

THE IMPLEMENTATION BLUEPRINT



MASTER DEVELOPMENT PLAN

Phase One

MARCH 2021

Prepared by The Chicago Consultants Studio, Inc. on behalf of the City of Springfield MA



Acknowledgements

- Prepared on behalf of and in collaboration with the City of Springfield MA, Office of Planning and Economic Development
- Reflects the culmination of approximately six months of effort by The Chicago Consultants Studio, Inc. (CCS) the City's urban planner and strategic development consultant, to advance the Implementation Blueprint through a master development plan for the City
- Builds upon and advances the 2018 Implementation Blueprint with a Phase One plan derived from the critical needs in the area immediately surrounding the MGM Springfield (MGM) and MassMutual Center (MMC)
- Serves as the foundation and direction for the following:
 - critical property and site control / coordination
 - detailed project planning and advancement
 - targeted developer / investor outreach

THE IMPLEMENTATION BLUEPRINT

MASTER DEVELOPMENT PLAN: PHASE ONE INITIATIVES



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I. INTRODUCTION

IMPLEMENTATION BLUEPRINT



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

June 28, 2018

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

The City of Springfield, Massachusetts

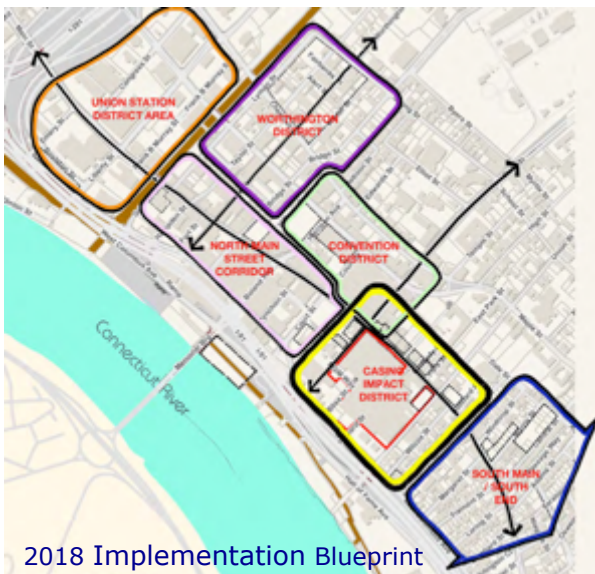
Located in the Connecticut River Valley region of Western Massachusetts and 25 miles north of Hartford Connecticut, the City of Springfield (City) is the economic, financial, educational, cultural and transportation center of the Pioneer Valley region in Western Massachusetts. With a population of just over 153,000 and broader Hampden County population of 463,000, the City's downtown is compact, located along the Connecticut River and primarily centered on Main Street running the full length of the City. Like many post industrial cities, Springfield has experienced urban decline, economic hardships, natural disasters and other adversities that can often spell demise. However, the City's efforts over the last 15 years to revitalize its downtown core through strategic projects and investment including the \$950M MGM Springfield Casino (MGM) and Union Station redevelopment, have helped lay the foundation for a continued new development.

The Implementation Blueprint

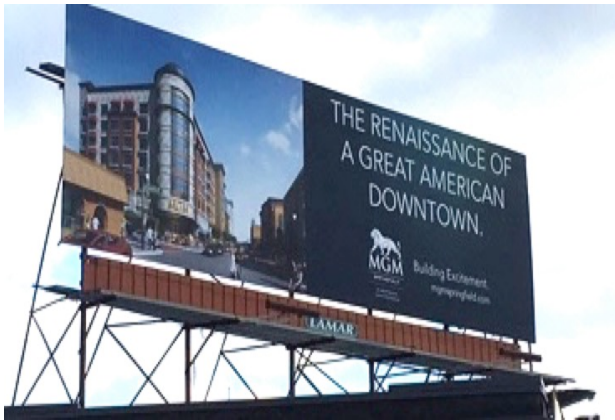
As a requirement of the Host Community Agreement (HCA), the "Implementation Blueprint" effort was conceived of as a means to leverage the MGM investment for the betterment of downtown, the City and entire region. The Implementation Blueprint was established in 2018 through a collaborative effort of the City and MGM to provide a roadmap and strategies to guide near, mid and long term potential in response to the City and the region's evolving needs and opportunities. As the underlying premise, the introduction of gaming into downtown Springfield allows a limited window of opportunity to realize substantial catalytic economic development to further enliven and strengthen the downtown, attract business and leisure tourism, enhance nearby neighborhoods and reinvigorate the broader Western Mass region. To realize this potential, the 2018 Implementation Blueprint plan assessed the broader downtown and established the following interrelated initiatives to be actively assessed, defined, and advanced into real projects during the critical first five-year time period:

1. Define Strategic Development Opportunities in Downtown
2. Solidify Springfield as the Center of the Region's Convention, Meeting & Entertainment Business
3. Create and Promote New Residential Offerings in Downtown
4. Attract New Downtown Employers & Businesses

MGM opened in August 2018 to great praise for the \$950M investment that transformed much of the casino area. Despite this, the next two years saw no new investment, development or catalytic activity in the Plan area. Instead ongoing decline and disinvestment prompted the City to revisit the Implementation Blueprint with new urgency and need. This Phase One effort described herein is a proactive master development strategy that further assesses, defines and promotes the desired development and investment critical to reverse the ongoing decline surrounding MGM and MMC.



2018 Implementation Blueprint



MGM delivered a Casino District; the City must now drive the surrounding area development.

The MGM Springfield Renaissance

Since 2012, a primary focus for downtown development has been on the casino project which anticipated significant transformative impact, new revenue, and important spin off development and investment around the area. Great emphasis and effort was spent by the City and MGM on ensuring that the casino would “fit” into downtown – from its contextual urban design and multi-sided character; to the historical preservation and responsive architecture; to its new-to-market uses and sensitive range of program which sought to both supplement and leverage existing downtown venues; to MGM’s HCA commitment to bring and underwrite premiere shows in downtown’s existing entertainment venues.

MGM Springfield has delivered with a major, responsive investment in downtown that has brought critical redevelopment to the casino area, new revenue for the City and State and new markets to Springfield including: *

- \$950M private investment in the heart of downtown
- Extensive new-to-market program including hotel, casino, retail, restaurants, entertainment, and residential
- New visitors to the casino and downtown area at approximately 10,000 people per day
- New taxable revenue averaging \pm \$22M per month
- Increased food and hotel tax by 25%
- Regional tourism economic impact increase of 40% over the 2013-2019 period
(* pre pandemic)

Unexpected Stymied Market

Despite the City and MGM’s significant investment of time, design, money and commitments to “integrate” the casino into the urban fabric, the MGM complex has yet to foster important catalytic economic development and vibrancy outside the confines of the casino district:

- MGM Springfield’s interior and exterior spaces are vibrant and active, drawing patrons, economic activity and buzz through events, special programming, and unique urban character
- Unfortunately, that energy and character are not spilling out into the surrounding area
- Prime adjacent buildings once restaurants, bars and retail remain vacant and are decaying
- Initial strong development/tenant interest during the first years of MGM’s “honeymoon” is waning, with limited time remaining to leverage this impact
- Uncertainty in the market continues to grow and impediments are increasing the risks and viability of development

Contributing Factors

To understand potential causes for this, the City reviewed various economic impact studies, assessed area real estate transactions and valuations, and monitored growing building conditions in the area. In their findings, the City determined that MGM the very catalyst intended to revitalize this downtown area was in fact contributing to the negative market conditions:

- MGM's decision to "overpay" for key properties critical to the project (on average of 240% over market) has driven an artificial increase in area property valuations which has yet to correct itself
- Resulting area rents do not reflect realistic market rates which has turned away high quality tenants interested in being adjacent to a casino anchor
- News of MGM and potential future expansion created area wide speculation, market inactivity, and a "wait and see" attitude in anticipation of a buyout which is clearly not in MGM's plans
- This has led to property disinvestment, code violations, foreclosures, auctions, and growing blight in prime areas adjacent to the casino

The impediments to development are currently at such a scale which the private market alone cannot resolve independent of the City.



SPRINGFIELD, MASSACHUSETTS
± 35,000 S/F
5-STORY
MULTI-TENANT OFFICE BUILDING
 WITH
GROUND FLOOR RETAIL SPACE
 "SITUATED IN CENTRAL BUSINESS DISTRICT ACROSS FROM MGM"
113-115 STATE STREET SPRINGFIELD, MASSACHUSETTS
FRIDAY, NOVEMBER 15TH AT 1:00 P.M.
TO BE SOLD BY THE PROCESS
1% BROKER INCENTIVE OFFERED!!!

FEATURES:

- 1/8 Acre of Land or 1,187 S/F • 107' Frontage on Main Street •
- 70' Frontage on State Street • Public Water & Sewer •
- Zoned: Business C, Downtown • Assessor's ID: Map 111, Block 100, Lot 643 •
- 5-Story Multi-Tenant Office Building w/ Ground Floor Retail Space •
- 35,000 S/F of Net Rentable Income •
- 33,956 S/F of Office Space • 3,044 S/F of Retail Space •
- Central Gas Furnaces w/ Individual Heat Pumps • Passenger Elevator •
- Hot Sprinkler System • Carpet & Tile Floors • Brick Exterior •
- Traditional & Modern Drywall Interior • Rubber Membrane Roof •
- Recessed Fluorescent Interior Lighting •

SALE PER ORDER OF MORTGAGE:
 MICHELE P. BOND, LLC
 1500 MAIN STREET, SUITE 212A, SPRINGFIELD, MA
 01103 • 413-733-1111

TERMS OF SALE:
 BIDDING AND INTEREST OFFERS CAN BE SUBMITTED ONLINE.
 BIDDERS TO BE INSTRUCTED TO LOG ON TO THE PURCHASE
 PAGE: WWW.AUCTIONEERSAPPRAISERS.COM
 OTHER TERMS WILL BE ANNOUNCED AT TIME OF SALE.

Aaron Posnik
 AUCTIONEERS • APPRAISERS

SPRINGFIELD, MASSACHUSETTS
± 58,447 S/F
5-STORY
MULTI-TENANT OFFICE BUILDING
 WITH
GROUND FLOOR RETAIL SPACE
 "SITUATED IN CENTRAL BUSINESS DISTRICT ACROSS FROM MGM"
1139-1155 MAIN STREET SPRINGFIELD, MASSACHUSETTS
FRIDAY, NOVEMBER 15TH AT 2:00 P.M.
TO BE SOLD BY THE PROCESS
1% BROKER INCENTIVE OFFERED!!!

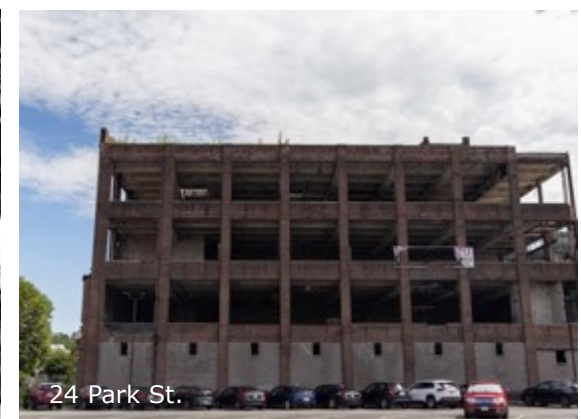
FEATURES:

- 2/3 Acre of Land or 1,163,936 S/F •
- 117' Frontage Along Main Street • 25' Frontage Along Stockbridge Street •
- Public Water & Sewer • Zoned: Business C, Downtown •
- Assessor's ID: Map 081, Block 300, Lot 574 •
- 5-Story Multi-Tenant Office/Retail Building •
- 58,447 S/F of Net Rentable Income • 10,400 S/F of Office Space •
- 8,793 S/F of Retail Space • Central Gas Furnaces w/ (64) Individual Heat Pumps •
- (2) Passenger Elevators • Hot Sprinkler System • Carpet & Tile Floors •
- Brick Exterior • Traditional & Modern Drywall Interior • Rubber Membrane Roof (2013) •
- Recessed Fluorescent Interior Lighting •

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 MICHELE P. BOND, LLC
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Phase One District



Key Anchors and Opportunities

Focus a Phase One effort on the most pressing, manageable, and viable areas to facilitate near term comprehensive development and investment

Phase One Objectives

Recognizing the pressing need and urgency for reinvestment in the immediate areas around MGM and MMC, the City has narrowed the near term focus of the Implementation Blueprint to a Phase One district (District) generally bound by I-91/East Columbus Ave., Harrison St., Chestnut St., and Union St. to:

- Identify a focused, manageable, and viable area to address pressing economic development needs, constraints and timely opportunities around the primary anchors
- Craft a City-focused plan to complement, leverage and integrate MGM and MMC within a new comprehensive and cohesive vision for the area
- Assess, establish and promote key opportunities for complementary development, uses and area enhancements to increase overall District activation, attractiveness and value
- Support that vision through zoning enhancements and related controls that further promote, facilitate and ensure desired development and uses
- Identify and establish a range of development incentives/assistance to improve viability, attract development / investment and entice end-users
- Articulate viable implementation strategies and processes to advance, solicit and secure developer interest, investment and area enhancements
- Implement near term enhancements and critical Phase One development to advance the transformation as anticipated with the opening of MGM

Phase One Product

In response to these needs and objectives, the City through CCS, has advanced a three-part “master development strategy” specifically focused on providing clear direction, opportunity, and assistance to mitigate the current impediments and risks to development including:

- 1. Phase One Master Development Framework Plan**
Articulating the City’s vision, goals and opportunities for enhanced cohesive District development
- 2. Main Street and Convention Center Zoning Overlay District**
Facilitating and ensuring compatible, complementary development through modified zoning overlay focused along the Main Street corridor and its activation
- 3. Development Incentives and Assistance**
Leveraging a full range of economic assistance across all phases of development

Area Existing Conditions

- The District’s major destination anchors, MGM and MMC, drive much of the tourism, economic activity, and market demand in the area
- These anchors provide critical activation and opportunity though currently isolated to within each fostering growing insularity in the District
- Abundant vacancies (many of which are former retail/restaurants), underutilized buildings, and undeveloped parcels, have contributed to growing disinvestment and blight creating negative perceptions and impediments to development and investment
- Highest concentration of these vacancies or underutilization exists along the City’s primary Main Street corridor, directly adjacent to MGM and MMC
- Surrounding District lacks clear identity, cohesion, unified character and overall vibrancy creating a negative environment for pedestrians/visitors and impediments to development and investment

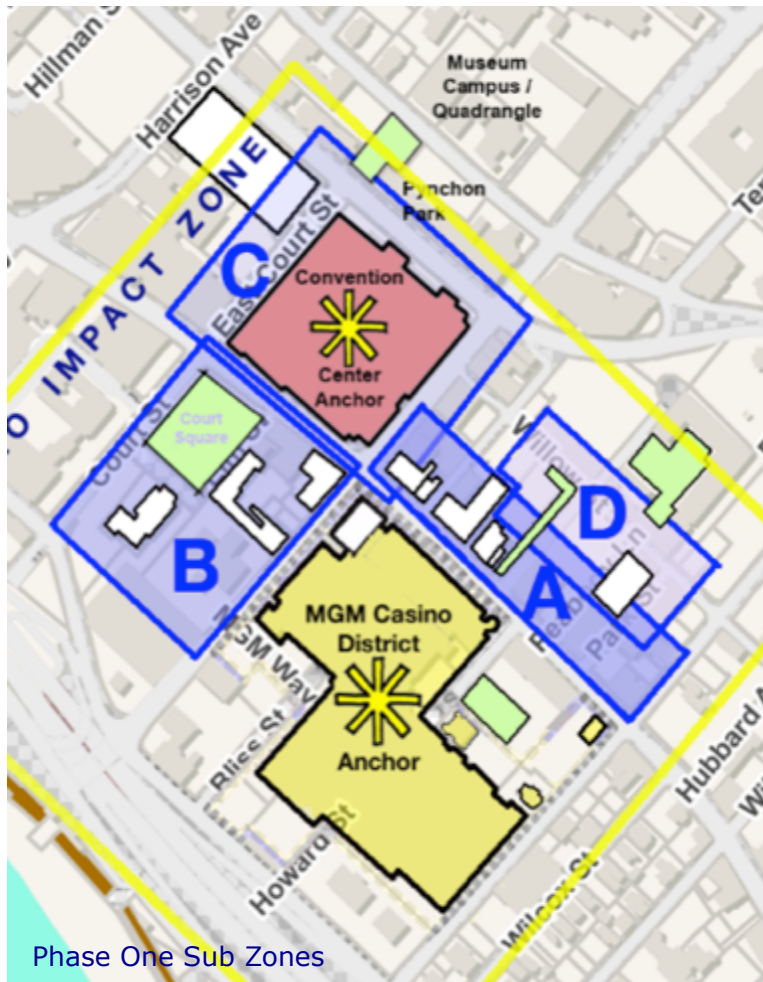
The amount and concentration of vacancies and underutilization along Main St., presents an unique opportunity for the City to comprehensively affect, direct, control, and coordinate cohesive development in this area.



Properties in transition, vacant or underutilized include:

1. “Masonic Building” 113 State Street
2. “Colonial Building” 1155 Main Street
3. 19-21 Stockbridge
4. 101 State Building (MGM)
5. “Shean Building” 1212 Main St.
6. 1242 Main Street
7. 13-31 Elm Street
8. Old First Church (City owned/SRA)
9. 1127 Main Street
10. 24 Park Street
11. MassMutual Center South Entry
12. Civic Center Garage (MCCA)
13. Parking Lot (Chart Organization)

II. ASSESSMENT



Phase One Sub Zones

Phase One Implementation Initiatives

The initial assessment of the properties and adjacencies within the District offers a logical separation into the following “sub zones” with distinct needs, challenges and opportunities:

- A. **The Main Street Corridor**
Primary focus on Main Street properties not contributing to the character, activation and ancillary development in and around MGM and MMC
- B. **Court Square Reactivation**
Reactivation of the central arrival space to downtown through anticipated development, public realm enhancements, and potential reuse of City assets
- C. **MassMutual Center Complex**
Repositioning and enhancement of MMC complex to address deficiencies through expanded facilities, enhanced environment and competitive programming
- D. **Willow Street Area Connection / Enhancements**
Reconnecting Willow Street area to Main Street and City park network with longer term potential for redevelopment and City enhancement

As identified, the sub zones reveal unique potential to create new episodes, environments and pedestrian experiences that draw on the immediate area assets but unlock new value through creative repositioning, redefinition and enhancements. More importantly, the potential expansion, overlap, synergy, and interplay between each sub zone presents a much more diverse, rich plan that begins to drive toward a far more exciting, diverse and comprehensive downtown District experience which will be attractive to new developers and investors.





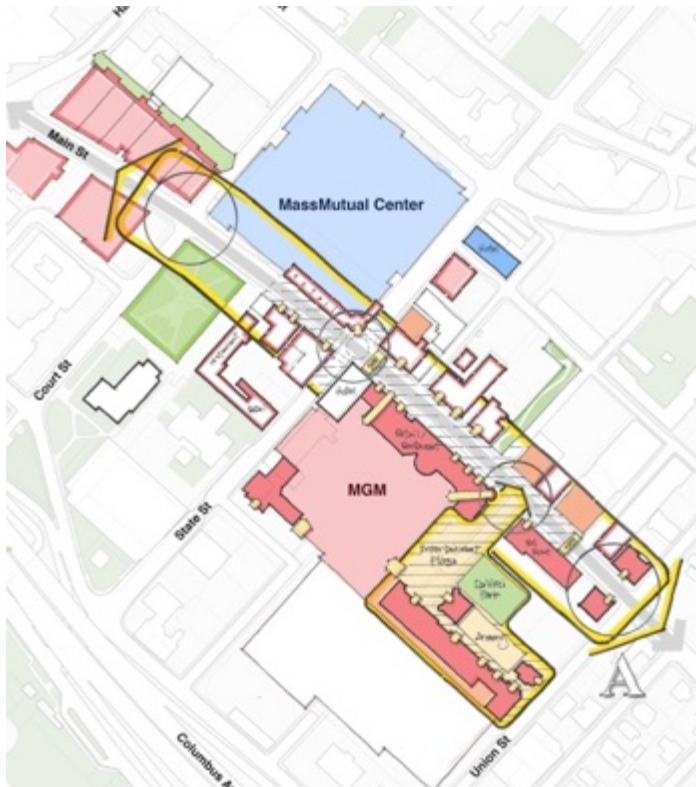
A The Main Street Corridor Springfield's Historic "Spine"

The strength of any downtown corridor requires compatibility, synergy and activation between its two sides. MGM Springfield has made a major investment to the west side of Main Street in both restoring and infilling the historic, urban edge while revitalizing the ground floor and upper levels with a range of new-to-market retail, restaurant, hotel and casino uses. The east side of Main Street, though embellished with attractive historic architecture and ground floor spaces that once housed a similar mix of uses, is largely vacant, inactive, and falling into disrepair.

When viewed collectively, the amount of available, underutilized, and non-contributing space clustered on Main Street directly across from MGM and MMC, creates a dichotomous experience for visitors, patrons and residents - one very active, revitalized, and inviting, the other inactive, languishing and even threatening - which does not encourage exploration beyond the anchors themselves.

As such, the City's plan needs to focus on:

- Leveraging the energy of MGM Springfield and the entertainment plaza by extending it out to include Main Street
- Reactivating the ground floor experience and corridor cohesiveness through "encouraged uses" in a Zoning overlay that promotes and expedites complimentary retail, restaurants, entertainment, and other supporting uses
- Strengthening the consistency, identity and synergy of district experience through public infrastructure and public realm enhancements
- Proactively pursuing facilitation, control and/or acquisition of key languishing phase one parcels
- Facilitating a high impact, viable, step one project to help "jumpstart" development
- Encouraging comprehensive coordination and/or management of the entire ground floor uses through a "curated" approach

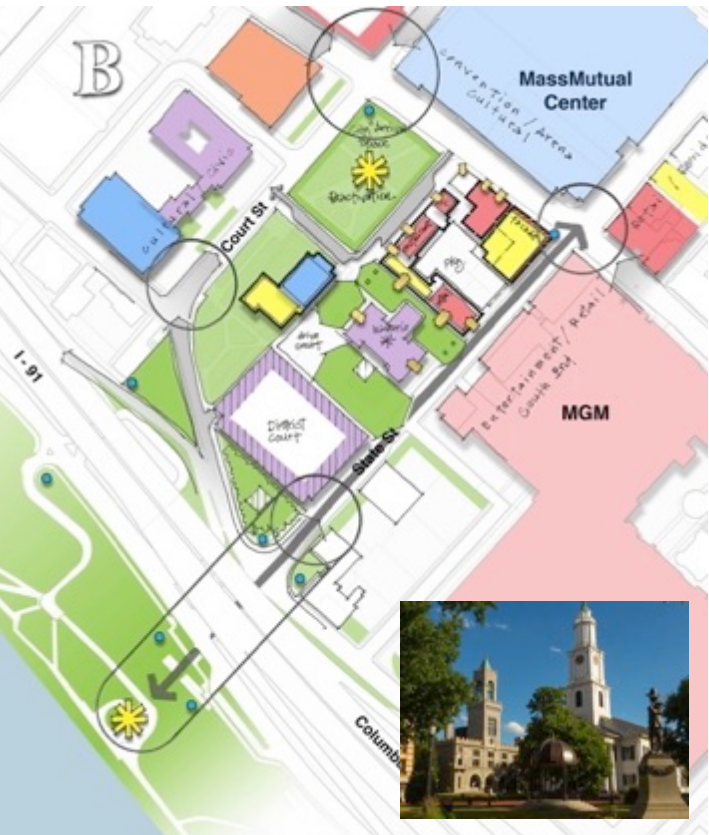




B Court Square Reactivation Downtown's Ceremonial Civic Space

The historic heart of downtown, Court Square has been in existence in some form since Springfield's beginnings in 1636. It serves many functions including:

- the City's main arrival point, ceremonial gathering space, and "front door" to downtown
- a prominent address to some of the City's major assets and districts, including some of the City's most treasured architecture:
 - *Cultural and Civic institutions*, "the Municipal Group" consisting of City Hall, Symphony Hall and clock tower Campanile, and Juvenile Courthouse Building by H.H. Richardson
 - *Downtown office and business core*, MetroCenter/CBD
 - *Convention, Conference and Arena*, MMC
 - *Entertainment, retail and casino complex*, MGM
 - Other notable structures: Old First Church, City-owned and important historic centerpiece, though vacant/inactive; and former Court Square Hotel, now under redevelopment as market rate residential and retail/restaurant
- an important "crossroads" and linkage for downtown and the various functions that line it



Court Square is more than just the park itself. In 1902 as part of the City's golden jubilee, Court Square was expanded to reach the Connecticut River. The construction of I-91 in the late-50s severed this connection creating the impasse that still exists today. With renewed interest and investment in the area, particularly MGM, the City's Riverfront Park and 31 Elm Street project, Court Square should once again be considered in this larger context, bound by Court St., Main St., State St. and the River. With this brings both need and opportunity to rethink, reactivate and reengage Court Square, its uses and functions, the space and flow, and key surrounding buildings. A new plan should focus on:

- Reestablishing Court Square as an active front door, ceremonial space and new attraction
- Creative reuse of the City-owned Old First Church building as a "centerpiece" on the square with potential to serve as a multipurpose asset for all the cultural, civic, entertainment and convention/conference functions surrounding it
- New park layout respective of historic significance and mature vegetation, but offering an alternate overlay of landscape and hardscape to update and enhance the space, usage and flow
- Strengthen edges, linkages and overall connectivity to address and unite with the river, Symphony Hall, City Hall, MMC, Main Street, MGM Springfield and other area uses
- Better leverage the vast array of architecture in and around the square
- Engage/accommodate 31 Elm project to leverage new residential vitality and ensure maximization of ground floor activation and integration



C MassMutual Center Complex Springfield's Regional Economic Anchor

As originally identified in the 2018 Implementation Blueprint and further validated in the 2019 report by Innovation Group (Appendix C), MMC holds great potential for leveraging synergies with MGM to expand market draw in the conference and meetings market. Having facilities that can accommodate this demand and compete with area/regional convention facilities is crucial. In this regard, MMC is deficient, particularly with respect to offering a dedicated, connected convention/conference hotel, connected parking structure, and additional meeting rooms for break out sessions which are essential for the meetings and conference market MMC attracts.

The plan assesses a range of potentials to address these through:

- Assessing enhancements within the facility to improve connectivity, flow, activation such as a new south entry at State St. and Main St.
- Expanding beyond the current MMC site/footprint to adjacent underutilized sites and buildings which offer potential for a new connected hotel and meeting space options
- Investigating potential reuse/renovation of existing adjacent underutilized structures which in turn would aid the City's goal of reactivating languishing structures
- Exploring / promoting synergies with current planned projects to ensure ground floor activation and complementary uses, including the Civic Center garage redevelopment, 31 Elm Street and others
- Pursuing MMC enhancements/programming that further defines the environment around MMC, rethinking the entry, street and prefunction experience, adjacent sites and area assets (such as the Shops at MarketPlace) into a much more distinct MMC offering



The Expanded, Comprehensive MMC District





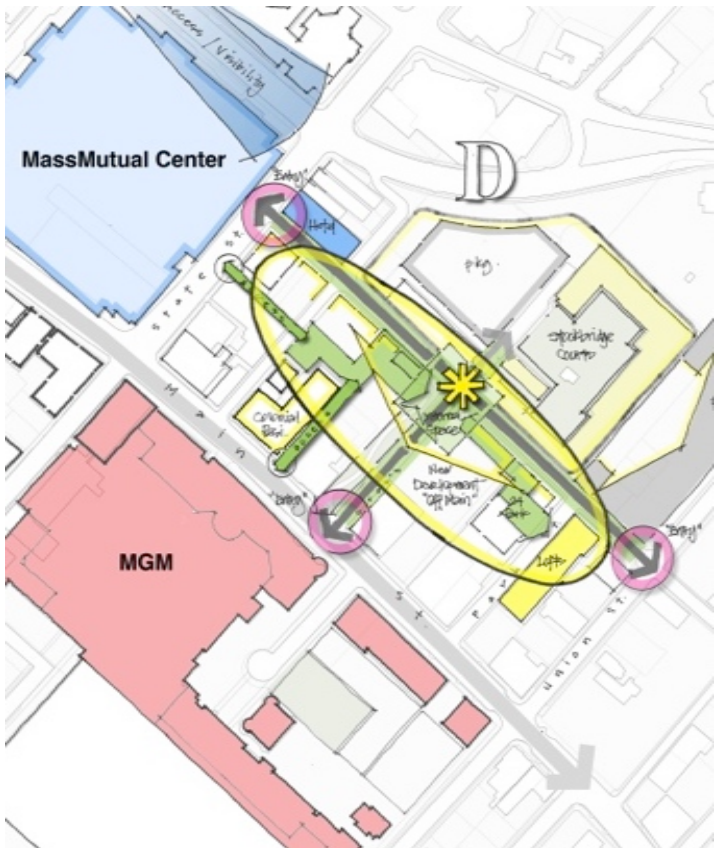
D Willow Street Area Connection / Enhancements

Reconnecting and Expanding the City's Residential Potential

Though directly adjacent to both MGM and MMC, the Willow street area particularly defined by the highly successful Stockbridge Courts residential development is disconnected from Main Street and downtown. One block east of Main Street, this residential enclave along the Willow Street corridor is perceived to be much farther away due to lack of interstitial uses or development, pedestrian activity, and abundance of surface parking lots. At night when lots empty out, safety concerns arise adding to the unease and inactivity due to avoidance of the area and further disengagement from Main Street.

However, while these perceptions are very real, near-term public enhancements can greatly reduce the disconnect while also encouraging longer term redevelopment that will serve to reactivate, reprogram and reenergize the area. Further, Stockbridge Court establishes a unique residential courtyard precedent with well landscaped amenities can be expanded within the Willow St. area. Properly conceived, this area can become a dynamic, highly amenitized mixed-use residential enclave that expands the network of City green spaces and reconnects itself to downtown through a mix of new development, landscaped spaces and public realm enhancements.

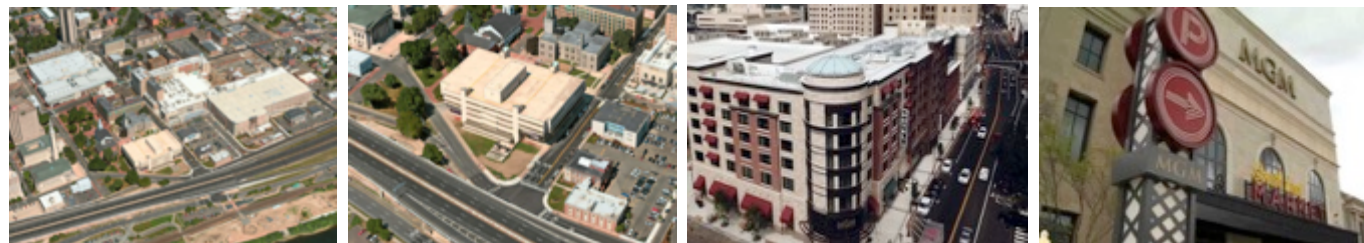
The abundance of underdeveloped land currently dedicated to parking requires further assessment for "highest and best use", particularly as Main Street evolves and values and area needs increase. Consolidation of surface lots into a new central parking structure in this vicinity could more efficiently serve existing tenants/users, a reenergized Main Street commercial corridor and future residential. This in turn could free up prime land for redevelopment of complementary residential mixed-use projects that would contribute far more to the District providing important area activation, new residents, and growing market.



District Definition: Establishing the Environment

Beyond buildings and parcels, refocusing towards one comprehensive district requires careful assessment of the public realm, its overall character, boundaries, approaches and linkages. As noted, currently the area lacks a strong sense of unified identity or cohesion but for the immediate area encompassed by MGM. The various uses, assets and amenities appear unrelated, disconnected or worse isolated which contributes to an overall lack of continuity and flow between them.

Springfield is fortunate to have a rich historic downtown environment, building stock and quality public spaces, which contribute to an attractive pedestrian scale and related walkability. Additionally the \$950M investment by MGM has helped unify a significant portion of the Main St., State St. and Union St. area. Leveraging this baseline character and further unifying through a range of public realm improvements - including area wide markers/pylons/boundaries, district signage, streetscape and landscape enhancements – can help create the desired district identity, important linkages, and more consistent pedestrian environment throughout which will promote area activation and attraction.





District Defining Pylons around Highway



I-91 Approach

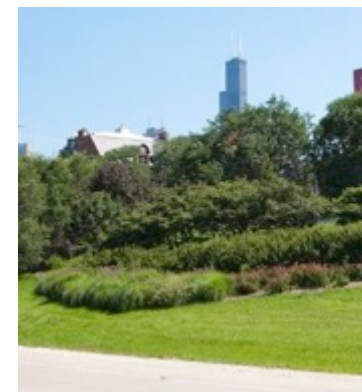
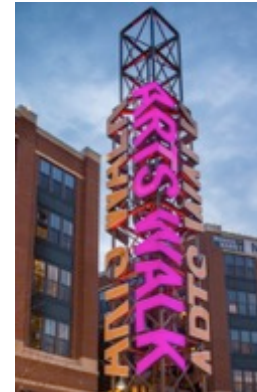
The District: New Definition and Conceptual Enhancements

The overall District definition enhancements should include a range of improvements that promote and solidify district identity, clear boundaries and overall character. As visitors and residents approach the district, it should be clear that one is entering a unique, cohesive place, environment and experience. Defining the overall boundaries, the internal primary streets, key intersections and secondary linkages between overlapping uses/zones can be accomplished through a hierarchy and “family” of branded pylons, piers, bollards, signage and lighting to unify the experience.

Approach Corridors / Edges

A majority of visitors to the district arrive via the I-91 highway and East and West Columbus Ave. approach corridors. As a primary entry and first experience to the district, this corridor requires new identity and public realm enhancements:

- District pylons to demark the boundaries along both sides of the highway at key intersections (starting at the exit ramps, Union St., State St., Court St.); straddling the highway will visual connect both sides and promote a stronger linkage to the between the District and riverfront parks/amenities
- Enhanced landscaping along the I-91/Columbus embankments and roadways to provide continuity and unification; a simple expansion the plantings used at the Union St./ Columbus Ave. intersection along the stretch of highway in a periodic repetition would unite and improve the environment and sense of arrival
- E. Columbus Ave. intersection “arrival node” enhancements at Court St. and State St. that mimic the Union/Columbus precedent but expand it across the full intersection
- Additional edge “arrival node” at key intersections from city street approaches including Court St. and Main St., Court St and Dwight St., Dwight St. and State St. and Union St. and Main St.

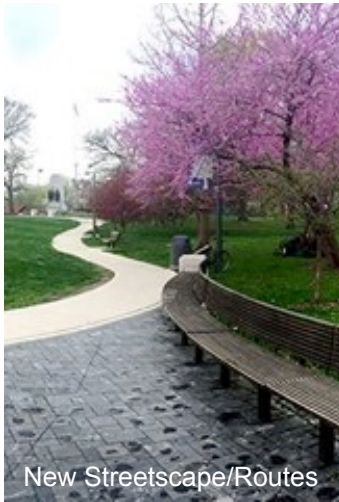




Signature Gateway Potential



Court Square Connector



New Streetscape/Routes

Main Street Corridor Enhancements

Continuing into the District from the edges, the character should transition from a vehicular experience to more pedestrian scale experience, particularly as one arrives at Main St. Once here, the Main Street Corridor experience and identity stretching from approximately Court St. south to Union St. should:

- Expand the new vibrant and energized retail, restaurant and entertainment environment of MGM along the both east and west Main St. frontage
- Continue the same family of pylon/markers, signage and lighting along this expanded Main Street Corridor though scaled down to reflect the more pedestrian-oriented setting at key intersections of Court St. and State St. and Union St.;
- Highlight the primary intersections at State St. and Main St. and Union St. and Main St. as portals into a high energy zone that expands the vibrancy and character of the MGM entertainment plaza into and along Main Street; gateway signage and canopy lighting could span the street connecting the two sides and creating further unification and intimacy.

Linkages, Interconnections and Pathways

A third area of district definition includes the interconnection and linkages between zones which enhance the pedestrian experience and further Springfield's advantage and charm as a walkable city. These pedestrian routes include varying hardscape/landscape enhancements to extend the network of interstitial amenity spaces providing a human scale and sometimes more intimate, direct linkage between anchors and experiences. These important connections:

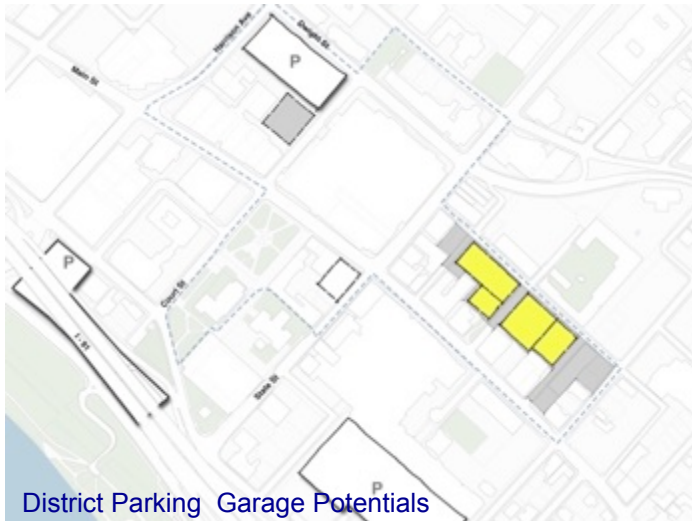
- Build on Springfield's history of bucolic landscaped connections and pedestrian park network
- Expand to connect to and enhance Court Square, Court Square Ave./Elm St. connector, the Hampden County Courts plaza, MGM Way, Willow St. (State St. to Union St.), and Cross St. connector (Main St. to Stockbridge Court)
- Continue the family of pylon/markers, signage and lighting though at the smallest scale to reinforce the pedestrian only setting
- Provide the visual clues that clearly delineate new "wayfinding," rejoin disconnected and distant areas, link district anchors, attractions and uses, encourage pedestrian activity and exploration, and cohesively unite the entire district experienced



District Parking Assessment

Parking is a necessary entity in urban centers though recent trends towards more walkable, livable, and/or transit oriented downtowns have put pressure on reducing reliance on the automobile and related parking. As a mid-size city, Springfield is very walkable though with limited transit options, dependence on parking to accommodate its daily influx of workers, visitors and residents to downtown still drives significant demand for parking.

Area parking within the district is accommodated through a combination of on street, surface and structured parking. The largest proximate parking structure is at MGM off of East Columbus Ave. accommodating 3,400 spaces dedicated primarily to patrons and employees of the casino complex though also serving as replacement for the more than 500 parking spaces displaced by the casino. As a free “public” garage, proximate to the heart of the downtown, it is fair to assume there is significant usage by area businesses and visitors not affiliated with the casino.



A second structure, the 50-year old Civic Center garage, recently sold to the Massachusetts Convention Center Authority (MCCA) with plans to demolish, rebuild and replace the structure. Once complete, the garage will serve the downtown business population and visitors to MMC through a direct enclosed bridge connection. Preliminary discussions call for ground floor activation through new retail/commercial uses along primary streets (Bruce Landon Way, Dwight St.) which is encouraged both in this plan and in the companion zoning overlay district. Other parking exists to the north under the I-91 expressway and in Metro Center garages.

Perhaps the biggest challenge and opportunity lies in the abundant surface lots that proliferate the areas directly off of Main Street between State St and Union St. Heavily used by area businesses, the lots comprise over 40% of the land area and are privately owned by numerous owners reflecting poor urban planning principles and a lack of regulatory controls. Parking demand will increase as new uses and development desired through this plan come to fruition in the district. Parking will remain a significant program component that requires coordinated district planning and strategic response. Ideally pressure from future development along Main Street will increase both the development value of the surface lots and need for consolidation into centralized structures.



The City and SPA are commencing a separate study to assess the impacts from MGM as well as strategically plan for new parking alternatives to solve growing district demands while freeing up underutilized land.

One Cohesive District

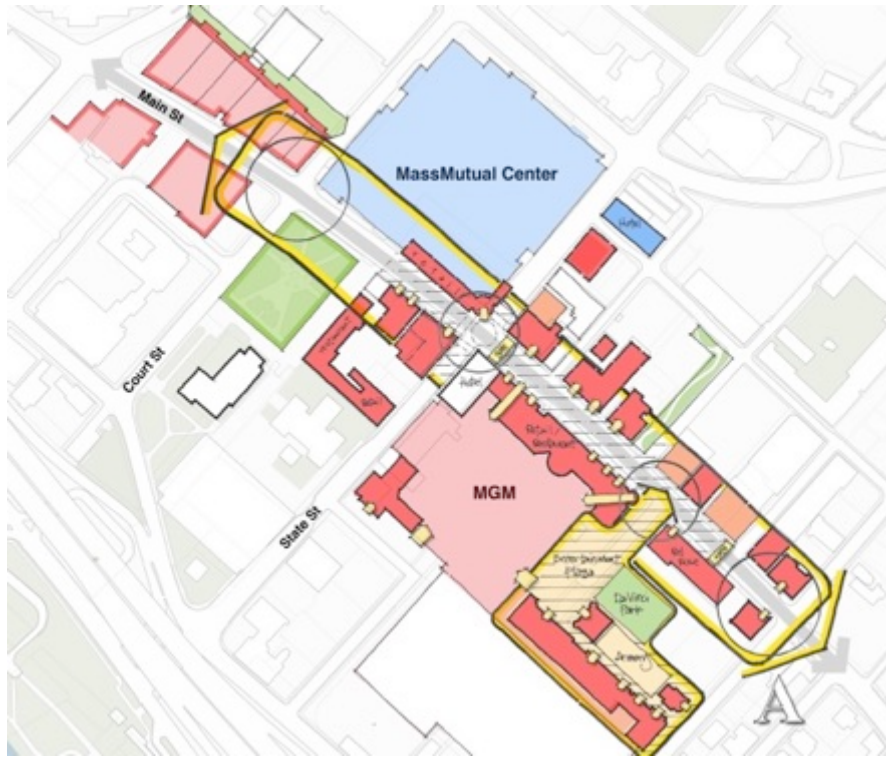
Though initially viewed separately and assessed as individual zones, the reality and true opportunity of the district lies in its comprehensive whole. The important adjacencies, overlap, and interplay between the zones offer a much richer, cohesive context in which to knit these various episodes, attractions and assets into one cohesive and diverse urban experience.

The resulting composite framework illustrates a “crescendo” of sorts, marrying all four areas together to form a rich urban tapestry of interconnected uses and experiences. In doing so, this entire district becomes an integral part to each zone. No longer is the focus solely on MGM, but rather how MGM is part of, contributing to, and integrated into the greater whole. The entire district could be thought of as the MGM experience just as the district is the Main Street retail/entertainment experience or the MMC convention experience. The overlap and synergies between them all creates a rich, interwoven, energized, dynamic and connected environment.

The important overlap and interconnectedness of this approach helps reaffirm the area as one cohesive, dynamic district that provides identity, shared assets, and enhanced value to generate, promote and lead public and private investment throughout. It also serves as the baseline for conceptual advancement.



III. FRAMEWORK VISION AND CONCEPTUAL DIRECTIONS



Main Street aLIVE

Springfield's Downtown Experience

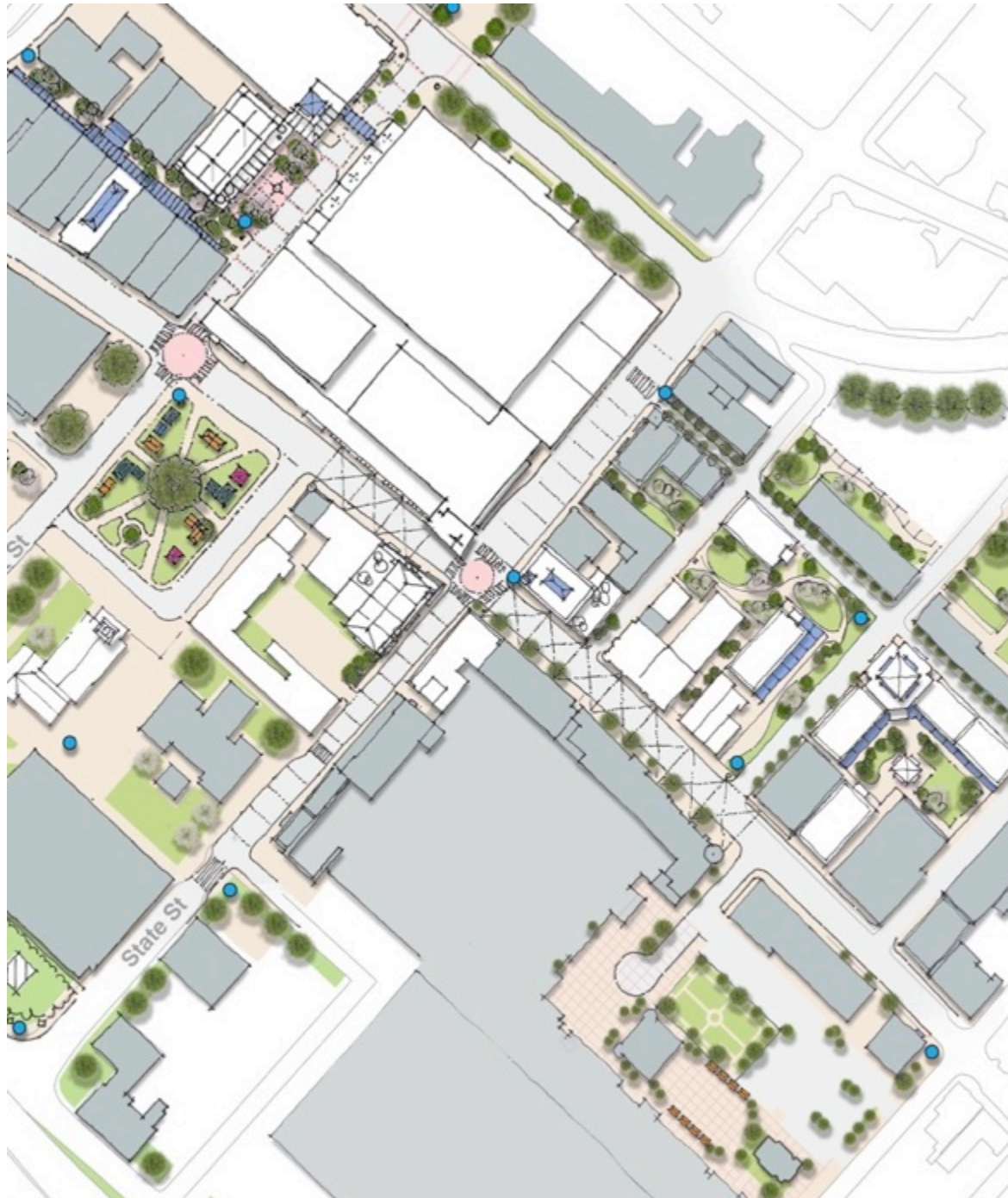
Main Street aLIVE envisions a redefined, cohesive, vibrant corridor from Harrison St. to Union St. with infill retail, restaurants and entertainment uses that reenergize the ground floor environment and leverage and expand the energy of MGM and area assets throughout. Additional public enhancements will unify and reinvigorate the Main Street Corridor to once again serve as the central organizing spine and primary pedestrian experience from which one can experience the various episodes and attractions of the District. To help ensure consistent and coordinated ground floor activation, the City desires a “curated” approach, whereby the corridor and collective tenant spaces/uses could be strategically organized, managed and operated as a whole to foster a seamless and diverse pedestrian retail experience. The City’s use of the zoning overlay together with district wide management strategies in collaboration with landlords will help advance this approach.

The State St. and Main St. Gateway

Rare development opportunities at all four corners of State St. and Main St. allow the City to rethink this prime intersection as a signature gateway, portal and near term initiative as an important first phase for a variety of uses:

- 113 State St. currently in foreclosure; potential renovation and/or redevelopment into a new mixed use development with ground floor activation; addition of 1163 Main St. would allow larger redevelopment site
- 101 State St: currently owned by MGM: in design and feasibility assessment as a 123 room boutique hotel with ground floor restaurant and retail which further complements and enhance the District and offerings
- 1212 Main St: underutilized corner can become prime renovation with possible addition, or redevelopment as mixed use with ground floor activation for synergies with Main St, 101 State renovation and 31 Elm Street renovation
- MMC South: near term renovation at MMC to convert south exit into major new entry, allowing better access and flow between MMC, the Main Street Corridor and MGM; longer term addition signature entry with possible ground floor retail space



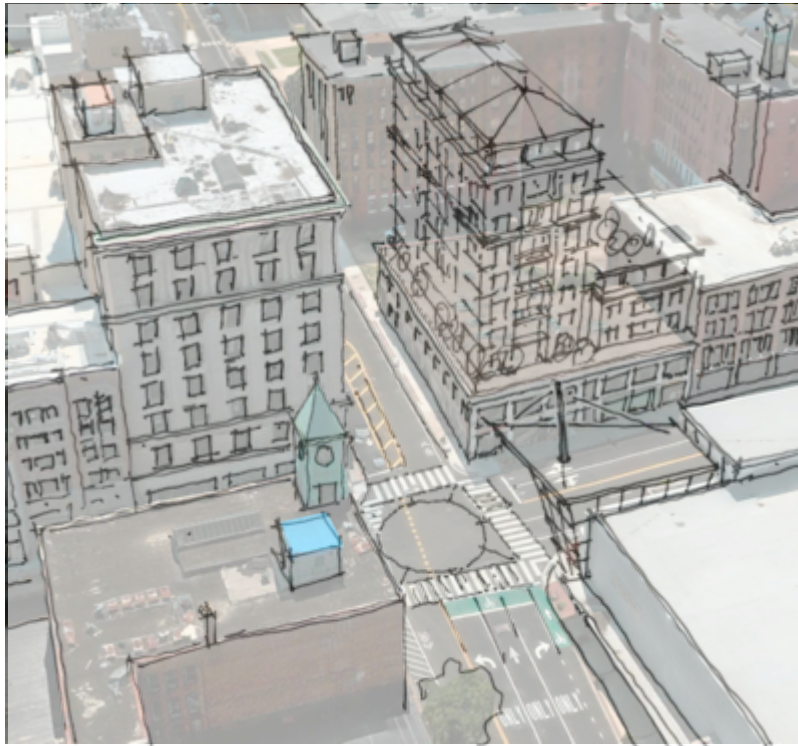


Corridor Reuse, Re-tenanting, Redevelopment / Infill
 additional redevelopment opportunities along Main Street
 Corridor exist:

- 1155 Main St. (Colonial Bldg.) currently in foreclosure: prime historic renovation for private sector mixed use development with ground floor activation
- 1111-1127 Main St.; three structures with vacant ground floors formerly restaurants, taverns and retail space are ideal for near term activation and longer term renovation; prime outdoor space and adjacency to City greenway along Cross St.
- Shean Building: as a potential reuse/redevelopment the site is critical to enhancing a key intersection/gateway and overlap of MGM and MMC; the City should pursue due diligence to facilitate development
- 1242 Main St: contributing historic building which would improve the area across from MMC with new active ground floor uses
- 1248 Main St: a key corner site to Court Square, the building recently sold in 2020 with new owners planning renovations and re-tenanting of the ground floor with retail and residential apartments above; together with 31 Elm, and reactivated Shean and 1242 Main, the combined effect would create a significant cluster of new mixed use development and ground floor activation to enliven a key District intersection and important corner to Court Square

Current Encouraged, Active Uses: while gaps and vacancies exist there are positive uses and development that is contributing to the overall vitality of Main Street. The City should continue to leverage, promote and support where needed the vibrancy and livelihood of these tenants and spaces:

- MGM casino, Chandler Steakhouse, Costa, The Salon, Hannoush, MGM Hotel, Red Rose Pizzeria, Wahlburgers, South End Marketplace, TAPs
- 1402 – 1319 Main St (Chart Organization blocks) and the Shops at Marketplace





New Landscape / Streetscape Plan and Activation

Court Square is rich with an abundance of historic features, mature landscape, fountains, memorials, and structures. However the space remains static and underutilized. New planning should look at ways to integrate the historic character with a new design for landscape, hardscape, and programmatic uses. An “overlay” approach would seek to preserve the formal, historic features, while offering:

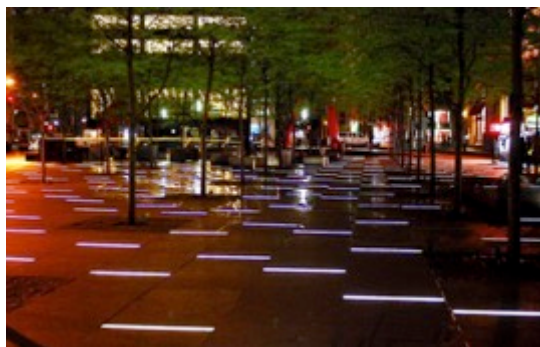
- New landscape arrangements that integrate mature trees and monuments with a new layout, planting beds, lighting and natural features while addressing and reinforcing dead zones, weak edges and lost interstitial spaces
- More pedestrian oriented features through inviting, usable lawn areas, benches, special lighting and display areas to reactivate the space, including potential for outdoor exhibits, markets, or even occasional usage by MMC for outdoor convention/conference exhibits or functions
- Alternative pathways, pedestrian routes and street crosswalks that more directly respond to and connect the primary uses and anchors both in and around Court Square, including restored / redefined connections to the Riverfront, State St./MGM, Symphony Hall/City Hall and MMC



Old First Church Cultural Events Center

As the historic centerpiece to Court Square and a transforming downtown district, Old First Church should be reactivated with new purpose that reinforces the District as well. With the historic main space of the church and three story building behind, the Similar to the Park Ave Armory in New York or the Epiphany Center for the Arts in Chicago, Old First Church has great potential to serve as:

- A new “center for the arts” as an extension of the downtown cultural experience filling a void for unconventional performing and visual arts in an intimate and historic space
- A unique events center for the City and residents for special civic functions, dinners, services, weddings/ceremonies and community gatherings
- An extension of MMC as a special use space for presentations/ lectures, meetings, break out space, social events, and dinners





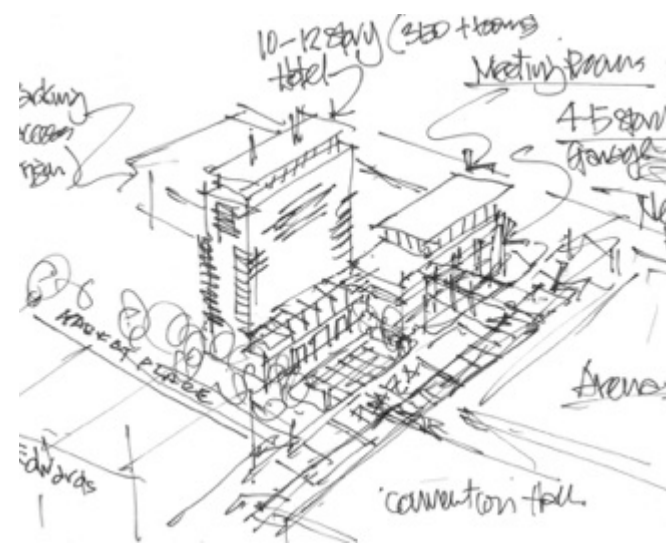
MassMutual Center District Leveraging Downtown's Comprehensive Convention Offerings

The area to the north of MMC along Bruce Landon Way offers perhaps the best opportunity to re-envision and enhance the conference and arena facilities, solve for current deficiencies and create an all new, experience for visitors. As part of a convention center expansion concept, the sites, streets and existing buildings and uses can all become part of a much more comprehensive convention and arena event experience.

Convention Center "Annex"

The redevelopment of sites north of MMC (current surface lot and Civic Center Garage) with a new parking structure, convention hotel, expanded meeting rooms and break out space, ground-floor retail, restaurants and bars, potential upper floor uses, terraces and overlooks, and new landscape/streetscape enhancements would greatly enliven this prime area at the front door of MMC. Direct connections through an upper level bridge would unify all the uses into a comprehensive convention complex and "package" that revives area competitors and solves for MMC's needs.

Not unlike the streets around Fenway or Wrigley Field, the potential to now reimagine Bruce Landon Way as a unique pregame, preshow, or pre-function space for conference and arena events would bring new excitement, purpose and greatly enhanced experience for visitors.



Potential Convention / Conference Hotel

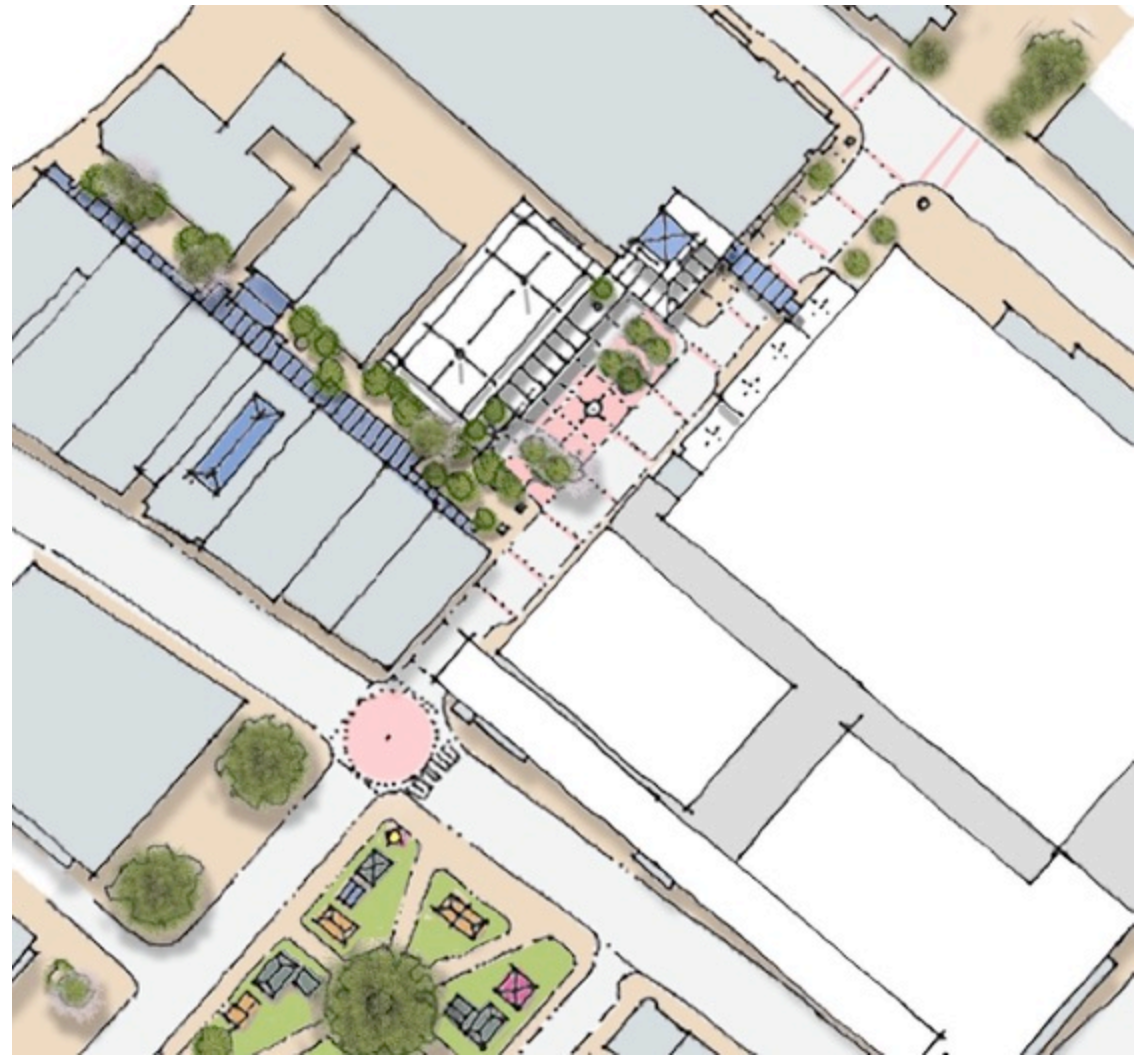
The parking lot site of south of the Civic Center garage can be efficiently configured to house a new convention/ conference hotel and directly connect to MMC and a new civic center garage. Additional space could be dedicated with the complex and/or in conjunction with adjacent garage to house new meeting rooms and breakout space. A significant set back for the hotel would allow for a gracious forecourt plaza, drop off area and event space as part of the pregame activities during street closure. Further this new plaza would expand the City’s network of public spaces and serve as a fitting entry/terminus to the Shops at Marketplace and unique activity space to the Bruce Landon Way experience.

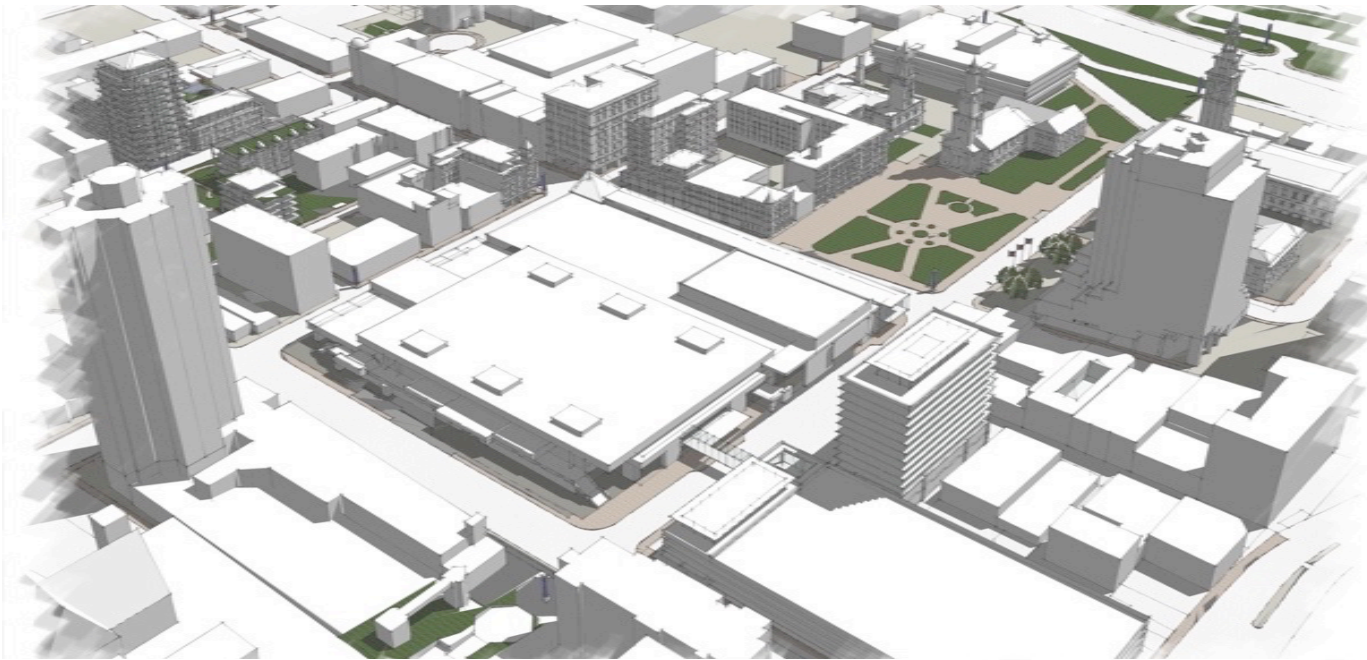
Civic Center Garage and Retail

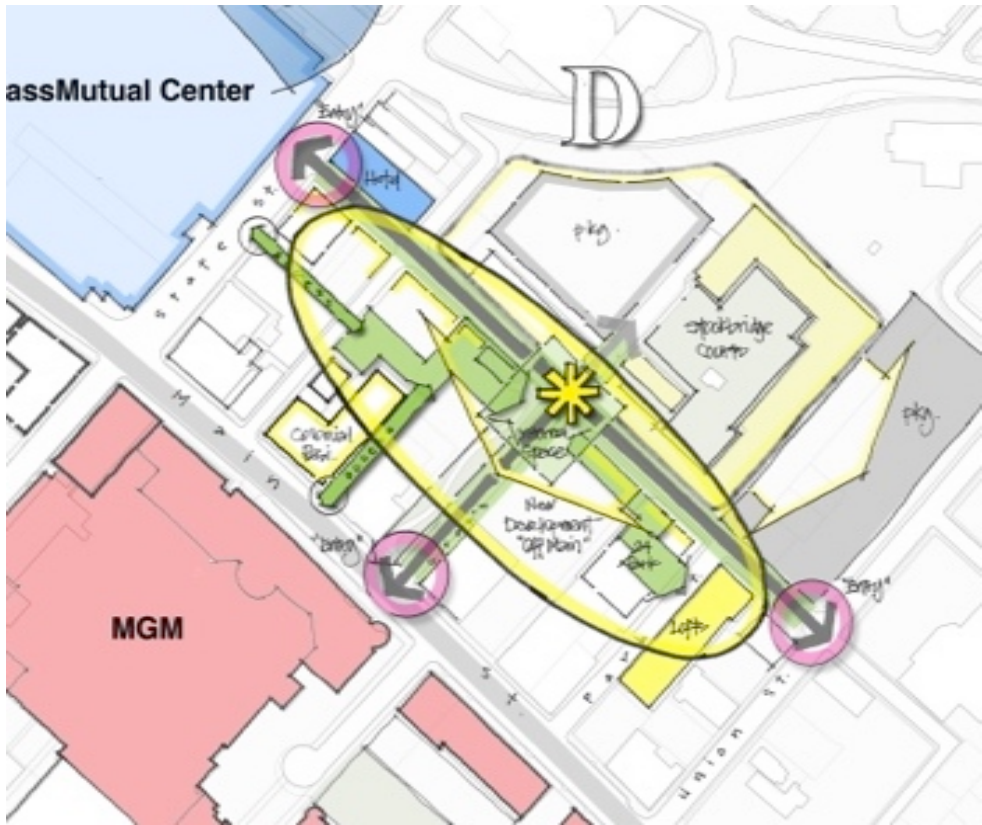
As a primary corner and District entry from Dwight, this site is ideally located next to MMC, adjacent to the newly renovated Pynchon park, at the foothills to the Quadrangle, and part of Bruce Landon way. Now under MCCA’s ownership who is tasked with the garage replacement, the site can accommodate ground floor retail activation on Bruce Landon Way and Dwight, with potential for a building setback to allow outdoor dining, more landscape and related activity space. Access to the garage should be limited if not eliminated along Bruce Landon Way to minimize vehicular conflicts in this new, pedestrian oriented corridor.

The “Cultural Corridor”

With a renovated Pynchon Park, revitalized connection to the Quadrangle museum campus, an expanded, comprehensive civic center complex, an activated and repurposed Bruce Landon Way, and a new arts and destination focused Court Square, the entire length of Court Street and Bruce Landon Way becomes a new “cultural corridor,” linking some of the City’s important civic and cultural anchors and attractions while giving new purpose, energy, and value to the street and District.







Willow Street Collection

Reuniting and Growing Springfield's Downtown Residential

As identified, the Willow Street Area between State St. and Union St. remains disconnected from Main St. and the surrounding area. Despite recent developments of MGM, the historic hotel renovation at State St. and the successful Stockbridge Courts residential project all immediately adjacent, the area lacks connectivity, attraction and activity due in large part to the chasm created by surface parking lots that make up the bulk of the land in between.

Expanded and Enhanced Streetscape and Landscape

Near term enhancements should address the primary entries into the area at Main and Cross, State St. and Willow and Union St. and Willow St. as well as the intersection of Willow St. and Cross St. extending the family of District pylons/markers to demark and visually connect this new mixed-use zone. Streetscape and landscape improvements along Willow St. and Cross St. in the form of expanded parkways, consistent street trees and new lighting would greatly increase the attractiveness, visibility, unity, and flow through the zone. Longer term expansion of the City's park network and pedestrian greenways in the area either as public improvements by the City or as part of future private development would further promote this unique and special pedestrian zone and serve as natural amenities to mixed use, residential development.

Integrated, Proximate Parking

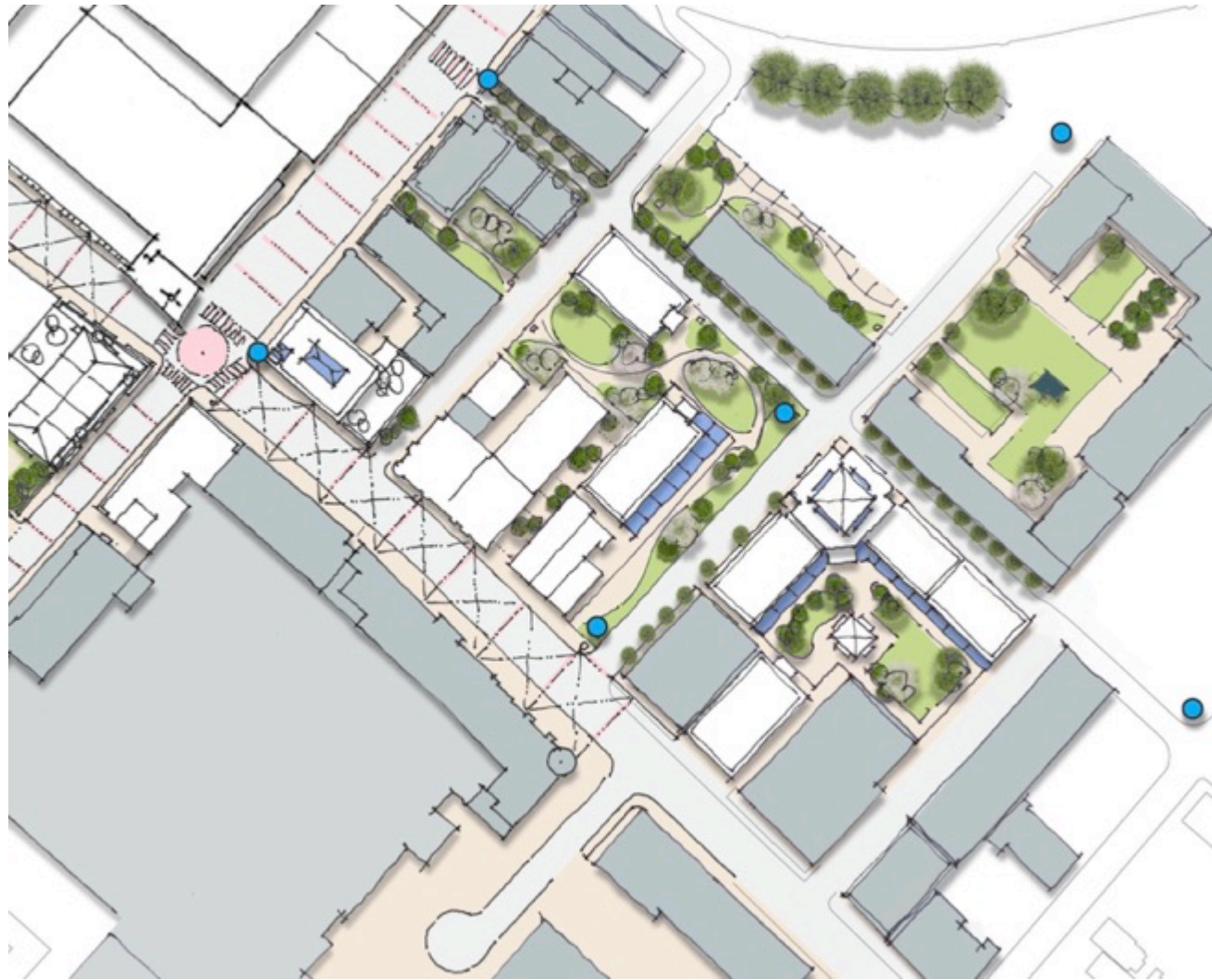
In conjunction with the Springfield Parking Authority, the area should be fully assessed as to the current and longer-term needs parking driven by development and potential for a central parking structure. Combining a number of surface lots together would provide properly dimensioned sites for structured parking in a number of areas, which in turn unlocks greater value for redevelopment of the remaining, freed up land. Proximate, dedicate parking could be combined with mixed-use residential to screen structures. Properly conceived, new structures could be integrated or screened behind mixed-use residential buildings to create a more seamless development consistent with Stockbridge Courts and the historic buildings.



Redevelopment

With area parking efficiently accommodated in new a structure, new multi-family and mixed use development can occur along Willow and Cross that build off of and expand the residential character of Stockbridge Courts and provide important active infill to further connect the sub zone back to the City.

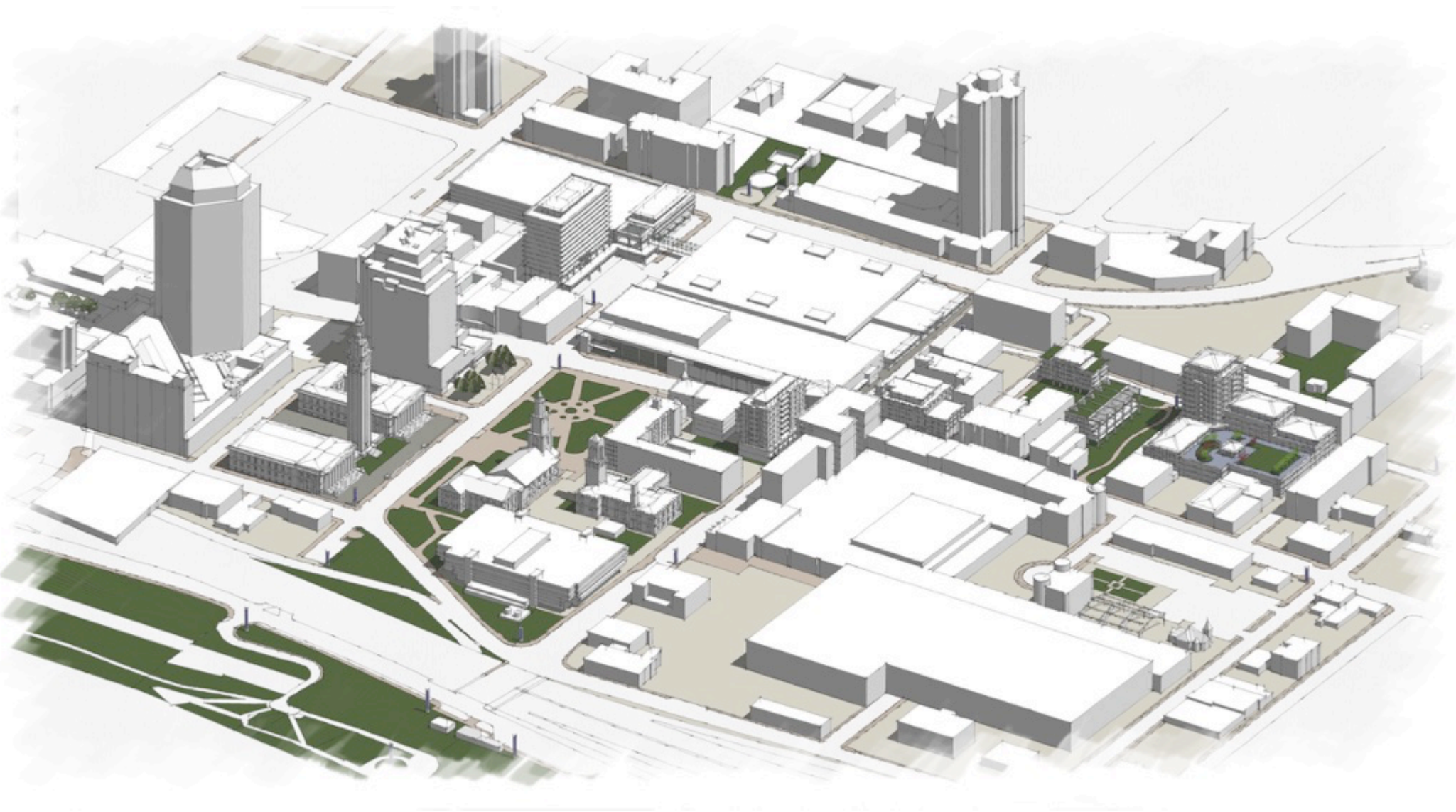
New residential buildings of four to six stories would establish a consistency to area buildings including Stockbridge Courts with the ability in limited areas to increase density to a mid or even high rise level. The use of building setbacks, terraces/balconies and rooftops would further sculpt and amenitize the residential offerings and activate the upper levels. Emphasis on high quality landscape, small parks, courtyards, and interconnectivity between would allow the Willow Street Collection to evolve as a harmonious residential mixed use urban enclave unique to the city. Further, this program could more than double the residential units in the area while serving as a catalyst for future residential expansion into the South End.



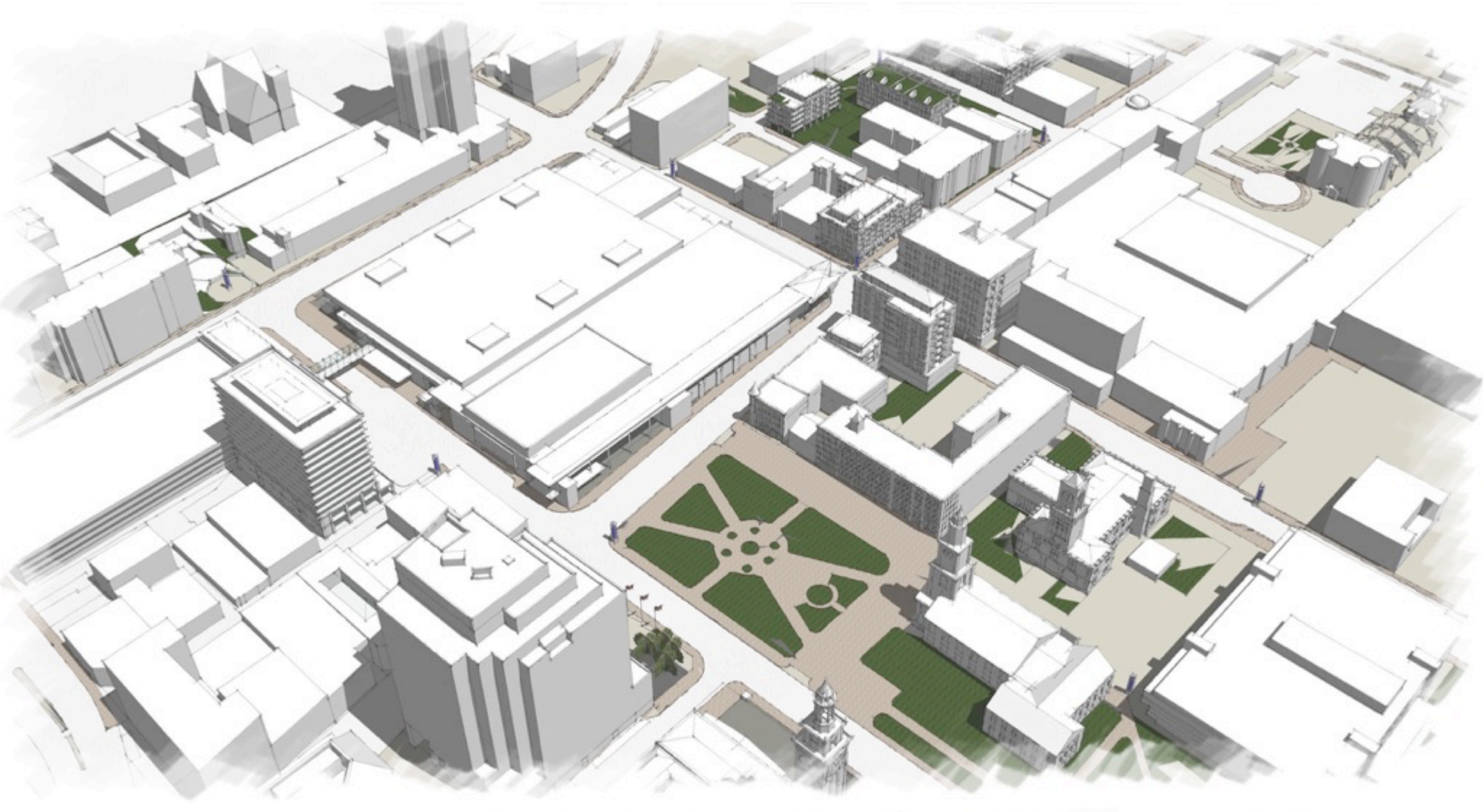
The District Plan



District Conceptual Views



District Conceptual Views



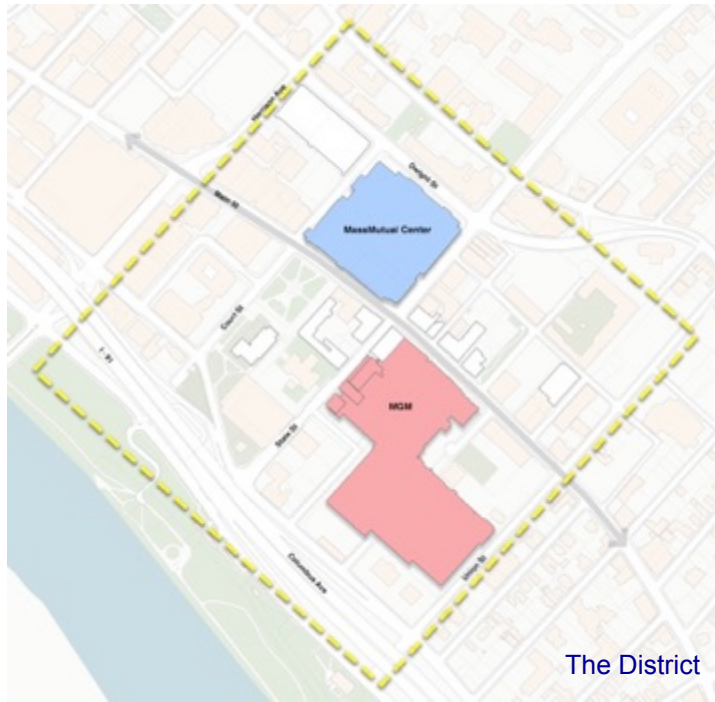
District Conceptual Views



District Conceptual Views



IV. STRATEGIC RECOMMENDATIONS



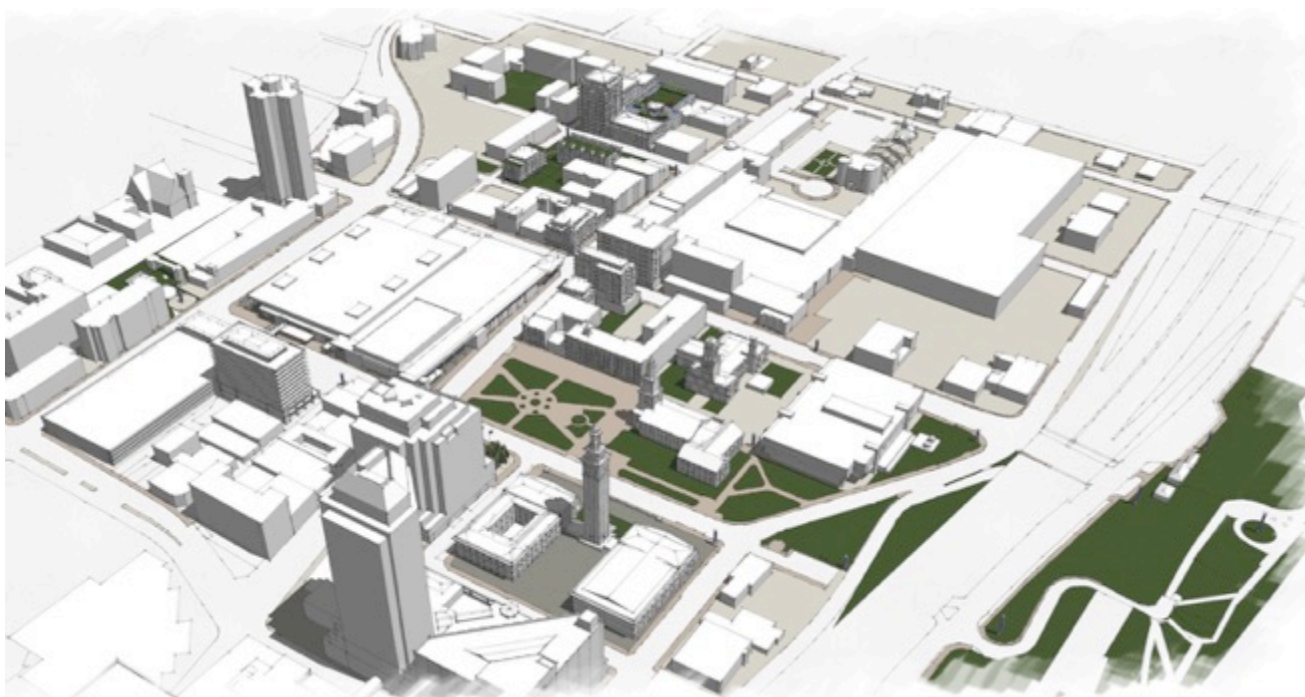
District Strategies

Overall Strategic Advancement

The Master Development Plan establishes a clear framework for creation of a new cohesive, revitalized and attractive District in the heart of downtown and around the District's major economic anchors, MGM and MMC. The Plan has assessed and articulated a range of diverse opportunities to help further bolster the creation of the District and frame key priorities towards implementation. These include the advancement of not only important property/building pursuits and related due diligence but also public realm and infrastructure enhancement planning, and further engagement and collaboration with key area anchors (MGM, MMC) and stakeholders to coordinate, encourage and advance ongoing projects into this unified approach to the District.

District Unification

Advancement a *District Infrastructure and Unification Plan* which responds to the need to create a better defined, cohesive pedestrian experience, interconnectivity and flow between area assets/anchors, and consistent high quality enhanced public environment for new private development and investment:



- Streetscape, landscape and infrastructure improvements along primary edges, corridors, intersections and linkages/public spaces
- Comprehensive District identity and branding through pylons, signage, way finding, banner programs, and special programming
- Pursuit of funding for implementation through a range of Federal, State and local programs (MassDOT, MGC grants, DIF, others as identified in Appendix B)
- Detailed exploration of DIF district: feasibility, process, impacts/projections, potentials and outreach to further arm the City with key tools to implement public improvements and entice developer investment; specifically DIF funding could be a key source to the viability of District enhancements, centralized public parking garage(s), and critical acquisition of properties



Sub Zone Strategies

Overview

City advancement of specific detailed property assessments, initial due diligence, and viability studies as parcels become available for promotion, assistance, coordination and advancement to the private sector development and investment community:

- Continued parcel/building due diligence (additional critical and/or available sites identified in Plan), including facilities conditions assessments, building/site alternative development scenarios, magnitude cost for development and project specific market and economic analysis for viability and gap analysis
- Funding and incentives strategies for project specific needs and viability (sub district public improvements, new parcels/buildings redevelopment, end user incentives)
- Detailed Market and Economic Impact Study to better assess the local and regional market, trends, and growth potentials, while testing the District plan, program and strategic directions for refinement, overall validation and targeted solicitation
- Pursuit of District-wide “curation” strategy and expertise for comprehensive planning/programming, management and operations of ground floor uses and pedestrian environment; to be successful, this strategy requires a dedicated position/person or resource for continual oversight, monitoring, management and direction of the District for conformance to goals of the plan.



Main Street aLIVE

- Key property assessment and/or landlord/stakeholder coordination and facilitation including foreclosed blocks, 1127 Main St., Shean Building, 1242 Main St., infill parcels, and Chart Organization buildings along Main St. corridor.
- Engagement with MGM, MCCA, and MMC on near term south entry and activation along Main St. at State St.
- Continued interface/engagement with ongoing projects and area stakeholders including 101 State St. boutique hotel redevelopment and 1248 Main St. renovation to ensure and assist project conformity to District objectives
- Pursuit of immediate improvements to initially reactivate the corridor including coordination with MGM on Main St. storefront/door activation and City installation of street canopy lighting over Main St. from State St. to Howard St. and longer term to Union St.
- Explore expansion of the Business Improvement District (BID) to Union St. and/or new Main Street management expertise



Sub Zone Strategies

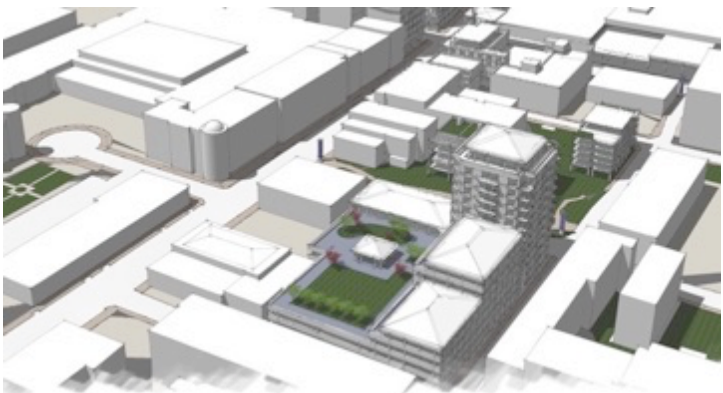
Court Square Center for the Arts

- Pursue new detailed *Court Square Park Improvements and Reactivation Plan* based on opportunities, needs, and directions identified herein
- Advance coordination of the *Old First Church Feasibility Study* to creatively assess design potentials, constraints, new directions for alignment with the District plan
- Continued interface/engagement with ongoing projects area stakeholders including 31 Elm St. redevelopment and 1248 Main St. renovation to ensure and assist project conformity to District plan



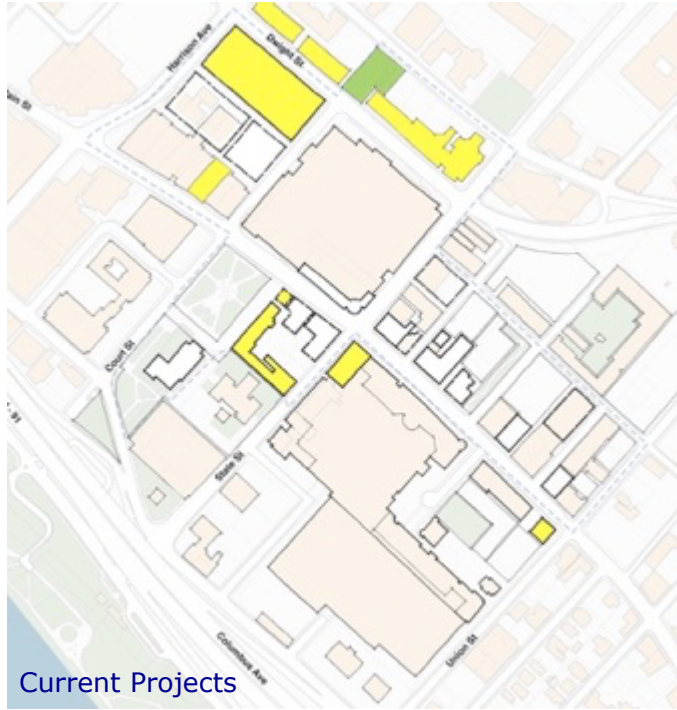
MassMutual Center District

- Conduct Convention Center “charrette” with MCCA, MMC, MGM, area hoteliers, businesses and key stakeholders to reaffirm needs, test potentials and advance viable strategies to reposition the convention center within the District plan as a critical anchor and economic engine
- Advancement of detailed *Convention Center Repositioning Study* in conjunction with CVB, MCCA, and MGM to assess market, new growth potentials, facility planning and operational enhancements
- Establish regular engagement MCCA/MMC to collaborate on and advance civic center garage design and new south convention center entry to ensure conformity with District plan / potentials
- Pursue stakeholder interface and related due diligence for potential convention expansion into adjacent properties and/or reuse of existing buildings
- Engage with MCCA on potential funding sources for planning and implementation

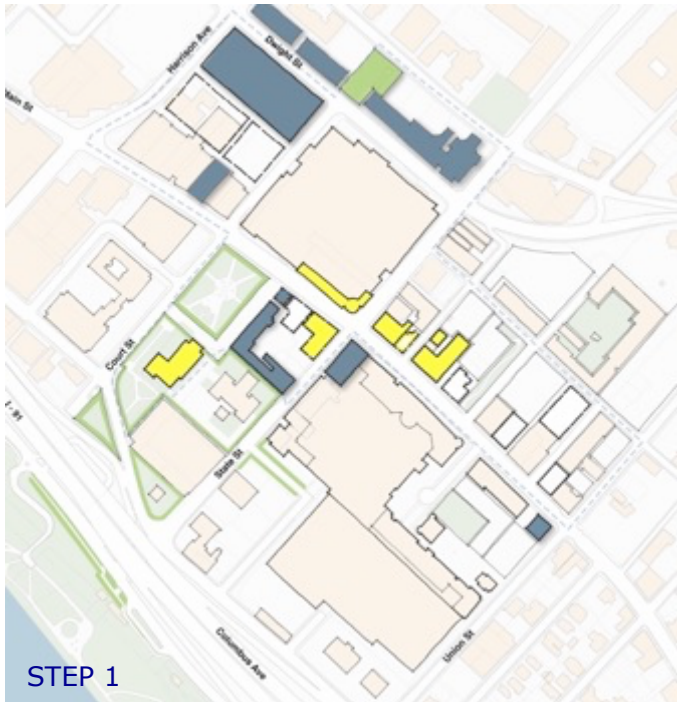


Willow Street Collection

- From proposed *District Infrastructure and Unification Plan*, pursue near term implementation of enhancements along Willow St and Cross St.
- Complete District parking study and plan with SPA aligned with District plan to determine preferred parking solutions and key steps to implement
- Advance stakeholder engagement and input on longer term potentials as mixed use redevelopment and consolidation of parking
- Pursue Civic and Business leadership outreach to explore civically-sponsored residential redevelopment initiative to assist with project leadership, advocacy, and end-user program (e.g. employee housing assistance programs)



Current Projects



STEP 1

Potential Sequence

The implementation of the District plan will involve a logical sequence of steps over the next decade plus that will continue to evolve in response to the market, site/parcel availability, funding, and overall momentum. Much like the process with MGM, the City plays an important ongoing role as a “master developer” of sorts to guide these steps, build interest, secure investment and ensure implementation in conformity to the Plan. The following suggests initial near-term, mid-term and long-term steps beginning with continued engagement and implementation of projects underway which are important first steps to changing reestablishing a positive environment for subsequent investment. The near-term Step 1 is the likewise important first phase catalyst to help further jump-start development, and public and private investment. These steps will evolve and shift in response to area opportunities, needs and strategic adjustments by the City.

Current District Projects and City Coordination / Facilitation

Currently, the amount of ongoing projects in the District represent a significant initial phase that done properly will add to the broader district appeal and opportunity. The City should continue its positive leadership and facilitation role to ensure successful implementation and integration. These projects currently include 31 Elm St., MCCA Civic Center Garage, Skyview, 101 State St., Chart Organization property renovations, and 1248 Main St.

STEP 1 (Near Term, through Year 3)

The near-term strategy project are perhaps the most critical in creating the proper character, excitement, value enhancement, and critical investment to spur interest and expansion; these steps also build on the Plan and advance important implementation initiatives/studies to assist subsequent steps:

- Main St. property coordination, assessment and development facilitation
- Developer identification, outreach, solicitation(s) and implementation
- District-wide enhancements, streetscape / landscape planning, and initial phase implementation
- Convention Center South entry and Main St. activation
- Convention Center planning, repositioning and implementation
- Court Square and Old First Church design/feasibility study, implementation strategy, solicitation
- District parking assessment, planning and implementation strategies
- Additional site control/acquisition as/if available

STEP 2 (Mid Term, through Year 5)

- Additional site identification, due diligence assistant and developer facilitation as/if they advance or become available (Main St. infill sites, 1127 Main St. blocks, 24 Park St.) and additional Main Street redevelopment
- Coordination with MCCA/MMC for permanent South entry and reactivation of MMC Main St. edge
- Coordination with MCCA/MMC for potential MMC convention hotel, meeting space expansion and MMC district enhancements
- Additional phase streetscape, landscape, linkages
- Continue District parking plan strategy

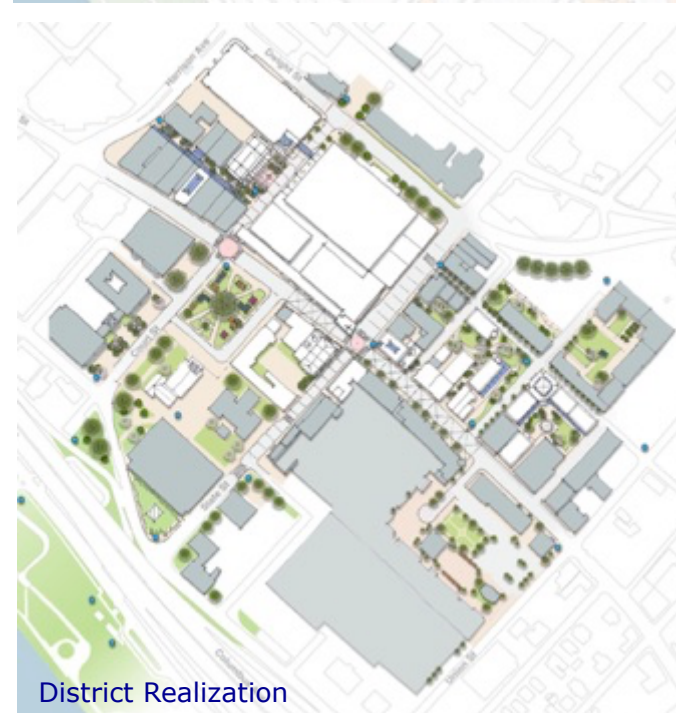
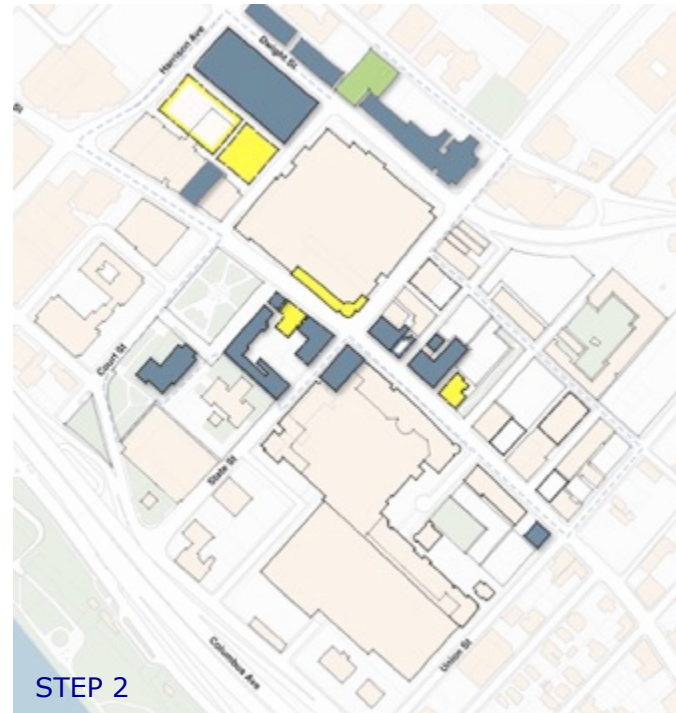
Potential Future STEPS (Long Term)

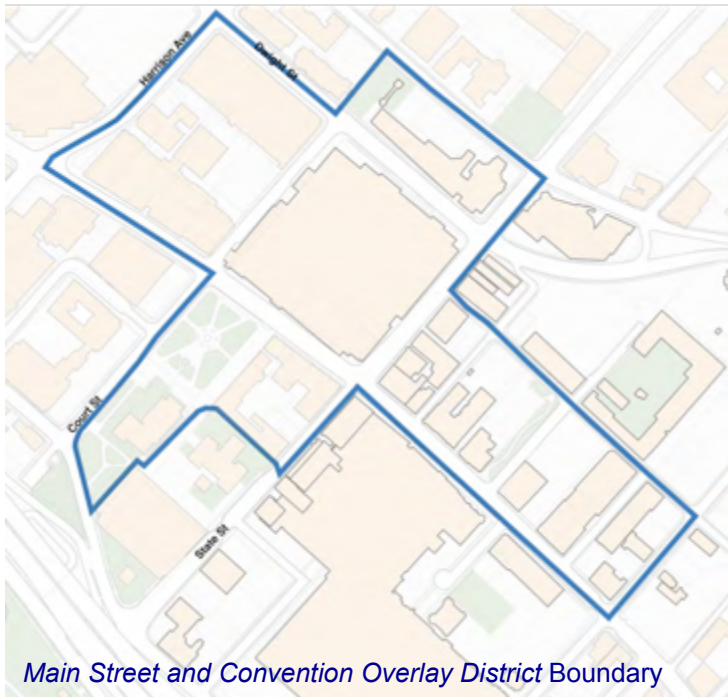
Longer term future steps are difficult to predict though the successful implementation of Steps 1 and 2 will enhance value surrounding areas, and likely spur additional opportunities for reuse, redevelopment and activation.

- Continued coordination, facilitation of new private development within the District
- Continue District parking and potential new parking structure in central location to serve District development
- Remaining district enhancements including additional internal streetscape enhancements, open space linkages and amenities in Willow Street Collection
- Potential for civic / business leadership participation in residential Initiative

Potential Immediate “Quick Wins”

- Main Street canopy lighting, district corridor banner program (Main, Court St/Bruce Landon Way, other)
- Continuation of MGM programming and events





Main Street and Convention Overlay District Boundary

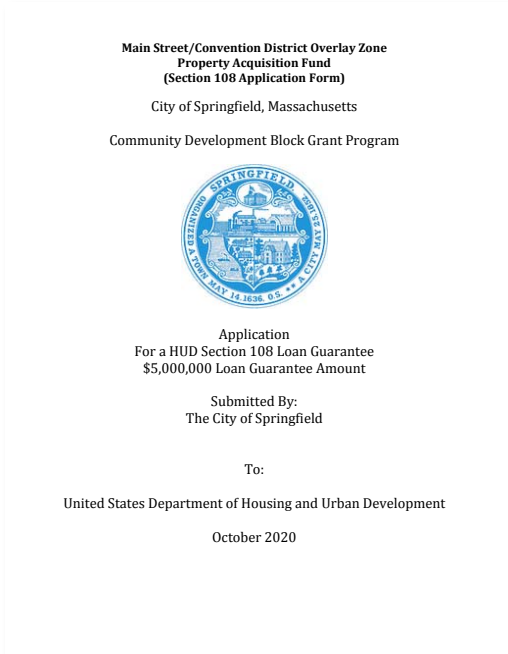
Zoning Overlay Coordination

As referenced, the Plan works in concert with a new zoning overlay. The *Main Street and Convention Overlay District* (Appendix A) is intended to better align the goals, objectives and policies of the underlying zoning with those of the Master Development Plan as they relate to development and redevelopment of the land area and land uses in a defined geographic area within the District. The overlay boundaries generally respond to areas of need and opportunities of the District, including the east side of the Main Street Corridor abutting MGM, the area encompassing MMC, and key potentials of the redefined Court Square area. Together with the Plan, the overlay district seeks to bolster the pedestrian environment, development opportunities, and overall viability of projects through an emphasis on activities and amenities at the street level. The zoning overlay shall permit, encourage and facilitate the coordinated development of complementary land uses and activities within the overlay area which are intended to attract residents, visitors and employers to the area.

Development Tools / Incentives / Grants Coordination

As a third component of the master development strategy, various District incentives will be pursued specific to each project and initiative that seeks to leverage a range of economic funds through all phases of development, to ultimately “close the financial gap” and entice development. An initial outline of the programs under consideration is included in Appendix C:

- City assessment of current development opportunities suggests inviability without significant economic assistance
- Exploring a range of economic tools including Federal, State and Local grants, loans and other incentives programs to bring to the District
- Considering options across entire development process from:
 - the continuing strategic planning, control and implementation efforts;
 - to infrastructure/public realm enhancements that improve overall value and attract development/investment;
 - to owner/developer/investor assistance to augment and leverage private investment (“vertical development”)
 - to tenant / end user programs and aid
- Current strategies include use of the City’s HUD Section 108 loan guarantee to assist potential acquisition of properties



Implementation and City Coordination

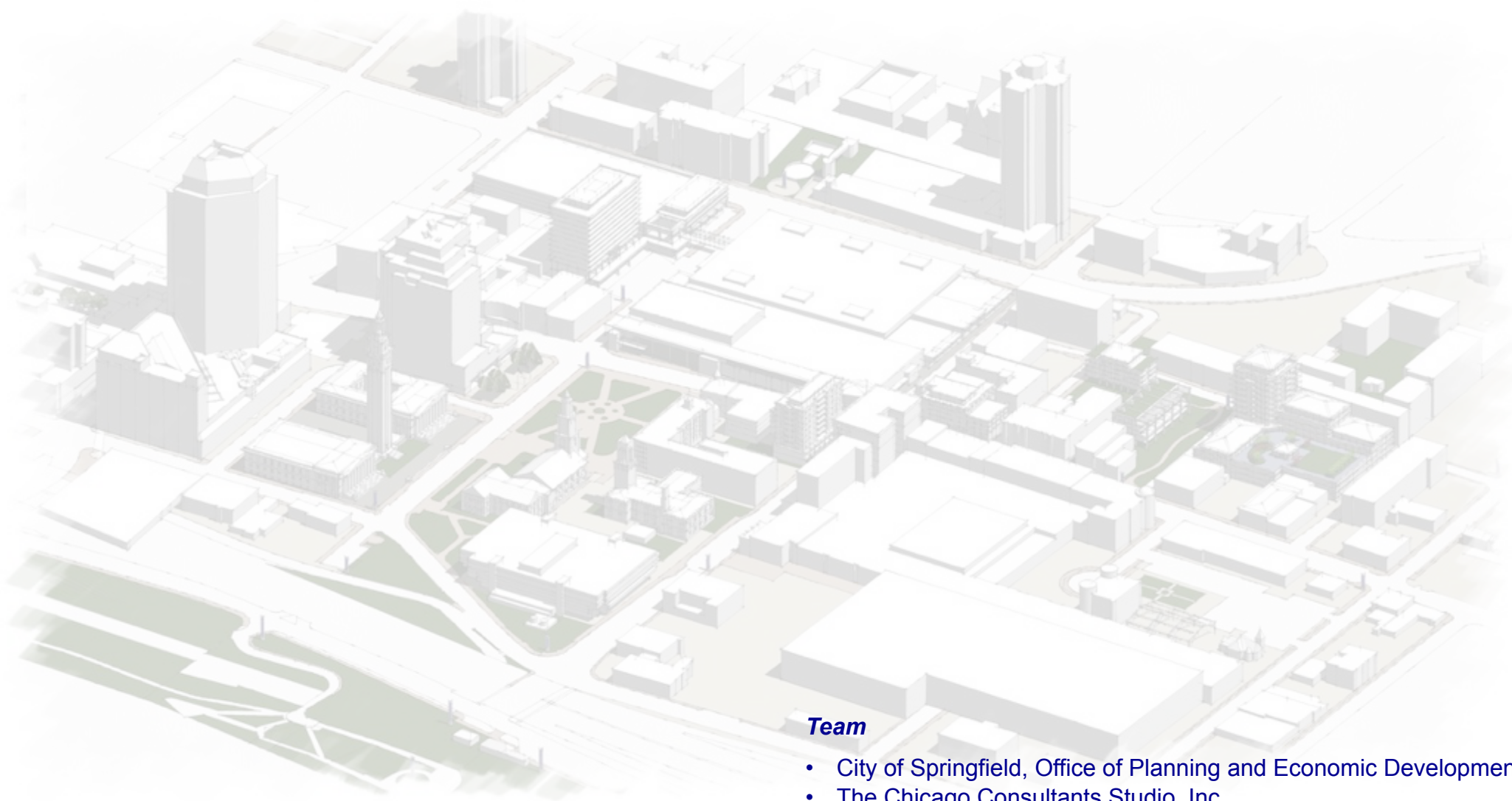
This new District surrounding MGM and MMC though experiencing decline due to real estate conditions, remains very fertile with development potential particularly as area real estate begins to realign to the true market. This Master Development Plan advances a Phase One initiative of the Implementation Blueprint through the creation of an organizing, well-defined downtown District in response to these needs and opportunities. The Plan serves as a guide to near term projects essential to help stimulate development as well as a framework to drive future potentials. As articulated in the 2018 Implementation Blueprint, this Phase One plan and subsequent implementation efforts will necessarily evolve and advance over time in response to changing conditions and into a range of new projects or initiatives for the pursuit by the City, developers, investors or collaborations between the two.

For the Plan to be successful, the City must take an active and leading role in its execution. As such, all new projects within the District will first require a preliminary review and coordination with the City's Office of Planning and Economic Development through the Chief Development Officer. Projects that meet the overall objectives articulated here and in the overlay zoning will advance. The City's role will be to help coordinate and facilitate developers and investors in the process and in conformity to the plan to realize the overarching objective for a vibrant, successful downtown district.

The success of the advancement and implementation of the Plan and ultimately the District, also requires a proactive City team member to continually monitor, promote and direct development in the District as the coordinating and "keeper" of the vision. As part of the implementation process, the City will assign and/or establish this District city leadership role.

Additionally, the Plan requires the continued commitment of MGM to its important obligations in the HCA that provide critical programming and activation of their assets, MMC, Symphony Hall and related impacts. For MGM, the City's Phase One efforts to stimulate and lead redevelopment around the casino should further enhance the MGM experience and success by providing an energized, vibrant downtown environment and focused District in which to reside.





Team

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- Consultant Team:
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 - Appleton Corporation
 - Caolo & Bieniek Associates, Inc.
 - RKG Associates, Inc.