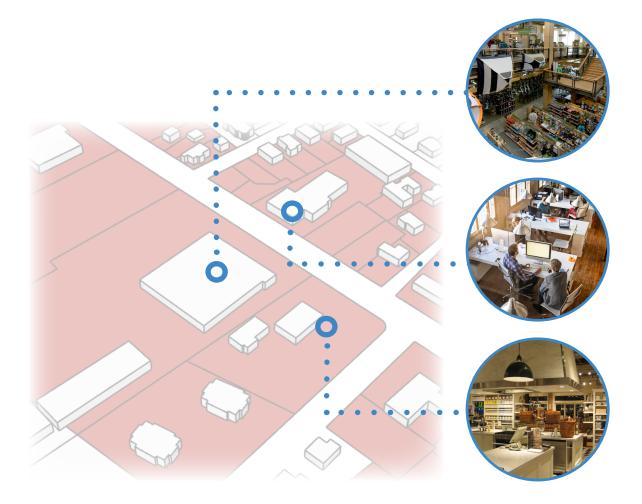
PLAZA

- 1 connected structures
- 2 large retail tenant
 3 broad setbacks
- 5 DIOdu SetDacks
- 4 large surface parking
- 5 rear commerical access

DENSIFIED COMMERCIAL

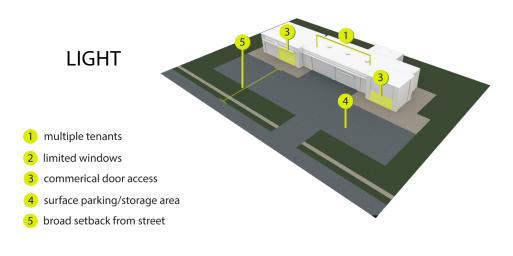
Establishing a strategy for rezoning commercial land use will provide a coherent neighborhood feel around established business districts. Commercial uses include retail, restaurants, office, wholesale and other uses. Solutions include focusing on building new and revitalizing old spaces for single-tenant and neighborhood commercial uses along the Main St. axis of the Campello neighborhood, particularly entrepreneurial and brick-and-mortar enterprises. Stimulating small business may provide a wider array of retail options for residents, provide local employment, and serve as well-maintained physical anchors in the community. Transitioning auto-centric enterprises away from denser commercial areas will be a critical factor for successful development.

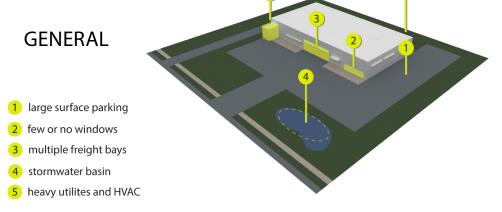
Efficient use of commercial space will contribute positively to well-being of the community by limiting dependency on vehicle use since more businesses are located closer to residential neighborhoods and public transit. Community planning for short and long-term strategies for strengthens civic participation and provides a sense of community.



1. https://www.philadelphiafed.org/community-development/publications/cascade/88/03_lessons-on-revitalizing-commercial-corridors

INDUSTRIAL





The K-Mart Plaza Conversion demonstrates the viability of a diverse activity node maximizing efficient use of squarefootage while expanding open space and managing stormwater responsibly. Stormwater management infrastructure stores and filters rainwater and mitigates flooding. Green roofs, rooftop solar arrays, and waste-water recycling can increase community resiliency.

FLEX SPACE

FLEX Space is a term used by developers and planners to refer to warehouse or warehouse-like buildings used for light manufacturing or partitioned to support diverse uses simultaneously, enabling transition between uses over time. Frequently, these are buildings that were previously used as large retail stores or mills and come with the benefits of high ceilings, existing mechanical infrastructure, and loading docks.

In Brockton, industrial zoned areas with FLEX spaces utilizing existing industrial and mill buildings will lower the carbon footprint associated with new construction while providing a lively and diverse economic community within easy access to the train station. FLEX buildings house small enterprises from technology and design to indoor-agriculture, food processing, and value added products. This may even draw businesses from other areas who desire an upand-coming atmosphere seeking affordable real estate and access to local and regional markets.



CONCEPT:

- FLEX buildings supporting multiple industries and services
- Repurposed vacant commercial buildings
- Green infrastructure
 improvements
- Potential for integration green roofs, solar arrays, and waste water recycling

NATURAL SPACE

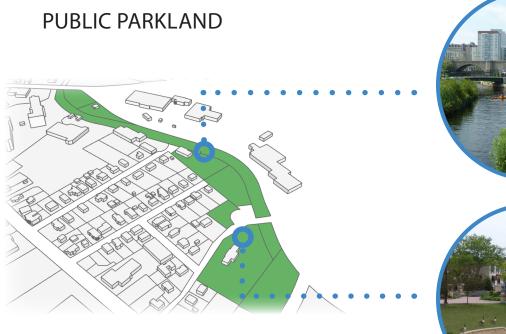
Public parks and open spaces are critical to the wellbeing and self-esteem of communities. Studies have shown that parks and open space in cities produce health benefits by providing space for active and passive recreation, economic benefits by attracting non-resident visitors and increasing property values, and social benefits by creating a sense of cohesion and community.

The Campello Neighborhood has a tremendous resource in the Salisbury Plain River that winds along the eastern boundary of the neighborhood. Community members have expressed an interest in the inclusion of a river walk and series of parks that will celebrate the waterway and bring the other benefits that parks bring. Building on work highlighted in 2012 Two Rivers Master Plan and work done by the students at the Conway School in winter of 2018, the city can promote environmental stewardship and create a valuable public amenity in the area by designing a public open space along the river. This can connect with other proposed parks like that around Campello Station and existing parks like Keith Park.

Natural areas in cities provide a number of ecosystem services that address fundamental challenges associated with urban expansion, thus creating more livable, healthy, and resilient cities. Areas like wetlands, and undeveloped wooded parcels offer benefits that include reduction of the urban heat island effect through tree canopy cover, aquifer recharge and stormwater storage through pervious surfaces, improvement of air quality due to the presence of trees, and varied wildlife habitat that is scarce in urbanized areas. In the Campello Neighborhood, the community and planning department identified four primary locations totaling at least 18 acres that should be targeted for ecological restoration.

Restoring natural environments as public open space and conserved land can take multiple forms, based on community needs and specific improvements for improving ecological health.

^{1.} http://www.tpl.org/economic-health-benefits#sm.0000ixd3vu2a0fn4xax1kuyu3sftv 2. Two Rivers Master Plan. Hubert Murray Architects and Planners. 2012.



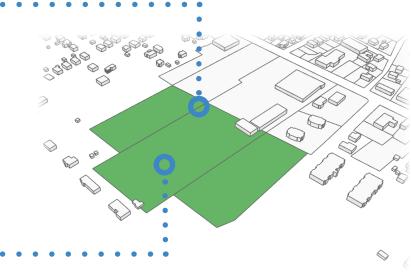








CONSERVED LAND



RECOMMENDATION TWO

Stimulate the local business and entrepreneurial community

DEVELOPMENT STRATEGIES

To ensure success, efforts to re-zone will benefit from innovative policy mechanisms that support business development. Post-industrial cities like Brockton that are experiencing declining tax bases, retail losses, and vacant storefronts can use incremental strategies to reinvest in commercial and industrial activity.

To break a vicious cycle of disinvestment initial temporary interventions like art-walks, street festivals, and pocket parks can attract residents to the areas and enable small business owners to gain exposure and test out new business ideas.

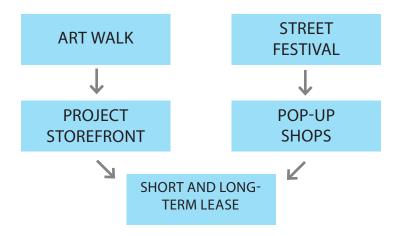
Secondary, and slightly longer-term interventions like local art exhibitions in vacant storefronts and pop-up shops can be a tool to further incentivise entrepreneurial activity and spur pedestrian activity in these central commercial areas. Popup shops in particular can introduce new business ideas to the community and potentially lead to short and long-term lease arrangements that add security for building owners, increase the tax base, and activate previously vacant and disused areas.

SHORT-TERM STRATEGIES

Among the many tools for short-term economic development, art walks, street festivals, and pocketparks are favorites. Art walks are a great opportunity to celebrate local arts and culture including visual arts, music, dance, and food. It can be a great way to bring together the many cultures that co-exist within Brockton and celebrate the diversity and history of immigration that has shaped the city.

Street festivals are a proven tool to further broaden the market potential in a city by drawing vendors from around the region. This type of event can also serve as a low-barrier opportunity for aspiring entrepreneurs and small business owners to test out new ideas. Pocket Parks are a great tool to activate previously unused places within the city. Strategies include fencing off parking spaces on main streets, reclaiming vacant lots, and allowing restaurants to utilize parts of the sidewalk for dining.

These initial strategies, though small, may face some challenges. Street festivals and art walks requiring a lot of planning and will require a interdisciplinary effort between the city and local organizations. Groups like Young Inner City Kids, the Cape Verdean Association, the Haitian Community Partners, South Shore Haitians United for Progress, Campello Business Association, Keith Park Neighborhood Association, B21 and other business associations may be excellent community groups to involve in planning.



MID-TERM STRATEGIES

Other longer-term strategies can run simultaneously or grow out of initial short-term efforts at economic development. Exhibiting art in storefronts is a tool that has been used by many communities to attract more attention and pedestrian activity to empty downtown areas. Arlington, MA realized that they could stimulate efforts to populate storefronts by passing a by-law that requires the registration of vacant storefronts and require that property owners are making goodfaith efforts to populate the buildings. As a part of this bylaw, the guarterly inspections that typically cost property owners \$400 will be waived if they are putting public art in the windows. Similarly, New Haven, CT initiated a project called Project Storefront using a grant from the National Endowment for the Arts. They selected from a pool of entrepreneurs and artists who were then given administrative and logistical support to establish galleries, studios, and arts-related offices that enabled them to test out business ideas.

In Detroit, MI, the city and local business associations have collaborated to support pop-up shops that allow beginning entrepreneurs to test business ideas of all kinds. It pushes those who would otherwise be overwhelmed by the risk involved in starting a business to experiment. In addition to stimulating short-term ventures that can increase the likelihood of new business activity in Brockton through lowering risks associated with starting business, the city can make it easier for developers to invest in the city by using eminent domain to acquire contiguous parcels for redevelopment. Although in some instances this can be politically challenging, if used appropriately and supported by a deep community process, it can have a tremendously positive effect.

^{1.} https://www.yourarlington.com/arlington-archives/town-school/selectmen/13479-storefronts-062717.html

^{2.} https://www.arts.gov/exploring-our-town/project-storefronts

^{3.} http://www.businessinsider.com/how-pop-ups-are-helping-revitalize-detroit-2013-7

LONG-TERM STRATEGIES

In addition to stimulating short-term ventures that can increase the likelihood of new business activity in Brockton through lowering risks associated with starting business, the city can make it easier for developers to invest in the city by using eminent domain to acquire contiguous parcels for redevelopment. Although in some instances this can be politically fraught, if used appropriately and supported by a deep community process, it can have a tremendously positive effect.

Melrose Commons in the South Bronx is an excellent example of using eminent domain and community process to redevelop and activate a previously blighted community. The development of Melrose Commons was successful due to a combination of careful use of eminent domain with significant community planning efforts.

Brockton can learn from this historic project by developing a set of objectives and assessment criteria to evaluate the relative success of efforts in the Campello Neighborhood. These objectives should be developed in conjunction with community members and represent the quality of life desired.

1. https://www.nytimes.com/1994/07/10/realestate/a-renewal-plan-in-the-bronx-advances.html?pagewanted=all 2. https://townhall.com/columnists/jackkemp/2006/06/26/careful-eminent-domain-laws-lead-to-bright-future-n1003463

RECOMMENDATION THREE

Improve the public and alternative transportation systems and infrastructure

SHORT-TERM STRATEGIES

Improvement of the circulatory system of the Campello Neighborhood will not occur overnight, however, there are steps the city can take immediately to ensure the success of efforts to improve the safety, comfort, and ease of use for alternative forms of transportation.

Currently, pedestrian infrastructure does not conform to ADA standards and bicycle infrastructure does not meet the needs for safety and legibility that will encourage residents to use bicycles for transportation purposes.

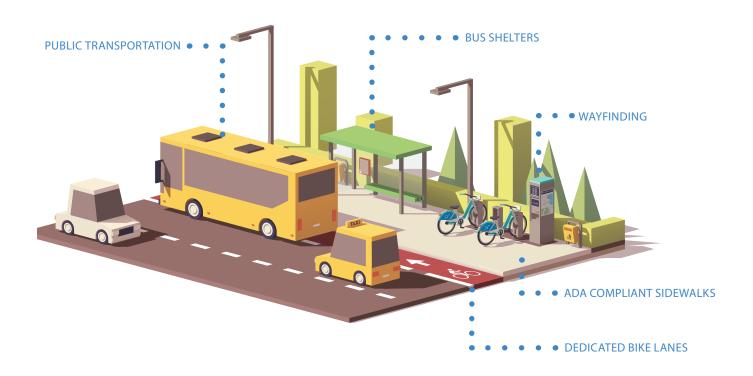
The first steps to remedy this situation will be to conduct a walkability analysis for the pedestrian infrastructure and a bicycle audit for the bicycle infrastructure. These baseline assessments will inform the spatial layout and implementation of the city's nationally recognized complete streets ordinance.

Following these baseline assessments, criteria for improvement of the infrastructure can be targeted to specific areas and informed by ADA standards, Brockton Complete Streets Ordinances, and the Old Colony Planning Council Bicycle connectivity and livability study findings.

LONG-TERM STRATEGIES

Improving infrastructure to support safe and universally accessible alternative modes of transportation like walking and bicycling is an important for activating downtown areas and creating more opportunities for commercial and retail establishments to thrive. This should be a priority for infrastructure improvements.

The Campello neighborhood is currently served by the BAT route 2, which circulates north-south along Main Street. Additionally, route 8 connects downtown with Campello Station and southeastern neighborhood of Brockton. Supporting these routes with bus shelters can provide all-season protection, seats, waste bins, advertising opportunities, and locations for maps that can help residents and visitors navigate the city.



1. Old Colony Bicycle and Pedestrian Connectivity and Livability Study. Old Colony Planning Council. 2018.

RECOMMENDATION FOUR

Create a neighborhood wayfinding network

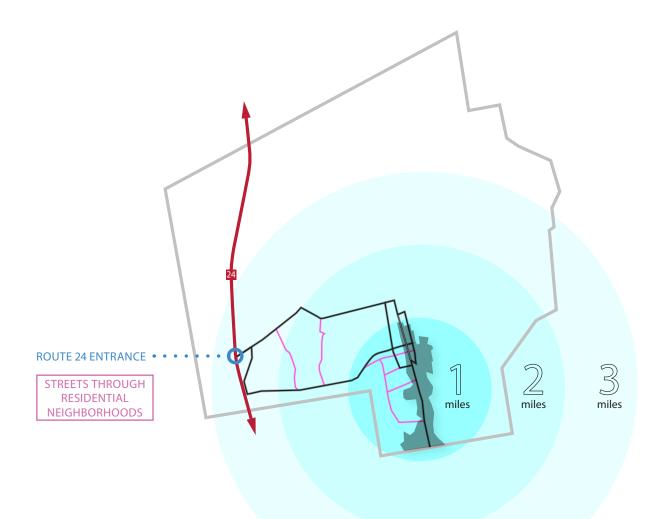
WAYFINDING STRATEGIES

According to Society for Experimental Graphic Design (SEGD), Wayfinding refers to information systems that guide people through a physical environment and enhance their understanding and experience of the space.

Designing and implementing a wayfinding system to support the alternative transportation infrastructure will be critical to ease and comfort of use for residents and visitors. People need visual cues that help guide them to destinations. These visual cues can include maps, directions, symbols, and signs.

In the Campello Neighborhood symbols can be used on the bike lanes to indicate the primacy of bicycles, maps can be placed at bus shelters to help pedestrians and bus riders orient themselves, and signs and directions can be placed at street corners or key destinations to help guide residents and visitors to other destinations.

As identified by the Boston Architectural College Campello Reimagined Study, wayfinding systems and signage can also introduce and remind residents and visitors to the rich history of the Campello Neighborhood.



VEHICULAR WAYFINDING

Efforts to reduce reliance on vehicular transportation are central to a healthier and more livable Campello Neighborhood, however, vehicles will likely always have a role to play. Many visitors will arrive by automobiles from Route 24 and need guidance to parking areas or locations where automobile traffic is discouraged. The Belmont Street entrance is the nearest route 24 access to the Campello neighborhood. The route is over three miles, is not straightforward, and often requires circuitous routes through residential neighborhoods.

RECOMMENDATION FIVE

Develop an Urban Renewal District Plan

URBAN RENEWAL DISTRICTS

The Urban Renewal Program was started by the federal government in 1949 with the passage of the Housing Act. The program provides tools for communities to redevelop deteriorated and blighted areas for many purposes including residential, recreational, educational, healthcare, commercial, industrial, or others within a defined area in the city.

Urban Renewal is the process where privately owned properties within a renewal district are purchased or seized through the use of eminent domain to be sold to developers. This is a controversial practice but, as mentioned previously in the Melrose Commons example, it can be a community-driven process that incorporate fair and just compensation for property.

Under M.G.L. c. 121B the Massachusetts Legislature established the Urban Renewal Program. This requires municipalities to develop a plan that will be reviewed and approved by the Department of Housing and Community Development, Division of Community Services.

Use of this program will enable Brockton to access funding and state and federal support in transitioning the Campello Neighborhood into a vibrant destination to work, live and play.

DISTRICT IMPROVEMENT FINANCING

"District Improvement Financing (DIF) and Tax Increment Financing (TIF) are economic tools that promote redevelopment by use of public/private partnerships. TIF offers tax breaks to developers, while DIF channels tax dollars into targeted redevelopment districts. " - Mass.gov

Through an innovative tax-based development program, the state supports municipalities in implementing their development program. These programs can support financing and implementation of the Urban Renewal Plan.

These programs are specifically designed to support cities like Brockton in concentrating development in mixed-use areas that make use of mass transit and existing infrastructure: thus aligned with the transitoriented development plans outlined in this study.

Other benefits of these programs include: the advancement of equity through economic incentives to create developer/community partnerships; expanded housing opportunities using tax increments to fund affordable and market-priced housing; increasing business opportunities; and connecting the local plans to regional goals and thinking.

1. Urban Renewal Preparation Guide, Department of Housing and Community development 2018.

CONCLUSION

Campello has been shaped by historic times of affluence and a recent disinvestment. Today, shuttered storefronts, empty lots, and depressed property values are commonplace within the neighborhood. These issues are exacerbated in areas where flooding is a frequent occurrence, inhibiting new investment and preventing businesses from establishing. In spite of these challenges, Campello can leverage its unique community character and assets to support development in key areas. By identifying specific development strategies tuned for the different areas of the neighborhood and developing based on proven models with community support, the opportunities present in the Campello Neighborhood can be fully utilized. Forging a Campello Neighborhood Master Plan and providing a full area market analysis will enable the city to move forward with concrete planning solutions.

Based on the findings of the Campello Visioning Report and public feedback, the City of Brockton should start the process of drafting a Campello neighborhood Master Plan, Urban Renewal Plan (URP) and District Improvement Financing (DIF) plan. A master plan will help further refine the recommendations laid out in this report and determine new objectives to help the Campello neighborhood thrive. An URP will grant the city through the Brockton Redevelopment Authority to implement master plan elements; DIF will provide financing for the project. As part of the Campello neighborhood master plan the City of Brockton should develop a strategy to draw business to the area with a focus on filling retail gaps and enticing entrepreneurial businesses. The City of Brockton should develop a transportation plan for the area that furthers transportation recommendations in this report and those to be identified in the neighborhood master plan. A keen focus should be given to improving pedestrian and bicycle circulation.

NEXT STEPS

The City of Brockton should initiate the process of drafting a Campello Neighborhood Master Plan, Urban Renewal Plan, and District Improvement Financing Plan. A community Master Plan will refine recommendations provided in this report and determine specific short and long-term planning objectives for development and reinvestment while the Urban Renewal Plan and District Improvement Financing Plan will assist in identifying and allocating state and federal dollars to assist the city in its Campello redevelopment. As part of this plan, the City of Brockton should develop a coherent marking strategy to entice businesses to the area, focusing on filling gaps in retail and supporting entrepreneurial and start-up enterprises. Additionally, The City should develop a Transportation Master Plan for the Campello area that identifies specific objectives for increasing access to public transpiration and improving pedestrian and bicycle infrastructure.





APPENDIX

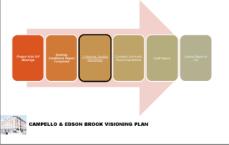
PUBLIC OUTREACH

PUBLIC MEETING NOTICE EXAMPLE



PUBLIC MEETING PRESENTATION EXAMPLE SLIDES

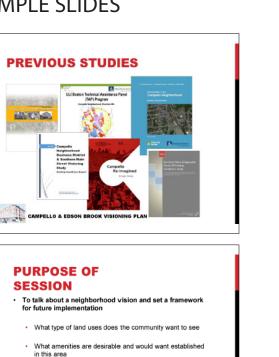




MARKET DEMOGRAPHICS

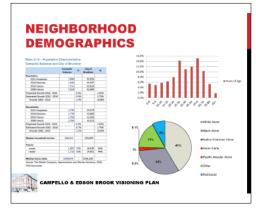
CAMPELLO & EDSON BROOK VISIONING PLAN

288 56	1,724	459.0
	388	
		52.5
84	333	27.5
18	216	35.5
5	199	0.3
45	154	20
15	143	6.6
32	127	46
	5 45 15 32 ice; Real Estate	5 199 45 154 15 143



- Listen about other ideas for the community
- · Connect with residents/property owners

CAMPELLO & EDSON BROOK VISIONING PLAN



MARKET DEMOGRAPHICS

Top Retail Gap Sectors	Consumer Expenditures	Retail Sales	Opportunity Gap
Limited-service eating place-7222	\$4,565,394	\$581,578	\$3,983,816
Beer, wine, and liquor stores-4453	\$3,770,446	\$1,220,117	\$2,550,329
Miscellaneous store retailers-453	\$2,808,818	\$445,696	\$2,363,122
Clothing store-4481	\$2,773,362	\$633,015	\$2,140,347



CAMPELLO & EDSON BROOK VISIONING PLAN



FOCUS AREA CONDITIONS

 Mixed of retail/commercial and industrial usages can be found in study area

- Study area is heavily oriented toward automobiledependant uses
- Large number of vacant retail spaces
- Small neighborhoods and Skyview Village located in the area or just beyond study boundaries

CAMPELLO & EDSON BROOK VISIONING PLAN

MAPPING EXERCISE AREA Edson Brook Area Areas separated into smaller block groups

Look at the current land use in these area on the maps around the room as guidance Work with your group at your table

CAMPELLO & EDSON BROOK



CAMPELLO & EDSON BROOK VISIONING PLAN





MAPPING EXERCISE

CAMPELLO & EDSON BROOK VISIONING PLAN

MAPPING EXERCISE

Color in the block groups using the land use colors that will be provided to give us an idea of what types of uses should be in the area

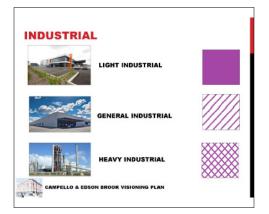
There are four colors that we will be using and each color has a different design based on density and orientation of land use

Each use provides a different quality of life and brings different variable uses into the area (residential, commercial, industrial, and open space)

Keep in mind what is currently there

CAMPELLO & EDSON BROOK VISIONING PLAN







RULES **OF ENGAGEMENT**

Everyone is here to learn Everyone here brings expertise Everyone is encouraged to speak Everyone contributes to this activity When someone is speaking; please listen and do not have side conversations Please speak from your experience whenever possible

BE RESPECTFUL AND DO NOT MAKE THIS ABOUT YOURSELF

CAMPELLO & EDSON BROOK VISIONING PLAN

STAY INFORMED

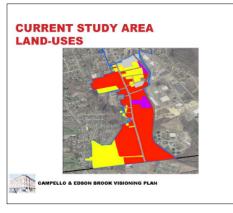
Planning Department Page: http://www.brockton.ma.us/Government/Departments/Plann ing/campello

Previous reports and updates

Facebook Page: https://www.facebook.com/campelloedsonbrook/







NEXT STEPS

- Review and compile recommendations and concerns
- · Prepare for the following weeks visioning session
- Continue reaching out to the community to participate



THANK YOU!

Shane O'Brien Staff Planner, City of Brockton Phone: 508-580-7113 Email: sobrien@cobma.us http://www.brockton.ma.us/Governm

ent/Departments/Planning.aspx Paul Chenard

Senior Transportation Planner Phone: 508-583-1833 Ext: 209 Email: pchenard@ocpcrpa.org www.ocpcrpa.org

CAMPELLO & EDSON BROOK VISIONING PLAN

NEXT MEETINGS

Campello Focus Area (North of Brookside) Wednesday, September 27th South Middle School - 6:30-8:00pm

Results of Meetings, Findings, and Next Steps Wednesday, October 18th

South Middle School - 6:30-8:00pm Other Stak

Campello High Rise Campello Business Assoc



50

CASE STUDIES

CANTON CENTER: CANTON, MA

"At the end of the 1990s, downtown Canton, a suburb south of Boston, was in a rundown state. The downtown was characterized by small lots and deteriorated buildings, all of which were fifty or more years old. There were a lot of zoning restrictions that prevented larger developments and no multifamily zoning existed. The town was eager to revitalize its fading town center, which had also lost much of its businesses to strip mall style shopping centers."

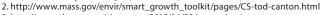
The planners and policymakers of Canton, MA used mixed-use zoning overlay districts, called the Canton Center Economic Opportunity District Bylaw, to concentrate new housing development around the downtown transit station. The state awarded a \$1.86 million Pubic Works Economic Development (PWED) grant to finance the project.

This development now includes five new housing developments totaling 5 new housing development including 207 units are located within a five minute walk of the train station. As a direct result of these decisions, Canton Center increased retail patronage through increased walking traffic.

Strategies used include:

- increased allowable densities to one unit per 2000 sq. ft unit and 3000 sq. ft of commercial development per 10,000 square feet of land area
- encouraged mixing residential and commercial uses
- shared parking for two or more uses that can demonstrate different peak demand
- enhanced pedestrian crossings and signage
- recessed curbing and public parks
- seating areas with plantings





3. http://www.thecantoncitizen.com/2015/04/23/tm-zoning/







ASSEMBLY ROW: SOMERVILLE, MA

City officials and developers around Boston saw in early 2000s that the area as poised for immense growth and needed to respond proactively to the anticipated need for housing, adequate transportation, commercial space, and other amenities.

For over 20 years, developers have been working with the city and local community activists to revitalize what was the Ford Motor Company assembly plant that has since remained an untapped resource. It was important that the housing, retail, and transportation opportunities serve those current community members in addition to those projected to join the community. This process included an emphasis on the creation of a 6-acre park on the Mystic River, over 800,000 square feet of retail, 1.75 million square feet of offices, and more than 2,000 housing units—all within a half-mile of the new MBTA Assembly Square Orange Line Stop.

Brockton already has a MBTA commuter rail station and could adapt certain practices and principles from the Assembly Row example to respond to the neighborhood need for employment and recreation while providing additional housing for Boston commuters.

1. (Bencks, Jarret. "Assembly Square Development Is Taking Shape - The Boston Globe." Boston Globe.com, The Boston Globe, 27 Dec. 2012, www. bostonglobe.com/metro/regionals/north/2012/12/27/assembly-square-development-taking-shape/3JJ7elrogFMCXpNj7wApCL/story.html. 2. http://copley-wolff.com/portfolio/mixeduse/45-portfolio/mixed-use/293-assembly-row-phase-1.html

3. https://www.americaninno.com/boston/assembly-row-somerville-apartments-on-the-mbta-orange-line/

GEAR WORKS: LYNN, MA

A 305-acre waterfront including extensive improvements to the commuter rail and commuter ferry infrastructure was proposed as part of the Lynn Waterfront Master Plan. The site was formerly used for a variety of industrial purposes including maritime commerce and power generation. Currently, there are a number of big box stores and other light industry, however, the site as a whole is dramatically underutilized.

Strategies suggested by the master plan include: public/private partnerships and incentives by investing in up-front market studies, pursuing grants and other capital-raising efforts for public infrastructure improvements, and streamlining the approvals process; a zoning strategy that attracts and directs development to different areas of the site based on height and use; and a corridor overlay strategy that encourages adjacent transit-oriented development.

Although this project is heavily influenced by provisions stated in chapter 91 Massachusetts Wetlands Regulations and by the Environmental Protection Agency (EPA), there are similarities with parts of the Campello Neighborhood, particularly to the south and east of the Campello Station where some industrial enterprises still operate.





2. http://www.lynnunited.org/files/gearworks_-_Lynn_FEIR_3-10-17_CD.pdf

^{1.} http://ediclynn.org/files/LynnFinalReport_LowRes_9-07.pdf

UNIVERSITY STATION: WESTWOOD, MA

Planners, policymakers, and residents of Westwood, MA collaborated to repurpose the site of a former General Motors Distribution center into a vibrant, mixed-use, transit-oriented development. Beginning in the early 2000s, a comprehensive master plan was drawn up, which called for 1.75 million square feet of office space, 1.2 million square feet of retail space, roughly 1,000 residential units and one hotel.

Today, University Station is 26 acres of mixed-use zoning adjacent to the 128 MBTA Commuter Rail and Amtrak Station connecting visitors directly to Boston. They have attracted retail establishments like Wegmans, Target, Nordstrom Rack, and PetSmart.

Although University Station is more retail-centric, and neighborhood-scale retail focused, Brockton could adopt a similar community-supported re-zoning strategy that permits mixed-use development and ensure equity by requiring 10 percent of residences to be rated affordable.



1. http://www.greenintl.com/services_structural_buildings_2013.html