

LOWER CASS LINK

Connecting Neighborhoods and Neighbors

University of Detroit Mercy
Master of Community Development



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Lower Cass Link

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Cover Photo: New and old juxtaposed in Lower Cass Corridor
Source: Motorcitymuckraker.com

Lower Cass Link: *Connecting Neighborhoods and Neighbors*

Capstone Project Submitted in Partial Fulfillment of the Masters in Community Development

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Lower Cass Corridor Neighborhood in the City of Detroit

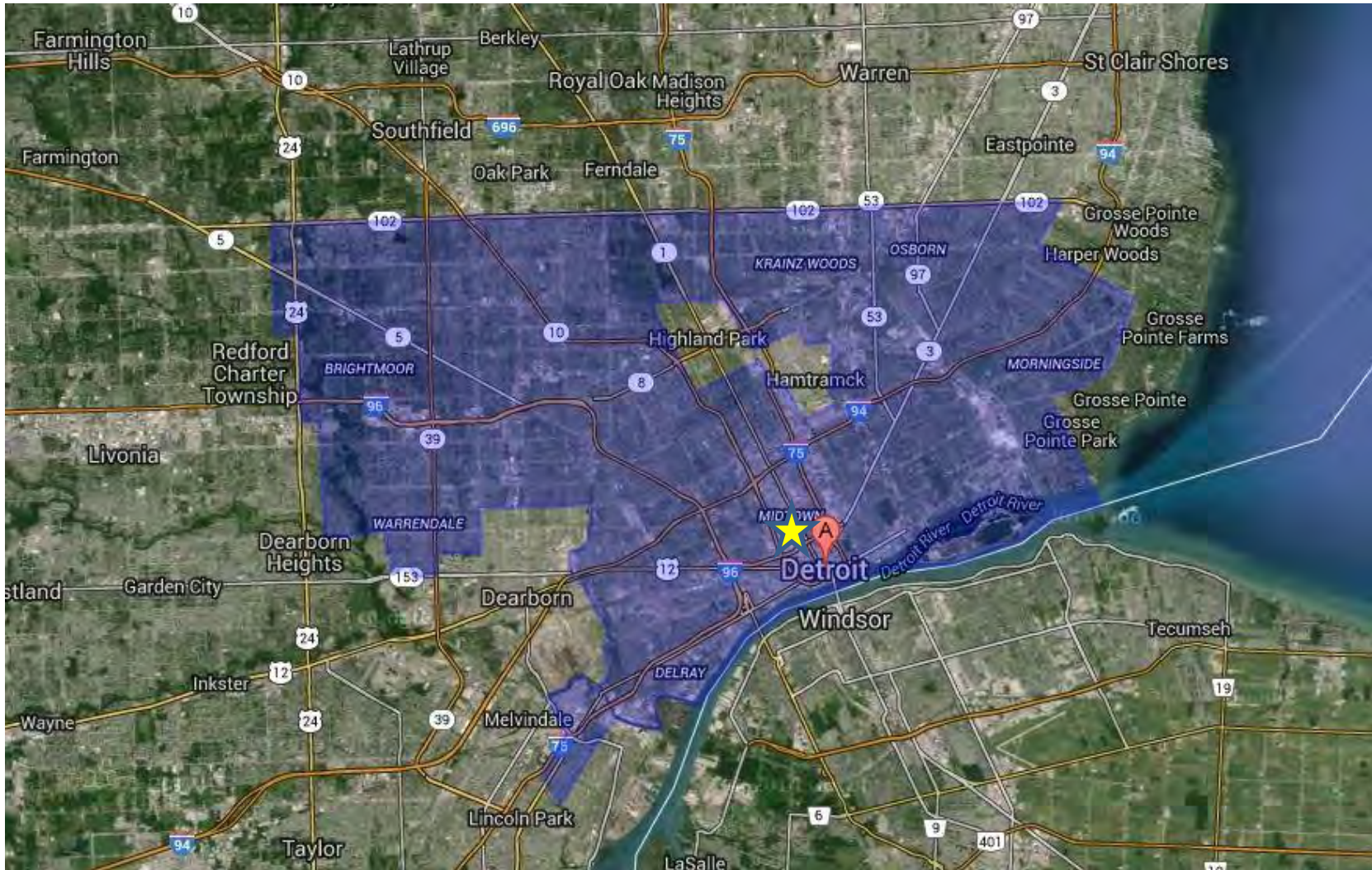


Figure 1: Map of Detroit with Lower Cass Corridor marked with star
Source: maps.google.com and Authors

Introduction

Introduction

This University of Detroit Mercy Master of Community Development Capstone team, comprised of Dan Meyering and Alex Mueller, focused on the Lower Cass Corridor neighborhood in the City of Detroit. This neighborhood will be significantly impacted and altered by the prospective development of a new hockey arena for the Detroit Red Wings, a National Hockey League team, by Olympia Development of Michigan, the real estate arm of Ilitch Holdings. The Lower Cass Corridor, roughly bounded by Grand River and the Lodge Expressway to the West, Martin Luther King Jr. Drive to the North, Woodward to the East, and I75 to the South is located right in between the relatively thriving Downtown and Midtown districts of the city. However the area itself shows the effects of years of disinvestment, abandonment, and land speculation. Like others areas in the city it currently contains a high percentage of vacant land. Several blocks along Woodward are used for parking during games at Comerica Park and Ford Field.

At the same time Lower Cass Corridor is not a blank slate. There are numerous residences, businesses, organizations, historic structures and the historic Cass Park within its boundaries. Residents and businesses that have been here for years are at risk of being displaced, and in some cases already have been. The award winning Lewis Cass Technical High School (<http://casstech.schools.detroitk12.org>) is within its boundaries, as well as the Detroit Masonic Temple, the largest Masonic Temple in the world. (Lundberg & Kowalski) In addition there are numerous human service organizations in Lower Cass Corridor that serve

existing populations in the neighborhood such as the homeless, mentally ill, and veterans.

With a large-scale development project such as the Red Wings arena, known as the Detroit Event Center, and further development imminent in the area, there is reason for concern as to what the impacts will be on the neighborhood as well as to connecting neighborhoods. There is the potential for the development to have positive impacts on the neighborhood, both in terms of physical and economic development. Now vacant lots are intended to be rebuilt into a thriving, dense, mixed-use district with an anticipated economic impact of up to \$ 1.8 billion over several years. (Gallagher “Hockey, Housing”) But if these projections materialize, will they benefit the original community members of this neighborhood, many of whom are low income and minorities?

Corridors Alliance

Concern about what the impact of the project would be on the area is what prompted the formation of Corridors Alliance (CA), a stakeholder group of several members that have connections to the Lower Cass Corridor and surrounding neighborhoods. This group came together as early as 2010 when rumblings about a new Red Wings arena in the city were starting to become audible. CA is not opposed to the prospective development, but is concerned that its implementation positively rather than negatively impacts the community in which it is taking place. We were introduced to CA and their work in our Pre-Capstone semester in September of 2013, and found ourselves drawn to the issues involved. As part of our Capstone requirement to work with a community organization, we started working in collaboration with CA in September. When we

started working with CA, the group’s primary goal was to build a coalition in order to initiate and negotiate a community benefits agreement, or CBA, to give the community a say in what happens to them during and after the development.

Our Capstone

Our Capstone work, described in more detail later, was thus undertaken with the objective of determining a project that we could undertake to help CA towards this goal. We found that one of CA’s largest needs was finding a way to better communicate and connect with the community. While our project in the end included several components, the main focus of our project was developing an outreach framework and then doing on-the-ground outreach in the community. As part of this process we also assisted CA by researching and providing demographic information of the area and creating mapping of existing residences, businesses, institutions and organizations in the Lower Cass Corridor Neighborhood with basic information on each entity. However we also documented the unfolding of events leading up to and during the time of our Capstone project related to this large development in Detroit, and the players involved.

The Detroit Events Center and Catalyst Area Development Project

Plans for the construction of the arena, referred to as the Detroit Events Center (DEC), as well as further development in the neighborhood were initially agreed upon in June of 2013 in a

Memorandum of Understanding between Olympia Development of Michigan (ODM), the real estate arm of Ilitch Holdings, owned by the Ilitch family, the Downtown Development Authority (DDA), and Wayne County, and was finalized in a Concession Management Agreement between ODM and the DDA. The arena is expected to be approximately 785,000 square feet in size and seat approximately 20,000 spectators, with one parking structure of approximately 1200 spaces and no permanent surface parking lots. The project is expected to create 8,300 construction jobs and 1,100 permanent jobs, although only about 400 of the permanent jobs will be in addition to jobs transferred from Joe Louis Arena. The cost of the DEC development is projected to cost \$450 million, with \$283



*Figure 2: Rendering of new arena
Source: Olympia Development*



Figure 3: Map of Area with Arena site (red), Catalyst Area (dark blue), Focus Area (light blue), and Corridors Alliance Area of Impact (yellow) marked.
 Source: Google Maps and Authors

million of this to be funded by public funds, mostly TIF funds in the DDA district, and \$167 million to be funded by ODM.

However the project also includes plans for development of 45 blocks of the surrounding area, referred to as the Catalyst

Development Area, within which the hockey arena, the Detroit Events Center, is to be located. The development surrounding the footprint for the Events Center has been described by the Legislative Policy Division of the Detroit City Council as the Ancillary Area, and the detailed plans released to the public by ODM in July 2014 call for the creation of five “new neighborhoods” in the Catalyst Area. ODM committed in the Memorandum of Understanding and Concession Management Agreement to “make, or cause private parties to commit to make” a \$200 million dollar investment in development projects in the Ancillary area. (Gallagher “Hockey, Housing,” Neighborhood Advisory Committee “Detroit Event Center,” Felton “Detroit DDA Approves \$450 Million” Concession Management Agreement, Memorandum of Understanding)

Geographic Boundaries

The Planned Catalyst Development Area, shown in dark blue on the map below, is roughly bounded by Grand River to the West, Charlotte Street to the North, Woodward to the East, and the Grand Circus Park area to the South. Part of the process for making TIF funding available for the new arena involved expanding the DDA boundaries to include the northern part of the planned Catalyst Development Area, which was done on December 20, 2013. This added the area described above that is located north of I75.

The planned location of the new arena, shown in red, is in the southeast section of Lower Cass Corridor. The new arena area is bounded by Sproat Street to the North, Woodward Avenue to the East, the Fisher Freeway to the South, and Clifford Street to the West. Sibley Street between Clifford and Woodward Avenue will be

permanently closed off to through traffic, as will Park Avenue between Henry and Sproat Streets.

For the purposes of our Capstone Project we primarily focused on the Lower Cass Corridor boundaries as described at the beginning of this chapter, shown in light blue in figure 3. This area includes the new arena location and the newly expanded DDA boundaries, hence the northern part of the Catalyst Area, in its southern portion. It is distinct as a geographic area not only because its boundaries generally encompass the historic Lower Cass Corridor neighborhood, but it is an area that has especially seen and still shows the impact of disinvestment and decline over the years, from which, unlike the Midtown area north of it and much of the Downtown area South of it, it has not yet experienced recovery. This neighborhood, including the northern area up to Martin Luther King Boulevard as well as the Catalyst Area, is also the area that we anticipate being the most directly impacted by the new arena development, with the possible exception of Brush Park just east of Woodward, which is a distinct neighborhood in itself, both historically and as a community. As will be discussed in further detail later, CA also determined boundaries for the anticipated “Impact Area,” designated in Figure 3 by the yellow line

MCD Foundation – The HOPE Model and Service, Social Justice, and Sustainability

The University of Detroit Mercy Master of Community Development (MCD) program has as its basis the conceptual framework of the HOPE Model. The HOPE Model emphasizes the integration of Human, Organizational, Physical, and Economic development with the conclusion that all must be addressed for

successful community development, “that communities cannot be built (or studied) without considering the complex interrelationships between human, economic, physical and organizational forces that together create whole communities. (MCD Student Handbook)

Also at the program’s core is an ideological foundation based on the tenets of Service, Social Justice, and Sustainability, referred to as the “3 Ss,” with the idea that fostering healthy, equitable communities requires that community developers always strive to promote these in their work. Service is differentiated from the concept of charity in that it seeks to learn from an individual what this person’s needs are rather than making assumptions about that person’s needs based on preconceived notions. In a community development context it involves working *with* the people in a community, and the idea that you probably won’t be able to successfully help people meet the needs of their community until you learn *from them* about what their needs are, and the obstacles that they have run into when trying to meet these needs.

The program views Social Justice from “the notion that all individuals deserve equitable access and treatment in regards to society’s rights, opportunities and amenities.” (MCD Student Handbook) Striving for social justice requires that its proponent look beyond what is apparent at first sight to identify underlying social inequalities and oppressions that have caused individuals or groups to be disadvantaged, and to address these systemic issues.

Sustainability considered in the context of community development looks at how initiatives will affect the long term health of a community. What will be the long term economic, physical, and human impacts in a community of actions taken today? (MCD Student Handbook)

It is the intent of the UDM Community Development program that students come away viewing community development and the circumstances or given events within a community through

these lenses. Therefore it is this team's intent to look at our Capstone project and the events that unfolded within the community that we focused on through these lenses as well.

Chapter 1

The Neighborhood

The Neighborhood

1.1 – HISTORICAL CONTEXT

The Cass Corridor has had a long and storied past. For many years it served as a neighborhood of working families and single men staying in boarding houses. The area eventually increased in crime as the jobs went away and there remained a high density of working class men, now unable to find work. In the sixties drugs and prostitution also took hold in the neighborhood, and by the 1980's the area had severely declined, becoming a haven for most any vice. Heroin was king at the time and could easily be obtained. Buildings such as the Temple Hotel stopped pretending to be legitimate businesses and embraced what they really were, rooms rented by the hour.

The Cass Corridor originated as the ribbon farm that had been purchased by Lewis Cass, territorial governor of Michigan from 1813-1831. By 1871 development was spreading north from Downtown Detroit, and Lewis Cass' daughter Mary Cass Canfield subdivided the family farm and sold off the lots. It was on these lots that many wealthy Detroiters began to construct elegant Queen Anne and Italianate homes. These tree lined residential streets housed many of Detroit's most prominent citizens, particularly in the houses lining Woodward Ave. This quiet residential era didn't last for long. As the automobile gained prominence it had a twofold effect on the neighborhood. The first being that the Cass Corridor began to house many of the small machine shops that supplied parts to the growing car manufacturers. In the era before Ford build his massive Highland Park Plant, cars were manufactured on a much

smaller scale and many of the parts were made by independent small shops. In an age before zoning laws existed to keep manufacturing and residential separated, these shops started popping up around the corridor, and they needed a supply of workers that lived nearby. The automobile which brought this manufacturing to the area also provided a means of escape for the wealthier residents who could afford a vehicle and now could commute to their jobs from much further away. Thus starting the long and continuing tradition of the wealthy moving further and further out from the city center to new untarnished land.

As the original residents moved out of the Cass Corridor it ushered in the second phase of the corridor's life. As commercial and industrial interests grew in the area the need for more and more workers increased. The recently vacated large homes were either divided up into smaller residences or torn down entirely to construct larger apartment buildings. Much of what still remains in the corridor is from this era. Though much of it was constructed for the shop workers and their management, it stands today as a testament to the good wages that those workers were paid. Most of the buildings today even those in vacated states still show their beauty and quality of construction (Delicato).

Closer to downtown the buildings were of a nicer quality, occupied by a more professional class of workers. Buildings such as the Hotel Eddystone and Hotel Park Avenue, though shells of their former selves still stand as the northern continuation of downtown's high rent Park Ave., since cut off from the rest by the construction of I-75. During this construction boom in the 1910's and 20's the booming city also built institutions in the area. The S.S. Kresge Company (later K-Mart) outgrew its downtown headquarters and constructed a new much larger building just outside of

downtown on Cass Park. Around the same time The Masonic Temple and Cass Technical High School, both massive institutions were built in the same area, illustrating with their size and amenities, the massive wealth that was accumulating in Detroit at the time, but much harder times were to come.



Figure 4: Hotel Eddystone in its heyday
Source: detroiturbex.com

With the start of the great depression in 1929, wealth started leaving the corridor much faster. Many of the middle class residents that had remained in the nice apartments, left or lost their money and area became much poorer. Though the depression sucked the wealth from everywhere, it hit the Cass Corridor harder than many other areas and it would never really recover. Anyone that could afford to leave the area did at this time, and the area was repopulated with mostly poor, white, Appalachian immigrants.

World War II brought America out of the depression, but it also brought with it new ideas of housing. With the booming economy and cars for everyone, the new trendy suburban developments drew people with money to further reaches of the city, and then out of the city entirely, where there was cheap land and everyone could purchase their own home with a federally guaranteed mortgage thanks to the GI Bill. The Cass Corridor was occupied with whoever remained, almost entirely low income people that couldn't afford to live anywhere else. Whatever houses remained were chopped up into apartments, and even the apartments were chopped up into smaller apartments (Delicato).



Figure 5: Prostitute on the street in the Cass Corridor
Source: casscorridormuseum.org

In the 1960's an art scene began to develop in the corridor, though it was mostly concentrated on the northern end, closer to

Wayne State University. In the Cass Corridor the “hippies” and artists and other cultural outcasts found a place that would accept them for who they were and allow them to live however they wanted. That along with the fact that there always were and will continue to be students that needed places to live close to the university, prevented the total deterioration of the northern part of the corridor. That rich culture is where bands like the MC5, and other artists like the poet John Sinclair were able to live and perfect their art (www.corridortribe.com).



Figure 6: Residents of the Cass Corridor
Source: corridortribe.com

The southern part of the corridor, on the other hand, wasn't as lucky. Without an anchor institution like Wayne State, the area continued its downward spiral. Throughout the 60's the area remained a functioning community, meaning that it was still largely populated and still had businesses, though as a neighborhood it had become very impoverished; anyone with the ability to had long

since moved out. The notable exception to this was the small Chinese community that lived in the area. Detroit's original Chinatown had existed a few blocks further west, but when the Lodge Freeway was constructed, and they were displaced, the Chinese population located themselves in the area surrounding the intersection of Cass and Peterboro. There a small but community thrived for many years, operating their own shops and restaurants and sending their children to their own school, the Chinese School of Detroit, where they were able to preserve their culture and language through their American-born children.

By the 1970s and 80s, the lower Cass Corridor was in serious decline, buildings were emptying out and becoming vacant, and drugs and prostitution were popular activities in the area. Places like the Temple Hotel at 72 Temple St. were popular rent by the hour hotels at the time. “Weekdays between 4:30 and 7 p.m. were particularly busy, as businessmen would drop in after work.” stated Dan Collins who owned the property from 1967-87. (Reindl).

By the 1990s the lower part of the corridor had emptied out. Many buildings were completely empty and those that weren't were barely hanging on, renting out to the lowest income brackets. Some steadfast businesses managed to hang on, the Temple Bar for example, surrounded by vacancy, managed to struggle on continuing the third generation of ownership of that bar by his family. To the north, near Wayne State signs of revitalization were beginning to sprout, led by Sue Mosey, the head of the University Cultural Center Association, and strengthened by the many artists and others who never gave up on the area, things began to improve. To the south though, the neighborhood was a mere shell of what it once was, barely occupied and crime ridden.

1.2 – NEIGHBORHOOD ANALYSIS

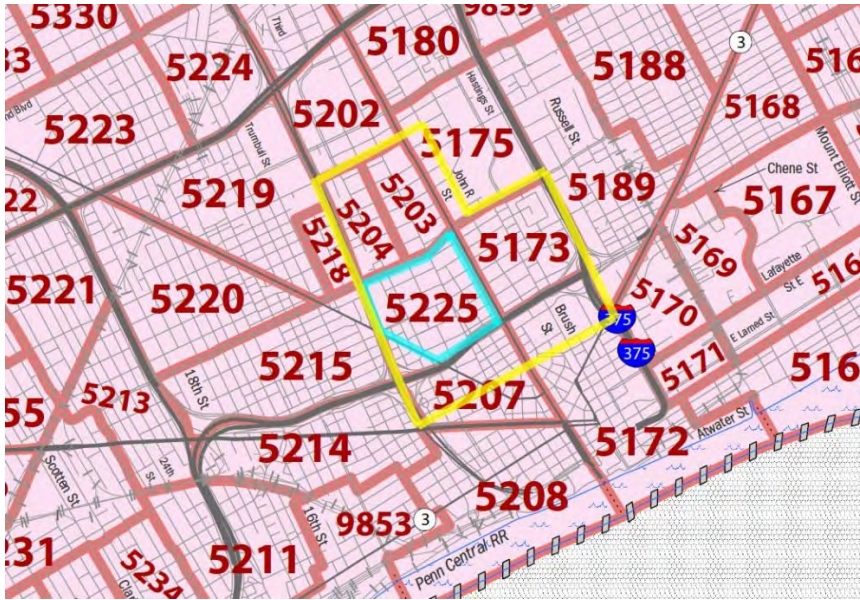


Figure 7: Map of Census districts with Impact and Focus areas overlaid.
Source: census.gov and Authors

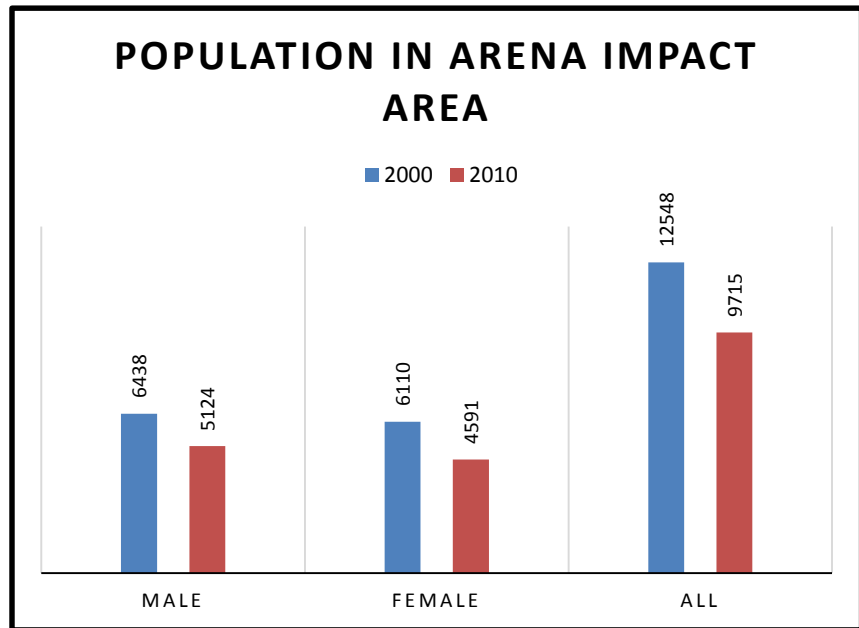


Figure 8 Population change from 2000 to 2010 in Arena Impact Area (Census districts 5203, 5204, 5173 and 5225)

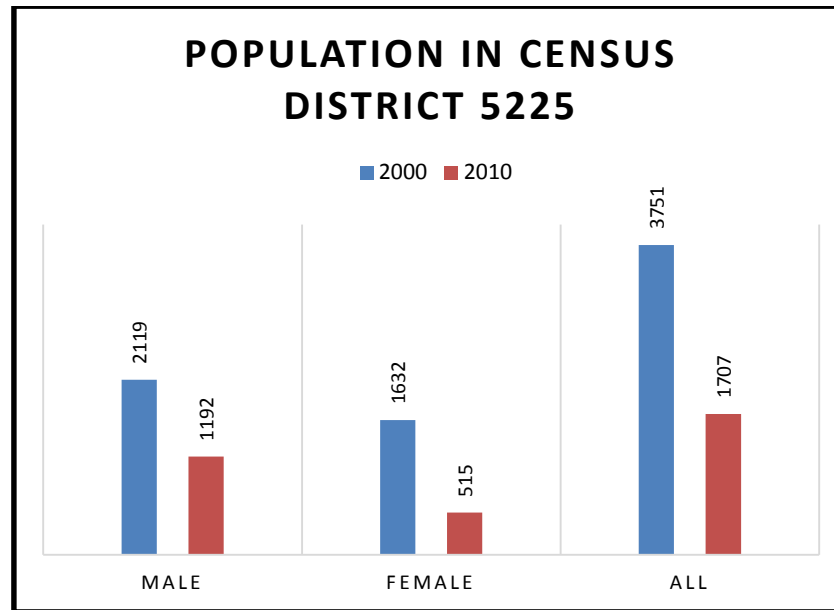


Figure 9: Population change from 2000 to 2010 in Area Area (Census district 5225)

Income Levels (2012)						
	Arena Area			Impact Area		
	Households	Families	Non-family	Households	Families	Non-family
Median Income	\$10,365	\$9,803	\$10,451	\$15,913	\$24,784	\$14,597
Mean Income	\$23,315	\$15,055	\$24,462	\$28,370	\$34,584	\$27,237
	Median Household Income Citywide: \$23,600					

Figure 10: Income levels for the Arena Area as well as the Impact Area and the City of Detroit
Source: US Census

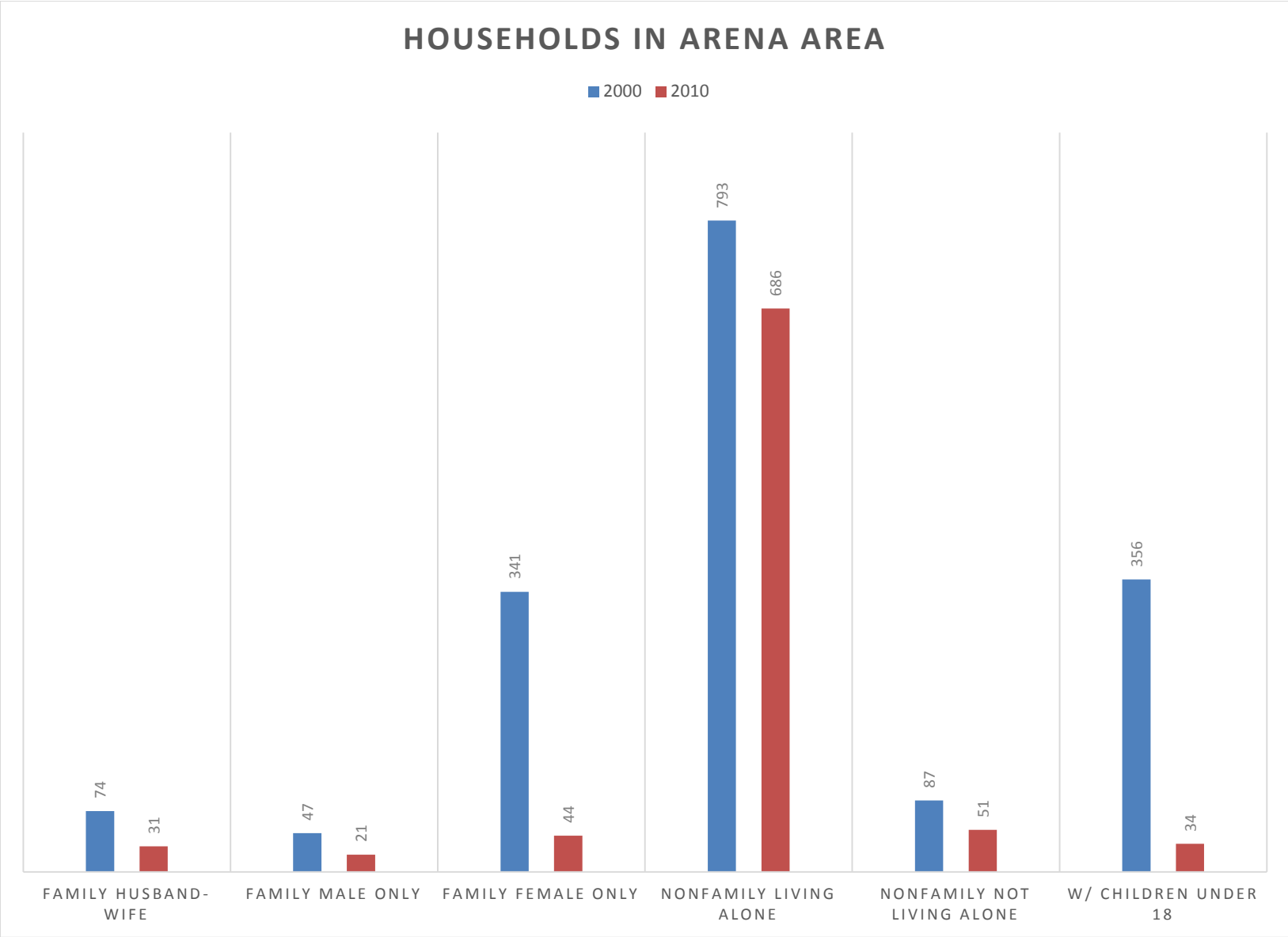


Figure 11: Population change in different household situations in arena area (Census District 5225)

	<u>Strengths</u>	<u>Weaknesses</u>	<u>Opportunities</u>	<u>Threats</u>
<u>Human</u>	-Diversity of population – New and long term residents.	-Few people actually living in the area -Transient population -Lack of cohesive community. -Lack of families/children.	Arena development could serve as a uniting concern for residents.	-Many residents could be displaced with new development. -Transient population may be forced out and lose access to service organizational support. -Gentrification -Community as it exists may be destroyed.
<u>Organizational</u>	-Many human service organizations in the area. -Anchoring institutions (Masonic Temple, Cass Tech, Metropolitan Center for High Technology (MCFHT), Wayne County Department of Public Services).	-Lack of diversity of organizations, mostly just human service.	-As stakeholders, service orgs. could work together to demand benefits for the people they serve.	-If people are forced out, service organizations may have to follow them.
<u>Physical</u>	-Large anchoring buildings such as Masonic Temple, Cass Tech, and MCFHT. -Other significant historic structures that are currently unused. -Enough empty land that development could occur without much demolition.	-Many historic structures are in disrepair. -A lot of empty land and vacant properties that can impede community cohesion.	-Existing buildings could be rehabbed to preserve some of the historic character of neighborhood and become community assets.	-New development could result in demolition of many viable existing structures. -New development could completely change characteristics of the area.
<u>Economic</u>	-A few small businesses still exist. -Masonic Temple hosts large events	-Revenue from Masonic Temple does little to benefit community. -Few places for residents to work and shop.	-Arena and ancillary development could have a positive impact on the area. -Potential jobs for residents.	-New development could be too expensive for current residents. -Olympia will own much of the property in the catalyst area, potentially making difficult for others to compete. -Many new jobs created will be low paying. -Current residents may be forced out due to rising rental rates.

The Lower Cass Corridor has become quite a decimated space over the past few decades. What was at one time a thriving urban neighborhood is now a hollowed out shell of its former self. Much of the land is vacant; the buildings that were once there have been torn down. What remains are a collection of crumbling vacant buildings and the occasional still occupied apartment building, most of which are low income housing. The former grandeur of the neighborhood is all but lost.

In the past ten years alone the decline of the neighborhood has been extraordinary. From 2000 to 2010 more than half the population of the area left. Two thirds of women left the area as did 90% of children under the age of 19. This leaves behind a population of single adult men as the primary occupants of the area. The median income of residents hovers around \$10,000, with 80% of households bringing less than \$25,000 per year (census.gov). The poverty line for a family of four is \$23,850, meaning that most residents are well below that mark.

Physically the neighborhood contains many empty structures and vacant lots. The buildings that are still occupied are for the most part in decent shape. A few of the apartment buildings are very well maintained and most others are kept up decently at least. Most of the residents that are living in the buildings have some sort of subsidized housing, whether it be Section 8, or some other program. Very few of the commercial spaces are occupied by businesses, there are a few bars scattered around the neighborhood, as well as a few scattered shops, but together they are still far from forming a cohesive commercial district. The area also has an unusually high number of community service agencies with six separate organizations within the boundaries of the neighborhood. Many of them probably located in this area due to

the high number of low income and homeless residents in the area, but their existence in the area also ensures that that population will be staying in the area. The poor population and the service agencies have both spurred and discouraged development in the area since they have been there. On one hand, they are able to use housing grants and other federal money to rehabilitate and maintain buildings that might otherwise be empty, but this population has also scared off the wealthier and much whiter population that is slowly taking over the northern reaches of the corridor closer to Wayne State.



*Figure 12: Apartments on Henry St.
Source: Authors*



Figure 13: Vacant apartment building. (2nd Ave. and Charlotte St.)
Source: Authors



Figure 15: Vacant American Hotel (Cass and Temple)
Source: Authors



Figure 14: The only remaining Victorian Era homes in the area. (Clifford and Sproat)
Source: Authors



Figure 16: Vacant apartment building. (Temple and Park Ave.)
Source: Authors

1.3 – POTENTIAL IMPACTS OF DEVELOPMENT ON GEOGRAPHIC AREA

The arena development has the potential to, and will likely make a huge difference to virtually every aspect of this area. With the arena comes money and crowds that can patronize new restaurants and bars, and stay in the hotels and residential units that have been proposed around the site of the new arena. The long term residents of the area though, may not feel very welcome in this new prosperity.

Economically, the arena will bring in large amounts of money, both through investment in the arena itself and other development in the area, and through all of the money that will be spent by people attending the games and other events, as well as patronizing the businesses that open in the area. This development will increase market demand in the area, and thus raise the prices on everything that is already there, the cheap apartments that house many of the area's current residents will be a thing of the past, with new market rate housing being built next to the arena, the owners of the current buildings are sure to raise rent to levels that current residents will not be able to afford. Businesses in that have long operated in the area may also have to leave if they are not able to afford the increased rents of a popular entertainment district. Some have already been bought out, the Comet Bar has been sold, and the bar will close for good when the new property owner decides that it's time. Other businesses have been approached with hefty buyout offers as investors look to buy up the property in hopes of a huge payout once the arena comes.

Physically the area will change completely. What is now a desolate area of empty lots and empty buildings will potentially

become a thriving entertainment district. The arena itself will take up an area of four blocks bounded by Woodward, Henry, Cass and Sproat. Other development will surround it. Included in the announced development was a hotel as well as well as parking structures and residential buildings, though beyond a few that are very close to the arena, most of the development at this point is not planned and far from guaranteed. Olympia Development (ODM) controls much of the land in the surrounding area, so they will have a lot of influence on the future use of those parcels. ODM has also promised to spend a large amount of money improving infrastructure in the area around the arena, this means that streets and sidewalks can be expected to be replaced in the near future, along with a promise to improve Cass Park.



Figure 17: Conceptual rendering of Cass Park Village neighborhood.
Source: mlive.com

These changes will alter the way that people in the neighborhood interact with what surrounds them. The streets won't be crumbling, and the danger of walking through a desolate area will be eliminated. Empty buildings will be replaced by occupied

structures, improving the safety and quality of life. At the same time there will be downsides. When there is an event, the area will be filled with traffic. If traffic patterns are not redesigned, there will be insufferable traffic on many nights a year. The parking plans have yet to be fully revealed, but the two small structures currently in the plans will be nowhere near enough space for the 20,000 person capacity arena. There will have to be more parking included somewhere in the area, although M1-Rail, other forms of public transit and shuttles could help to more efficiently use the parking that already exists, albeit slightly further away and not necessarily owned by the developer, downsides for both the patrons and ODM.



Figure 18: Conceptual rendering of arena area.
Source: mlive.com

To create the arena, streets will be closed. Sibley between Cass and Woodward will cease to exist, Clifford north of Henry St. will become what appears to be a driveway for a parking garage,

and Henry St. itself will be closed when an event is taking place, which if it is functionally at all like Witherall St. in front of Comerica Park, will be almost always. The superblock that will be created here is nothing new, and was to be expected with such a large development, but none the less, it restricts the flow of traffic and pedestrians through the neighborhood. There will be a “piazza” spanning much of the area that was previously Park Ave., but it will be privately owned and operated space a scant replacement for the true public space of a public street. In the same way that a mall is not an adequate replacement for a real shopping district, it is private space masquerading as public space, privately owned, with private security and rules set by the management, the open spaces around the arena will not adequately replace the public streets that they are replacing.

On a human level the development is actively seeking to change the entire makeup of the neighborhood. The new developments that have been announced have given no indication that any of the housing that will be offered will be for low income residents. On top of this, with the increases in value of the land in the surrounding areas, it will make more economic sense for the building owners to convert their properties from subsidized low income housing and reasonably priced market rate units to market rate housing with much higher rents. This can only lead to one thing. The long term residents of the neighborhood will be pushed out of their own neighborhood, so that people with more money can move in.

It can also be expected that many of the service organizations in the area will leave as well. Some organizations have already been approached and sold their buildings in the Cass Corridor with plans to relocate elsewhere, such as the Michigan

Veterans Foundation. The Veterans Foundation sold their building that was constructed in the 1990's with the expectation that it would be torn down as part of the arena construction in the area. Though the price was undisclosed it was stated that with the money they would be able to construct a new, even better facility (Lacy). This indicates that, whoever is paying for this property, again undisclosed, is willing to pay top dollar to clear the area for the arena development.

Other service organizations are sure to follow in the near future. Whether it be from being bought out, or that the people that they serve have relocated due to the changing demographics of the neighborhood, these organizations are not likely to stay in the area for much longer. There is too much at risk for the developers to allow facilities to remain nearby that house the homeless and the drug addicted, the developers want a clean and safe neighborhood and they will likely pay whatever is necessary to get it.

What happens to the people that currently reside in the Cass Corridor is a big question that remains to be answered. If the past is any indication of the future, we can expect to see more residents treated like those in the apartment buildings on Henry St. were treated when they were evicted from their apartments with only 30 days of notice. Many of the residents had been living in those apartments for years on a month-to-month basis and the owner couldn't show them any more respect than to kick them out with almost no warning, just for the promise of a big payday. The bad publicity from this event may have taught other building owners a lesson in how not to evict tenants, but have no doubt that when new buildings are constructed and able to charge higher rents because they are right next to the arena, that the existing

apartments will raise their rents just as much, making it pretty much impossible for any of the current tenants to continue to live there.

Chapter 2

**Our Project and Collaboration
with Corridors Alliance**

Our Project and Collaboration with Corridors Alliance

2.1 – WHAT IS CORRIDORS ALLIANCE?

Corridors Alliance (CA) is a community group that formed in response to the announcement of the plans for a new hockey arena. The organization started as a group of friends who shared the opinion that if a new arena was going to be built, it should be designed in a way so that it fit within the context of an urban neighborhood rather than being surrounded by parking. Their initial advocacy for good stadium design grew into a larger vision as they started meeting with community members in the areas surrounding possible arena sites and realized that there were other important issues that needed to be dealt with. At this point CA adopted as their ultimate goal a community benefits agreement (CBA), which would bind the developer of the arena to satisfy various needs of the surrounding community.

Soon thereafter, CA partnered with another local organization, Doing Development Differently in Metro Detroit (D4), a coalition of residents, unions, environmental, faith-based and community organizations focused on meaningful community engagement in Metro Detroit. At the time, one of D4's primary interests was helping community organizations obtain CBAs, and they were also partnered with several other community groups throughout the city seeking these agreements for projects that would be happening in other areas, such as in the Delray neighborhood, where the proposed new international bridge will be

constructed, and near Henry Ford Hospital, where a large medical warehouse is planned.

Over the next several months CA worked closely with D4 to come up with the best strategy for procuring a CBA for the project from a neighborhood aspect and a governmental one. D4 brought to CA knowledge and experience that the group did not otherwise have as well as connections to other organizations in the city that were also working towards CBAs. D4 was able to dedicate significant amounts of time from their two staff members to work on CA's goals, something which CA has struggled with in the past, since everyone in the organization was a volunteer that was working elsewhere full time. D4 also brought an important connection to the Partnership for Working Families (PWF). PWF has worked with groups around the country to get CBAs. PWF was able to share their expertise with CA at their annual conference in Feb. 2014 as well as connecting CA with Pittsburgh United, the group that was successful in getting an exemplary example of a CBA around the construction of the Consol Energy Center, the arena for the Pittsburgh Penguins.

Through these collaborations, Corridors Alliance grew to be a much stronger and more knowledgeable organization. The assistance they received from other organizations as well as their increasing knowledge, has helped them to become a more influential voice in the community, elevated to the level that city council members have listened to the points that CA has been making and has taken action to promote the issues at hand.

2.2 – OUR COLLABORATION WITH CORRIDORS ALLIANCE

On September 18th 2013, after having met with Kristen Dean and Lauren Hood of Corridor's Alliance to learn more about

CA's mission on September 12, we officially confirmed with the members of CA our desire to work with them as our partnering group for our Capstone project. We were compelled by the social justice issues that were likely to arise as a result of a large-scale development such as this, a major issue being displacement. Along with this we recognized the importance of the community to be impacted having a voice as to what happens in their community, especially disadvantaged and vulnerable populations, including those served by human service organizations in the area. We also recognized, as presented by CA at their initial presentation at the University of Detroit Mercy (UDM) School of Architecture, that the arena and Events Center could have either a positive or negative physical impact on the urban design of the neighborhood and surrounding neighborhoods, affecting issues such as connectivity and walkability within the neighborhood, the impact of the potential dominance of parking lots, the potential loss of human scale in the arena design and resulting streetscapes, the incorporating or erasing of the physical history of the neighborhood, and the potential to either create or cut off connectivity between Downtown and Midtown. We were also warned by Ms. Dean of CA that there could be sudden changes in the process and that we should be prepared for this in terms of our project. She pointed out that at this point the timeframe for the development was unknown, and that at any time announcements could be made that "change the whole game." (Dean 9/12/13) This turned out to be a foreshadowing of developments to come.

We had our first formal meeting with CA on Oct. 8th, 2013. We started meeting regularly both with the CA steering committee alone and combined CA and D4 meetings, and became involved in the events that unfolded over the next few months. Preliminary

meetings that we held with CA were to focus primarily on what their goals were and to determine what shape our Capstone project would take in order to help contribute to their goals. Although there were some good discussions at these meetings, our Capstone group found it a challenge to discern in the Pre-Capstone semester how we could best serve CA as we worked towards the goal of developing a Capstone project. In addition to our 10/8/13 meeting, we met as a Capstone team with members of CA on 10/30/13 and 11/7/13.

While we stayed very involved with CA during our Pre-Capstone semester, regularly attending both CA and combined CA/D4 meetings, as well as participating in two community meetings organized by CA and attempting to attend two city meetings (one Planning Commission meeting with the developer

Figure 19: Dan, Lauren Hood form CA and others
Source: Authors



was unexpectedly cancelled, and a key City Council meeting didn't allow most of the public in), we still struggled to discern what our role could best be in both helping CA and creating our Capstone project.

Ultimately, after reflection on the part of this Capstone team and listening to the expressed needs of CA for strategies to reach out to the community, we decided that our project and our assistance to CA should be centered on community outreach. During January of our Capstone semester we settled on this decision, making the development of a framework for community outreach for Corridors Alliance the main focus of our Capstone project. During the Capstone semester we continued to meet with Corridors Alliance and D4, and to attend and be involved in community meetings related to the project.

One challenge in our work with CA was in getting enough ongoing feedback from the group to best know how our strategy could fit their needs. Everyone in CA had full time jobs, and between that and the group's time spent strategizing and planning as events unfolded, it was sometimes a challenge to carve out time with members of the group to dialogue on their needs and how our developing strategy was or wasn't fitting these needs. We succeeded in getting several members of the group together on March 25, 2014, specifically for the purpose of discussing the outreach framework that we had developed up to that point. It was during this meeting that it became clear for the first time that CA had changed direction in their goals and had dropped advocating specifically for a Community Benefits Agreement, but were advocating for benefits for the community from development in Lower Cass Corridor in a more general sense. It also became clarified after we asked CA several questions at this meeting that CA

no longer saw themselves as the umbrella organization that would lead a coalition of community organizations but as a coalition builder in the community. As we had up to this point centered the Outreach Framework around the original goals, these developments largely changed the focus of the Framework at a point when we were already rather far into the process.



*Figure 20: Authors, CA members and community members
Source: Corridors Alliance*

CA's direction changed even more dramatically at the beginning of May, after a community Neighborhood Advisory Committee to work with the developer was established. At a meeting on May 13, 2013 it was decided amongst the group that with the establishment of the NAC it was appropriate for CA's role to change to more of an advisory role to the NAC, along with possibly taking on the role of gathering community input for the NAC through charrettes and surveys. But ultimately it was decided

that CA would be taking on a less active role and from this point on would meet on approximately a quarterly basis rather than with the frequency that they had been working together up to this point. This effectively made our Outreach Framework for CA mostly obsolete. As a result we altered our focus at this point to developing a community outreach and coalition building strategy for large-scale developments in general. Because of CA's changed role we realized that this might or might not still be relevant to their goals. Fortunately we had assisted CA in other ways, including providing to them demographic information and asset mapping (see Appendix D), and doing a large part of the outreach to publicize and invite community members to the meetings to establish and vote on the NAC.

2.3 – OUR PROJECT

Project Rationale

Both members of this Capstone team were very interested in the urban design implications of the prospective development, and how the completed Events Center would impact quality of life issues in the neighborhood in its impact on factors such as walkability and connectivity, as well as its impact on connectivity to surrounding areas such as Downtown and Midtown. However through our education in the MCD program we realized the primary importance of community outreach so that the community impacted would be involved in informing and steering the process from the beginning. At the same time CA members were expressing that determining a way to best reach out to the community was a strong need of theirs.

Simultaneously, in discussion and interviews with community members, we learned that there was a lot of distrust and misunderstanding of CA and their intent, despite efforts on the part of CA to reach out to members of the community and get them involved. We realized a couple of things. One, because neither member of Team Cass has particular expertise in urban design, and two members of CA are practicing architects, centering our project on urban design would probably not be our strongest and most helpful contribution to CA. However as Master of Community Development candidates, we were graduating from a program in which the importance of working with the community was emphasized throughout, and it would make the most sense to make this the focus of our Capstone project and assistance to CA.

Project from Conceptualization to Finalization

Original Project Proposal

As we began meeting with Corridor's Alliance, and seeing how they as a group functioned and interacted with the community that they were working with, it became apparent that the group was not as well connected to the community as it should have been for a group that was pursuing a CBA on behalf of the residents of the area. That is not to say that CA did not have any connections to the community, but just that the connections needed to be stronger. CA had established relationships with important members of the community, members that are involved in other organizations in the area and could spread the message to their members, they also had established key relationships with a few members of city government that allowed the community's voice to

be heard in city council. The missing link was CA's relationship with the residents of the area, the regular people that would be affected most by the decisions that were made.

By the time that we were deciding on our project, CA had already held two sets of community meetings. The first was held before the capstone had started and thus we were not involved. It was set up with the intention of gathering input from the community about what they would like to see in a CBA and more generally what they would like to see happen with the neighborhood when the arena is constructed. This input was used to formulate a list of the things that CA saw as the most important needs of the community, and therefore the things that CA should be pushing for. A follow up set of meetings was then scheduled for December 4th and 9th for residents and business owners respectively. At the meetings, the list of concerns that had previously been developed, was laid out for the attendees, to add specific details to the generalized categories, as well as contribute new concerns that were missing.

Other than the two sets of meetings that were held, CA did not do much interacting with the community. They had an established list of contacts that was regularly sent email updates, but no other meetings were held. It was at this point that we decided that this was something we could help CA with. We decided to develop an outreach framework for them to more effectively connect with and communicate with the community. This would make CA a stronger organization with more support, as well as help CA to better develop the list of wanted benefits for the community. By using CA as the lead organization for this particular fight, other community organizations could partner with CA on this topic and

help CA expand quickly and connect to many of the passionate residents of the area.

Evolution of Project

As the project progressed and we started to assemble drafts of a possible outreach framework, we shared our work with CA. There was some concern that much of what we had assembled consisted of things that CA already knew they should be doing. We decided to keep those components in the strategy because they had not been implemented yet and should be part of a further reaching strategy that we were assembling. CA at this time also suggested that a component of the strategy should include a timeline for them to implement the suggestions going out 6 months to a year, so that CA could check their progress of where they should be at vs. where they were at.

We started to work on these ideas as we continued to flesh out and further improve our outreach framework that we already had. We also agreed to have further meetings with CA to discuss our progress and get their opinion of the work that we were doing.

In the spring of 2014, Detroit City Council got Olympia Development to participate in a Neighborhood Advisory Committee that would include a representative of the developer as well as city residents elected by city council and the community. We participated heavily in working to get people to come to the meetings to choose members of the committee to ensure that they properly represented the neighborhood.

With the selection of the NAC, the activity level of CA diminished rapidly. Likely due to the fact that the NAC was seen as the best the community was going to get. With CA taking a backseat

to the new NAC, there was less of need for CA to have a comprehensive outreach framework, and it was becoming increasingly hard to communicate and meet with CA as needed. With these issues in mind, we decided to make some changes to the project.

Final form of project

After the change of roles that CA went through, we decided that the outreach framework that we had put together would be more useful as a general guide for outreach, rather than a specific guide for one organization. We made changes to the strategy to generalize parts of it, and added other parts to it that may not have applied to CA specifically, but would apply to other organizations. The final outreach framework is one that can be used by any organization that needs to better connect with the community by using a wide variety of techniques to gather input from the community and properly address their needs.

What Our Project Entails

Mapping and Demographics for CA

Sometime at a couple of points during the end of our Capstone semester it was variously suggested by members of both CA and D4 that it would be very helpful to them if we could provide them with demographic information of the area that they had designated as the Impact Area of the development, which included areas such as Brush Park and the lower Midtown district, and

provide them with mapping of residences in the area. Over the next couple of months in tandem with our other activities, we provided the group with demographic information on the five census tracts within the Impact Area, as well as mapping and providing basic information about the residences, businesses, organizations and institutions in the Lower Cass Corridor Neighborhood. This information can be found in Appendixes D and E.

Outreach Framework

The Outreach Framework that can be found in Chapter 5 of this book was developed initially as a way for Corridors Alliance to better reach out to and connect with the community they were working in. As time went by and CA's role began to change, we modified the Outreach Framework that had been developed to work anywhere, not just specifically that neighborhood. The hope being that in the future, organizations could use it as a guide for connecting with the communities that they were working with.

The Framework provides a multi-disciplinary approach for connecting with community members and building a coalition for the support of a project. It uses multiple different approaches to connect with different sections of a community in order to make the organization as effective as possible, and to reach the largest part of the community that they can.

Implementation of the Outreach Framework

Chapter 7 of this book illustrates the ways that we were able to put the Outreach Framework to use when working to get community members to show up for a series of meetings to form a

neighborhood advisory committee. The implementation also served as a test of the ideas in the framework to see if they would work in a real world setting.

Documentation of the Unfolding of Events Related to the Arena Project during the Time of Our Involvement

The potential benefit of documenting the unfolding of events during our involvement in this project was suggested by Ernie Zachary of our Advisory Team. A documentation of the events surrounding the unfolding of a large scale development is not something that to our knowledge has been done in most cases when such projects take place, whether in Detroit or in other major cities. Such a record, especially of the attempts create a CBA and garner community participation in making decisions related to the project could potentially be used a case study for future groups attempting to do the same thing in the City of Detroit. Our recording of events as we witnessed or researched them is described in Chapter 4.

Chapter 3

Research

Research

3.1 – ECONOMICS OF STADIUMS – WILL THE DEVELOPMENT BENEFIT THE CITY?

The economics of stadium construction are a highly contentious issue. There is one side, usually that of the developer, that would argue that stadiums are of a huge benefit to cities, and that they will create new jobs and all sorts of other economic activity, that will generate new taxes for the city, and therefore justify the city subsidizing the cost of construction for a new arena. On the other hand are the naysayers, that say that the job growth and other projections that are often made by a developer are greatly over-exaggerated, and that if there is job growth, it is usually rather minimal (beyond the construction of the arena), and therefore, it cannot be justified that the city is contributing a large portion of the costs for construction of a new arena. The real answer probably lies somewhere in the middle. Yes the developers are overstating the economic impact that the construction of a new stadium will have on a city, but the opposition is probably not giving stadiums enough credit for their ability to generate new economic activity. The key is that the stadium has to be constructed in the right way. It has to coincide with larger plans to develop the area around the stadium as a cohesive district.

When stadium plans extend beyond the construction of a stadium, to include a larger district around them they are much more likely to be economically successful. Since, most stadiums have some measure of public funding to them, this success is measured by the increase in property taxes in the surrounding

district. The stadiums themselves are typically, though not always, owned by a public entity, which is for large part because as a publicly owned building, it does not pay property taxes, which would quickly rocket into the millions of dollars. Using the new Red Wings Arena plans as an example, the arena itself will owe no property taxes, thus for the Tax Increment Financing plan to actually work, the surrounding entertainment district and more generally, any new developments within the Catalyst Area will have to generate an increase in property taxes equal to the subsidy that the DDA is investing into the area and ancillary development. A small amount of this development is planned including a hotel and some residential space that will be constructed at the same time as the arena, but a much larger portion will have to be developed in the following years, and likely by other developers that will not be sharing in the incentives that Olympia Development receives.

The most obvious question to arise when discussing stadium construction, is why government entities are subsidizing private businesses to the tune of hundreds of millions of dollars. In an age where players' salaries are skyrocketing, as well as the value of the teams in general, shouldn't the owners of the teams be able to construct their own venues at their own cost, just like any other business would be responsible for constructing their own facility? Not to mention that a large part of the reason team values have increased is because of the increased value of the venue they are playing in as well as the increased potential for that venue to generate more money for the team via more space for retail and concessions and the sale of expensive luxury boxes. At first look, it doesn't make any sense, when a team has so much money coming in, they can afford to construct their own stadium, yet they

continue to get massive governmental funding to assist them. The real reason they are getting this funding is because they can.

When a team owner decides that they want to build a new stadium, they have some important bargaining chips that they can use to get financial incentives from the government to build the new facility. The key argument here is the threat of moving somewhere else. It has been relatively common in the history of sports for a team to relocate to another city, most of the time this happens when the team is currently in a relatively small market and sees the potential for higher revenues in another city. This can be strongly influenced by the receiving city's generous offer of building a new stadium. To keep the team from leaving the city in which they currently are in, the city has no choice but to offer an equally if not even more appealing financial package for the team or risk losing the team altogether. Sometimes this battle can occur locally as well, a team can threaten to move out to a suburb, or from one suburb to another. These moves have less of an impact in the sense that the team is still in the same market, but in terms of potential development and property taxes in the affected municipalities, it is definitely something worth fighting over.

The question then becomes why it is so important for a city to have a sports team that it is worth subsidizing them into the hundreds of millions of dollars. The answer is that cities view sports teams as a point of pride, the teams indicate to the world that it is a first class city, since leagues limit the number of teams available, if a city is lucky enough to have a team, it lets people know that that city is big enough and important enough to have a team. Most large cities have teams in all four sports, baseball, football, basketball, and hockey, and to some degree the number of teams that a city has represents its stature. Smaller cities may only have one or two

teams, making it even more devastating if that team were to leave. The teams also serve the purpose of uniting a city, at least when they're winning, giving an entire region something to unite about. Most importantly though is that these teams represent cities. After all, would anybody even know Green Bay, WI even existed if it weren't for the Packers?

Case Studies

PetCo Park, San Diego, CA

There are many different examples to look at when examining the economic impact of stadiums. One good example is PetCo Park, the home of the San Diego Padres. The Padres were in a difficult situation. San Diego is considered to be a smaller market for

Figure 21: Petco Park, San Diego, CA
Source: www.thekeystosandiego.com



baseball, so there was less potential revenue to be made, and second, the team was playing in Jack Murphy Stadium which also was the home of the San Diego Chargers Football team, who were considered the primary tenants of the building, and therefore collected a portion of the revenue that was generated even at Padres games. In 1995 the Chargers and the city of San Diego signed an agreement in which the city would pay to renovate the aging stadium and in return the team would stay for the next 25 years guaranteed. The city guaranteed that the Chargers would sell at least 60,000 tickets to each game, or the city would purchase the unsold tickets, this move in particular angered the public, as it gave the Chargers relatively unlimited access to city funds. The team could perform poorly or set ticket prices unreasonably high and the city would be on the hook to pay for it. The other catch was that if the team was in “severe financial hardship” the contract could be renegotiated. Within a few short years, the Chargers were already starting to hint at financial troubles and threatening to break the contract in which the city had been so generous and potentially move somewhere else (Rosentraub, 100).

It was into this environment that the Padres entered with an interest in building a new stadium. With San Diego residents upset about the poor deal that had been struck with the Chargers, the city was not about to make a similarly generous offer to the Padres. It was decided that if a new ballpark was going to be built that it had to follow a different approach where the city was much more involved in the decision making process. The city laid out a set of rules that the Padres would have to follow in order to get any public money for a new stadium. The stadium would have to be located where the city and therefore the people of San Diego wanted it, and that it would have to provide a sufficient level of new

construction in the area to generate new tax dollars that would offset the city’s investment in the project as well as assurances that these projects would actually happen. In addition the developer of the stadium would have to guarantee that a large new hotel would be built near the convention center.

The Padres and their owner John Moores would have preferred to build their new stadium in the more suburban Mission Valley area where land was more freely available and there was good access to all of the area’s major freeways. It would also have been easy to ensure that new development happened in the area, since new development was already happening there all the time. The city on the other hand preferred the East Village district, next to the convention center and in need of revitalization. The East Village had already seen some revitalization, what was once a warehouse district had started to slowly transform into an area housing artists in lofts and small independent businesses. If the arena were to locate there it would definitely change the dynamic of the area. The city made its decision that East Village would have to be the location of the stadium or else the Padres would get no financial assistance, and the Padres agreed, despite protests from current residents of the area (Rosentraub, 102).

The arena was constructed and the area has since seen more development than expected. The developments were divided into phases. Phase 1 was started right around the same time as the stadium and included residential and commercial space on a relatively small scale as well as a small hotel. Once this development as well as the stadium was completed, Phase 2 was started. Seeing the success of the first phase, Phase 2 was expanded to include more and larger buildings than had been initially planned. The area also got several small hotels, but not the large 1000 room hotel that

the city had initially requested, but the hotels combined to reach close to the 1000 room request (Rosentraub, 117).

Though the development is quite recent, and it cannot yet be proven that the extra development will completely pay off the contribution that the city made to the stadium, it is assumed that it most likely will, and if the economy performs well over that time period, it is likely that the city may even profit off of the development.

The development of PetCo Park is significant in that it was the first time a city gave specific demands to a developer in order to get public financing. Never before had a city demanded that a stadium be built in a particular place, nor had requirements for additional development been so strict. At the same time, the

Figure 22: The Staples Center, Los Angeles, CA
Source: city-data.com



stadium is proving to be a financial success for both the city and for the team owner, John Moores, who along with making much more money from the team now that they collect more of the profits at their venue, also through his real estate companies has done much of the development himself, and has profited from that as well.

The Staples Center and LA Live, Los Angeles, CA

In 1971 the Los Angeles convention center opened in the middle of a crime ridden and deteriorating downtown LA. It had only 200,000 sq. ft. of exhibition space, relatively small for a convention center. The center failed to attract much business so public leaders decided to dramatically increase the size of the center to 500,000 sq. ft. It is possible that size had something to do with the initial failure of the building to attract business, but it also has to be taken into consideration that in relatively close San Diego was a convention center located right on the Pacific Ocean, and in even closer Orange County, the convention center was located near Disneyland and other attractions. The real problem was that the convention center was not in a nice area and it did not have the nearby supporting amenities, such as hotels, restaurants and other entertainment.

In 1993 Richard Riordan was elected as the first Republican mayor in three decades, A wealthy man, who financed millions of dollars for his campaign with his own money, he ran on the promise that he would use his business skills to fix up the city. One of his priorities was to fix up the area around the convention center so that the city wouldn't have to keep spending tax money to keep it afloat. One of his staff members, Dr. Charles Isgar, while looking at the area came upon the idea that if he could get the Lakers

(basketball) and Kings (hockey) to move to a new stadium downtown and near the convention center, it would bring activity and investment to the area and make the convention center more attractive while improving downtown as a whole. The catch was that as a new republican mayor, Riordan did not want to be seen as giving government handouts to his buddies, so the arena would have to be built with entirely private money (Rosentraub 129).

At the time, the Lakers and the Kings were both playing in the Forum in suburban Inglewood. The Forum was built in 1967 when the teams moved out of the unsafe city. In a fashion typical of the time, it was surrounded by a “sea” of parking. The Forum was also designed without any of the amenities that appeared in more recent arenas, such as luxury seating, and wider concourses for more concessions and gift shops. These missing amenities diminished the fan experience, but more importantly the reduced potential revenues for the teams.

By the time Isgar was proposing the construction of a new arena in Downtown LA, the owners were already thinking about a new venue themselves. At this point, the ownership of the teams consisted of Philip Anshutz and Edward Roski, heads of major entertainment and real estate companies respectively. The owners looked at different options including renovating The Forum, or building a new building in the parking lot of The Forum and then demolishing The Forum, but what they really wanted was to build a new arena surrounded by an entertainment district, which was not possible at the Inglewood location. Despite downtown’s crime ridden image, it had certain advantages over other potential areas for a new arena. The proposed location was right next to two large freeways which would ensure that the public would easily be able to get to events, it also allowed The Forum to operate at full capacity

without parking shortages during construction, and finally and most importantly, it had a motivated City of Los Angeles wanting to make the deal happen, meaning that they were willing to use eminent domain to acquire any property that would be needed for construction.

The City of LA had three goals for the development. First they wanted an extraordinary facility built very close to the convention center that would change the identity of the downtown area. Second the city wanted all of the deteriorating buildings around the convention center removed and replaced, and third, as stated before, the arena would need to be built without any public subsidies. For their part, the developers wanted very little, all they asked for was permission to erect two advertising pylons on city property. The convention center itself is located right at the intersection of I-110 and I-10, two of the busiest freeways in the country. The arena would be built right next to the convention center, but the developers wanted to erect these signs on convention center property where they would be visible from both freeways. The city happily gave them this concession, with the restriction that the signs could not be used to advertise alcohol, beer, tobacco, or firearms, nor could the arena be named after any of these types of companies (Rosentraub, 140).

The arena was built as planned, right next to the convention center, and LA got exactly what it desired. The Staples Center was as lavish as arenas come, the owners spent a lot of money on the development, but it would pay off for them too. The developers and the city also got the entertainment area that they both wanted. LA Live, which is right across the street from both the arena and the convention center includes a Ritz-Carlton Hotel, the anchor hotel the convention center had needed for years, as well as the Nokia

Theater, host of many nationally televised events such as The Grammy Awards, as well as numerous restaurants and entertainment venues. The city got everything that it could have dreamed for with this development and much more. In addition to the Staples Center and LA Live, the development spurred a great deal of other developments around downtown.

The investments have revitalized much of Downtown L.A. and not just in the immediate area around the new arena complex. Disney Hall and Our Lady of the Angels Cathedral were both built in other parts of downtown, and are both iconic projects in and of themselves. Disney Hall being at the other end of downtown provides with LA Live markers at each end of downtown and the investments that have been made. Between these areas is a mixed bag, there are still parts of downtown that have not been revitalized, but that is quickly changing. Downtown LA has become cool, and a large number of new restaurants and residential spaces are popping up everywhere.

Would this other development have happened without LA Live? That is hard to say. It is highly unlikely that the redevelopment of downtown would have happened as quickly without such a large project kicking things off. The Staples Center and LA Live together represented an investment of \$2.5 billion. The public sector did ultimately make an investment of \$167.6 million, but for that investment they got investment of \$15 for every dollar invested, a very impressive return (Rosentraub 141-154).

In the 15 years since the Staples Center opened, the city has gotten everything that they wanted, a lively district around the convention center, as well as a large hotel for the convention center. The entertainment district turned out to be much larger than anyone initially expected, and the development spurred

revitalization in Downtown LA, an area that hadn't seen any investment for a very long time.

Financing of Stadiums

Financing a large stadium is a huge expense, and it makes perfect sense that the owners of the teams would want to avoid paying the entire cost of construction. The vast majority of new stadiums that have been constructed in recent years are financed through a mix of public and private funds. Though new stadiums are proven to vastly increase the worth of the teams that play in them and most team owners are wealthy anyways, the teams are typically able to extract some funding from public sources.

Most of the time, the justification for the money is that the team is threatening to leave. Whether it be that particular municipality, for another in the same region, or leaving the region entirely, this is what teams use most of the time to extract funding.

A local example, though a bit old, is Joe Louis Arena and the Detroit Red Wings. In the 1970's, team owner Bruce Norris was seriously considering moving the Red Wings out of Detroit to suburban Pontiac, MI. To keep the team from leaving, Mayor Coleman Young quickly worked out a deal to build a new arena for the team on the riverfront and charge a much lower rent than they would have to pay in Pontiac. This arena was paid for completely by city funds in this case, and strictly out of fear that the team would otherwise leave.

Another local example, this time in the opposite direction would be when the city of Pontiac, MI negotiated with the Detroit Lions to construct a new stadium for the team, this stadium, The Pontiac Silverdome, allowed the Lions to leave the city. The

Silverdome was paid for by the city of Pontiac as a municipal arena, though the Lions were always considered to be the principle tenant and the primary reason for construction was to draw the team out to Pontiac.

The final arena in Detroit, The Palace of Auburn Hills, is a rather different example. The Detroit Pistons had previously played at Cobo Arena in Downtown Detroit. When Joe Louis Arena was built the Pistons opted to move out to the Silverdome rather than share Joe Louis with the Red Wings. After 10 years of playing in the Silverdome, an arena built for football and not ideal for basketball, owner Bill Davidson, purchased land in Auburn Hills, MI and built the Palace, completely privately funded (www.palacenet.com).

A more recent example of stadium financing is in Atlanta. The Atlanta Braves baseball team is currently constructing a new stadium in suburban Cobb County. The new SunTrust Park will replace Turner Field, which has only been in use since 1996, meaning that it will only have a lifespan of about 20 years. The reasons given for moving are that the current stadium, which was originally built for the 1996 Olympics and then later converted for baseball, needed \$200 million in structural repairs, and that the location was not desirable for the team. Turner Field is located near downtown Atlanta where there is notorious traffic congestion, making it hard for fans to get to the game. That combined with a lack of available parking in the area made it hard for the team to attract fans (Calcaterra).

The new stadium will be paid for by a public-private partnership, with Cobb County providing nearly 2/3's of the \$600 million cost. It can be assumed that this factor had something to do with the decision to move. The new arena will be located closer to the majority of the fans, according to the team, but the lure of such

a large amount of money very likely had a part to play in the decision for the team to move out of what was already a quite new stadium (Klepal).



Figure 23: Turner Field

Source: pixgood.com

The Atlanta scenario brings up one more discussion point. With Turner Field only lasting 20 years, is this going to set a new precedent for the lifespan of stadiums? The new arena in Detroit is being financed with 30 year bonds, so it is entirely possible that the bonds for the arena could outlive the arena itself. There is a real question to ask here about the financial sense of investing so much money into a facility with such a short lifespan, especially when, in many cases, much of that money is publicly funded.

Public vs. Private Financing

Most stadiums today are financed through a mixture of public and private funding. These methods have changed over the years, in the early years of professional sports, the venues were typically paid for by the owner of the team. By the 1960's as the

leagues were rapidly expanding, cities started seeing the teams as signs of pride that they could use to promote their city. To attract a new team, or to make sure that a current team didn't leave, many cities began building arenas for a team entirely with public funds.

Today most stadiums are financed with some mix of public and private funds. Some such as the Staples Center in Los Angeles have very minimal public contributions, and others such as the previously mentioned SunTrust Park, receive very large public contributions. It is very rare for a facility to be entirely funded with public dollars now, though many would argue that any public money spent to benefit a private business is not necessary. Particularly since most sports team owners are already extremely wealthy individuals and a new venue loaded with amenities is guaranteed to significantly increase the value of the team, a benefit that does nothing to benefit the city and a great deal for the team owner.

Naming Rights

In recent years many sports venues have sold their naming rights as a way to collect extra revenue. The practice is generally regarded as having started in 1926 when the team owner of the Chicago Cubs, William Wrigley, named the team's new stadium, not only after himself, but also after his chewing gum company. For many years the practice continued with other stadiums being named after their owner or that owner's business, such as Busch Stadium in St. Louis. In recent years the stadium naming rights have been sold to corporations for large amounts of money. The deals typically last 20 or 30 years and can reach exorbitant prices. Citi Field and Barclays Center, both in New York City, have set the record high, commanding \$20 million annually (Wolf). As a local

example, Comerica Bank agreed to pay \$66 million over 30 years for the naming rights of the Detroit Tigers stadium, Comerica Park. These fees can have a major financial impact for the owner of the team, hence the reason they have taken off in popularity.

3.2 – STADIUM DESIGN

“Over the past two decades, sports facilities have become disposable buildings. Despite the opportunity for these projects to be energetic public nodes in cities, their development has been guided by a narrow user group, focusing on revenue generation while sacrificing greater public values.”

Robert Mankin

Sports facilities, along with cultural and entertainment amenities, became a central focus of downtown development strategies in recent decades, in the effort of cities to revitalize their downtown cores after much of the abandonment of the downtowns for the suburbs that has occurred in the late 20th century and beyond. (Rosentraub 5-7) In this way traditional downtowns started to transform into sports, entertainment, and cultural centers, in the hope that these facilities would revitalize downtown areas and town squares. (Rosentraub 4) With this goal many large cities, to lure sports teams back into their downtowns, starting making agreements with sports teams to fund the building of luxury sports facilities, with public subsidies. (Rosentraub 1-2) The reality was that in many cases these large public investments did not live up to their promise to revitalize downtowns, nor did they benefit the neighborhoods, communities, and cities in which they were built.

At the same time some of these developments have successfully benefited their host cities and communities. While multiple factors come into play in promoting this success, a significant factor is the design of the sports facility and how the design connects with the surrounding community and urban context. Do they contribute to the positive physical functioning and thus the community development of the areas in which they are located? To positively impact the locality within which it is built, a sports facility's design should accomplish several things. It should physically connect in order to functionally connect with and be a part of its neighborhood and urban context, and in tandem with this promote economic growth for the surrounding area. It should also be both economically and environmentally sustainable.

Context and Connection

Rossetti, Mankin, Rosentraub, the Union of European Football Associations and others discuss the importance of a sports facility having a connection with the surrounding neighborhood and community that the facility is built in, both in terms of physical connection and connection for the people who live there. The UEFA Guide to Quality Stadiums states that "A prime objective of any modern stadium is that it should be an integral part of its community and neighborhood," seeking "to maximize the benefits and value for the local community, by improving amenities for residents or acting as a catalyst for local regeneration." (UEFA Guide, 35) Mankin promotes a civic-based model for designing facilities, in which they would be built with high quality design and at the same time act as a civic resource for the community in which they are built (Mankin "Single-Sport Stadiums") Facilities should be

designed in such a way that their presence will be beneficial to the communities in which they reside.

How can this be accomplished through design? Rather than function as a stand-alone structure with "an inward-focused form" that "causes the arena to turn its back on its immediate context," (Wilson 13) or that disrupts the connectivity to the surrounding context, a sports facility will ideally be designed and programmed in a way that ties it in with its surrounding context and opens it up to the community.

Elements that will help promote this include a stadium or arena design that respects the scale and context of the surrounding neighborhood. One way of promoting this can be to incorporate existing structures into the actual design of the sports facility. As a local example, Matt Rossetti did this with the Hudson warehouse when his firm designed Ford Field. He speaks in support of bringing in history when designing a stadium, and the preservation and incorporation of existing structures as a way of doing this. Within this context he says of a sports facility design in relation to its neighborhood, "You need to make it authentic. Otherwise you have a Disneyland effect." (Rossetti) Other good examples of incorporating a historic structure into a stadium design are the integration of the Western Metal Supply Co. into Petco Park, and the integration of a large historic warehouse into Camden Yards. Aside from incorporating the use of an existing structure into the sports facility itself, a successful design can promote the use of existing structures in the surrounding neighborhood. The Van Andel Arena in Grand Rapids is an example of this. To encourage economic development in the already existing buildings that surround the arena, bars, restaurants and other commercial uses were not built into the arena itself. This has allowed the development of food,

entertainment and retail venues to spread to the late 19th/early 20th century buildings that surround the arena. (Rossetti)

For sports facilities that may not have enough existing building stock surrounding the structure, retail and entertainment can be built on the perimeters of the facility instead of inside the facility which opens up the arena to the street. This allows the facility to tie in to the surrounding community rather than be closed off from it. (Vogel) As pointed out by Robert Mankin, the base of Nationwide Arena in Columbus includes offices as well as retail, “which has helped to activate the street and soften the urban edge of the arena.” (Mankin "RE: Request for Research")

Other design features that help promote connection between a sports facility to its surrounding neighborhood include street level entrances, an extensive use of windows to allow both spectators to view the neighborhood and passersby and to allow

Figure 24: Western Metal Supply Co. incorporated into PetCo Park
Source: stadiumcritic.blogspot.com



the pedestrians to look into the facility, and design elements and materials that tie the facility in with the character of surrounding structures. For instance Nationwide Arena’s use of brick and vertical lines echo the majority of the already existing buildings around it. Rossetti in our interview with him also promoted the inclusion of civic plazas in the design of sports facilities, an ideal size being forty to sixty thousand square feet, to encourage the use of the grounds on non-game days as well as game days. The plazas can be used for different planned events or simply as public spaces where people in the neighborhood can walk and mingle. (Rossetti)

Also significant are the impacts of how a stadium relates to the surrounding neighborhood when it comes to connectivity. After years of building sports facilities surrounded by vast parking lots, architects have moved away from this model, recognizing that it physically and functionally isolates a sports facility or any other building from its surrounding context, aside from its negative environmental impacts. Building a sports facility near public transit (assuming it is available) helps cut down on the need for auto use and parking in order to access the facility. In addition the facility should be designed with walkways and bicycle paths that link it to the surrounding district. (Chapin 202, UEFA 99)

Neighborhood Oriented Design and “STARchitecture”

At the same time, how a sports facility successfully integrates with the surrounding district also depends on the context, and this may look different from one urban setting to the next. Rosentraub discusses the merits of two different approaches when building sports facilities, one in which architecture that is

meant to be iconic is used, and one in which neighborhood oriented design is used.

Rosentraub points to the success of those cities that have used the “neighborhood design framework,” encouraging pedestrian traffic and the development of residential and neighborhood amenities. He cites Wrigley Field and Fenway Park as older models of this framework, and facilities such as Conseco Fieldhouse in Indianapolis, Nationwide Arena in Columbus, and Petco Field in San Diego as more modern examples. While Nationwide, Conseco Fieldhouse and Petco Field were designed to be anchor tenants in the neighborhoods they were built in, but they were also designed to fit in with and complement the character of their neighborhoods, and “be part of the daily life of the area,” (Rosentraub 256) taking into consideration architectural elements such as scale and construction materials predominant in the neighborhood.

With a neighborhood-focused design, elements can be implemented to facilitate neighborhood integration. Examples of this are street-level entrances, open-air vistas such as used in the design of Petco Park which has open space to allow people in the public park outside the right field fence to look into the ballpark, and Progressive Field, which has a public street and promenade for pedestrians running behind the left field home run porch, or glass walls. Both Conseco Fieldhouse and Nationwide Arena are designed with extensive use of glass walls and windows that present spectators a view of the downtown of the city and also allow them to view people walking by outside, at the same time permitting pedestrians to look into the facility.

This model contrasts with the design and building of iconic architecture. Examples of iconic architecture include the STAPLES

Center and surrounding L.A. Live facilities, and Frank Gehry’s Atlantic Yards in Brooklyn. Rosentraub cites Charles Bagli of the *New York Times*, who refers to such examples as “STARchitecture.” These facilities, while they are anchors for a downtown neighborhood, “there is nothing neighborhood-like in their design,” Rosentraub explains. “Bathed in pastel lighting and larger-than-life video boards and advertisements,” Los Angeles and New York “have favored the use of renowned architects or spectacular facilities to create iconic and controversial exteriors that excite passions and create instant celebrity status for an area.” (Rosentraub 255)

Iconic architecture may be beneficial when a city wants a unique design that will enhance or change its civic image. “STARchitecture” can also be a more effective choice when a city needs a structure that stands out from the competition of other venues in the region, to draw fans and entertainers. Los Angeles

Figure 25: Staples Center, Los Angeles, CA
Source: suiteexperiencegroup.com





Figure 26: Nationwide Arena – Columbus, Ohio
Source: upload.wikimedia.org

and New York have a multitude of venues and attractions. If a new venue doesn't stand out, entertainers won't necessarily notice it as a place to choose over others for their events. In the example of L.A., where there was also the challenge of attracting people to a neighborhood that was viewed as dangerous, it was a way of reinventing the neighborhood's image. Iconic structures can also create their own neighborhoods, as the STAPLES Center and L.A. Live did.

Rosentraub asserts that a distinct choice should be made to use one approach or the other, depending on the needs of the neighborhood. For instance an iconic structure should be built where its unique elements will be clearly visible, and would likely not be effective in a neighborhood where it is surrounded more traditional or functional structures surrounding the facility. He points out, "If the location works against its ability to affect people's

image of a city or community, an innovative design will have a far less dramatic impact. (Rosentraub 256)

Nationwide Arena – Columbus Ohio

The advantage of a neighborhood oriented design is its ability to tie in with its surrounding neighborhood, to act as a "good neighbor." (Rosentraub 176) Nationwide Arena in Columbus Ohio, described by Rossetti as an example of "contextual" design, is an example of an arena that in its design has both successfully integrated into its surrounding neighborhood, and considered to be a model for using a sports arena as an anchor for rebuilding a dilapidated downtown, has become an anchor for economic development.

From a social justice standpoint the inception of the development of the arena and the surrounding Arena District was not well-conducted. Eminent domain from private owner to private owner was used to compile the land for the arena and District, steered by city officials. Critics cited the development of essentially "an arena and a high-income neighborhood" and asserted that the development "was a project that caters to wealthier segments of society." (Rosentraub 171) Its merits are instead in its successful design and success as a catalyst for economic development in the city. It was also built without public subsidies, with Nationwide Insurance assuming the financial risk.

Nationwide Arena was designed to fit in to and connect with its neighborhood context. It was built using brick, glass, and steel, reflecting the materials of existing buildings in the area, which are largely characterized by brick facades. (Rosentraub 176, 181) To fit in with the scale of other structures in the neighborhood, its

height was limited to 80 feet. Furthermore, as mentioned, it is among arenas that were designed using an extensive amount of glass which allows pedestrians to look into the arena, and allows spectators inside to view the Columbus skyline. If one views images of the arena and district one sees that the arena doesn't mimic but echoes features of the buildings around it both older and newer, with its brick exterior, similar height and massing, regularly and symmetrically spaced windows and vertical lines.

The Arena District, planned and developed in tandem with Nationwide Arena, was designed not just to be an entertainment center but to be a neighborhood, pedestrian-friendly with an emphasis on green space and "areas for people to live, work, and stroll in a park-like atmosphere." (Rosentraub 176) Additionally, the arena, "designed to be an anchor for development in and of the District," (Rosentraub 171) has likely also been the catalyst for new development in surrounding neighborhoods, including the Short North and Gateway neighborhoods, that ensued immediately after the arena plan was publicized. This helped connect the neighborhoods and create a continuous "mixed-use urban corridor" from Ohio State University to downtown Columbus. This has catalyzed redevelopment in downtown Columbus that might otherwise have gone to the suburbs. By 2010, after the arena's opening, building permits for approximately 3,500 new residential units were filed in the downtown, Arena District and Short North neighborhoods, and there were 13 restaurants and pubs in the Arena District as well as an 11-screen movie theater. (Rosentraub 177) Also in 2009 a minor league ballpark was built in the Arena District, also without large subsidies. (Rosentraub 181) The Arena District's success, according to Rosentraub, has been related to the fact that it offers "an unusual urban neighborhood incorporating

residences into an area with unique entertainment venues, businesses employing thousands of people, a wide array of restaurants and pubs, pedestrian-friendly paths and areas, and easy access to other vibrant urban neighborhoods." (Rosentraub 180)

Sustainability

Sports facilities should also be designed to be sustainable, both environmentally and economically. Mankin cites a couple of shortcomings to the way sports facilities have been designed in the last couple of decades. For one thing stadiums in recent years are being built with shorter and shorter lifespans. Mankin writes, "As technologies change and tastes in club amenities transform, these buildings will quickly become outdated in 10 to 15 years and abandoned within 25." This results in an "exorbitant" cost to taxpayers, who are more often than not the ones who foot the bill. Mankin argues that this would be acceptable if such facilities acted as accessible civic resources or as economic growth engines, but more often than not they don't. (Mankin "Single-Sport Stadiums")

However when sports facilities are largely funded by the sports team, this perpetuates the development of single-sport stadiums, also costly to taxpayers who then pay to maintain several facilities. In addition, each facility gets significantly less use than facilities used to house more than one sport. Mankin cites the example of Pizza Hut Park in Dallas. Even though it was built with permanent stages for entertainment events, it only hosted about 20 events in 2010, sports games included. Between their single-purpose uses and their early obsolescence, such stadiums are not only incredibly costly, but once they are abandoned they either remain unused, creating an abandoned area in the city, or are

demolished, creating more cost and significant environmental impacts from the waste created by demolition. (Mankin “Single-Sport Stadiums”)

Mankin’s cites other countries who take a different approach, building sports facilities not as “20-year buildings that must have a return on investment, but rather as landmarks of high design on par with theaters and cultural venues.” He proposes that the U.S. would do well to adopt this model, building long lasting sports facilities that would both act as the one facility for sports teams in the city, and also play civic and cultural roles in the city as well as acting as a community resource. (Mankin “Single-Sport Stadiums”)

3.3 – COMMUNITY BENEFITS AGREEMENTS (CBAs)

What They Are

“CBAs are a promising tool for responsible redevelopment because they allow stakeholders to expand their perspective from the narrow view of development projects as economic development to the broader view of development projects as part of a holistic approach to community development.”

Annie Casey Foundation

“If public money is put into a project, the resulting public benefit should be quantifiable. The purpose of a CBA is to define what the public is getting out of

the deal. Spelling the terms of the agreement out clearly is simply a principle of good negotiating.”

Jeanne Faatz, Denver City Council

The Tulane Law Center defines community benefits agreements (CBAs) as “legally enforceable contracts between a developer (i.e. a private business), the local government, and community organizations and residents,” (LaSalle 2) though they do not always include municipal involvement. (Lavine and Salkin “Understanding Community Benefit Agreements” 292) CBAs have been negotiated for a range of planned large-scale developments in already existing communities, such as sports complexes and entertainment centers or housing developments, hospital redevelopments, or cable and internet franchises. In a CBA, a developer specifies benefits that it will provide to a community that will be impacted by its prospective development in return for the community’s support, or at least acquiescence, to the planned development. Generally a community coalition forms in the process of creating a CBA, providing a strong voice for the interests of the community. CBAs are usually created individually on a case-by-case basis, so they can be tailored to each different situation. In some cases CBAs after they have been negotiated have been incorporated into development agreements between the developer and host municipality. (Salkin and Lavine 295)

CBAs have emerged in large part to ensure developer accountability. CBAs, which are often initiated with projects that involve the use of public funds, have behind them the premise that if a development is publically funded, the community that the public investment is made in should benefit from the investment as well as the developer. (PWF article) However often developers have made

predictions of job growth and other economic development that in reality do not end up benefiting residents and other stakeholders in the host community. At the same time these communities where large-scale developments take place, often low income and minority communities, suffer negative impacts from the development such as displacement or negative environmental impacts. Unlike the traditional development agreements between municipalities and developers, CBAs “empower communities to become active participants in the planning process,” (Lavine and Salkin 292) and give them a place at the negotiating table. However CBAs can benefit the developer too, because it gives them community backing when seeking things such as subsidies, zoning variances, or permits, to allow the development to move forward. In some cases CBAs are initiated by the developer. (Lavine and Salkin 294, 297)

As the quote at the beginning of the section indicates, CBAs can expand the focus of development projects from simply being vehicles for economic development to their potential to promote community development. CBAs have included provisions for not only first-source hiring and living wage requirements, but elements such as the inclusion of affordable or mixed-income housing, environmental remediation or green building standards, public or community infrastructure developments, or funding for community services, programs, or amenities, such as recreation facilities, child care centers, public health clinics, or health benefit trust funds. (Salkin and Lavine 293-294, Annie Casey 17-18) For instance the One Hill Coalition CBA for the Pittsburgh Penguins stadium included provisions for a grocery store in the community.

Manuel Pastor makes the point that CBAs endeavor to group three elements that are not usually connected: economic growth, usually the purview of developers, and mobility and

employment standards, more the focus of community groups, with mobility referring to the ability of workers to advance their skills and experience, and employment standards referring to elements such as providing living wages or policies to improve employment practices. CBAs are formed not in opposition to development, but allow communities and developers to find common ground. (Annie Casey 7-8)

History

The CBA movement, still relatively new, started in the late 1990s, pioneered by the Los Angeles Alliance for a New Economy (LAANE,) when in 1998 the Hollywood and Highland Center was slated to be built in Hollywood, CA. LAANE worked with City Council member Jackie Goldberg to incorporate community benefits provisions into the development agreement, including living wages, health benefits, and job training. (Annie Casey 11) California continued to be a pioneer in the development of CBAs and has been the home of many of the CBAs that have been developed in the country. The CBA negotiated for the Staples Center development in L.A. is considered to be the first full-fledged CBA and was negotiated in 2001. Both of these initial CBAs have been considered to be successes. (PWF webpage, Lavine and Salkin 301) By 2006 nearly 40 CBA’s and community benefits policies had been adopted in the U.S. (Annie Casey 17) During the recession and the resulting lull in development, the momentum of the CBA movement slowed down. But with the improvement in the economy there has been a resurgence in development projects just in the last year, according to John Goldstein of the Partnership for working families, and with it a renewed interest in CBAs. (Ignaczak www.sharable.net) There are

currently 17 CBA's in effect in the country.
(www.forworkingfamilies.org)

Salkin and Lavine as well as the Annie Casey Foundation attribute the emergence of CBAs in part to the “back to the city movement” that has taken place in urban centers in the last couple of decades. The resulting economic growth has frequently targeted middle and upper-income individuals. At the same time the ensuing construction of sports stadiums, entertainment centers, office parks and other such redevelopments are taking place in already inhabited areas, often predominantly by low-income individuals or individuals of color. Unchecked, such large scale developments have often been detrimental rather than beneficial to these residents and other stakeholders. But in recent years the emergence of CBAs has empowered people in such communities to rally together and demand that new developments in their community benefit them as well. (Salkin and Lavine 296, Annie Casey 11-12)

CBA Precedents

Staples Center - Los Angeles

As the first “full-fledged” community benefits agreement in the country, the Staples Center CBA, completed in Los Angeles in 2001, is considered to be a landmark in CBAs, and one of the most comprehensive. (www.forworkingfamilies.org) The Staples CBA was initiated by a coalition of more than 30 community organizations called the Figueroa Corridor Coalition for Economic Justice (FCCEJ), in reaction to the development of the Staples Center and L.A. Live. During the first phase of the project the developer,

which included L.A. Arena Land Company and Flower Holdings, LLC, had reneged on orally given promises of union neutrality and living wage benefits, refusing to implement them once they had received subsidies and needed land variances from the city. In addition, more than 250 mostly low -income residents had been displaced, and there had been increases in traffic, noise and parking problems. The coalition initiated the CBA negotiations with the developer with the leverage that widespread community opposition to the project would impede the developer’s ability to obtain the land variances and subsidies that they needed from the city for the second phase of the project. (Lavine and Salkin 302)

Negotiations were successful. The final CBA contained “an unprecedented array of community benefits,” (www.forworkingfamilies.org) including a first source hiring program, a goal that 70% of jobs created by the project pay living wages, the provision of \$1 million for parks and recreation by the developer, minimum affordable housing requirements, and a permit parking program for residents. In addition, to ensure enforcement, reporting requirements were written into the CBA. The CBA also established an Advisory Committee made up of representatives of both the developer and coalition for monitoring and enforcement of the agreements, and to facilitate a continuing dialogue between both parties. (Lavine and Salkin 303, www.forworkingfamilies.org)

The CBA was also incorporated into the development agreement between the developer and city, which empowered the city to enforce the agreement as well. Quarterly meetings were held between the developer and coalition to monitor the CBA’s implementation, with provisions in the CBA for 5 and 10 year assessments of the success of implementation of the CBA. If it was found that the developer was falling 80% short of its obligations for

two consecutive years, than the CBA required that the two parties meet to agree on a plan to get the developer back on track. (Lavine and Salkin 304) However the developer held up their part of the agreement with timely implementations of their commitments, with one FCCEJ representative stating that the developer had done so “to the letter and beyond.” (Gross, LeRoy, and Aparicio 29) At the same time there was enough flexibility in the agreement that modifications have been made to the CBA at the mutual agreement of both parties, to adapt to changing needs.

The success of the Staples CBA has bred other positive outcomes as well. Organizers of the FCCEJ coalition reported that the organizations involved in the coalition have done further collaborations amongst themselves as a result of their experience working together on the CBA, creating the potential for greater political effectiveness. In addition, the CBA’s success has encouraged the formation of numerous other CBAs in Los Angeles. Gross et al surmise that it appears that seeing the success of the Staples CBA has made developers in L.A. more comfortable with entering into them. The authors also report that at the time of the writing of their handbook, there is the perception that some L.A. city officials expected a CBA to a part of any subsidized large project. (Gross et al 32)

Atlantic Yards - Brooklyn, New York City

New York City on the other hand did not start using CBAs until 2005, and while the process of their formation has been influenced by their predecessors in California, their negotiation and outcomes have been comparatively more controversial. One of these was the Atlantic Yards CBA, considered to be the first CBA

negotiated in New York and completed in 2005, and purportedly based on the Staples CBA. However it faced substantial opposition from Brooklyn residents, and it has come to be seen as a model to avoid. (Salkin and Lavine 308-310, 314)

The Atlantic Yards development project had in its initial plans the now built Barclays Center, as well as plans for the construction of a residential and office complex that would be made up of 16 high-rise buildings, and would include 2,250 affordable housing units. The developer, Forest City Ratner, received \$305 million in public subsidies. The CBA did have in it important benefits including provisions for first source and minority hiring, the payment of living wages, and the affordable housing. However the process for negotiating the benefits agreement ultimately was not seen as being representative of the community on several fronts. (Salkin and Lavine 309-310, Keh “Arena Meditation Room Raises Its Own Existential Questions”)

Compared to the coalition of over 30 community groups involved in the negotiation of the Staples CBA, the Atlantic Yards CBA was negotiated by the developer and only 8 community groups. It also turned out that most of these groups were not already existing groups in the community but had been created specifically for the purpose of negotiating the CBA. According to the New York Observer, only two of the eight organizations had existed before the CBA negotiations began, and Forest City Ratner provided seed money to some of the organizations. It was also reported that one of these organizations, BUILD, received \$5 million from the developer, and in addition was chosen by the developer to run the job referral program for the project, even though the organization had little experience doing this kind of work. (Lavine and Salkin

310-311, Schuerman “Ratner Sends Gehry to the Drawing Board,” “A Cool \$5 Million”)

Already established organizations, on the other hand, expressed opposition to the coalition. One organization, the Pratt Area Community Council, “didn’t believe that [the developer] was willing to compromise,” while the leader of a group of black ministers who refused to join the coalition voiced the belief that “it was clear from the beginning that the agreement was meant to buy support with favors.” (Schuerman “Ratner Sends Gehry to the Drawing Board,” “A Cool \$5 Million”) A representative from another organization, Good Jobs New York, stated that the negotiations “were marked by secrecy.” (Salkin and Lavine 311) Residents were not even invited by the developer to participate in negotiations, and as a result of this and other issues that would significantly impact them, such as the developer’s planned use of eminent domain, a large number of the residents in Brooklyn were opposed to the project. (Salkin and Lavine 311)

Ultimately the Atlantic Yards CBA, while compared by its proponents to the Staples CBA, did not achieve the Staples CBA success. This appears to be because instead of garnering the support and participation of a large coalition of residents and community groups, the developer hand-picked and even initiated the formation of a handful of organizations that were already in support of the developer before negotiations began. In succeeding years up to the present the development has stalled, and has continued to be controversial and met with opposition. Litigation by residents over the use of eminent domain continued until 2010 with the courts ruling in favor of the developer, (Bagli) and development stalled to the point where the high rises and affordable housing that were to accompany the Barclays Center in

the original plans have yet to be built. (Keh) A Chinese company bought up a 70% stake in the residential portion of the project this year and Atlantic Yards has been rebranded as “Pacific Park,” probably in attempt to shed the negative associations with the project’s history. (Dailey) Major components of the CBA such have yet to be implemented; not only those that specify the construction of affordable housing, but those related to job creation as well. One promise the developer has followed through on, as reported somewhat facetiously by Andrew Keh in the New York Times, is a small windowless cinder-block meditation room in the Barclays Center, as specified in Section E of Part VII of the CBA. (Keh)

Critical Components of a Successful CBA

The relative failure of the Atlantic Yards CBA helps highlight some of the elements necessary for a successful CBA. One is the importance of a broad coalition forming that is made of diverse groups that are united in their negotiations with the developer. Developers sometimes use a divide and conquer strategy where they give concessions or even a monetary payoff to one group, and ignore the concerns of the other groups involved. “The developer can then claim community support for the project and obtain necessary government approvals, even though most community issues have not been addressed.” (Annie Casey 15) Regarding the shortcomings of the Atlantic Yards CBA, Bettina Damiani, projector director of Good Jobs New York explained,

“Perhaps the most striking [difference] is that elsewhere CBAs are negotiated by one broad coalition of groups that would otherwise oppose a

project, a coalition that includes labor and community organizations representing a variety of interests. The coalition hammers out its points of unity in advance and then each member holds out on settling on its particular issue until the issues of the other members are addressed. This way, the bargaining power of each group is used for the benefit of the coalition as a whole. In the Brooklyn Atlantic Yards case, several groups, all of which have publicly supported the project already, have each engaged in what seem to be separate negotiations on particular issues.” (Salkin and Lavine 311)

Another element that has been cited as important in the negotiation of a CBA is leverage. A common leverage point that a community may have is their ability to facilitate or impede a developer’s access to needed zoning variances, permits, or public subsidies. Another leverage point for the community can be a developer’s need for land in the desired area of development. If the community owns this land it will give it a strong bargaining tool. (Annie Casey 27-28, Salkin and Lavine 294, 321) If the land is municipally owned this many help the community as well, if the local government is looking out for the community’s interests, as happened with the postponement by Detroit City Council of the vote to transfer city-owned land for Olympia Development’s use to build the new arena, to get more community input. This depends on the local government being aligned with the community’s interests. In Detroit’s case, some felt that the City Council did not hold out enough for stronger community benefits. Also as

mentioned above, a coalition stayed united in its negotiations with a developer can be a source of leverage if each group in the coalition holds out until all agreed upon needs of the coalition have been addressed in the CBA.

Consol Energy Center - Pittsburgh

While it was feared that the Atlantic Yards CBA would set a “bad precedent” and it came to be seen as a model to avoid (Salkin and Lavine 314), the Penguins Arena CBA in contrast, signed three years later in August 2008, “is revered as a model for Pittsburgh and other cities.” (LaSalle 29) The first CBA to be negotiated in Pittsburgh, it was initiated by the One Hill Coalition in reaction to the planned construction of a new arena for the Pittsburgh Penguins. The Hill District, the largest African American neighborhood in Pittsburgh, had already had its share of fallout from development when the Civic Arena was built for the Penguins in the 1950s. At that time thousands of homes and businesses were razed over a ninety acre area in the lower Hill district, and 1,600 families were displaced. The Hill District was also cut off from the downtown, and the area suffered severe economic decline. (Salkin and Lavine “Negotiating for Social Justice” 127, Hoffman)

When in 2007 the State of Pennsylvania allocated \$290 million to the Pittsburgh Penguins for the construction of a new arena in One Hill, a coalition of about 130 community groups “representing thousands of residents” formed the One Hill Coalition in April of 2007 to fight for a CBA so that this time the One Hill community would benefit from the development rather than suffer negative impacts. While the coalition experienced some internal conflict, it was able to withstand these conflicts, and was

particularly successful in uniting the community. (Partnership for Working Families, Salkin and Lavine 127, 142, Greene) Unlike with the Atlantic Yards CBA process, where residents were not solicited for their input, the One Hill Coalition started canvassing stakeholders and holding public meetings to determine what the priorities of the community were. The coalition compiled this input into a document, "The Blueprint for a Livable Hill," and brought it to the negotiating table in August 2007 with city officials, county officials, the Sports & Exhibition Authority, and the Pittsburgh Penguins. Carl Redwood, chairman of the executive committee for One Hill made clear that the coalition would not support the development until a CBA was agreed on, saying "The agreement must be in place before there's approval of the master plan." (Belser)

At the beginning of January in 2008 the Mayor of Pittsburgh and the Allegheny County Executive sent One Hill a CBA signed and sealed that the government officials had created, but not collaborated with One Hill on. One Hill coalition members rejected the city/county version of a CBA as too vague and general, not binding on any parties, and non-inclusive of many of the community asks, and on January 7 burned a copy of the CBA at a press conference. Despite this rejection and media attention supporting One Hill, CBAs and continued negotiations, the Pittsburgh City Planning Commission moved forward with approving a master development plan for the arena, a decision which One Hill appealed. However the Penguins and officials continued to negotiate with One Hill, (Greene, Salkin and Lavine 127) and on May 10 the parties reached a "tentative agreement" for a CBA that outlined how the development would benefit the Hill District community. (Hoffman)

On August 19, about a year and four months after the One Hill coalition had started coming together, members of One Hill signed Pittsburgh's first ever CBA with the Pittsburgh Penguins, the Mayor of Pittsburgh, the Allegheny County Executive, the Sports and Exhibition Authority, and the Pittsburgh Urban Redevelopment Authority. Among the provisions agreed on in the CBA were a Hill District Community Master Plan overseen by a steering committee, with members appointed by One Hill as well as public officials, the establishment of a first source employment center for Hill District residents as well as first consideration by the Penguins of residents referred by the center for filling positions, the commitment by the Penguins that jobs created by the development would be family sustaining with health benefits, \$2 million for the establishment of a grocery store in the Hill District (which did not currently have one), and a multi-purpose community center. In return One Hill agreed to withdraw their appeal of the Planning Commission's approval of the Arena development, to not sue to stop the development as long as the Penguins abided by the CBA, and to publically support Penguins future development. (One Hill CBA Coalition)

It is generally considered that the CBA was implemented successfully and ran according to the timeline agreed upon. (LaSalle 29) Implementation started in the fall of 2008 with the start of the planning for the first-source center, as well as an announcement that a major bank, the Bank of New York Mellon, would commit \$3 million over six years for community development in the Hill District. (Pittsburgh United) With the opening of the Consol Energy Center in 2010 Hill District Residents were given the first shot at arena jobs, while the arena itself was LEED gold certified. (Vidonic, National Hockey League.) In addition a grocery store was finally opened in the Hill District in October of 2013, as agreed upon in the

CBA, the first full-service grocery store in the District in 30 years, with 65% of its 125 employees coming from the Hill District. (Blazina) As a result of the success of this CBA, other CBAs have been initiated across Pittsburgh as well. (LaSalle 29)

There appear to be several key factors that led to the success of the One Hill CBA compared to less successful attempts such as the Atlantic Yards CBA. One is that the coalition formed at the outset of announcements of the planned development in the community so it could take action before it was too late. Also key was that the groups that made up the One Hill coalition were grounded in the community. Unlike in the Atlantic Yards case where community groups were solicited by the developer, the One Hill Coalition formed independently and maintained its independence from the developer, rather than working in tandem with them. Maintaining its independence and unity in its negotiations with the developer prevented the developer from successfully using divide and conquer tactics. Also critical was that One Hill very actively engaged residents and other stakeholders to learn what their priorities were, and used this to determine what to negotiate for in the CBA. Finally One Hill stuck to its guns in its expectations. When the developer and government entities presented a CBA that was vague, non-committal and didn't involve the coalition in its creation, One Hill made it clear that they did not accept this gesture and would not support the development until their concerns were truly addressed.

3.4 – MIXED-INCOME HOUSING

Two community meetings held in December of 2013 by Corridors Alliance revealed that many community members

considered it to be a priority to have a certain percentage of low income housing in the neighborhood as a condition of the prospective development. While an initial proposal put forward at the meeting suggested that 5-10% of housing in the Catalyst Area be low-income, some residents and business owners suggested that the percentages should be higher. This could provide a potential solution to the risk of low-income community members being displaced by the development.

However an emerging trend in the last couple of decades has been the replacement of low-income housing developments, such as the traditional public housing projects that got their start in the 1930s, with mixed-income housing. The HOPE VI Urban Demonstration Program, initiated by the U.S. Department of Housing and Urban Development in 1992 (Naparstek et al *Forward*) had as a central goal the alleviation of the physical, social and economic isolation that had often become the experience of low-income individuals living in project housing. The HOPE VI program included the incorporation of mixed-income housing into its redevelopments. The Techwood housing project in Atlanta, Georgia, became one of the first HOPE VI project sites in 1993. Renamed Centennial Place, it would be the first HOPE VI development to incorporate mixed-income housing. (Naparstek et al 25)

Levy et al state that there is no one agreed upon definition of mixed-income housing, and point out that even as of 2005 HUD had yet to settle on a definition internally. (Levy et al 3) However Levy et al do cite the following definition by Brophy and Smith (1997), who define mixed-income developments as the “deliberate effort to construct and/or own a multifamily development that has

the mixing of income groups as a fundamental part of its financial and operational plans.” Generally mixed-income developments include a mix of both low-income and market rate housing. However there is also not an agreed upon consensus as to the optimal income range, number of income tiers, or proportion of income percentages, and these vary from one development to the next. The optimal mix may differ based on the needs and goals of a given community. A distinction also exists between mixed-income developments and mixed-income neighborhoods. While developments are usually built with the intent of providing housing to different income ranges, mixed income neighborhoods may emerge organically. (Levy et al 3-5)

Much of the focus of mixed-income housing has been on the potential benefit to low-income families. However Levy et al cite studies from over the years that indicate that residents of all income ranges in mixed-income communities report satisfaction with the living circumstances in their neighborhoods, including the quality of buildings, maintenance and management, the neighborhoods, and access to services and amenities. (Levy et al 8, 12) To help prevent a feeling of differentiation between income groups, the exterior design of subsidized and market rate housing units can be visually integrated so that the housing of different income groups is indistinguishable, even if there are differences in the interior. This has been referred to as “seamless integration,” and is seen as a way to promote a feeling of equality amongst neighbors. Visual integration was used in the design of housing units for different incomes in the Centennial Place development. (Levy et al 5)

Levy et al in their examination of multiple studies on the success of mixed-income housing find mixed results when it comes to the benefit to low-income households that comes from living in



Figure 27: Centennial Place, Atlanta, Georgia
Source: affordablehousinginstitute.org

mixed-income communities. Research into the potential benefits tends to focus on two components: benefits associated with place and benefits associated with interactions amongst the different income groups. Potential benefits to low-income households related to place can include gaining access to more and improved services, good quality housing and neighborhood amenities, and improved safety. Benefits to low-income families related to interactions is assumed to come from factors such as access to networking opportunities and “learning from the behavior and lifestyle choices modeled by higher income neighbors,” with the

presumption that those of higher income household is “better or more productive,” (Levy et al 8) though the validity of this assumption can be said to be quite questionable (False HOPE 10-11,14).

Levy et al found that there was more evidence for benefits to low income households related to improvements in place rather than interactions amongst income groups. Interactions amongst different income groups were found to be limited, and while some communities saw an increase of interactions over time, others saw a decrease. However it has been suggested that decisions, including the design of public space to promote casual encounters, may help promote increased interaction. (Levy 15-16) Some of the benefits reported for low-income households have included improved housing quality, increased safety and reduced stress as a result, better amenities, increased self-esteem, increased motivation to make advancements in their lives, and better physical and mental health. (Levy et al 11-13, 25) Some studies have suggested improvement in job related outcomes for low-income families, but others have indicated little or no improvement. (Levy et al 25)

While some outcomes have been mixed, generally enough positive outcomes have been indicated to suggest that mixed-income communities can be generally beneficial for those who live there. However one potential danger of restructuring low-income housing into mixed-income developments is the displacement of those who lived in the original low-income housing. According to a report written by the National Housing Law Project titled *False HOPE*, because many of the mixed-income HOPE VI projects did not

replace the public housing they demolished on a one-by-one basis, lower income residents became displaced or even “lost.” (False HOPE 7-15, 23-30)

In the Lower Cass Corridor, there is existing low-income housing and a population of residents who need low-income housing. The low-income housing includes the Cornerstone Estates, a HOPE VI project that replaced the Jeffries East Project. While this project is described by the Detroit Housing Commission website as a “mixed-income affordable housing rental development, it does not include market rate housing, but is limited to households earning no more than 60% of the Area Median Income. (www.dhcmi.org)

The Lower Cass Corridor seems potentially like a good candidate for mixed-income housing. Inevitably, as part of the new development, higher income households will be moving into the area. However there is already an existing population that has need of the low-income housing that is available in the neighborhood. There is plenty of room for both. Because of the low-density of remaining housing and high vacancy, market rate housing could be added without displacing lower-income residents. But in order to not displace these residents, new development must be built with the intention of including housing for them. Mixed-income models could be used to build a neighborhood that would integrate both of these income-levels. Additionally design that uses seamless integration could be incorporated in new mixed-income development to help shift the focus away from income differences and more on shared residency in a neighborhood.

Chapter 4

Documenting the Process

Documenting the Process

4.1 – SETTING THE STAGE

Players and political forces in development

Olympia Development of Michigan (ODM)

Olympia Development of Michigan (ODM) is the largest player in this story. ODM is the development arm in the Ilitch family of companies. The same family of companies that includes the Detroit Tigers, the Detroit Red Wings, The Fox Theater, Motor City Casino, and of course, Little Caesars Pizza. ODM is the main entity pushing to get the arena built. They will also be financing a large portion of the costs of the arena, though they will own no part of it, it will be entirely owned by the Downtown development Authority. ODM will operate the arena and collect all revenues from the operation of it. There is a similar agreement for Comerica Park, which ODM similarly operates, but is owned by the Wayne County Stadium Authority. For both projects ODM has paid for a portion of the construction, and been responsible for the design and operation of the building.

Detroit Economic Growth Corporation (DEGC)

The Detroit Economic Growth Corporation (DEGC) is a quasi-public organization that promotes economic growth in the city of Detroit. The organization functions separately from the City

of Detroit, but the CEO is appointed by the Mayor. The DEGC also provides the staff for the Downtown Development Authority (DDA). The DEGC is the primary governmental entity working with Olympia Development on this project. As the staff of the DDA they are also the organization through which all of the public money for the project is flowing.

Downtown Development Authority (DDA)

The DDA is governmental agency that is funding the project. The public money which is coming from bonds issued by the Michigan Strategic Fund, will be paid back over a 30 year period by the taxes collected in the DDA’s Tax Increment Financing (TIF) zone. This means that all of the public money that is going towards the project is coming from taxes collected within the downtown area. The taxes collected in this TIF area, by law have to be spent within the same area. To make the arena eligible for this funding, the DDA had to expand its boundaries to include the site of the new arena. The tax money collected that is now going to the DDA via TIF is mostly being diverted from school taxes, the State of Michigan is obligated to pay the difference.

The DDA will ultimately be the owner of the arena as well. Though Olympia Development is paying for a large portion of the cost, it will be a publicly owned building leased back to Olympia. Comerica Park and Ford Field are both also publicly owned, but by the Wayne County Stadium Authority.

Detroit City Council

City Council has had a relatively small role in the development of the arena area. Much of the planning that historically would have gone through City Council and the Mayor's Office, instead went through the DEGC with this project. This is quite different from the development of Ford Field and Comerica Park where the Mayor and City Council had a larger role. For this development, Council's role has been mainly to approve agreements on behalf of the city, though the agreements were made through the DEGC. Council had to approve the Memorandum of Understanding, and Concessions Agreement, both of which functioned as agreements between the developer and the city, detailing funding mechanisms and operating agreements of the new arena. City Council also had to approve the expansion of the DDA's boundaries to include the site of the arena, and a Land Transfer Agreement, to transfer all city owned land on the arena site to the DDA for \$1. (Add info about formation of NAC)

Wayne County

Wayne County is playing a very small role in this arena project. With Comerica Park and Ford Field, their role was much larger, with them ultimately owning the arenas under the Wayne County Stadium Authority. With the county's current financial state, they have opted to not take on a large role in this development, letting the DEGA and DDA take on the role of governmental entities in the project.

State of Michigan

The State of Michigan is providing all of the public money that is being spent on the arena, through the issuing of bonds by the Michigan Strategic Fund. This money will be paid back over a 30 year period by the DDA with the money collected in the DDA's TIF district. The State is obligated to pay the difference in taxes that will no longer be going towards education, due to the expansion of the TIF's boundaries. The State had also separately promised a loan for the cost of demolishing Joe Louis Arena once the Red Wings move into the new arena. The City of Detroit will be on the hook for repayment of that loan.

Corridors Alliance (CA)

Corridors Alliance (CA) is a group of residents from the areas surrounding the site of the new arena. As a group they became concerned about the possibilities of the arena negatively affecting the area, and began advocating for more public involvement in the development process. The goal of CA evolved into advocating specifically for a community benefits agreement (CBA) which would legally bind the developer to provide within the development, requirements of the existing community. As the possibility of a CBA diminished, CA continued to push for benefits for the community from the project. When Councilwoman Castaneda-Lopez began pushing for these benefits before agreeing to the Concessions Management Agreement, CA began working with her to get the most benefits out of the deal as possible. This ultimately resulted in the formation of the Neighborhood Advisory Council.

Neighborhood Advisory Council

The Neighborhood Advisory Council was a concession given to city council during discussions with Olympia Development. Council's concern was that the residents in the area would have no voice in the development process of the arena. The NAC was created to have four representatives elected by city council and twelve members chosen by the neighborhood. The body has no authority, but Olympia Development has promised to listen to their concerns and work with them as much as possible. To that effect, ODM has assigned a representative to the NAC as well, to work with the NAC and address its concerns.

Development Agreement

The initially planned terms of the Catalyst Development Project, which includes the new Red Wings arena, referred to as the Detroit Events Center (DEC), were delineated in June of 2013 in a Memorandum of Understanding (MOU), an agreement between three entities: Olympia Development of Michigan, the Charter County of Wayne, and the City of Detroit Downtown Development Authority (DDA). This document laid out agreed upon terms such as the ownership structure, the financing, the intent to enter into a Concession Management Agreement (CMA), plans for design and construction management, plans to involve disadvantaged, minority, women, city and county resident owned businesses in the construction of the project, and the responsibilities of the entities involved. Not legally binding, and thus subject to change by the parties involved, the agreed upon terms of the MOU included the following:

- The design of the Detroit Events Center will include an approximately 650,000 square foot NHL caliber arena, with approximately 18,000 seats, and will be designed to accommodate a variety of other entertainment and sporting events in addition to Red Wings hockey games. The final design plans changed the square footage of the arena to 785,000, and the number of seats to 20,000.
- In addition to the Detroit Events Center funding will be provided for further development in the Catalyst Development Area that “*may include retail, office, business, business innovation, housing, education, entertainment, and recreation projects.*” Possible projects include the following, although “the parties may mutually agree that other projects may be substituted for these projects, and the Catalyst Development Project may also include additional projects to be identified later.” (Memorandum of Understanding p. 2) The projected development as delineated in the Memorandum of Understanding includes the following.
 - A new parking deck for 700 cars with 15,000 sf of ground floor retail at Clifford. The final plans have changed this to a 1200 car parking structure, with no surface parking.
 - A DTE substation
 - Surface parking lot improvements
 - New construction of 105,000 sf of office space and 35,000 sf of retail at Woodward near Sproat, as well as an additional 25,000 sf of office/retail on Woodward and 20,000 sf of new hotel/retail
 - Renovations of Detroit Life Building, Blenheim Building, and 1922 Cass building

- Development or redevelopment of other vacant properties or abandoned buildings (Memorandum of Understanding p. 12)
- The total cost of the Catalyst Development Project is projected to be \$650 million. \$450 million of this is going towards the cost of developing the Detroit Events Center. ODM has agreed to “commit to make, or...cause private parties to commit to make an investment of approximately \$200 million” towards development of other properties in the Catalyst Development Area.
- In 2013 dollars, the planned private investment will be approximately \$367 million dollars, and the public investment will be approximately \$283 million dollars for the entire Catalyst Development. The public investment will come from DDA funds. Because ODM is not fully responsible for providing the funding for the \$200 million for the development in the Catalyst Area, but only for causing the development to happen, the \$367 million private development is not all ODM funded.
- The funding that ODM has committed to make is the \$188.4 million that it has committed towards the construction of the Detroit Events Center. This amounts to 42% of the funding for the DEC. The remaining 58%, or \$261.5 million, is publically funded.
- The Events Center Complex will be owned by the DDA. However the DDA will grant to ODM or an affiliate of ODM exclusive rights to manage and operate the Events Center, rights to all revenue coming from the Events Center including revenue from events and activities, concessions, and parking, and naming rights to the Events Center. These conditions and all conditions relating to the construction, operation, and

management of the Events Center will be delineated in a Concession Management Agreement between ODM and the DDA, whose term will be for 35 years, with options for twelve five year renewals.

- The DDA will work with the City and the Economic Development Corporation (EDC) to acquire land owned by these two entities that are located in the area designated for the Events Center Complex, so that ownership will transfer to the DDA. ODM will likewise transfer its properties located in the Events Center Complex area to the DDA. No money will change hands in the process of this land acquisition.
- The MOU indicates that ODM will be in charge of the development projects in the ancillary Catalyst Area although the MOU states that this will be in agreement with other developers in the area. The DDA will request of the City and EDC that they convey all of their properties that they own in the Catalyst Area to the DDA, who will then in turn convey the properties to ODM for development.
- The financing will be as follows. The initial funding for the Events Center Complex will come from revenue bonds issued by the Michigan Strategic Fund, which will be deposited into an Events Center Fund and disbursed to ODM as construction progresses, and will be repaid over a 30 year period. To repay the bonds, the MOU specifies that repayment will occur from the following sources:
 - The DDA will pledge approximately \$12.8 million per year from funds obtained from school property tax capture. It is specified that any resulting shortfall in the per pupil school allowance will be made up by the State of Michigan, and

that this does not impact the City of Detroit's general fund. (Legislative Policy Division Memo 8-9)

- The DDA will also contribute \$64.5 million from local property tax increment revenues from Development Area No. 1, paid over a 30 year period at approximately 2 million dollars a year. This includes revenue from Wayne County property taxes in the area over a 30 year period, expected to be approximately \$4.74 million. (LPD Memo 9)
- ODM will contribute \$11.5 million per year during the term of the bonds. ODM will also pay for any construction cost overruns and it is anticipated that they will be responsible for the operating and maintenance costs of the Events Center. (Legislative Policy Division Memo 10)

Most of these terms were finalized in the Concession Management Agreement (CMA), which was approved by the DDA on December 13, 2013.

Olympia's Grand Vision – What We Know So Far

On July 20th 2014, Olympia Development released their grand vision for the arena project. Prior to that, very little was known about the arena, other than its general size and location. This bit of information was what Corridors Alliance was working off of during most of their efforts.

In June of 2013 it was finally announced where the arena would be located. Before that speculators had it pretty well narrowed it down to three different sites, one of which ended up being correct. The June announcement didn't include too much information just that the arena itself would be located in the six

block area bounded by Charlotte on the north, I-75 on the south, Woodward on the east and Park/Cass on the west. It was at this time that the 45 block catalyst area was also announced, with the intention of added it to the boundaries of the DDA for financing purposes. Right from the start the intention of the project was something larger, it would not just be an arena, but rather a whole district, beyond that little bit of information, it was anybody's guess what would actually happen.

On July 20th 2014 that all changed. Beautiful renderings

were released showing an arena in a thriving urban neighborhood . The arena itself is being constructed in what the developers are calling a deconstructed method,

meaning that it won't be just one large building, but rather the arena itself in one building and the offices, shops and concessions in separate buildings surrounding the arena, all connected with a glass atrium. This unique design will allow the retail spaces which will also face outside, to operate independently from the arena itself, meaning that restaurants and stores can be open when there isn't a game in the arena.



*Figure 28: Arena Rendering
Source: Olympia Development*

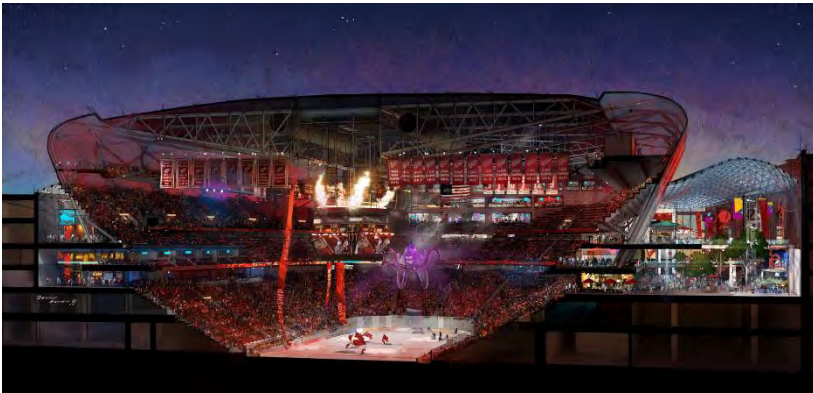


Figure 29: Arena rendering
Source: Olympia Development

The playing surface of the arena will be 32-34 feet below ground, which will allow the main concourse to be at ground level. It also means that the building will not be overly tall and out of proportion with other buildings in the neighborhood. Likely it will only be the height of a two or three story building. The building, designed by 360 Architecture, will attempt to keep the intimate atmosphere of Joe Louis Arena, though it does have to conform to modern day accessibility laws.

Probably more important than the arena itself is everything that is going to be around it. The immediate vicinity will of course cater to the arena crowd, there will be some parking structures, but it will mainly be an entertainment district. That means that will be plenty of bars and restaurants as well as a hotel and some residential space. Unlike many previous developments in Detroit though, the plan spreads the entertainment out. It is designed so that there is a lively street scene and so people will not just go to the event at the arena and then go home, but rather dine and have drinks before and after.

The development doesn't stop at that. The arena is only one section of a plan to revive the entire 45 block catalyst zone as defined for addition to the DDA. Olympia has split this area into five distinct neighborhoods with the goal of each having a different feel. The area around the arena is simply called the New Arena Area, and as stated it will contain the new arena along with office space, apartments, retail and restaurants. The goal is to make this area not totally dependent on the arena so that the area can still stay lively on days when there isn't an event at the arena. Adjacent to the New Arena Area in an area of 11 blocks encircling Cass Park, is the neighborhood dubbed Cass Park Village. Included in the area already are the Masonic Temple, The Block and Cass Tech High School, as well as other buildings that make up the Cass Park Historic District. The focus of this area is to be a "funky and frontiering" neighborhood of mostly residential buildings with restaurants and a bit of retail.

Figure 30: Arena site plan
Source: Olympia Development





Figure 31: New planned neighborhoods
Source: Olympia Development

Moving to the south and across I-75 will be the three other neighborhoods. Directly south of the arena and in the blocks surrounding the Fox and Fillmore Theatres is Columbia Street. Named after the street that runs between the two theatres it will be a dense entertainment district with upscale restaurants and entertainment. Over Columbia St. itself which is already closed to traffic will be a newly constructed office building with 120,000 sq. ft. of space. To the west of Columbia Street will be Columbia Park an area of 14 blocks that currently consists mostly of gravel parking lots with a few scattered bars and restaurants. The plan is to turn it into a contemporarily designed neighborhood filled with busy streets and quiet green spaces.

On the opposite side of Columbia Street, to the east of Woodward and encompassing the blocks surrounding Comerica Park and Ford Field will be the Wildcat Corner neighborhood. The

plan for this area is to add on to the already large amount of development that the area has already seen to help solidify this area as the hub for professional sports. The two blocks between Woodward and Comerica Park that are currently surface parking lots are slated to be the sites of a combined 300 apartments and or lofts. Another parking garage will likely also be constructed in the area to compensate for the loss of parking. Finally a new building will be built opposite Comerica Park on Adams St., it will office space as well as retail or bar/restaurant space on the first floor and potentially have rooftop bleacher seating looking down into the ballpark. It will also be designed in a way that signifies the entrance to the neighborhood and helps to tie Ford Field and Comerica Park together.



Figure 32: Conceptual rendering of Columbia St. neighborhood.
Source: Olympia Development

4.2 – UNFOLDING OF EVENTS

First Rumbblings of Plans for a New Arena

As early as 1992, Mike Ilitch let his desire to build a new hockey arena be publically known in a *Detroit News* front-page article on February 19 of that year, that announced, “Detroit Red Wings owner Mike Ilitch wants to build a new hockey arena downtown near the Fox Theatre.” But in that same year Ilitch also bought the Detroit Tigers, and focus shifted to plans to build a new ballpark. However speculation continued about the building of an arena, reflected in a quote by landowner Blair McGowan in 1997 in an article in the *Metro Times* in which he said “We believe the plan is to use [sic] area west of Woodward as the site for a new hockey arena.” Ilitch had already by this time been buying up land around

Figure 33: Mike Ilitch
Source: *Detroit Free Press*



the Fox Theatre for years, and as part of the Comerica Park deal, he was also able to buy up land west of Woodward from Wayne County that the county had acquired through condemnation proceedings. (Felton) However it took until 2010 for the Ilitch organization to state that it was “definitely

committed” to building a new Red Wings arena in the city. (Felton)

Present day articles report that Ilitch and his organization have been “snatching up” and “hoarding” land in the current planned arena district for the last 20 years. (Bradley, Ellsworth) Described as taking “an approach that values surface parking over the built environment,” (Ellsworth) a repeated criticism of Ilitch and his organization is that they have allowed existing structures on the land they have acquired, in many cases historic, deteriorate, “letting it sit vacant and sad until the right time — apparently, now.” (Bradley) This has thus “turned wide swaths of downtown land into a literal wasteland and postponed development of a promising area for well over a decade.” (Ellsworth) A significant number of these structures have become abandoned, such as the Eddystone and Park hotels, or have been torn down, along with much of the streetscape that existed. (Ellsworth) Instead of preserving and/or

Figure 34: ODM owned parking lot with Eddystone and Park Hotels in background
Source: *mlive.com*



developing the existing urban fabric the Ilitch organization has allowed large areas to become abandoned and vacant, or turned into seas of parking lots, many of which are behind the Fox Theater and in the area just west of Woodward and north of I75, the site of the planned arena district.

CA's Inception

It was during this same year, 2010, that the stakeholder group that would become Corridor's Alliance started meeting to discuss the potential impacts that a new arena could have on surrounding neighborhoods, and what could be done to make it a positive impact. Although the site for the future arena was as yet unknown, the two areas most often indicated as potential locations for the arena were in Foxtown and the Lower Cass Corridor. (Corridor's Alliance, Letter to Eric Larson) In both of these areas the building of an arena would inevitably impact connectivity between Downtown and Midtown, and as Francis Grunow of the Alliance pointed out in an interview with David Muller of MLive, "plunking a big, 18,000-seat arena down without thinking about what was going to happen in Downtown and Midtown would have been a huge, lost opportunity." (Muller "Coalition Studying New Detroit Red Wings Arena ")

With an initial focus concentrated mostly on urban design issues such as connectivity, walkability, the impact of increased parking and the potential benefit of public transit, the scope of the stakeholder group's focus had started to expand by 2012 to a concern for social justice issues around expected development and the use of CBAs (community benefits agreements) to ensure that stakeholders in the affected communities would have a say in the

development process and the developer would be accountable to provisions agreed-upon by all parties. The stakeholder group, now describing itself as a CBA group, also began to meet more formally and adopted their mission and vision statement. (Corridor's Alliance "Statement of Interest," Letter to Eric Larson)

Events Leading to the Announcement of New Arena Plans

By the beginning of 2012 Olympia Development of Michigan, the real estate subsidiary of Ilitch Holdings, had enlisted the support of the Detroit Economic Growth Corporation (DEGC) and the Downtown Development Authority. These entities helped push for the passage of a bill in the State Legislature, HB 5463, that had been amended to help subsidize the construction of a new hockey area by allowing the DDA to capture school property taxes within its boundaries to provide 12.8 million annually for the purpose of supplementing the arena's cost, with the State of Michigan providing reimbursement for any shortfall in funds to the schools. (Felton, Bradley)

On December 4, 2012, two simultaneous events occurred. ODM publically announced its proposal for a \$650 million "catalyst development project" that would have as its anchor a new hockey arena for the Red Wings, but would also include funding for additional development surrounding the arena. No location for the arena was specified yet. On the same day in Lansing, the State Senate passed HB 5463. Senators who voted on the bill said afterwards that little information was available on the specifics of the bill and there was little discussion on the bill before the vote. This was followed by passage in the House, and two weeks later,

Governor Snyder signed it into law. (Felton, Olympia Development of Michigan)

Announcement of Initial Plans and Impacts on Neighborhood

It was just over 6 months later June 19, 2013 when the Downtown Development Authority (DDA) approved in a unanimous vote and publically announced a Memorandum of Understanding that had been agreed upon between ODM, Wayne County, and the DDA. The non-legally binding MOU, described by Detroit Economic Growth Corporation (DEGC) President and CEO George Jackson as a “framework,” for further development, delineated initial terms for an arena and ancillary development such as the anticipated location, size and capacity of the arena, catalyst area boundaries, the ownership structure, the financing, and the responsibilities of the entities involved. Picked up by the press, the MOU and public announcement gave the most concrete parameters for the long

Figure 35: George Jackson talks to the media after the signing of the MOU
Source: Crain's Detroit Business



speculated-on development than had been provided to the public to date.

These initial steps were hailed by leaders and local leaders as steps that would lead to development that would be a large boon to the City of Detroit. George Jackson of the DEGC asserted, “This project will leverage more than \$360 million in private investments, create thousands of new jobs, revitalize a significant area along Woodward Avenue to help connect the Central Business District to Midtown, and concentrate Detroit’s major league sports and entertainment venues in a way that is unique among urban centers anywhere in the world.” Mayor Bing, equally enthusiastic, said in a written statement, “I’m extremely pleased that a framework has been established for the development of a new downtown arena and a commercial, entertainment and residential district that will continue to add momentum to the transformation of our city.” (City of Detroit Downtown Development Authority *Memorandum of Understanding*, Shea “DDA, Red Wings Unveil \$650 Million Arena,” Muller “Plans for \$650 Million Detroit Red Wings Arena,” Gallagher “Plans for \$650 Million Wings Arena) What was not initially much to be heard in media reports was discussion on how the development would impact stakeholders in the surrounding communities.

On July 24, 2013 the board of the Michigan Strategic Fund (MSF), after hearing a presentation given by Olympia Development, approved the issuing of \$450 million in 30-year bonds to fund the construction of the new arena. The bonds would be repaid, as specified in the MOU, with 42 percent or \$188.4 million in funds provided by ODM, and 58 percent or \$261.5 million in public funds. This approval occurred one week after Detroit had filed for bankruptcy, the largest municipal filing in U.S. History. Although

assured through the media by officials involved in the process such as Jackson of the DEGC that the public funds would not come from city's general fund but rather through the capture of TIF funds from the DDA district, many have still criticized the use of public funds for a billionaire's development at a time when the City of Detroit was barely able to provide basic services and not able to pay off its debts. As one Detroit resident put it, "This plan is deeply flawed. That's arrogant to do that to a city that's bankrupt." State Senate Minority Leader Gretchen Whitmer echoed this sentiment, saying that "It's difficult to tell the residents of the city that this is more important than public safety or streetlights." (Bradley, Shea "Detroit Taxpayers to Fund 60 Percent of Red Wings Arena," Drape, Lessenbery)

Another ongoing point of controversy has been the manner in which Olympia has continued to acquire land in the area in recent years. Louis Aguilar reported in the *Detroit News* this year that since September 2008 there have been over two dozen transactions in the area involving the sale of blighted buildings and vacant land, with none of it being renovated or put to use. (Aguilar "Cass Corridor Apartment Dwellers get more time") In an article for *The American Prospect*, "Red Wings Give You Bull," Anna Clark refers to "shady deals" that "have blighted the shiny new arena's aura." She quotes another *Detroit News* article written shortly after the press conference announcement of the \$450 million bond approval that refers to its own reporting since 2012 of "on a series of mysterious land deals in the Cass Corridor—mainly involving blighted properties," (Clark) with speculation from different sectors that these properties were being accumulated for the purpose of building an arena. The article quoted by Clark continues on to say that "the deals have been cloaked in secrecy, with sellers signing

confidentiality agreements and buyers not revealing themselves through public documents.," but that ultimately it has come to light that the both the City of Detroit and Ilitch Holdings have been the buyers in the transactions. (Clark)

One of these land deals that gained negative publicity was an obscure purchase of three low-income apartments, the Berwin, Claridge, and Bretton Apartments on Henry Street just north of I75, just outside of the events center footprint and within the "catalyst area." On April 19, 2013, the low-income residents of the three apartments, including retirees, individuals on disability, and veterans who had been referred by non-profit groups, many of them who had lived there for a decade or more, some even close to thirty years, were sent a letter abruptly stating that a new owner

Figure 36: Bretton Hall at 439 Henry St.
Source: www.mlive.com





Figure 37: Residents of Henry St. apartments
Source: www.wsws.org

had bought the apartments and they would have to vacate their residence in 30 days. The original owner, Peter Mercier, added a letter apologizing for the abruptness of the notice, and stated that he had tried to negotiate with the newer purchaser for more time for the residents but this had been refused.

This story was picked up by the press, with exposés by the Louis Aguilar of the Detroit News, MLive, and even Fox News, in which interviewed residents expressed shock and frustration over the abruptness of the notice, and anxiety about finding a new place to live on in such a short amount of time and on limited incomes, like Cathy Griffeth who exclaimed “This is so wrong, it’s just so wrong. I’m on disability like a lot of other folks who live here. Do they really think we can find some other place just like that?” (Aguilar “Apartments’ Sales Will Oust Residents”)

Ultimately the sale fell through. On April 30, 2013 residents were informed in a second letter by Peter Mercier that he had been

able to extend their moving deadline to the end of June, and that he would give them two months free rent until that time. (Aguilar “Cass Corridor Apartment Dweller Get More Time”) On June 26, 2013, residents were informed that the sale was off and that they could remain in their apartments. However by this time many residents had already moved out, remaining residents were left feeling uncertain about their future occupancy, and there were further problems with the buildings as Mercer had stopped doing repairs. (Aguilar “Cass Corridor Residents Can Stay.”) One surmised has been that the bad publicity caused by press coverage of the impending sale had discouraged the new owners from continuing. (Clark)

Upon further investigation, it had become apparent that the prospective owner was an unknown entity. The April 23, 2013 Fox News report, which refers to a “mystery buyer,” found after getting ahold of Mercer’s wife, that even they didn’t know who the prospective new owner was. The report further refers to the sale, in the last few years, of properties in Cass Corridor to apparent “secret corporations,” and the speculation that the buy-ups were related to the publicized plans for a new hockey arena and entertainment district. Olympia Development was contacted by Fox News about their role, and a spokesperson responded that “Typically we refrain from discussing or responding to speculation.” (Asher)

The newscast also reports on the selling of the nearby Greater Detroit Cab Co., which had been in then owner Martin Diller’s family for more than 30 years, to an entity that he can’t identify either. Miller says to the reporter of the transaction, “It’s in the process, but I don’t know the amount. I don’t know who actually it is,” thus indicating in effect that he is selling his long-time

family business, but doesn't know how much he is getting, and doesn't know who he is selling to, adding "who wants to stop progress? Let whoever it is do what they want to do." In another interview George Boukas of Temple Bar explains to the reporter that in an offer made to him over a year ago. The person who approached him did not say who he was with because "They can't." Boukas also refers to the fact that those who are approached with an offer have to sign a confidentiality agreement.

A striking feature of the land purchases has been the high prices paid for derelict properties. Aguilar reports in a *Detroit News* article from October 2010 on the purchase of two derelict properties for as much as \$670,000 "in an area where the median annual household income is \$8,317." (Aguilar "Detroit Land Near Temple Bar") The notorious Temple Hotel, a dilapidated building in the arena footprint known for renting rooms by the hour, was reportedly sold to DTE Energy for \$3.7 million in October of 2013, (Reindl) to build a substation presumably to service the new Events Center. The highest priced land transaction, for \$20.4 million, was paid by the Ilitches for a three-quarter acre parcel with a one story building, on Sibley Street. Despite the secrecy of many of the land deals, Detroit City records indicate that "corporations under the Ilitch umbrella" paid almost \$50 million to private landowners in the area over the last seven years. (Guillen and Reindl)

The intended eviction of the tenants of the Henry Street Apartments followed a pattern in Detroit's history of displacing residents in the name of large scale projects. Some of the more notorious examples involved the destruction of entire communities, often of low-income or minority residents, as happened with the entire razing of the mostly African-American Black Bottom and Paradise Valley communities in the early 1960's to build I375 and

Lafayette Park, and the razing of a large portion of the Poletown community in 1981 to build the General Motors Detroit/Hamtramck Assembly plant. Over 30 years later, vulnerable citizens in Detroit are still susceptible to being displaced from their homes.

Corridors Alliance's Role Becomes More Active - Summer Meeting

On July 24, 2013, Corridors Alliance held their first community stakeholder meeting. More businesses owners than residents came out for this initial meeting. Mike McLaughlin, the government affairs attorney with ODM, and Greg Solomon, ODM's project director for the arena, attended as well. At the meeting CA outlined what was known at that point about the planned development, introduced themselves as an organization and explained their goals, and asked participants to identify in an anonymous written survey their three top concerns about the prospective development, and up to three potential opportunities that they could see coming out of the development. (Corridors Alliance, "Meeting Agenda")

To disseminate the results, individual replies were categorized into emergent themes, and percentage values given based on 28 respondents. (Corridor's Alliance, "Corridors Alliance Report") The top concern cited was displacement, whether of residents or businesses at 19.1 percent. This was followed by concerns about traffic and surface parking at 13.2 percent. Other concerns cited were related to issues around jobs and economic development, whether the physical development would of good quality, sustainable and engaging, a possible lack of neighborhood connectivity, preserving existing buildings and parks, affordability of

housing and goods, environmental impacts, impacts on health and safety, loss of neighborhood identity, and lack of green space.

Areas of possible concern were also in some cases seen as possible opportunities. Jobs and economic development, while a concern, were viewed a top potential for opportunity, at 18.7 percent. While displacement was a concern, the next highest cited area of opportunity was the anticipation of new residents and businesses coming into the area, at 13.3 percent. Other potential opportunities identified were related to walkability and transportation, notable quality development, neighborhood connectivity, re-energization of existing neighborhoods, sustainable mixed-use development, restoration of existing buildings and parks, new public and green spaces, increased diversity, support for schools and technology, new housing, and prevention of crime.

Around this time, members of CA also worked on the development of another community engagement tool that became known as the “Arena Game.” This interactive tool is based on a map of the Events Center area, and allows the participant to use building blocks, color coded to represent different uses such as residential, hotel, retail, office, parking lots, green space or other uses, to create in three dimensional form their view of what form the arena and surrounding development should take.

The Arena Game, portable so that it could be set up in different locations and different events, was designed to be used by people of all ages and abilities, not requiring knowledge of architecture or urban planning. Set up at different venues and events, the game was successful in engaging participants. It provided a means to better acquaint people with the location, to visualize and think about how different design plans might affect the locality and what would be most beneficial for the area and city,

and to start discussion, giving people a chance to voice their opinions, concerns and ideas. What proved to be somewhat of a challenge was finding effective ways to systematically record both the visual output of participants’ interaction with the game, and their verbal input as they discussed the development as represented in the game with facilitators and others. (Heidgerken “Application”)

City Council Hearing and Meeting with D4

On September 5, 2013, a public hearing was held for the future project by the Detroit City Council. Francis Grunow from CA spoke at the hearing, presenting CA’s position and goals in regards to the development and their planned collaboration with Doing Development Differently in Detroit (D4). He also discussed the results that came from the concerns and opportunities survey from the meeting in July.

Both the public and council members expressed support, concern and opposition to the planned development. George Jackson of the DEGC described the future project as a job creator and tax generator, and stressed that none of the funds for the project would be coming from the city’s general fund, saying that “If we have a funding source that is not raising taxes in the city of Detroit ... I think that ... basically, it would be kind of irresponsible of us to us to say, ‘No. We don’t want it.’” (cbslocal.com) Other stakeholders expressed support for the project. Joel Landy, a developer who owns more than 50 properties in the area, asserted “We couldn’t fill this hole for another twenty years...we have to fund it. It’s important to our success.” (Helms) Another supporter was Tony Stewart of the carpenters and millwrights union, saying



Figure 38: Joel Landy at 9/5 hearing
Source: Detroit Free Press

“We need jobs. I know from a fact, from my experience in dealing with everything the Ilitches have done ... we’ll get a fair opportunity to get city residents on jobs and get ‘em trained, so they can move on and get jobs on other projects ...” (cbslocal.com)

A lot of concern and outright opposition was also expressed. One of the most vocal of those speaking against the development was local business owner Jerry Belanger, who asserted that the DDA, instead of representing the interests of entrepreneurs in the whole DDA area, were representing the interests of one family. He also spoke out against Ilitch’s history of letting his properties sit unused until they deteriorate, tearing down historic structures, and the organization’s refusal of his offer to buy and restore some of these properties, saying, “I am in the largest



Figure 39: Jerry Belanger at 9/5 hearing
Source: Detroit Free Press

sea of blight in the city of Detroit.” (Helms) He also expressed the conviction that the Ilitches would build essentially a “compound” where suburbanites could come in and leave on the expressways without having “to rub elbows with Detroit.” (Muller “Detroit Red Wings Arena, Developers...”)

Other stakeholders expressed concern as to whether the developers would really come through on their promises to create jobs. Then Council member JoAnn Watson raised concerns as to whether the city would be adequately compensated for city-owned land transferred for the development, and that Olympia Development would pay all taxes and fees associated with the project. Other objections were raised by people such as Tom Stevens of the group Detroiters Resisting Emergency Management, who objected to the use of public money for the project. He

pointed out the lack of proof that sports developments provide spin-off economic benefit, and expressed his view that any project proposal that relies heavily on public funding “should be greeted with a great deal of public skepticism,” and of this project that “It’s about public money for connected insiders.” (Helms) Joann Jackson, a resident who spoke in opposition to the deal, pointed out, “Right now we’re in a bankruptcy.” She continued, “I feel that there will not be any jobs. You all have said that about the casinos. You all have said that about the ballparks,” and pointed out that there continues to be high unemployment in the city. (Helms)

This first public hearing concerning the arena project demonstrated that despite the fanfare from the media and leaders that surrounded initial announcements of the project plans, ambivalence and in some cases downright opposition existed to the proposal by people in the city.

On that same day in the evening CA’s steering committee met with staff and board members from D4. CA and D4 had started talking in the summer about a possible collaboration. At this meeting they discussed common goals concerning the arena project, what a formal partnership between the two organizations would look like, and next steps. It was agreed that D4 would bring to the table their expertise including with CBAs, jobs training programs, and labor, as well as their connections related to their work with organized labor in the city, in order for the two organizations to work towards their shared goals, including working for development that is inclusive and economically just, for community benefits, first source hiring, and building a larger coalition. It was agreed that members of D4 should join CA’s five member steering committee, and that the two organizations should become coalition partners. (CA, D4 Sept. 5 Meeting Minutes)

Subsequently Mary King, D4’s Executive Director, and Kris Miranne, D4’s Director of Monitoring and coalition building, met regularly and worked in collaboration with CA in the ensuing months.

Our Entry and 2013 Meetings

On September 18, 2013, this Capstone team started our formal collaboration with CA. The CA/D4 meetings that we attended were focused on building strategies towards the objective of building a larger coalition in the city, including with labor and community based organizations, and working with policy makers, primarily City Council Members, towards the end of negotiating a CBA with ODM. The meetings in 2013 that we attended were held on 10/17/13, 11/7/13, and 12/2/13.

During this time and in succeeding months, the strategies of CA and D4 evolved with the unfolding of events. During the meetings, especially at first, discussion included working through how the CA and D4 would interrelate and collaborate, and the respective roles each would play in the process. From there, discussion centered around issues such as what a larger coalition would look like and who should be part of it, and what CA and D4’s role would be in this, the original plan being that CA would lead the coalition, be the lead entity in negotiations with ODM, and take the lead in developing a CBA. D4’s support would include helping CA develop community organizational capacity, bringing in partners from D4’s own coalition including labor and environmental groups, and helping build a communication strategy.

Others issues that came up were whether experts should be brought in to inform the process, such as environmentalists or



Figure 40: Impact Area designated in yellow
 Source: Authors

landscape designers, the importance of CA keeping transparency in communications with the community and how to do this, the importance of getting residents involved as well as other stakeholders, and the best approach to take with the developer so that the coalition would be perceived as wanting to work with the developer rather than obstruct the development. (CA, D4 Oct. 17, 2013 meeting minutes) In line with MCD values, a priority was to

have community stakeholders involved in the process, so that any asks in negotiations with the developer would truly represent the community's needs and priorities. It was proposed that a series of stakeholder meetings be planned for January of 2014.

Another issue of discussion and analysis that came up at this time concerned what geographic area could be expected to be impacted by the arena and catalyst development, and it was agreed by CA and D4 members that it would extend well beyond the catalyst area boundaries designated by ODM and the DDA, and also beyond the general Lower Cass Corridor boundaries focused on by this Capstone team. Kristen Dean and Francis Grunow of CA developed a map identifying the "Impact Area," shown in f, and presented it at the November 7, 2013 meeting. Its boundaries encompass Lower Cass Corridor, the southern section of Midtown, Brush Park and the neighborhood of the Brewster projects, as well as MGM Casino, Comerica Park, Ford Field, and Grand Circus Park. These boundaries were agreed upon, and the next step was to identify the different stakeholders in the Impact Area.

During this time several city meetings were scheduled as well to discuss issues related to the arena development. One of these meetings was scheduled to be held by the Planning Commission on October 24, 2013, to discuss how the DDA funds would be used for the project and the appropriate use of funds for specific aspects of the project, but this meeting was inexplicably cancelled. City Council held two hearings in the fall, one on November 12, 2013 and a second on November 26, 2013, which addressed the arena development plan. These meetings, at which CA representatives spoke, commenced the discussion on passing two city ordinances, one to expand the DDA boundaries to include the catalyst area, and the second to amend the TIF plan in the City

Code to include the catalyst area in the collection of TIF funds and eligibility to receive those funds. Also on the table for discussion was the proposal to transfer 27 parcels of city owned land and 12 parcels of land owned by the City's Economic Development Corporation in the Events Center footprint, estimated to be worth \$2.9 million, for \$1 to the DDA. (Guillen and Reindl) Council approval of these proposals would be critical to moving the arena development plan forward.

Outreach to City Council - CA Meeting with Saunteel Jenkins

CA had during this time been making efforts to reach out to then City Council President Saunteel Jenkins as well as other Council members, and on November 27th, 2013, Francis Grunow and Kristen Dean from CA and Mary King from D4 met with Jenkins. Jenkins expressed her hope that community benefits could be written into the Concessions Management Agreement, which was scheduled to be voted on by Council on December 17, 2013, and asked Corridors Alliance to compile a list of community benefits that they felt should be included in the agreement.

CA Holds Two Community Meetings

While this opportunity to incorporate community benefits into the development agreement was more than welcome by CA, it greatly shortened the timeframe for the chance to gather the input that CA wanted from community stakeholders, so that the benefit asks would represent the priorities and needs of the community. The initial plan to hold meetings in January of 2014 had to be greatly accelerated, and it was decided that two emergency

community meetings would be called right away, one on December 4, 2013, for residents, and the second on December 9, 2013, for business owners. To plan the meetings, the CA steering committee, Mary King and Kris Mirianne from D4 and our Capstone team met on December 2nd.

Strategizing as to how to get the word out to as many stakeholders as possible about the meetings and how to most effectively gather input from attendees on the issues most important to them were key issues at this meeting. It was pointed out that while CA should send out an email to their email contacts to alert them of the meetings and an announcement should be posted on CA's Facebook page, these mediums would have limited reach in the community and non-internet outreach would be needed as well.

Francis of CA created flyers that advertised both meetings, and on December 3rd he and Alex of this Capstone team went out to put up the flyers in the Lower Cass neighborhood, while Lauren Hood flyered the Brush Park neighborhood. Francis and Alex put up flyers at residences including the apartment buildings in the area, informing people that we encountered in person as well. We also stopped at several businesses and orgs in the area, asking them to put up a flyer to let community members know about the residential meeting, and informing them about the upcoming business owner's meeting as well. The owner of Cass and Henry Market asked us about CA's stand towards the development, saying that he was in support of the arena. We explained CA's position that CA is not against the development, but wants to ensure that the community has a say in what happens in their neighborhood, and to ensure that the development benefits the community as well as the developer.

For gathering input, Kristen Dean of CA developed a format that presented 12 key issues that had been found to overlap in being perceived as both potential concerns and opportunities by stakeholders in the survey conducted at the July 24, 2013 meeting. She presented these issues graphically on an 8.5 by 14 inch sheet of paper to pass out at the meeting. Participants were asked to circle the issues that were important to them, with space to elaborate on what was important to them about the issue. For example, under the category “Jobs and Economic Development,” someone wrote that the construction jobs should pay livable wages, two other people wrote that the project should provide job training and jobs for Cass Tech students, while someone else voiced the concern that the project claimed that it would promote jobs and economic

Figure 41: 12/4 Residents Meeting
Source: Corridors Alliance



Figure 42: 12/9 Business Owners Meeting
Source: Corridors Alliance

development, but the writer thought this was false. One realization that arose at the first meeting for residents for those involved in conducting it was that not everyone attending was literate. Thus a point was made to record comments verbalized from the floor during the meeting as well. About 25-30 residents were in attendance at the December 4th meeting, with approximately 15 in attendance at the December 9th business meeting.

One stakeholder that especially stood out at the December 4th meeting was actually a business owner, Jerry Belanger, who attended the residential meeting as well, and had spoken so emphatically against the development at the City Council meeting that past September 5th. At the December 4th meeting, Jerry spoke out just as vehemently against the project, his voice rising to a

bellow as he continued to speak, and he ended up speaking for a good part of the meeting. He started off saying that he stood to make more money than anyone else present from the development, but yet he was very much against it, saying that Ilitch was taking over the area, and would turn it into “Ilitchville.” He expressed his opinion that people should be protesting against the development, and that CA was not taking a strong enough stance. This interlude was an unexpected outcome of the meeting, and caused everyone in the planning group to re-evaluate after the meeting was over. It was still felt by members of the group that protesting the development would not be a constructive or effective position for the group to take, but decided that CA should communicate to stakeholders that CA supported their choices, including if they chose to take a different route and protest the development.

The results from the survey given to participants at both meetings indicated that a top concern was once again the threat of displacement, both for residents and for businesses and organizations. Other top priorities indicated on the survey were issues related to traffic and parking such as the desire to minimize surface parking lots and concerns about reduced parking for residents, issues surrounding the claimed economic development that would result from the development such as whether jobs created would be living wage jobs, how pedestrian walkability would be affected and how the development would tie into the M1 system, and the preservation of existing buildings and parks. (Mirianne)

Submission of Community Benefit Request to City Council

On December 12, 2013, CA submitted a letter to Council President Jenkins with the requested delineation of community benefit requests, informed by the two community meetings, as well as a framework for a community steering committee that would be empowered, among other things, to help create and give final approval to a master plan. Titled “Events Arena and Catalyst Development Area Community Steering Committee and Community Benefit Requests” CA and D4 ask that all parties who sign the Concession Management Agreement “agree to partner with the local community to ensure both developer transparency and that the impacted community will benefit from the new, publicly subsidized, ‘Catalyst Development Area.’” (CA, D4 Letter to Saunteel Jenkins) The benefits requested in the letter fell under the general categories of construction and post-construction employment, affordable housing, displacement prevention and relocation assistance, small business development, design standards, environmental mitigation and construction best practices, historic preservation, development and preservation of green space, complete streets design, traffic, parking and transportation concerns, public safety, and community access to the Events Center.

Announcement of Approval of Completed CMA

Meanwhile City Council had made it clear that they would not vote on the expansion of the DDA boundaries or the land transfer agreement until it saw the final Concession Management Agreement, which as of December 12, 2013, had not yet been



Figure 43: DEGC Press Announcement after approval of CMA
Source: Corridors Alliance

submitted to City Council, which was scheduled to meet next on December 17th. (Gallagher “Red Wings Arena and Entertainment District Deal”) However on the 12th, Brenda Jones’ staff confirmed that Council had postponed the meeting until December 20th. On December 13th, The DDA finally voted in a meeting to approve the CMA with Olympia Development and send it to City Council, and on December 16th the DDA submitted the final CMA to Council, leaving the Council four days to review the 160 page document, before their scheduled hearing and vote on the 20th.

Other Arena News Before the Vote

It was also announced at the DDA meeting on the December 13th that Joe Louis Arena, the home of the Detroit Red Wings since 1979, would be demolished once the Red Wings move into the new arena, anticipated to be in 2017 or 2018, with a verbal

commitment from the State of Michigan to pay for demolition costs. (Shea “State Would Demolish Joe Louis”, AlHajal “State Could Demolish Detroit’s Joe Louis”)

Another issue that came up in the news during the week between DDA approval of the CMA and the December 20th Council meeting was the contention by the City that Olympia Entertainment, another branch of Ilitch Holdings, owed more than the \$2.6 million property taxes that arose as an outstanding issue at the end of 2012. In the August 2013 LPD analysis, it was reported that the Ilitch company owed an estimated \$50 to \$80 million dollars in cable TV revenues to the City accumulated since this provision had been included in a 1980 amendment to the lease of JLA to Olympia, and that it was unknown whether it had ever been paid. Olympia Entertainment, for its part, claimed that the City was not entitled to any such revenues, and over the years gave the city little information about its revenues, making it difficult for the city to accurately estimate how much Olympia Entertainment might owe. It was expected that discussion of an offer to settle the debt at \$6 million by the city would come up at the December 20th hearing.

Jerry’s Meeting

On December 19, 2013, the day before the Council hearing and vote, Jerry Belanger hosted a meeting at his business, the Park Bar, for a “presentation/discussion on the terms of ‘Memorandum and (sic) Understanding’ regarding the new arena.” that would “center on opposition to the expansion of the DDA zone.” (Muller “Meeting for Opposition”) The meeting, for some reason held before the end of the usual workday at 3:00, had about 15 business

owners and others attending including Kristen Dean and Tadd Heidgerken from CA and Alex Mueller from this Capstone Team.



Figure 44: Jerry Belanger conducting meeting Dec. 19
Source: www.mlive.com

Jerry asserted that the issue was not whether or not to have the arena, but that it was the terms of the development that were the problem. He said, “We’re going to sign a contract with the Ilitches that my great, great, great grandchild has to pay a bill to Mike Ilitch’s great, great, great grandchild.” Part of the frustration he expressed was that as he saw it, the city was not drawing a line, and that as a result, the negotiations were now a one way deal.

Another perspective came from Bill McMaster, who as chairman of the right-wing Taxpayers United Michigan Foundation, made an interesting ally to Jerry. In opposition to the development,

McMaster contended that too many details about the development were still not forthcoming, and that there should be transparency in ODM’s use of tax money. McMaster, who also showed up at one of the CA community meetings, has said that the state funding of the development violate the Headlee Amendment spearheaded by him and approved by voters in 1978, which limits how much money the state can spend each year.

Criticism of CA

Another unexpected component of the meeting was a conversation that Alex had with Jerry after the meeting, initiated by Jerry. For about 15 minutes, talking in his usual style at a high volume and in manner in which it was hard to get a word in edgewise, Jerry questioned CA’s legitimacy and intentions. Among the things he called into question was the legitimacy of CA’s claim to be comprised of stakeholders in the community. He criticized their focus on the CMA when the next day’s vote was on the expansion of the DDA’s boundaries. He asserted his conviction that after tomorrow’s vote the rest of us would have no leverage, and his belief that CA was in fact greenlighting the project.

The opinion about CA greenlighting the project had also come up in a post on CA’s Facebook page by Gregg Newsome, a Detroit writer and activist, in which he asked, “Why is Corridor’s Alliance greenlighting this deal instead of standing firmly against it?” These viewpoints were at odds with CA’s goals as we understood them through our collaboration with them, and indicated to us that despite CA’s efforts at outreach and communication of their message to the community, their message was still not getting across to everyone.

This Capstone team also encountered criticism of CA in a personal interview we had with George Boukas, the owner of Temple Bar. He personally expressed distrust of CA because of his understanding that they claimed to represent the community, which he felt strongly that they didn't. He also mistrusted their intentions, and expressed his suspicion that they were actually working in league with Olympia Development. He informed us that he had also heard a lot of distrust of Corridors Alliance and their intentions expressed in the neighborhood. He gave as an example of the community's experience with CA that when CA put up the flyers for the December community meetings, some of the people reading the signs had a low reading level. They could not completely understand the flyers, and misinterpreted them for building eviction notices, with CA's name on them. (Boukas) This indicated to this Capstone team very strongly that despite their attempts, CA was not getting their message across to community members, and did need tools for outreach to overcome this.

December 20, 2013 Council Hearing

On the day of the Council hearing in the Coleman A. Young Municipal Center, the decision was made for unknown reasons, although it was conjectured it had to do with crowd control, to hold the Council meeting in a smaller room rather than the 13th floor auditorium, the intended room for Council meetings. As a result, due to space restrictions, large numbers of people who had come to attend the hearing were not permitted in the meeting room as it started. Only those who had submitted a card to speak were guaranteed entry, and others were obligated to wait in a long line in the hallway on the chance that space might open up as people left.

Included in this line were Francis Grunow, Kristen Dean and Tadd Heidegerken of Corridor's Alliance, and Alex Mueller of this Capstone team. Comments were made by people in line, including by Tom Stephens of Detroiters Resisting Emergency Management, about the restriction of entry in what was supposed to be a democratic process. Francis and Kristen made it in as they had submitted cards to speak, but Tadd and Alex never made it in as at a certain point entry was denied altogether to people who were still in line.

At the meeting, many voiced concern about or objections to the development agreement and objections to the decision to hold the meeting in a room that did not accommodate the number of people who had come for the meeting, while there were also some who spoke in support of the project. Ultimately the Council voted to pass the two ordinances, voting 5 to 1 to expand the DDA boundaries and voting 4 to 2 to amend the plan for TIF funding to accommodate the new development. However Council delayed the vote on the transfer of city owned land to the DDA until February 4th of the next year. According to Council members it did so to maintain leverage so that remaining concerns within Council about the project were addressed, but that a main objective for the tabling of the land transfer vote was to ensure that more public input could be obtained with the goal of negotiating community benefits into the CMA. (Guillen "New Red Wings arena downtown wins financing approval") At this time none of CA's community benefits requests were incorporated into the CMA, nor was a settlement reached on ODM's reported debt.

The New Year - Community Input

On January first of 2014 the newly elected Detroit City Council took office. Five of the council's nine members had been elected into Council for the first time, including Raquel Castaneda Lopez, who was also appointed as a member on the Council's Neighborhood and Community Services Committee. Raquel met with representatives from ODM and the DDA early in January and initiated a plan to hold community meetings to form a "community project advisory council." She asked CA to help with an initial meeting that she planned to hold on January 15th at Allied Media Services to elect such a council. In working with Raquel on planning the meeting Francis expressed concern about identifying the community council as an "advisory council," and shared with Raquel

Figure 45: Jan. 15 Community Meeting with Raquel Castaneda-Lopez
Source: detroitcommunicator.com



Figure 46: Jan. 15 community meeting with Raquel Castaneda-Lopez
Source: detroitcommunicator.com

CA's conclusion that to really hold the developer accountable, an empowered Steering Committee should be formed. This proposal to identify and empower the newly to-be-elected body as a Steering Committee was agreed upon.

The January 15th meeting was the first of two meetings that Lopez held to get community input in the process. At the January 15th meeting, which over 100 people attended, the agenda focused for the first part of the meeting on informing community members on what was known about the development so far and concerns about the community impact of the development, presented by two representatives from the Legislative Policy Division and CA, as well as opening the floor for community feedback. One exchange during community feedback showed differing views of the catalyst area. One gentleman questioned what the concern was about, asking

“What’s down there now?” In his opinion, it is just empty land. This evoked a passionate response from Kevin, a resident in the catalyst area, who stated emphatically that it is not just empty land, that people live there, and that there are buildings and places of significance.

The main focus was on community nomination and election of what Raquel emphasized was an “Ad Hoc Steering Community” to initiate the process until a more permanent committee was elected. Raquel acknowledged that it was an imperfect process, but that with the short time frame it was the best option available. The election was conducted by using a dot system. Each voter was given the same number of sticker dots to put next to the names w that they were voting for, written up on large post-it notes. A voter had flexibility in that they could put however many dots they wanted next to a name, whether they did one dot per candidate, or put all their dots next to one name. The participants nominated residents, business owners and organizations in the impact area, and elected sixteen members to the committee, including two residents, Lopez and Rashida Tlaib, and 12 representatives from business and organizations in the area, including CA.

On 1/20/14 and 1/21/14 the approximately 10 representatives elected to the Ad Hoc Steering Committee met at Allied Media Projects to compile a list of community benefits that would be presented at the next scheduled community meeting the next day, Wednesday the 23rd, to be held at St. Matthew’s and St. Joseph’s Episcopal Church on Woodward, north of the New Center Area, and hosted by Reverend Joan Ross as well as Lopez. The compiled community benefits document, entitled “Community LTA Conditions,” included a delineation of the Impact Area, and like the document sent by CA to Councilwoman Jenkins on December 12th of

the previous year, defined the parameters of the proposed Steering Committee. It also included much of the wording of the December 12 letter to define the desired community benefits, with some alterations and additions, and included a few items added by City Council members. (Email Lopez January 22, 2013)

At the Wednesday the 23rd meeting at St Matthew’s and St. Joseph’s, also well-attended, including an ODM representative, Douglas Stevens, attendees were again given an update on the development by LPD with a question and answer session. In addition two members of the Ad-Hoc Steering Committee, including Lauren Hood, presented on what the committee had discussed over the last couple of days to develop the final Community LTA Conditions document, which was passed out at the meeting. Ad-Hoc member Stephanie Vaught of the Sugar Law Center emphasized the goal

for there to be accountability and transparency on the part of the developer and a say in the process on the part of the community. For the second half of the meeting, the different asks from the LTA Conditions document were put up on post-it notes again, and the dot system used for participants to indicate which items were most important to them. This would give

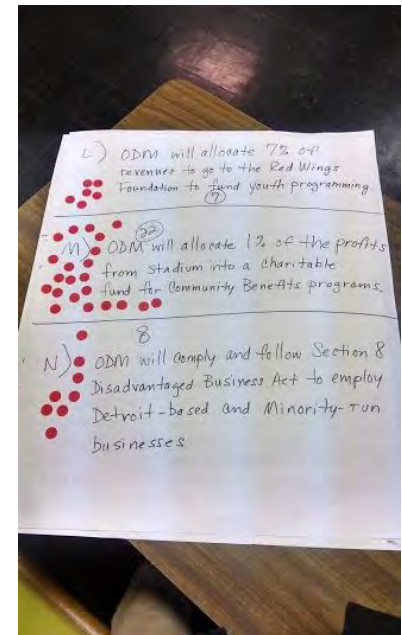


Figure 47: Dot system for community voting at Jan. 23 meeting
Source: Authors

Council overall idea of community priorities, with the plan of using this in combination with Council input to develop the list of community benefits requests to present to ODM at a meeting scheduled for Friday January 24, 2014. It was suggested at this meeting that two reps from the Ad-Hoc Steering Committee should attend the Friday meeting as well.

The January 24th meeting which included representatives from City Council as well as reps from ODM, the DDA, the LPD, and Lauren Hood and Eric Williams from the Ad Hoc Steering Committee went for three hours. It mostly involved negotiations with ODM over a final document prepared by Lopez's office and presented to ODM that was a compilation of the items on the Community LTA Conditions document that were voted on at the 1/22/14 meeting (all items were included no matter how many votes they received) and council's requests. The items on the document were gone over one-by-one with ODM saying yay or nay.

Ultimately ODM agreed to a minimal amount of the requests, approximately ten of the thirty-four presented to them in the "Requests" document, a document which in itself had become in many ways watered down from the original community benefit requests letter sent to Saunteel Jenkins by CA on December 12th, 2013. Many of the original requests and concerns going back to the community meetings the previous December had been largely filtered out by the time they went through the process of being agreed upon by ODM. Requests that did not make it to final agreement included those related to protecting residents and businesses from displacement, guaranteeing a minimum amount of affordable housing, a commitment to hiring a percentage of Detroit workers for post-construction jobs, guaranteeing family-sustaining wages, the restoration and adaptive reuse of existing and historic

structures in the area, using best practices during construction and demolition to minimize environmental impact, design standards that promote environmentally friendly design, connectivity, walkability, and green space, concerns about traffic and parking impacts on the neighborhood during events, a partnership between ODM and the community to ensure security that both protects patrons and residents, and ultimately, a steering committee. While neither member of this Capstone team was a part of this meeting, notes shared with CA by one attendee of the meeting suggested that ODM generally had the upper hand, saying "yes" or "no" to the requests presented to them, despite the presumed leverage that Council had in whether it would approve the land transfer, a decision which in reality could be overturned by the Emergency Manager.

On the same day, ODM presented at the meeting a document entitled "Developer's Commitment for the Establishment of a Neighborhood Advisory Committee and to Provide Other Community Benefits" delineating the benefits that they from their end intended to provide to the community. Many of the concessions in this document had already been put into the Concession Management Agreement, ODM appearing to perceive themselves as having already provided ample benefits for the community.

It is arguable whether certain "commitments" put forth in the ODM document were concessions in intended consideration of the community. One of three "investment commitments" is a commitment of \$367 million dollars in private investment. \$167 million dollars of this is the money they are putting into their own Events Center which they will be gaining all profits from. In addition the document makes a point of highlighting that an anticipated

\$100 million of \$200 million dollars in construction labor costs will be paid to Detroit workers, reflecting ODM's "commitment" to local hiring. However this is only a natural result of their obligation to comply with City Executive Order 2003-4 and 2007-1, which mandate that 51% of a developer in Detroit's construction labor force be Detroit workers. Apart from what is mandated or what was agreed on with the DDA, ODM does not commit to hard numbers in regards to post-construction hiring or investment in the community. For instance the document expresses ODM's "desire and intent to maximize opportunities for" local hiring for post-construction jobs, use of Detroit owned businesses for goods and services and provide development and training for Detroiters for promotional opportunities, but at the 1/24/14 meeting refused to commit to a percentage. Thus while ODM expresses admirable intentions in the commitments document, there is nothing to hold them accountable to their expressed intent.

In the document ODM also calls the shots in the delineation of a neighborhood committee, agreeing to a "Neighborhood Advisory Committee" rather than a "Steering Committee." While up to this point CA and others had expressed the importance of have a neighborhood council "with teeth," empowered to negotiate with ODM and monitor the development in representation of the community's needs as has been done with other large scale developments, ODM called for a body that will provide "advisory input" that ODM will "solicit and consider." At the same time the document asserts that "NAC should be an advisory body, and as such, should not assume authority that vests elsewhere," putting the developer delineated neighborhood body in its place. ODM defines the parameters of the Advisory Committee, for instance how long the committee would be in place, how often it would

meet, and what components of the development it would advise on.

Two additional public meetings were held by Council before the February 4, 2014 vote: a community meeting at Bethel African Methodist Episcopal Church on January 28th, and a public hearing specifically for the arena project at the Coleman Young Center on January 29th. At both meetings community members spoke up about the arena project. While a noticeable number of public comments on January 28th expressed concern or outright opposition to the development, one person comparing ODM's letting properties decline to Matty Moroun and another asserting that the \$600 million slated for the project could rehabilitate 10,000 homes in the city, a large amount of support was expressed for the project at the City Council hearing on January 29th, including clamorous audience support when anyone spoke in favor of the development. Many of those voicing support introduced themselves as employees of Motor City Casino, and it came out later that ODM had encouraged and even incentivized casino employees to come to the meeting.

City Council Land Transfer Vote

On February 4, 2014, despite the shortfall of concessions on the part of ODM, most of City Council either found enough to be satisfied with between the "ODM Commitments" document and concessions at the 1/24/14 meeting, or possibility felt enough pressure that they approved the Land Transfer Agreement by a 6 to 3 vote. In a written resolution by Council on the transfer approval, the Council cited the reason for its original delay on the vote "to reach out to the community and ensure Detroiters are included

fairly in the discussions surrounding this important development project.” The document concedes that “ODM has not adopted all of the proposals proffered throughout the negotiations,” but concludes that “the concerns which initially caused Council to defer action...have been addressed and that the economic development proposed in the Catalyst Development Project will benefit the surrounding area.” (City Council “Resolution Approving the Transfer of City-Owned Land” 2, 7)

Misgivings were expressed before the day of the vote by some city officials as well as by Councilwoman Mary Sheffield about the city giving away the land for \$1 instead of its full value of \$2.9 million when the city was going through a bankruptcy and Ilitch had paid up to \$50 million dollars to collect other parcels of land in the footprint. Bill Bradley in his article quipped, “What Olympia

Figure 48: City Council during the Feb. 4 land transfer vote
Source: Corridors Alliance



couldn't snatch up for the better part of two decades, it has now bought for the quite agreeable price of \$1...Rather than sell the land at market rate, the city is giving them the rest the same way you sell your younger sibling your old car - \$1, but just for the title transfer.” (Bradley) These misgivings were overshadowed by the arguments that the city would be more than compensated by the jobs created and increased property values, and that because the land has been unutilized, it had created no value for the city up to that point anyway. (Guillen and Reindl)

Councilmembers Brenda Jones and James Tate voted against the land transfer because of ODM's refusal to guarantee that a specific percentage of the post-construction jobs would go to Detroit workers. Tate referred to his experience with ODM, explaining that he had called them to discuss a percentage, but they did not return his call. He was quoted as saying, “When you don't get any response, to me that is an indicator for how the rest of this relationship will go.” Castaneda-Lopez also voted against the deal; she gave as reason the lack of a strong community benefits agreement. (Guillen “Detroit Red Wings New Stadium”)



Figure 49: Council President Brenda Jones and Council Members Saunteel Jenkins and Mary Sheffield on Feb. 4
Source: Detroit Free Press

Lopez had been encouraging community inclusion in the process from when she got involved at the beginning of January. After the final vote she released a statement to her colleagues and community members in which she expressed recognition that the final agreement with ODM fell short of an actual community benefits agreement, but correspondingly pointed out the reality that any decision the Council made could be overturned by the Emergency Manager. She wrote that although she thought negotiations with ODM did result in a stronger agreement, “I could not compromise on my belief that strong community benefits should be a part of this agreement,” but that she thought the agreement was a step in the right direction for Detroit. She concluded, “We cannot continue to support development for development's sake and community engagement should happen from the start, not as an afterthought of these types of projects.” (Castaneda-Lopez “Dear Colleagues and Community Members.”)

Planning for the Neighborhood Advisory Committee

ODM’s delineation of a Neighborhood Advisory Committee (NAC) and other concessions fell short of the original intent to negotiate a community benefits agreement with an empowered Steering Committee. At this time CA members still expressed a determination to advocate for a CBA, even if this goal was separate from the process of forming a Neighborhood Advisory Committee. However CA became very involved in the process of the formation of the NAC.

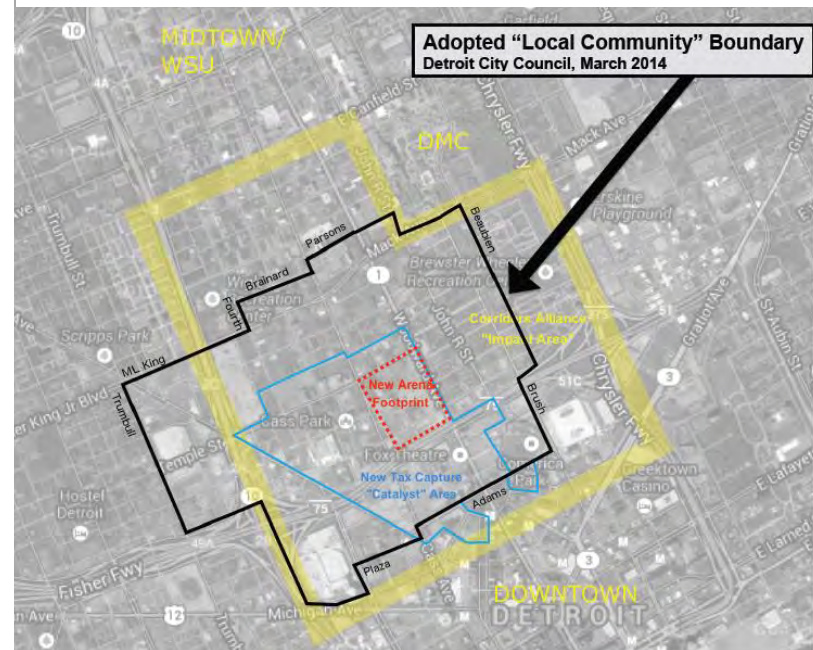
On February 5, the day after the land transfer vote, ODM announced their appointment of Rod Blake, the company’s director

of real estate and development, as their liaison to the NAC. (Muller “Olympia Names Rod Blake”) However at this early stage much had not yet been decided on as to the formation and parameters of the NAC. Two key issues that would need to be hammered out were what the composition of the Committee would be and from what geographic boundaries representation on the committee would be drawn from.

Council’s Delineation of “Local Neighborhood”

As the intent for the NAC was that it would be a committee representative of the community in order for stakeholders in the community to provide input, it was necessary to define what the

Figure 50: “Local Neighborhood” boundaries as adopted by Detroit City Council
Source: Corridors Alliance



“community” was, and to determine the appropriate geographic boundaries of this community. In order to do this City Council’s Planning and Economic Development Committee met twice in February 2014, on the 14th and the 20th in meetings open to the public, to discuss and determine what the geographic boundaries of the area would be that the NAC would represent, which was designated the “local neighborhood.” By February 27th the Council Committee had finalized their decision on the “local neighborhood” boundaries and passed a resolution establishing them. The local neighborhood boundaries, as shown below, encompass almost all of the catalyst area, all of Lower Cass Corridor, the focus of this team’s Capstone, and the greater part of the Impact Area as defined by CA. Also included in the local neighborhood are Brush Park, MGM Grand Casino, and a substantial section of the area west of the Lodge that includes Motor City Casino. Parts of the Impact Area that are excluded are lower Midtown, the Brewster neighborhoods, and Ford Field. (Detroit City Council “Revised.”)

Structure of the NAC

In their allowance for a Neighborhood Advisory Committee, ODM in their Commitments document did follow the structure proposed by the Ad Hoc Steering Committee (although the Ad Hoc Committee’s proposal was of course for a permanent Steering Committee) of a membership of 12-16 members. 25% of the members would be appointed by City Council and 75% of the members would be selected by the community. Council passed a resolution confirming this. Council also determined in their resolution that they would appoint their four reps from the city-at-large and that they would seek, but not limit their choice of

appointees by area of expertise. (Detroit City Council “Resolution Regarding the Detroit City Council’s Appointments.”) It remained for a process to be decided on for choosing the 12 reps from the community.

Community Meetings to Elect the NAC

Although Raquel Castaneda-Lopez had voted against the land transfer deal and expressed disappointment in the final concessions, she remained very involved in the process of defining and creating the NAC. On March 10, 2014, CA sent Council Members Raquel Castaneda-Lopez and Mary Sheffield a letter with recommendations for the selection process for community members for the NAC, for the purpose of creating “an inclusive process which we believe will result in a meaningful engagement of the local community in selecting their own representation on the NAC.” Many of the recommendations from CA became part of the process in the ensuing weeks.

CA recommended a three-part series of community meetings for this process. The first would generally educate stakeholders on the purpose of the NAC and be the time for stakeholders to decide on the selection process. Nominations would be accepted during the second meeting, and community members would vote on the candidates at the final meeting. Castaneda-Lopez set a community meeting to be held on March 26, 2014, with the goals that CA suggested for the first meeting for community members within the “local neighborhood” boundaries. Raquel requested that CA secure a meeting place within the community. At a CA/D4 meeting on March 19th to plan for the 26th meeting Alex suggested the Burton Theater owned by Joel Landy as

a venue, Francis sent an email request to Landy, and Landy promptly agreed to host the meeting at the theater.

Unfortunately the meeting was not well-attended. Raquel had sent email reminders to a list of over 100 from the previous meetings on March 21st and 25th, and CA also sent a reminder to their list serve on the 25th, but only about 21 people showed up. Only four of the attendees were from the local neighborhood, including Francis, and only four people were African-American. In an interesting informal discussion in which people were generally standing in a circle and talking in the small theater area, Linda Campbell of People's Platform spoke up to express that she felt that the group assembled was not representative enough of the community to give a true representative vote, and this was generally agreed upon. Kevin, a resident who had only learned about the meeting the day before, felt that the time frame had been too short for spreading the word about the meeting, and felt sure that more people would have come if they had been given more notice. It was suggested that the evening's agenda to have the community vote on the selection process for the NAC should be tabled for two weeks in order to have time to reach out to more constituents.

The dilemma was that time was not unlimited for the process, and the debate over limited time versus the importance of a representative vote went on for some time. It was expected that there would be a Council hearing and vote on zoning issues for the arena in about two months, and Raquel stated that she was limited in the time and resources that she could devote to the process, and that she would have to rely on people in the room more to move things forward. Francis proposed that three dates be set in April for the three part process proposed by CA and D4 on March 10th. The

first meeting would be two weeks away on April 9th to allow for outreach, and the 2nd and 3rd meetings would be on the following weeks on April 16th and 23rd, with the goal of the NAC being seated by May 1, 2014. This was generally agreed upon by the group present.

The challenge now was to reach people in the community to increase attendance at the next meeting. As a major component of our Capstone Project, Dan and Alex developed an outreach plan that we implemented over the next several weeks. More detail about the development and implementation of this strategy is in Chapter 6.

April 9, 2013 Meeting

The focus of the April 9th meeting, run by Raquel and attended by about 40, was on having attendees from the local neighborhood decide by vote on the process for electing candidates for the NAC. This and the following two meetings were held at The Block at Cass Park in the former S.S. Kresge World Headquarters building, across from Cass Park, Cass Tech, and kitty-corner to the Masonic Temple.

Attendees voted on several components of the process for the selection of NAC members including eligibility requirement for those who would serve on the NAC, whether expertise was required of the NAC members and what expertise voters would like to see, what the nomination process would be, who would be eligible to vote and how would their eligibility be verified, and would absentee voting be allowed. Different potential requirements were proposed by attendees and debated on briefly. Some preliminary issues were voted on by a show of hands, and the main voting was done using

the dot system once again. Some of the main outcomes of the votes were as follows:

Eligibility to serve on the NAC

- Residents in the local neighborhood
- Representatives from community organizations/non-profits/institutions/churches or their designee
- Businesses/property owners or their designee

Expertise not a requirement but community would like to see people with the following skill set

- Knowledge of community needs
- Resident with community organizing/knowledge
- Historic preservation

Eligibility to vote

- Residents in the local neighborhood 18 or older verified by
 - Utility bill
 - Lease/rental agreement
 - ID
 - Business/property owners verified by
 - Tax bill
 - Business license
 - One representative from each community organization/non-profit/institution/church verified by
 - Official letter from Institution which names the representative
-

It was also decided that Raquel would mail residents in the local neighborhood, approximately 1100 altogether, telling them of

the NAC election and asking them to spread the word, that each individual could only have one vote, even if they were a multiple property or business owner, that nominees would submit a letter of intent and resume by the April 16th community meeting and present their platform then, and that absentee voting would be permitted. (See appendix C)

April 16, 2014 Meeting

At the April 16th meeting, attended by just over 25, nominees or their proxies stood up to announce their candidacy for the NAC and to give a brief description of their background and platform. Altogether there were thirteen candidates for the twelve potential NAC seats. Two of the candidates became involved with the help of Team Cass. When calling Joel Landy to remind him of the meeting Alex suggested he could run for the NAC if he was interested. He took her up on this, and she sent him the information needed to do so. When Alex called Steve Genter,

Figure 51: April 9th NAC meeting – Formation of NAC
Source: Authors





Figure 52: April 17th NAC meeting – Nomination of candidates
Source: Authors



Figure 53: April 9th NAC meeting - Formation of NAC
Source: Authors



Figure 54: April 9th NAC Meeting - Formation of NAC
Source: Authors

General Manager of the Masonic Temple to remind him of the meeting, he expressed interest in running for the NAC but would not be able to make the meeting and had not known until too late about the nomination process. So Alex asked the attendees if they would allow him to be nominated and turn in his information in the next couple of days. The meeting participants approved of this and Alex nominated him by proxy. Richard Etue, another NAC candidate and better acquainted with Genter, gave a brief description of Genter's background.

Other notable individuals who ran included Francis from CA, Jason Gapa, a young man finishing his Master's in Public Policy at Wayne State who lives in the Henry Street Apartments, Andrew Zander, a man in his thirties who works at the Red Cross on Mack, Warner McBride, a gentleman from Brush Park whose parents had moved there in 1930 and who had been a professor at Howard University and was described by another attendee as "the hardest man working in Detroit," and Ray Litt, the 83 year old Vice President of the Cass Alumni Association.

Some of the concerns brought up at the meeting both by candidates and other stakeholders included the following: While Delphia Simmons, Quality Improvement Director at COTS was speaking, a participant expressed the concern that the developers wouldn't want low income people around, and Simmons observed that "low income people are still people." A couple of other candidates brought up the need for there to be a place for both high income and low-income residents, with Karen McLeod, a thirty year resident asserting that having both Section 8 and market rate housing "works in our neighborhood. Another issue brought up by a couple of candidates was the need for the development to provide jobs for people in the local community, Otis Mattis, Director of the Detroit Veterans Center emphasizing the need for vets in the neighborhood to have access to some of these job opportunities. McLeod also observed that there were "a lot of broken promises" with the Ilitches in the building of Comerica Park, and that she

hoped that the NAC would not be "just a rubber stamp committee." One resident at the meeting expressed the hope that the candidates would continue to advocate for these community concerns, saying, "I hope you will assert yourself against these dynamic forces that will be pushing back." Another resident succinctly asserted about the different issues being raised, "We need a voice in all of that."

April 23, 2014 Meeting

The final meeting was set up for people to come and place their votes, without a formal gathering being held. However the room was still bustling with activity. People from different walks of life, including most of the NAC candidates, were milling and talking, and several news reporters were in attendance. In addition post-it notes were once more put up around the room on different topics related to the development such as the use and maintenance of Cass Park, design and signage, or traffic and transportation, for people to put up concerns and suggestions for the NAC to address. Substantially more people were in attendance than at both of the previous two meetings. During the process Dan helped answer questions for voters who were at the voting tables. Dan and Alex were interviewed by Cassie Basler from WDET, and were on camera for the Channel 2 News report of the meeting.

Raquel and her assistance Jeff Nolish asked Dan and Alex if they would assist as witnesses to the vote count after all of the votes were in, by having each of us tally the votes as they were read off by Raquel and Jeff, to see if the final total of each matched up. The final voter total, including absentee ballots, came to 85. Every voter could vote for as few as one candidate or as many as 12 candidates. Delphia Simmons got the most votes, at 58, and all of the candidates were voted onto the NAC but for Joel Landy.

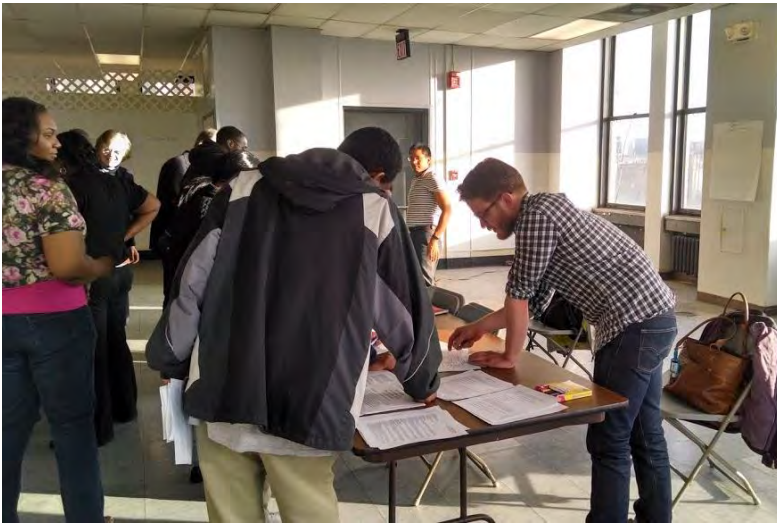


Figure 56: April 23rd NAC Meeting – Voting
Source: Authors



Figure 55: April 23rd NAC Meeting – Voting
Source: Authors



Figure 58: April 23rd NAC Meeting – Voting
Source: Authors



Figure 57: April 23rd NAC Meeting – Voting
Source: Authors

4.3 – COMPARISON TO OTHER DEVELOPMENTS

Comparison to Pittsburgh and the Consol Energy Center CBA

The community benefits agreement between the Pittsburgh Penguins and the Hill District neighborhood in Pittsburgh is generally regarded as one of the best and most successful CBAs for a sports complex. The agreement was reached after long negotiations with the developer that ultimately resulted in the neighborhood being provided with many amenities in agreement for their support for the project.

Though the outcome was ideal, the process to get there was far from it. When plans for a new arena were announced, many community members had serious issues with the plan, the Hill District is an area of Pittsburgh that is low income and heavily minority. Some of the residents remembered the last time the city had built an arena, also in the same area, and how the city had chosen a poor, minority area to build the arena in, because they would be able to clear the land without as much trouble. Much like other slum clearing projects in the mid-20th century, the construction on Civic Arena in 1961 had obliterated much of a thriving neighborhood.

The current residents of the Hill District wanted to make sure that with this new arena, they would have a voice over what was about to happen in their neighborhood. The neighborhood began organizing quickly after finding out that the new arena would also be located there. Community groups started joining together to form a united front against the developers of the new arena. Unfortunately it wasn't so easy to unite everyone in the community. The main group that had been forming found out that there was

another group also claiming to represent the neighborhood, and the developer had been meeting with both of them separately, hoping to ultimately play them off of each other and meet neither of their demands.

Luckily the two opposing community groups were able to work out their differences and make some agreements about what they would like to see in their community. After all, all of the different groups in the Hill District ultimately wanted the same thing, community benefits. The developer on the other hand just wanted to build their arena and be done with it. They had no interest in dealing with the extra demands that a CBA would put on the project, and proceeded to move forward with their plans.

The united neighborhood took on the name of the One Hill Coalition and partnered with the city-wide organization, Pittsburgh United. With a united front and support from a larger organization, they were able to build up a stronger resistance to the development as it was. After a strong resistance, which included stunts such as burning the proposed agreement between the developer and the city live on TV, they ultimately negotiated a CBA that they were happy with.

The CBA is considered to be so successful because it is broad reaching and included features from most of the areas of benefits that are normally asked for in a CBA. This includes things like developing a master plan for the Hill District with strong input from the community, providing \$2 million to help establish a grocery store in the neighborhood, the development of a community multi-purpose space, and \$6 million to promote community and economic development in the neighborhood. It also included agreements to provide jobs for the residents of the Hill District giving them first consideration for jobs, both during the

construction of the arena and once it was complete. Those jobs were also promised to be family sustaining, meaning that they would pay at least \$12-30 per hour and include benefits (One Hill Coalition). In exchange for these compromises, the developer was assured that they would have the support of the community, and that they wouldn't experience any more resistance to the plan.

In comparison to the development of the CBA in Pittsburgh, is Detroit, where the process went very differently. Corridors Alliance organized as soon as there was indication of a new arena, but they did not do enough to unite the community around the cause, at least not quickly enough. The development proceeded quickly, partially because of interest in moving things quickly by the city which was under emergency financial management, and partially because that management would have made city council resistance to the project essentially meaningless. As it moved along CA continued to gather input from the community and plan for the best way to work towards a CBA, but they didn't involve the community as much as would have been ideal, and the community never developed a united front to push for the benefits that they themselves wanted.

Detroit has had a long history of developers doing what they want in a community. Perhaps it is because in Detroit, any development is seen as good development, and nobody wants to be seen as obstructing investment in the city, perhaps it is because a developer with millions of dollars is just able to have a much stronger voice in the discussion, never letting others be heard. Whatever it is, after many years of new projects, and residents seeing no hope of their voice being heard, maybe the residents of the Lower Cass Corridor had given up. Their population was small

and spread out anyways, maybe they just didn't see a point in fighting the developer that they knew would win in the end.

Pittsburgh had support throughout the neighborhood, and in large numbers right from the start, even if everyone wasn't on the same exact page. Detroit on the other hand saw apathy amongst the residents. The push for a CBA, particularly what would have been potentially the first CBA in Detroit, needed to have a strong backing, and it just wasn't mustered in this case. In Pittsburgh, the fight continued to be fought hard until the ultimate goal was reached, but in Detroit, once the Neighborhood Advisory Committee was created, it seemed as if everyone just accepted that that was the best they were going to get, and they stopped pushing for more.



*Figure 59: Consol Energy Center, Pittsburgh, PA
Source: pgh-sea.com*

Chapter 5

The Large-Scale Development:

*Community Outreach for Community
Benefits*

The Large-Scale Development: Community Outreach for Community Benefits

This framework endeavors to delineate the actions that a given organization can take that has the mission to ensure that the needs of a community are met, in which a large-scale development such as the Red Wings development project that is being initiated in the Lower Cass Corridor neighborhood in the City of Detroit by Olympia Development of Michigan, is taking place. In a community in which such a development is taking place, it is important for the well-being of the community that two main needs are addressed. 1. That the community's interests are protected during and after the time that the development takes place, and 2. That the community along with the developer will benefit both economically and in other ways from the development taking place in their neighborhood. Since the 1990s, many communities have organized to negotiate with large-scale developers for community benefits agreements (CBAs), although other approaches are possible. (Salkin and Lavine 292-293) An organization with the mission to advocate for the community in this way will need to successfully reach out to the community in order to accomplish this. To do this, the following goals are endpoints to help the organization succeed in this mission.

5.1 – FRAMEWORK

This outreach framework has been organized into primary goals and subsequent objectives to be met in order to reach the goals. The objectives in turn have been broken down into

strategies, and then tactics for implementing the strategies.

5.2 – GOALS FOR SUCCESSFUL COMMUNITY OUTREACH

Goals to be met to accomplish successful community outreach for an advocating organization for a community that will be impacted by a large development in its vicinity:

- To gather input from community members and organizations in the neighborhood or district where a large new development has been planned, to determine what issues are most important to the community as relates to community needs
- If the need to advocate for community benefits has been determined from community input, to garner support in the area to be impacted to advocate for community benefits
- To build a coalition that will empower the community to negotiate with the developer

5.3 – ROLE OF ADVOCATING ORGANIZATION AND THE FORMATION of a COALITION

With these goals in mind, an effective role for an organization advocating for the community's needs in relation to a large-scale development project is to act primarily act as a coalition builder. Salkin and Lavine state the importance of building a coalition as the first step when the goal is to negotiate a CBA (Salkin and Lavine 320). A successful coalition creates alliances amongst people and groups that might not usually work together, increasing communication and breaking down stereotypes that might prevent

a community from working together. It can enable these stakeholders to pool their resources and eliminate duplication of efforts, as well as concentrate the community's focus on the issue. A coalition also enables a community to maintain consistency in their approach to the issue. (Community Toolbox Ch. 5, Sect. 5) Salkin and Lavine point to the danger of developers balkanizing groups in a community and appeasing the requests of only a few stakeholders to appear to have community support, as was done with the Atlantic Yards development in Brooklyn. In this case they this was especially easy for the developer to do, because a coalition had not yet formed. (Salkin and Lavine 322) The main goal should be to recruit community stakeholders in the formation of a coalition. However in addition it is also important to involve policy-holders such as local political leaders and state representatives that can add credibility to the mission and be able to influence public policy.

The first step in starting an organization with the mission to advocate for community needs in the face of a large-scale development project would be the formation of a core group of a few individuals and organizations concerned about the issue. A core group will have more manpower, connections, and probably more resources than an individual, and with more people involved will probably have more standing with potential new members. It is important that this core group include community members that will be most affected by the development. (Community Toolbox Ch. 5, Sect 5) A core group endeavoring to build a coalition would work to connect with stakeholders in the area that will be impacted by the development, such as organizations, businesses, and residents. The group would help these stakeholders unite to find common ground and then would act as a catalyst and relationship builder to

help the stakeholders form a coalition that would represent the neighborhood or district's interests in regards to a development project. The ultimate goal would be the formation of a coalition that can effectively negotiate with the developer, comparable to One Hill Coalition in Pittsburgh, who successfully negotiated a CBA for the arena development for the Pittsburgh Penguins.

5.4 – OBJECTIVES

Six objectives have been delineated:

1. Discern what strategies will be most effective in a given community for connecting with stakeholders and then implement them.
2. Determine what strategies will be most effective in a given community for gathering needed input and then implement them.
3. Build relationships with different stakeholder groups such as residents, businesses and organizations for the purpose of developing a coalition
4. Ensure that the different stakeholder interests are represented and included in the developing coalition, from business owners to low-income residents
5. Take actions to ensure that the coalition building organization is viewed by the community as representative of the community
6. Reach out to other organizations or municipal entities in the city that are likely to support the community coalition's goals to gain their support as well as policy makers.

Objective 1: Discern what strategies will be most effective in a given community for connecting with stakeholders and then implement them.

- Hone down the advocating organization's talking points both in written and verbal form, in order to succinctly communicate its purpose so that it can be readily understood by people of different backgrounds.
- When doing community outreach, one is limited in what one can do according to the available resources and manpower. For instance one or two people working on their own time may be able to organize a block or two to address a local concern, but beyond that they will probably be stretched too thin. In addition, lower income communities generally take more time and resources to organize. (Dobson 5) If the geographic scope of the area being impacted by the development area is large, consider seeking funding to hire a full-time staff person to organize community outreach.
- Potential manpower and help in outreach could also come from local students, such as high schools in the area as well as local universities, particularly from students majoring in related fields, such as Community Development, Architecture or Urban Planning, or through any community service or service learning programs offered at those schools.
- Most importantly, help with outreach should come from residents or other stakeholders such as business owners, as they are more likely to already have direct relationships with community members.
- Inventory stakeholders to be contacted.

- Create a map that shows the locations of the different stakeholders in the geographic area to be affected, including residences, businesses and organizations, in order to have a visual inventory of stakeholders involved and discern the degree of impact of the development on different stakeholders.
- Use this inventory to create a contact list and compile contact information, identifying key potential individual contacts within stakeholder groups such as individuals within human service or neighborhood organizations, block captains or apartment managers.
- On the contact list, determine and compile information needed to most effectively contact stakeholders, whether addresses, phone numbers, emails, names of key contacts in organizations, etc.
- Assess the pros and cons for a given community of typical outreach tactics, including the following: (Community Toolbox Ch. 5 Sect 5)
 - Face-to-face contact (door knocking, talking to people out in the community, meetings)
 - Phone calls
 - Email
 - Personal letters
 - Mass mailings
 - Flyers and posters
- In general, outreach methods that involve the most direct personal contact, such as face-to-face meetings over emails, are the most effective. (Community Toolbox Ch. 5 Sect 5) When possible, try to utilize these methods.
- However the effectiveness or feasibility of different outreach methods will also vary depending on the dynamics

of a community as well as the resources available for outreach. Ascertain what methods of outreach will be most effective for connecting with different stakeholders in a given community.

- For instance flyers or emailing may be an effective way to reach some individuals, but will not be an effective way to reach individuals with limited literacy or limited access to technology.
- In these cases individuals might be more effectively reached through human service organizations in the area, outdoor outreach activities, or through their neighbors.
- Stakeholders involved with the developing coalition will be able to help inform the best way to reach others in the community.
- Decide amongst the core group which initial contacts should be made and who in the group already has these connections, to start the process of community outreach.
- Detroit Future City had multiple layers of outreach in their process from the Steering Committee and Process Leaders who had more advisory roles regarding civic engagement goals to trained community Ambassadors and Street Team members who did more of the on-the-ground engagement. (Detroit Works Project Long Term Planning 329, Stanard) As the developing coalition gets larger and expands its scope, it may want to consider following a model similar to this.
- Identify and rally the help of the key people in the community that have the connections and capacity to get ahold of people in a relatively short amount of time to

organize significant numbers of people in the community to attend meetings and activities or to convey information.

(Cross)

- These individuals could be anyone from clergy, business owners, and leaders in long-standing community organizations, to grassroots leaders in the community. This will be more efficient and likely more successful than members of the core organizing group trying to solely reach out to community members on a door by door basis, especially if manpower is limited at the start of the process.
- As more residents get involved, ask for their help doing outreach on their own blocks and in their apartments. They have better access, residents may feel more comfortable being contacted by their own neighbors, and residential leaders would also be in a better position to introduce neighbors to each other. In apartments, the building managers would potentially be good point-of-contact persons for people in their apartments.
- For meetings and other outreach activities, if there are funds for it, include food. As pointed out in the University of Kansas Workgroup for Community Health and Development Community Toolbox, “sharing food is probably humankind’s oldest and most basic expression of friendship and common ground,” giving people something to talk about and a central point to gather around. (<http://ctb.dept.ku.edu/en/table-of-contents/maintain/reward-accomplishments/celebrations/main>) The inclusion of food, when included in a flyer about the upcoming activity, may

be the added impetus to get people interested in coming, and can help free people up, for instance, if the meeting is being held in the evening so they don't have to worry about dinner.

- This would be a great opportunity to support neighborhood businesses by buying food from them, and also provide an interesting and common talking point at the gathering.
- Depending on the expected level of participation and neighborhood dynamics, a potluck could also be held.
- When the weather permits, hold outdoor activities that allow people to dialogue. Outdoor activities that are visible to passersby have the potential to engage community members that might not be drawn to or easily reached for an indoor meeting, such as those who have limited literacy, but who may be drawn in if they pass by and see an activity going on.
 - Such activities could include neighborhood clean-ups, barbecues in a common area such as a community park, and/or setting up tables to get input from people. An activity that involves community members in the process, such as in a clean-up, could potentially give community members a sense of agency in their community, as well as a chance to meet others who live there.
 - Other possible activities include beautification plantings, outdoor community art projects, the creation of an outdoor community chalkboard (pictorial as well as written,) or performances by neighborhood amateur groups, such as high school bands or amateur theater

groups.

- Hold meetings within the community as an opportunity for community members to meet and get to better know each other, to inform these stakeholders about issues surrounding the development, and to collect input from them as to what their concerns and hopes for community benefit are.
 - On meeting sign-in sheets, ask participants their preferred method of contact in order to discern the best methods to reach out to people in the future.
 - When holding community meetings, take a few minutes at the beginning for a getting-to-know-you exercise in which participants partner with one other person and take 5 minutes to share something about themselves based on a particular chosen topic. The topic in this case could be what your connection to the neighborhood is and a brief description of what the neighborhood means to the person. Each partner would then stand up and share a one minute summary of the other person's responses with the group.
 - At initial meetings, inform community members on what has happened so far in relation to the prospective development. Leave plenty of time for stakeholders to ask questions, express concerns, and make suggestions as part of the agenda.
 - In preparation for these meetings, plan ahead what questions to ask to gather input and decide on how this input will be collected and disseminated.
- Meeting venues - Potential meeting sites could include anchoring institutions in the area such as community

centers or other public spaces, neighborhood organizations such as CDCs, schools, theaters, or libraries, start-up business hubs with available meeting space, or businesses such as restaurants or even bars and pubs.

Objective 2: Determine what strategies will be most effective in a given community for gathering needed input and then implement them.

- Holding meetings in the community to gather input
 - Hold focus group meetings using storytelling in which residents and others describe their experience of their neighborhood, as a method to gather information about the needs of the neighborhood. For instance hearing a description about the difficulty that a resident may have in meeting a need such as getting groceries may give more detailed information than simply stating that the neighborhood needs a grocery store. (*Streets of Hope* 102) Information could be gathered both through note taking and/or audio recording.
 - For focus group meetings create large maps that can be drawn on, and as part of a focus group, have the group give feedback as to what they would like to see in the development area, or impacted area on the map. Have major landmarks on the map labeled to orient participants. Both writing and drawing could be used to express ideas, and could be drawn by either a facilitator (such as an architect or planner, or if someone in the community is discovered to have drawing ability), or members of the group itself. If the focus group is large enough to break into smaller groups, see if common

themes emerge. This could be used to either focus on the design of the development, or to focus general needs of the neighborhood that should be addressed in a CBA. This could be used as a written recording of ideas.

- The Arena Game developed by Corridors Alliance is an example of an interactive map, using different colored blocks placed on a large map to symbolize different uses and sizes of buildings that could be built in the area, from large hotels and office buildings, down to small commercial spaces lining a street. This could be used in tandem with the map recording as a three dimensional way to visualize the space for idea creation that could then be recorded.
- A Roaming Table can be set up in various parts of the city or neighborhood in an area with high foot traffic. The table can have information that the group is trying to spread to community members and it should also be staffed by people that actively are talking to people as they pass by and gathering their input. (*Detroit Future City* 331)
 - The roaming table can be set up in a variety of locations, such as a busy public space, an entertainment district, a residential area, or a popular community business such as a grocery store.
 - The people working at the table should have a form where they record the thoughts of the people they are interacting with, either during the conversation or afterwards.
- Door to door polling
 - Local high school and college students can provide

much of the manpower for this work, as part of a class project or an extracurricular activity. Incentives for participation could include prizes or simply a pizza party to celebrate their good work.

- This polling is very time intensive, but it can also gather input from people that are not accessible through other means, such as the homebound, or people that just don't leave their house often.
- People doing the polling should have a standardized form that they fill out with information from the people they talk to, and it should also include a section for any ideas that don't fit into the standardized categories.
- Attend meetings of other community organizations in the area, tell them what the Advocating Organization is trying to do in the community and gather their input on the needs of the community.
 - As a group of community members that are already involved in the community, already established community groups can provide a high level of expertise on the needs of the community, though many groups may specialize on one aspect of the community, but when combined, the ideas from these groups can provide a good basis for the needs of the community as a whole.
 - Ideas from these meetings should be recorded and incorporated into the broader collection of all community input.

Objective 3: Build relationships with different stakeholder groups such as residents, businesses and organizations for the purpose of

developing a coalition.

- Have sign-in sheets at initial community meetings with the option to provide contact info, to develop a contact list for future meetings and outreach activities. By coming to the meetings, these stakeholders have already expressed interest in the process.
- Encourage person-to-person education about the mission.
 - As the advocating organization acquires more members/community involvement, ask these stakeholders to inform others in the neighborhood about the mission.
- Connect with other organizations in the neighborhood
 - Other organizations have been around for a long time and have more established relationships with the community. Ask them for assistance in reaching out to individuals within their own networks.
 - These organizations can both connect to individuals in the community and offer advice on the best ways to reach these people directly, and may know key members of the community who have the connections to reach out to larger numbers of people.
 - If the advocating organization doesn't already have a contact within an organization, look at the staff directory on an organization's website to see if there are any staff members whose job title indicates they focus on community outreach/relations. Alternatively, contact the leader of the organization. If potential involvement is something that the executive would be interested in but has limited time to be involved in, ask if there is a person within the organization that would

- be good to contact for further communications.
- Along with directly contacting community organizations, have a representative of the advocating organization attend some of the regular meetings of these organizations, to spread the message that the advocating organization is trying to build a coalition to represent the community, and to gather input on what that part of the community views as important.
 - Reach out to churches in the area that will be impacted, to garner support from both church leaders and residents within the congregations. Churches outside of the impacted area may also have members in the affected area, and be interested in supporting the cause as well. (Hook)
- Identify key members of the community that act as grassroots community leaders, whether residents, business owners, or individuals from organizations, churches etc., and dialogue with them to inform them of the advocating organization's purpose.
 - If they come to support the organization's goals and feel they have agency in the organization, they may be willing to support and join the advocating organization's work, and communicate its mission to other members of the community. Ask for their help. These individuals may have an easier time connecting with people in the community rather than professionals who may want to work for the good of the community, but who may not be seen as part of the fabric of the community.
 - Identify and recruit emerging and unofficial leaders in the community to the developing coalition, such as business owners, youth that have the respect of their peers, or leaders of neighborhood groups. They may have a better pulse on the community's sentiments on the development and will likely have the direct trust and respect of community members.
- Be aware of potential roadblocks to forming a coalition in the community. These could include a lack of existing relationships between different stakeholders in the community, reluctance on the part of organizations to share resources, a history of unsuccessfully working together or even contentious relationships between some groups as well as divisions along racial, ethnic, class, religious or political lines. These obstacles will have to be worked through and a level of trust built between groups before a coalition can be successfully formed. (Community Toolbox Ch. 5 Sect.5)
 - If there are members of the community who have expressed opposition to the process and/or advocating organization, meet with them, ask for their input, and invite them to become part of the coalition to contribute their ideas.
 - To do this, personally invite the person to a one-on-one meeting with an existing member of the advocating organization, to hear their concerns and inform them of the coalition's true purpose.
 - Especially explain that the advocating organization's purpose is to create a coalition that is made up of the community, as opposed to imposing itself on the community.
 - As soon as possible get stakeholders involved in the

process.

- Encourage all that have become part of the developing coalition to become involved in planning and major decision making. The more community members feel ownership of the coalition, the more they will invest their time and efforts in its goals, and the more they will want to work through conflicts. (Community Toolbox Ch. 5 Sect 5)
- According to the University of Kansas Workgroup for Community Health and Development Community Toolbox, people are more likely to support a cause if they can feel effective in doing so. For community meetings, along with conveying information and asking for input, create ahead of time a list of doable items related to the effort, such as tasks related to reaching out to neighbors that people at the meeting can be asked to help with.
- The likelihood of people getting involved with an issue can be anticipated by looking at five “person-situation” variables. These variables are a person’s perceptions of 1. Whether or not they feel they have skills to contribute to the situation, 2. How bad they perceive the problem to be, 3. How much they feel can actually be accomplished, 4. How important the issue is to them, and 5. How much personal duty they feel about getting involved. (Dobson) If challenges arise in trying to rally members in the community to work in support of the advocating organization’s goals, consider if any of these variables can be addressed to encourage people to get involved.

- Set concrete, reachable goals. This will help build successes early on that will keep people motivated to stay involved. (Community Toolbox Ch. 5 Sect 5)
- As victories are achieved and support gained, keep people in the community informed about this momentum to keep them encouraged that this endeavor is succeeding.
- Recognize and acknowledge all contributions. While a business owner may be able to provide space for meetings, an unemployed resident may be able to contribute a substantial amount of time to do neighbor-to-neighbor outreach. Both contributions are critical to successful organizing.

Objective 4: Ensure that the different stakeholder interests are represented and included in the developing coalition, from business owners to low-income residents.

- Scales of Impact - The development is going to impact/affect different areas of the impacted area differently depending on how close they are geographically to the development. Address the different scales of potential community impact of the development. While the goal should be to engage and make connections with the whole impact area, particular attention should be focused on the needs of residents and entities in the immediate area surrounding the development.
 - The potential coalition could consist of more members that are close to the development and a smaller representation of groups and individuals that are further away/will be less affected by the development.
- Ensure that those stakeholders who will be most acutely

impacted by the development have representation in the coalition.

- Concentrate outreach efforts in the geographic area within or closest to the development boundaries.
- When community meetings are held, an effort should be made to hold a certain percentage of these in the area most immediately impacted by the development to keep focus on the needs of this area.
- Utilize outreach methods described under Objective 1 that are geared towards reaching hard-to-reach populations that may for instance have limited access to social media or may have limited literacy.

Objective 5: Take actions to ensure that the coalition building organization is viewed by the community as representative of the community.

- If an organization starts to form around the issue without immersing itself in the community from the start there is the real risk that before long the community will see the organization as not having legitimacy to represent the community. Make sure the community stakeholders are involved in the process from the beginning stages of organizing.
- Communicate to stakeholders that the advocating organization is being formed to represent the community and that its goals are intended to align with the goals of the community
- Ensure that the advocating organization gets the input of the community, incorporates it, and keeps an open channel of communication with the community about how it is

implementing this input.

- Encourage community stakeholders to join the coalition, and in doing so take control and ownership over the process, from finding solutions, to acting as spokespersons, to doing outreach.
- During the development of the coalition, work to ensure that the coalition is representing the diversity of the community.
 - Stakeholders that become actively part of the organization should maintain self-awareness as to whether representation of the interests of different groups within the community is being maintained.
 - If it is seen that representation of community groups is becoming lopsided, make an especial effort to reach out to groups in the community that may have become left out in the process.
 - Work to ensure that members of disadvantaged and minority groups have agency in the coalition.

Objective 6: Reach out to other organizations or municipal entities in the city that are likely to support the community coalition's goals, and gain their support. Also reach out to broader based policy makers, for instance those at the state level such as state representatives.

- Reach out to organizations in the larger local area that may support the goals of the community coalition. For instance in the case of the Red Wings arena development plan, organizations throughout the city that are not necessarily in the boundaries of the area impacted by the development have both voiced and given support, such as Doing

Development Differently in Detroit (D4), Community Development Advocates of Detroit (CDAD), and the Southwest Detroit Community Benefits Coalition.

- Connect with municipal entities that have a role in the development, from council members and development authorities to planning departments. Determine what role they are playing in the development, what their viewpoint is towards it, and dialogue to express the community's concerns about the project.
 - In the case of Detroit's Red Wings arena development, where community members and preservationists have been concerned about losing historic structures, it could have been beneficial to reach out to Historic District Commission to solicit their support for the preservation of historic structures that have been threatened by the development.
 - Again in Detroit's case, while several key Detroit City Council votes determined how the development would move forward, several of the Council members expressed ambivalence about the development as plans for it progressed, with one Council member becoming very involved in attempts to get community input. With municipal entities that may determine the course of the project, continue to keep the needs of the community and how the development may affect the community in the spotlight for these entities.
 - Another municipal entity that determined the course of the arena development project in Detroit was the Detroit Economic Growth Corporation (DEGC) and the Downtown Development Authority (DDA). Persistent

attempts to dialogue with them by community groups may have kept them better informed about what the community expectations were for the progression of the development.

Chapter 6

**Implementation of the
Outreach Framework**

Implementation of the Outreach Framework

The need to reach out to more members of the community to increase participation at the community meetings for the NAC community selection process fit in naturally with our determination to do a small scale implementation of our outreach framework. At the poorly attended initial community meeting on March 26, 2014 to determine the selection process for the NAC, both of us realized that the need to reach out to more community members to get them involved would be a great opportunity for us to get involved in outreach. We proposed this to CA, who readily accepted the offer of help with outreach. There was less than two weeks until the first meeting on April 9, 2014, so our time was limited. This Capstone team sketched out a preliminary strategy for this focused outreach effort (see Appendix A) that emphasized among other things, as much person-to-person contact as possible, whether by phone or in person, enlisting the help of people in the community to contact others, brainstorming these potential people that could help, and using resources we had created such as the mapping. We emailed this to the CA and D4 members and met with Francis and Kristen of CA on April 2 to further strategize.

While the initial plan was that everyone in the CA/MCD collaboration would participate in outreach, ultimately this Capstone team ended up carrying out the bulk of the outreach. As agreed in the meeting, we approached outreach from several different fronts, including personalized emails, passing out flyers and talking to people in the neighborhood, and making phone calls. To start this process we organized CA's accumulated contact list, an Excel spreadsheet of over 250 names, and honed it down to

contacts that were within the "local neighborhood boundaries," a list of a little over 100. We then reorganized the alphabetical list by affiliation, so contacts fell under one of several categories: organizations, churches, businesses, citizen district council members, residents, apartments and other housing, and others. Individuals from organizations were subcategorized by name of organization, likewise with churches, CDC members were organized by CDC, and residents were subcategorized according to which neighborhood they live in. The contact information on individuals was a combination of email addresses and/or phone numbers, and in some cases, street addresses. This reorganized spreadsheet was saved as a separate spreadsheet and titled "NAC Contacts."

6.1 – OUTREACH FOR the APRIL 9, 2014 MEETING

Emailing Contacts

In the days leading up to the April 9, 2014 meeting this Capstone team created three email templates to send out to residents, organizations, and businesses whose email address was available on the contact list, and shared these and the reorganized NAC Outreach contact list with CA members on Google Drive, with the idea original intent being that everyone would choose people from the list that they had a personal connection with in order to send a more personalized email. Ultimately this Capstone team sent out all of the emails but one sent by a CA member to a contact they were acquainted with. We sent the rest through Corridors Alliance's general email. Depending on the recipient, contact were sent either an email geared towards Residents, Organizations, or

Businesses, but with the greeting personalized to the recipient, with the flyer for the upcoming meetings attached.

The email started off by emphasizing to recipients that the development would directly impact them as stakeholders in the community, and then informed them about the upcoming NAC meetings and the importance of community participation in the process. They were asked to both come to the meetings and pass on the information to their customers, clients they serve, neighbors, etc. Altogether almost 90 emails were sent out. Raquel sent out an email to her contacts in the community as well.

We also reached out to Rashida Tlaib by email, who thanked us for giving her the information on the meetings, and that she was aware of them. However she had already committed that week to meetings around the minimum wage campaign and the pet coke issue at River Rouge and Ecorse, but that she would keep in touch with Raquel during the process.

Passing Out Flyers and Walking the Neighborhood

Francis of CA created a flyer that announced the upcoming three meetings for electing the NAC with information on the goals of the meetings, location, dates and times, and a map of the geographic boundaries of the NAC “local neighborhood.” One concern about the flyer, though it relayed the important points about the upcoming meetings and goals, was that the amount of written information would be a challenge for individuals with limited literacy, thus making it important to have person-to-person contact as well. One hope outlined in our focused outreach strategies for the NAC meetings was to identify people in the community who would have connections with others to pass on the



Figure 60: Flyering the Neighborhood

Source: Authors

information, such as business owners, people working within the organizations that served the community, and people with a connection to residents.

Dave Dobbie from the Cass Corridor Neighborhood Development Corporation had agreed in conversation with Dan at the March 26 meeting to help with outreach in the apartment buildings that the CCNDC owns in the “local neighborhood” for the meetings. While Dan offered in an email to Dave that we would pass out flyers and notify residents of the meetings if Dave would give us access to the buildings, Dave asked Dan to forward the flyers and said that CCNDC staff could take care of it.

Francis posted flyers at Cass Park, the Henry Street Apartments, and the Ansonia apartments. On 4/7/14 and 4/8/14 this Capstone team passed out, posted, and left copies of flyers at businesses, organizations, and apartments. While doing this we also talked with the people we encountered at these locations and

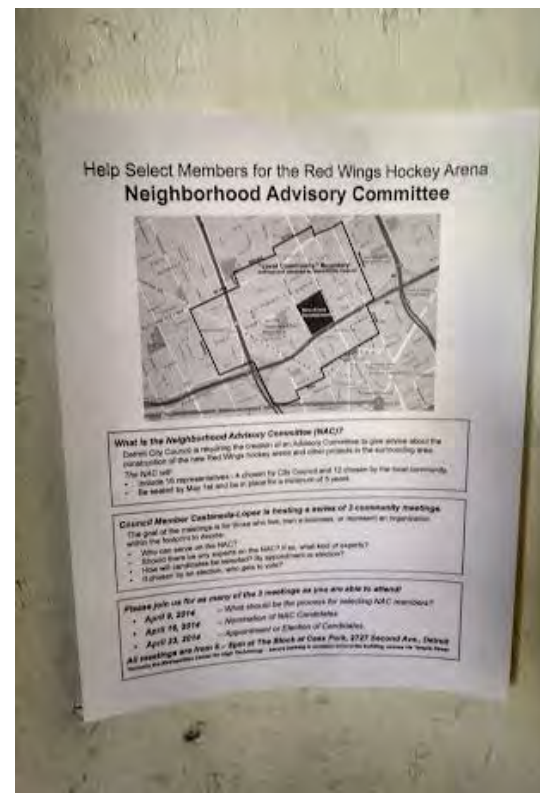
in the larger “local neighborhood” area. We explained about the purpose of the NAC in relation to the prospective arena development in the neighborhood if people weren’t yet aware of it, and the upcoming meetings. Business owners, apartment supervisors, staff and others we encountered agreed to put out the flyers and in many cases to let people know about the meetings. We were able to use the mapping of businesses, organizations, and residents in the area that we had already created to target our outreach.

We had good conversations with people, finding that people were generally quite receptive to our approach, and many expressed interest in coming. Among our interactions: The business owner of The Source Style on Woodward wasn’t sure if he could make it but asked us to please bring up as an issue the drug dealing that was going on around his business every day. In going into the Vietnam Vets of America and finding that it was open but no one was around, we set off an alarm going into a second doorway but no one appeared to be responding to it. We later found out that the organization was closing/moving. Even though Showcase Collectibles had recently closed for business, we found a couple of the former owners inside still cleaning up, who said they were interested in coming and would post it on their Facebook page. One man who lived at the Arcadia Apartments who took an interest in what we were doing was run into by Alex a little later in another part of town, and he greeted her enthusiastically and expressed his intent to go to the meetings. One of the clients who hang out outside of the NSO center in the neighborhood approached us as we walked out from dropping off flyers, asked us what we were about, so we explained it to him, gave him a flyer, and encouraged him to come. No one answered when we tried to

get in the Heather apartments, so we posted a couple of flyers and then encountered a resident who was coming in, so we gave him a flyer as well as explaining it and encouraging him to come to the meetings, and tell others. We found that not everyone in the area knew about the prospective development when we talked to the receptionist at the Red Cross. We also got a hold of Joel Landy when calling the number outside of his Addison Apartments to get in. He asked us to take 10 flyers to his J and L Auto Shop instead, and he would make sure they got circulated. He also asked us to represent him with a statement at the meeting that he would email us, because he couldn’t make it himself.

A question that came up several times was whether we thought the development was a good or bad thing. We explained the viewpoint that it depended on how it was implemented. It could have either a positive or a negative impact on the community, and the NAC was a way

Figure 61: NAC Flyer posted at business
Source: Authors



to get the community needs represented to help foster positive results for the community. With the viewpoint in mind held by some that the NAC fell short of what was needed for community representation, we stressed that the NAC might not be the most ideal solution, but it is all we have at this point for the community to have a say. In the two days that we walked and passed out flyers in the neighborhood we made contact and left flyers with 17 businesses, 6 apartments or residential complexes, and 12 organizations, the majority of them human service, within the local neighborhood boundaries. Approximately 5 others were not open when we tried them.

While our focus was more on the emailing and walking the neighborhood before the April 9 meeting, we did make a few calls, including to St. John's, where we had not made contact up to this point. Alex got ahold of the office manager, Harriet Mottley, who was very receptive to the call and hearing about the meetings, asked us to forward the information to her, and said that she would pass the information on to others at the church. Ms. Mottley didn't make it to the first two meetings, but attended the April 23, 2014 meeting with another person from St. John's.

6.2 – OUTCOME – APRIL 9, 2014 MEETING

Our outreach efforts appeared to have a positive impact on the attendance at the April 9th meeting. We recognized people at the meeting that we had talked to in the neighborhood, and as far as numbers attending, there was a noticeable improvement over the attendance at the March 26th meeting with thirty five to forty people attending over the original twenty one. Just over twenty people attending were from the local neighborhood compared to

the four at the last meeting, and seventeen of these were residents. At the meeting Mary King from D4 remarked that the outreach efforts of this Capstone team had made a noticeable difference in attendance over the last meeting. In a follow up email she thanked us again for our outreach efforts, writing, "As we saw last week, it is paying off...I'm looking forward to another well-attended meeting on Wednesday - thanks to your continued efforts!" Kris Miranne followed up on Mary's email saying, "if it had not been for your outreach efforts last week, there would not have been the turnout we saw. Outreach is tedious, difficult and sometimes just plain frustrating but you got a good start that Corridors Alliance can continue to build upon."

6.3 – OUTREACH FOR the APRIL 16 and 23, 2014 MEETINGS

Phone Calls

In passing out flyers and emailing stakeholders before the April 9 meeting, our focus and the information conveyed in this initial outreach had an emphasis on introducing people to the overall process and purpose of the NAC as well as informing them about the first meeting. For the second and third meetings to nominate and vote on candidates for seats on the NAC, Team Cass intended to send out emails again to remind people on the contact list about the final two meetings, but also decided to reach out to people by making phone calls. Francis from CA offered to send out the reminder emails from the CA email, and before each of the second and third meetings Team Cass called those on the contact list within the local neighborhood boundaries for which a phone number was available, a total of about thirty five contacts.

Some recipients were already aware of the upcoming meetings and for them it was mostly a reminder call, but others were not aware of the NAC or did not have much information on it, so it was an opportunity to explain to them about the purpose of NAC and the final meetings. Our emphasis in both the messages we left and our direct contacts, was that it was important to get as much community participation as possible in electing the NAC, so that the community's interests would truly be represented by the NAC. People on the phone sounded interested, and several said they were already planning on coming. Several people asked us for information related to the meetings to be emailed to them, which we did.

During our calls for the second meeting Joel Landy the developer and Steve Genter, General Manager of the Masonic Temple, both expressed interest in running for a seat on the NAC. Alex also sent an email to George Boukas, owner of Temple Bar, even though he had expressed mistrust of Corridor's Alliance. She encouraged him to consider running for a NAC seat, because of his connections and involvement in the neighborhood. However he didn't show up for the meetings. After talking to staff at Detroit Rescue Mission Ministries, Alex also sent a personal email to Dr. Chad Audi, President of the DDRM. In it she informed him about the NAC, its purpose, and the meetings, requested that he send a representative to the meeting, and that the information about the meetings be passed on to DDRM clients. Barbara Willis, chief operating officer of the DDRM, did attend the meeting, explaining that Dr. Audi had asked her to come to represent the DDRM.



Figure 62: Talking with voters at April 23rd meeting
Source: Authors

6.4 – OUTCOMES – APRIL 16 and 23, 2014 MEETINGS

Not as many people showed up for the April 16 meeting as had for the April 9 meeting, just over 25 people signing in on the sign-in sheet, but a large number of the people there were there were either there to nominate themselves or nominate a candidate who could not make it to the meeting. A notable number of attendees were from the organizations in the area.

For the April 23rd meeting to vote on the candidates significantly more people attended than at either of the previous meetings, with eighty five voters total, including absentee voters. Many of the people observed by this team at the meeting were new faces from the previous two meetings, and we heard it reported that a couple of the human service organizations had bussed people to the meeting. The voter turnout appeared to be a diverse mix of people, including residents, professionals (whether residents or

from the organizations), people from the organizations and from churches, and business owners. At least 10 of the candidates were present as well.

6.5 – REFLECTION

Team Cass, in our involvement with the outreach and meetings for the election of NAC, felt a part of this process, a process that Raquel and her team felt to be groundbreaking and historic. It appeared that our involvement had had a positive impact on the community involvement in the meetings and elections, helping to make the NAC more representative of the community in their work with ODM. Even if not everyone we reached out to attended the meetings, it helped promote awareness of the issue and the NAC. We found that when we had a concrete purpose when doing outreach, as we did when doing outreach for the NAC meetings, we were able to create a strategy and effectively carry it out, while in contrast, when we were trying to figure out a way to do outreach in the community earlier in the Capstone process, without a concrete objective it was difficult to come up with an approach that seemed to make sense.

6.6 – OUR PROJECT and the MCD FOUNDATION

The HOPE Model

The four elements of the HOPE model are key to the MCD program. A well balanced project should include elements of all four within it. Human, organizational, physical, and economic

development when balanced in a project, create a very powerful force.

Human development was key to the success of this project. The outreach framework sought to gather input from the current residents and stakeholders of a community and through organizing them and helping them work together, allowing them to develop a strong voice for their own community so that they can express their needs and wants to more powerful entities. Our implementation of the strategy endeavored to connect people in the community and give them agency in the process of electing members of the NAC.

The outreach framework was designed to assist an organization to connect with more members of the community and allow that organization to better serve its community. The framework also focused on strategies for coalition building which would bring multiple organizations together for a specific cause. Combined with the work that we did to help Corridors Alliance work towards being a strong organization illustrates a strong organizational development element to the project.

In terms of physical development, the project includes a detailed analysis of residential, organizational, and commercial buildings in the focus area, as well as an analysis of the neighborhood as a whole. It looked at the changes that would happen to the neighborhood with the construction of a large arena and how those changes would affect the rest of the neighborhood. The project also included research on the design of stadiums and how the facilities can impact the surrounding areas.

From an economic development standpoint, the project included research on the economics of stadium construction, and designs that will result in more economic growth. The project also

analyzed the economic plans and financing for the new Detroit arena specifically.

The 3 Ss

What were the impacts of our project when looked through the lens of the MCD tenets of Service, Social Justice, and Sustainability? We embarked on all components of our project with the hope that they could potentially be in service to our partnering organization and the community in the Lower Cass Corridor that would be impacted by the Detroit Events Center and Catalyst Development. In providing demographics and mapping to Corridors Alliance we hoped to provide them with information and tools to better understand and reach out to the community, in order to better serve the community. Our Outreach Framework was also developed with the hope to provide Corridors Alliance with a framework and tools that could help in their endeavor to effectively connect with the community and build a coalition. In our implementation the service we endeavored to provide was more on the ground. We hoped to connect with as many people in the community as possible to engage them about the imminent development in their neighborhood, and encourage them to get involved in the process of creating and electing a committee that is intended to represent them.

In our development of the Framework and our implementation we were also very concerned about social justice issues. Both were done with the intent of ensuring that the community's needs were represented in the development process and that a big developer would be held accountable to the community that will be greatly impacted by the development. We

also hoped that by documenting the unfolding of events surrounding the planning of the development that we would provide a record showing how hard it still is for communities in Detroit to have their voice heard when large-scale developments are planned and initiated in their neighborhoods.

Our project may have addressed issues of sustainability more obliquely, though in our research we looked at issues such as how the design of a sports facility will affect the functioning of the locality that it is in. Will it promote the long term viability of the community around it, or could it be potentially destructive to the community's survival? A large part of the goal of getting the community to the negotiating table with a developer is so that they can advocate to preserve the things that make their community what it is. We also hoped to promote the sustainability of Corridors Alliance as an organization in our recommendations to them and in providing the Outreach Framework so that they could continue to serve the community. It appears that with the establishment of the Neighborhood Advisory Committee that if Corridors Alliance does continue to function as an organization, that it may do so in a different form and with a different role than it started out with originally.

Chapter 7

Recommendations to Corridors Alliance

Recommendations to Corridors Alliance

Many of the goals that CA focused on in relation to advocating for the community were transferred to the NAC's purview at the NAC's formation. With the NAC taking over the active role of advocating for the community, and with the potential for a CBA diminished, the role of CA changed dramatically in the time that we worked with them.

If CA is going to continue to exist it has to have a reason to exist. In a CA meeting on May 13, 2014, after the election of the NAC and after the elected NAC had met two times, Francis Grunow stated, "CA needs to redefine itself as of now." At the meeting CA discussed potential options for their future and proposed these possible directions for themselves:

- It was suggested that CA would not be as active moving forward and that from this point on they would meet approximately four times per year.
- The members of CA would serve as experts in their fields in an advisory position to the NAC.
- CA would serve as a watchdog to the NAC to make sure that the voices of the community are being heard.
- CA would provide outreach for the NAC by conducting surveys or meetings with the community.
- CA would connect the NAC to local organizations that CA has already developed relationships with.
- CA would keep other organizations informed of what is happening with the NAC.

Based on these suggestions that CA proposed, as well as our own observations of the group, we see the following as directions that CA can move forward in to continue as an organization, remain relevant, and continue to advocate for the community during the development process.

- Offer the expertise of CA's members, which includes architecture, urban planning, public policy, law, and community development, to contribute expert advisory input to the NAC.
- Remind the NAC of the importance of keeping in communication with the community, including by holding regular open meetings. CA can assist with this community outreach.
- Keep in the public conscience the concerns that the community expressed about the project, whether it be by reminding the NAC to discuss these issues or by keeping the media aware of any issues/negative impacts of the development on the community such as displacement.
- Keep the long list of contacts that the CA developed informed of what is happening with the development and what they can do to express their concerns with it, to help keep members of the community actively involved in the process.
- At the meetings to elect the Neighborhood Advisory Committee, concern was expressed by both candidates and community members that the NAC not just become a rubber stamp committee, but that it would stand up for the community's concerns and priorities. Ensure that the NAC

doesn't lose sight of this goal in their role representing the community by reminding them of this priority.

- Evaluate the success of the NAC and determine if further action needs to be taken. CA should continue to pay attention to the NAC and whether or not ODM is actually listening to and addressing the concerns of the community. If this is not the case, CA should determine what their next step is going to be. For example, if it turns out that the NAC as it has been delineated is not able to effectively advocate for the needs of the community, re-starting the campaign for a CBA could arise at this point. CA could take the lead in this. The Staples Center CBA was initiated and successfully implemented during the second phase of the development, when promises were broken by the developer during the first phase.
- If CA does reactivate itself, parameters for the organization should be established from the beginning. This can include developing formal bylaws, operating agreements, and deciding on an organizational structure. Also redefine the organization's mission from this point going forward based on what the group feels its revised role should be, and set goals to focus the organization's activity.

Conclusion

Conclusion

Our Capstone project witnessed a pattern that has been repeated in Detroit over several decades during the late 20th and early 21st centuries. Large-scale development projects take place in already established communities with promises that the development will improve quality of life for Detroiters through jobs and other economic development, and help bring Detroit back to the way it was during the time of its height of prosperity. Often these large-scale developments have displaced residents, irrevocably altered, and in some cases destroyed entire communities. But none of them have succeeded in acting as the panacea for returned prosperity in Detroit.

Many times the neighborhoods in which these projects are imposed, often communities comprised of low-income or minority populations, have had little or no say on how the project will impact their community. Nor has the City, anxious to move ahead with these developments, protected or advocated for its neighborhoods. The result has been that conditions have been in the developer's favor. As seen with ODM in the current plans for the new Detroit Events Center and Catalyst Development, the developer has often been able to largely call the shots in development negotiations with the City, while the community has been able to do little but stand by and sometimes watch the demise of their neighborhood as they knew it. The fact that community members still have such limited say on how a large-scale development will impact their neighborhoods is a social injustice.

This pattern appears to be entrenched enough in Detroit that it is difficult to alter. During the unfolding of events that we

witnessed there appeared to be a glimmer of hope for changes in how large-scale developments are handled in the city. One City Council member, Raquel Castaneda-Lopez, became very involved in trying to get the community to the table, although as a largely lone voice among policy makers in the City, she could only do so much. Although the Neighborhood Advisory Committee's potential effectiveness to influence the development's impact on the community is questionable, its creation indicated a beginning recognition that a community should at least have input in the face of a large new development taking shape within its boundaries.

But Detroit still has a long way to go. The trend of a community coming to the table with a developer and negotiating a Community Benefits Agreement has gained momentum in other parts of the country, but gained very little traction in this case. We found through our experience that it is difficult to successfully bring a community to the table in a large-scale development. Without this power to negotiate, communities are still vulnerable to the impacts of large-scale developments as they have been historically. In order to hopefully reverse this trend and develop self-empowerment, it will be important for communities within the city to develop community outreach and coalition building strategies to give themselves a stronger voice.

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Appendices

Appendix A: Targeted Outreach Strategies for Community Meetings to Elect NAC

Short Term Outreach Strategies for NAC Meetings

Overview

- Contact local residents or business owners that would be willing to talk to other people in the neighborhood to get them to come to the meeting. Flyers can be provided to these recruiters, but a verbal conversation between recruiters and residents being invited should be the priority
- Contact all local organizations and ask them to send a representative to the meeting as well as to invite people that they work with in the neighborhood to the meeting. The organization will know best how to contact the people they work with, but for instance, flyers could be provided to them
- On flyers, make the language as accessible as possible to diverse groups
- If possible, phone calls and direct person-to-person contact will probably be the most effective forms of engagement for our objective

Drill Down

- Potential contacts from the “local neighborhood”
 - Potential Contacts by Individual
 1. David Dobbie from CCNDC - He indicated that he would be willing to help us get into buildings that they own
 2. Building manager from Ansonia - One of CCNDC’s buildings - He got several tenants to come to CA’s residential meeting, so he would possibly be willing to do the same thing again. Is he on the contact list from that meeting?
 3. Faith Fowler from Cass Corridor Social Services
 4. George Boukas - He may or may not support the NAC if he knows about it, but he appears to have a lot of contacts in the neighborhood and would be worth a try.
 5. Darlene - Henry Street Apartments
 6. Kevin Zajac and Francis for their apartment building
 7. Stacy Streeter - Citizens District Council - Charles Cross from the DCDC recommended we try to get ahold of her. We could see if she has any helpful contacts in the neighborhood

8. Rashida Tlaib - She may or may not be able to recruit constituents, but if she committed to attend the meeting that might encourage others to come. One of our classmates works directly for Rashida and could be contacted.
- Potential Contacts by Organization - Contact info for most of these organizations (with the exception of Goodwill Industries, Brush Park CDC, and Central United Methodist Church) are in the Organizational mapping
 1. Churches - St John's Episcopal Church, Central United Methodist Church
 2. Detroit Central City Community Mental Health
 3. Brush Park CDC
 4. NSO
 5. Masonic Temple
 6. Cass Tech
 7. Detroit Rescue Mission
 8. Mariner's Inn
 9. COTS
 10. Ecumenical Theological Seminary
 11. Goodwill Industries of Greater Detroit
 - Business Owners - 26 businesses in Lower Cass Corridor south of Martin Luther King Jr., including George listed above
- Use the contact lists from CA's Resident and Business Owner meetings to contact people in the neighborhood who attended these meetings.
 - Use Organizational, Business, and Residential mapping already created for list of contacts and for contact information in Lower Cass Corridor area
 - Ask local businesses to allow us to put up flyers
 - Send a press release to the Free Press, Detroit News, Michigan Chronicle, Deadline Detroit, Motor City Muckrakers, and others

Appendix B: Email Templates Sent to Residences, Businesses, and Organizations for Three NAC Meetings

Residents

DEAR RESIDENT,

Your neighborhood will be directly impacted by the new Red Wings arena and surrounding development expected to take place starting in the upcoming year. Thus your input is essential in helping determine how this development will affect you and others in the community.

City Council Member Raquel Castaneda-Lopez is helping to facilitate 3 neighborhood meetings starting tomorrow Wednesday April 9, so that community members can make decisions regarding the Neighborhood Advisory Council, which is being established to give the community surrounding the prospective development a say during the development process.

The Neighborhood Advisory Council (NAC) was proposed during negotiations between City Council and Olympia Development as a way for residents and stakeholders in the local area to give their input during and after the development process. It is very important to get the NAC established quickly and democratically, as the arena project will be needing several more approvals by city council this spring and summer.

We ask for your attendance at these upcoming meetings to get as much community participation as possible to decide how the NAC will be formed and who will serve on it. If you are able to, please attend the meetings, and also let your neighbors know about these meetings as well.

Attached is a map of the City Council designated "Local Community" boundaries for the affected area as well as a flyer. We encourage you to post the flyer to let others in the neighborhood know about the meeting as well, especially those in the Local Community who will be most directly impacted by the development.

The meetings will be held on Wednesdays April 9, 16, and 23, from 6-8 p.m. at The Block at Cass Park (the former Kresge Headquarters and Metropolitan Center for High Technology). The Block is located on the west side of Cass Park at 2727 Second.

Corridors Alliance is reaching out to the community because it is important to get as many people as possible to come to the meetings to gain the best possible representation from the community on the NAC. Corridors Alliance is a community coalition of Detroit residents who believe in the equitable revitalization of the city's core. We are committed to optimizing the positive impact of development on local residents and the surrounding area.

If you have any questions or comments please feel free to contact us at corridors.alliance@gmail.com

Thank you,
Corridors Alliance

Businesses

Dear Business Owner,

Your business will be directly impacted by the new Red Wings arena and surrounding development expected to take place starting in the upcoming year. Thus your input is essential in helping determine how this development will impact you and others in the community.

City Council Member Raquel Castaneda-Lopez is helping to facilitate 3 neighborhood meetings starting this week on April 9, so that community members can make decisions regarding the Neighborhood Advisory Council, which is being established to give the community surrounding the prospective development a say during the development process.

The Neighborhood Advisory Council (NAC) was proposed during negotiations between City Council and Olympia Development as a way for residents and stakeholders in the local area to give their input during and after the development process. It is very important to get the NAC established quickly and democratically, as the arena project will be needing several more approvals by city council this spring and summer.

We ask for your attendance at these upcoming meetings to get as much community participation as possible to decide how the NAC will be formed and who will serve on it. If you are able to, please attend the meeting, and also let others in the neighborhood know about these meetings as well. We would also like to request that you post the attached flyer in a visible place at your business, if possible.

Attached is a map of the City Council designated “Local Community” boundaries for the affected area as well as a flyer. We encourage you to post the flyer to let others in the neighborhood know about the meeting as well, especially those in the Local Community who will be most directly impacted by the development.

The meetings will be held on Wednesdays April 9, 16, and 23, from 6-8 p.m. at The Block at Cass Park (the former Kresge Headquarters and Metropolitan Center for High Technology). The Block at Cass Park is located on the west side of Cass Park at 2727 Second.

Corridors Alliance is reaching out to the community in order to get the highest possible attendance at these meetings in order to get the best possible representation from the community on this council. Corridors Alliance is a community coalition of Detroit residents who believe in the equitable revitalization of the city’s core. We are committed to optimizing the positive impact of development on local residents and the surrounding area.

If you have any questions or comments please feel free to contact us at corridors.alliance@gmail.com

Thank you,
Corridors Alliance

Organizations

Dear Organization,

In lieu of the prospective new Red Wings arena and ancillary development in our area, City Council Member Raquel Castaneda-Lopez is helping to facilitate three neighborhood meetings beginning this Wednesday April 9, so that community members can make decisions regarding the Neighborhood Advisory Council, which is being established to give the community surrounding the prospective development a say during the development process.

The Neighborhood Advisory Council was put together during negotiations between City Council and Olympia Development as a way for residents and stakeholders of the local area to give their input on the upcoming construction of the new hockey arena and the

surrounding development. It is very important to get the NAC established quickly and democratically, as the arena project will be needing several more approvals by city council this spring and summer.

We ask for a representative from your organization to attend the upcoming meetings to get as much input from the community as possible on how this group will be formed and who will serve on it. We would also ask that your organization reaches out to anyone in the community in your network, to inform them of the meeting and encourage their attendance as well.

Finally, we would like to ask that if there is a particular person in your organization that we can contact for future outreach, could you please pass their contact information on to us?

Attached is a map of the City Council designated “Local Community” boundaries for the affected area as well as a flyer. We encourage you to post the flyer to let others in the neighborhood know about the meeting as well, especially those in the Local Community who will be most directly impacted by the development.

The meetings will be held on Wednesdays April 9, 16, and 23, from 6-8 p.m. at The Block at Cass Park (the former Kresge Headquarters and Metropolitan Center for High Technology). The Block at Cass Park is located on the west side of Cass Park at 2727 Second.

Corridors Alliance is reaching out to the community in order to get the highest possible attendance at these meetings in order to get the best possible representation from the community on this council. Corridors Alliance is a community coalition of Detroit residents who believe in the equitable revitalization of the city’s core. We are committed to optimizing the positive impact of development on local residents and the surrounding area.

If you have any questions or comments please feel free to contact us at corridors.alliance@gmail.com

Thank you,
Corridors Alliance

Appendix C: Results of April 9 NAC Meeting Compiled by the Office of Raquel Castaneda-Lopez

Neighborhood Advisory Council – Results 4/09/2014

I. Who can serve on the Neighborhood Advisory Council (NAC)? (i.e. residents, agency reps, etc.)

- a. Residents in the “local neighborhood”
- b. Non-profit/institution or their designee
- c. Businesses/property owners or their designee

II. Required Expertise of NAC members? Not a requirement but the community would like people with the following skill set:

- a. Knowledge of community needs
- b. Resident with community organizing/knowledge
- c. Historic preservation

III. How will they be selected/elected? Verification of candidacy?

- a. April 15th: Council Member Castaneda-Lopez will mail residents in the local neighborhood informing them of the NAC and of the election process.
- b. April 16th: Candidates will bring a resume and letter of intent to the community meeting.
- c. April 16th: Candidates will present their platform in 3-5mins.
- d. April 17th-April 23rd @ 5pm: Ballots will be available for early voting at Council Member Castaneda-Lopez office, located at 2 Woodward, 13th Floor, Detroit, MI 48226

e. April 23rd: Community will vote in person/ Early & Absentee ballots will be tallied.

IV. Verification of voters?

a. Each voter, organization, business, church, property owner, only has 1 vote.

b. Residents

i. Utility bill

ii. Lease/rental agreement

iii. ID

iv. 18+

c. Business/Property Owner

i. Tax Bill

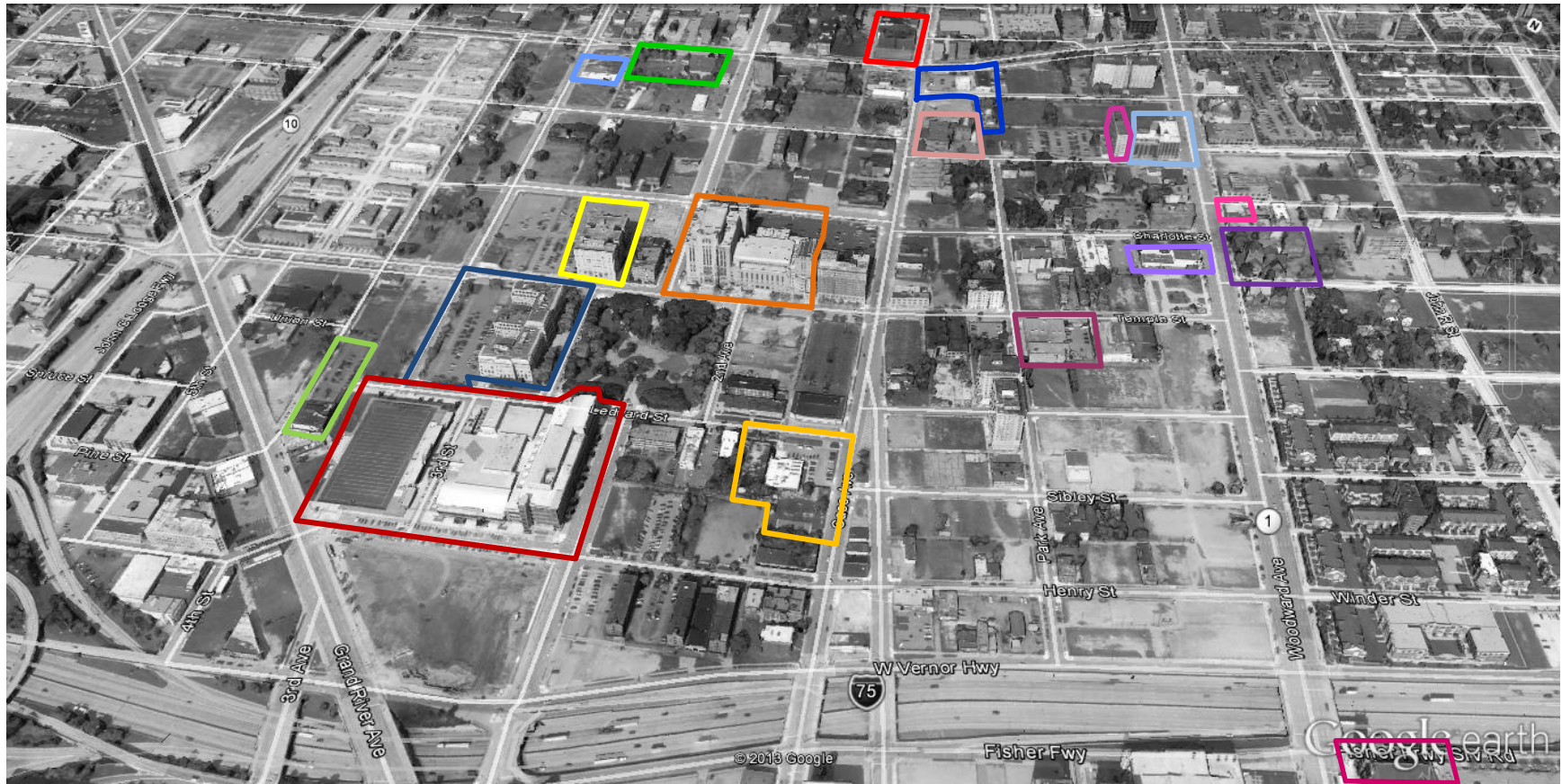
ii. Business License

d. Community Organization/Churches

i. Official letter from Institution which names the representative





Appendix D: Asset Mapping





Organizations and Institutions








- | | | |
|---|---|---|
| ■ Neighborhood Service Organization – Tumaini Center | ■ Cass Corridor Neighborhood Development Corporation | ■ Detroit Central City Community Mental Health |
| ■ Woodward Corridor Family Medical Center | ■ Masonic Temple | ■ ACLU 2966 Woodward Ave |
| ■ Wayne County Public Services Department | ■ Mariner's Inn | ■ Vietnam Veterans of America |
| ■ Metropolitan Center for High Technology | ■ Detroit Rescue Mission | ■ Michigan Veterans Foundation |
| ■ Service Employees International Union – 2604 4 th St | ■ Midtown Montessori | ■ Ecumenical Theological Seminary |
| ■ Cass Technical High School | ■ Coalition on Temporary Shelter (COTS) | ■ St. John's Episcopal Church |




Information

	<p>Neighborhood Service Organization – Tumaini Center Crisis support center for chronically homeless individuals 3430 Third Avenue 313-832-3100 < http://www.nso-mi.org/programs.php> Director of Homeless Services: Risarg (Reggie) Huff</p>
	<p>Woodward Corridor Family Medical Center Specialized medical services for 10-24 year olds 611 Martin Luther King Jr Blvd 313-832-6300 <http://dchcquality.com/woodward-corridor-family-health-center/> Director: Claudia Corbin</p>
	<p>Wayne County Public Services Department 640 Temple Street Buildings Department 313-833-3390 Children and Family Services 313-833-7125 Mental Health Services 313-833-2500 Patient Care Management System 313-833-3430 <http://www.waynecounty.com/></p>
	<p>Metropolitan Center for High Technology Part of WSU, incubator for tech-starts firms</p>

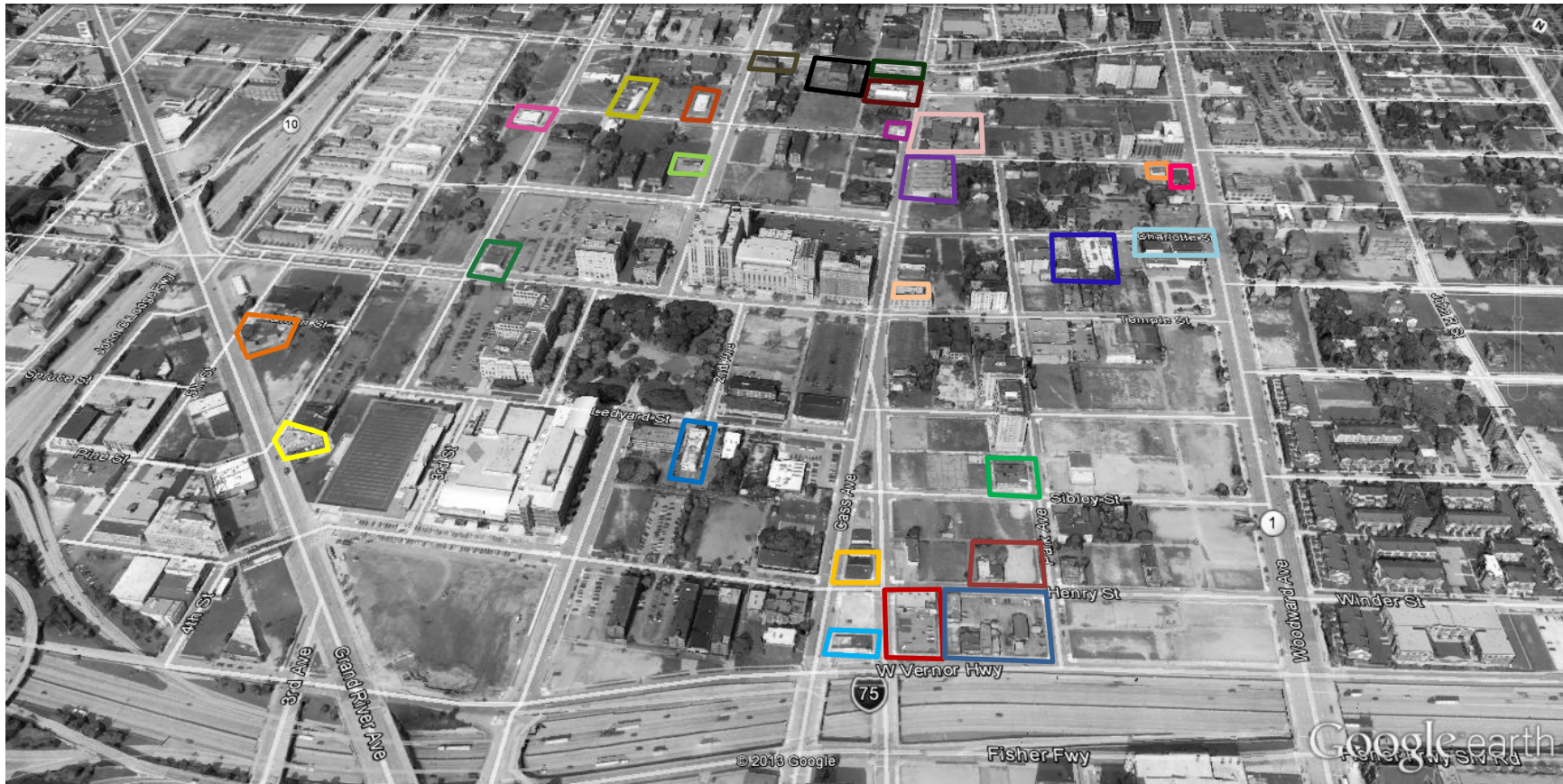
	<p>2727 Second Ave 313-961-3390 Lending Officer: Matteo Passalacqua 313.962.4822 du3829@wayne.edu</p>
	<p>SEIU Healthcare Michigan – Service Employees International Union Local 79 Home care workers union 2604 Fourth St 313-965-9450 <www.seiuhealthcaremi.org> President: Marge Robinson</p>
	<p>Cass Technical High School 2501 Second Ave 313-263-2000 <http://casstech.schools.detroitk12.org/> Principal: Lisa Phillips 313-263-2074 lisa.phillips@detroitk12.org</p>
	<p>Cass Corridor Neighborhood Development Corporation (CCNDC) Rehabilitation and construction of affordable housing 3535 Cass Ave 313.831.0199 http://casscorridor.wordpress.com/ Executive Director: Patrick Dorn casscorr3535@yahoo.com</p>
	<p>Masonic Temple</p>



























	<p>500 Temple St 313-832-7100 http://themasonic.com/index.php General Manager: Steve Genther stevegenter@themasonic.com</p>
	<p>Mariner's Inn 24 hour shelter and drug treatment center for homeless men 445 Ledyard St 313-962-9446 http://www.marinersinn.org/ CEO: David Sampson 313.530.3276 dave.sampson@marinersinn.org CA contact: Carina Yarnish 313-962-9446 x 227 carinayanish@marinersinn.org</p>
	<p>Detroit Rescue Mission Human services – “recognized as a credible expert in the fields of homelessness, addiction, substance abuse prevention for youth and adults, and innovative, sustainable economic development projects” 150 Stimson St 313-993-4700 http://drmm.org/ President: Dr. Chad Audi Chairman of the Board: Randall Pentiuik</p>
	<p>Midtown Montessori Private Montessori school for ages infant to pre-school 3420 Cass Ave</p>

	<p>313-224-5046 http://www.midtownmontessori.org/#! Director: Olivia Coleman</p>
	<p>Coalition on Temporary Shelter (COTS) Emergency shelter, transitional housing, and support services for the homeless and at-risk population 26 Peterboro St 313-831-3777 http://www.cotsdetroit.org/ CEO: Cheryl P. Johnson</p>
	<p>Detroit Central City Community Mental Health Provides services to individuals with severe and persistent mental illness 10 Peterboro St 313-831-3160 http://www.dcccmh.org/ President and CEO – Irva Faber-Bermudez</p>
	<p>American Civil Liberties Union (ACLU) 2966 Woodward Ave 313-578-6800 http://www.aclumich.org/ Executive Director: Kary L. Moss Deputy Director (CA contact): Mary Bejian</p>
	<p>Michigan Veterans Foundation – Detroit Veterans Center Comprehensive services and veteran-run transitional housing facility for homeless Michigan veterans 2770 Park Ave 313-831-5500 http://www.michiganveteransfoundation.org/ Executive Director – Tyrone Chatman</p>








	<p>Vietnam Veterans of America - Detroit Chapter 9 Support and Advocacy for Vietnam veterans and their families 2951 Woodward Ave 313-832-6500 http://www.vva.org/VVAChapter9.html President: Mark Spooner</p>
	<p>Ecumenical Theological Seminary Non-denominational school of theology 2930 Woodward Ave 313-831-5200 http://www.etseminary.edu/ Manager, Special Events and Media: Pamela L. Johnson 313-831-5200, ext. 209 <pjohnson@etseminary.edu< p=""> </pjohnson@etseminary.edu<></p>
	<p>St. John's Episcopal Church 2326 Woodward Ave 313-962-7358 http://www.stjohnsdetroit.org/home.html Rector: Rev. Fr. Steven J. Kelly, SSC</p>











Businesses in Focus Area



- | | | | |
|---|---|--|---|
|  Viking Motel |  Fred's Key Shop |  J & L Foreign Auto Center |  Greater Detroit Cab Co |
|  TV Lounge, Directions Salon |  Michigan Chronicle |  Temple Bar |  Malcom's Transmissions |
|  Publix Market |  Clay School Office & Conference Ctr |  Paul's Place (Cass and Henry Market) |  PharMor Pharmacy |
|  Friends Market |  Spencer's II Auto Repair |  Stadium Liquor |  Universal Providers LLC |
|  Budget Cab |  Canine to Five |  Harry's Detroit Bar |  Source Style |
|  Grocer Farm Market |  Showcase Collectible |  Park and Sibley Market | |
|  White Grove Restaurant |  Cinema Detroit (Burton School) |  Comet Sports Bar | |

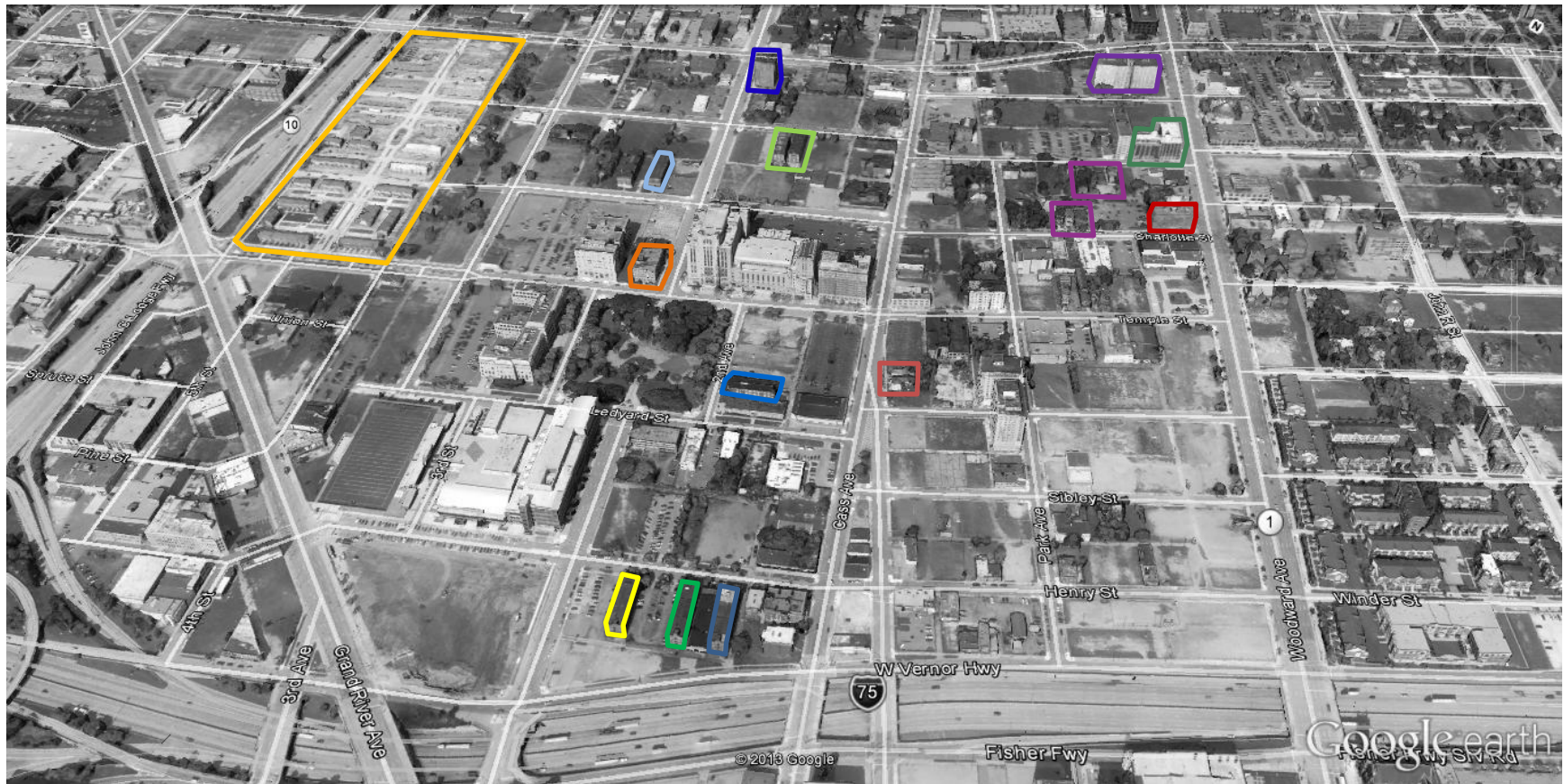
Business Info

 Viking Motel 2720 Grand River Ave 313-963-1616 Owner: Naran Patel	 Michigan Chronicle 479 Ledyard Street 313-963-5522
 TV Lounge 2548 Grand River Avenue 313-965-4789 Manager: Gregory Williams	 Clay School Office and Conference Center 453 Martin Luther King Jr Blvd 313-831-1870
 Directions Salon 2548 Grand River Ave 313-961-8733 Owner: Ivory Graves	 Spencer's II Auto Repair 3475 Cass Ave 313-831-5120
 Publix Market 3181 3 rd Street 313-831-4570	 Canine to Five 3443 Cass Ave 313-831-3647 Owner: Elizabeth Blondy
 Friends Market 2900 3 rd Street 313-833-7061 Owners: Ronnie Dalou, Riadh Dalou	 Showcase Collectible 3409 Cass Ave 313-831-6397 Owners: John Berry, Gary Frundel (7 owners total as of June 2012)
 Budget Cab 666 Peterboro St 313-831-2900 Owners: Faizin Chauhdi, Muhammad Chaudhri	 Cinema Detroit 3420 Cass Ave 313-281-8301 Owners: Paula and Tim Guthat
 Grocer Farm Market 3435 Second Ave 313-832-4144 Owners: Masoud Dabesh, Jodi Dabish	 J & L Foreign Auto Center 3138 Cass Ave 313-832-4650 Owner: Joel Landy (manta.com says Neil Dempz ?)
 White Grove Restaurant 3131 Second Ave 313-831-0720 Owner: Fredia Forgery	 Temple Bar 2906 Cass Ave 313-832-2822 Owner: George Boukas

 <p>Fred's Key Shop 3470 Second Ave 313-831-5770 Owner: Fred Knoche, Manager: Sarge Knoche</p>	 <p>Paul's Place (Cass and Henry Market) 210 Henry St 313-962-3821 Owner: Sam Toma</p>
 <p>Stadium Liquor 2450 Cass Ave 313-961-7342 Principal: Meuna Zieah</p>	
 <p>Harry's Detroit Bar and Grill 2482 Clifford Street 313-964-1575 Owner: Harry Kefalonitis</p>	
 <p>Park Sibley Market 2601 Park Ave 313-964-3257 Owner: Alice Zoma</p>	
 <p>Comet Sports Bar 128 Henry St 313-963-6763 Owner: Harry Alexander</p>	
 <p>Greater Detroit Cab Co 138 W Fisher Freeway 313-962-4116 President: Victor Giller</p>	
 <p>Malcom's Transmissions 61 Charlotte Street 313-833-4733 Owner: Shawn Matics</p>	
 <p>PharMor Pharmacy 3169 Woodward Ave 313-832-4810</p>	
 <p>Universal Providers LLC (Physical Therapists) 3157 Woodward Ave 313-974-6733</p>	










	The Source Style – Men’s and Women’s Clothing 2959 Woodward Ave 313-833-1834		
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Residences in Focus Area



- | | | |
|--|---|---|
| ■ Bretton Hall | ■ Cass Park Apartments | ■ Detached – 74, 66 Charlotte; 39, 61 |
| ■ Claridge Apartments | ■ 624 Charlotte Apartments | ■ Detached – 2716, 2720 |
| ■ Berwin Apartments | ■ Cornerstone Estates | |
| ■ Ansonia Apartments | ■ Heather Hall | |
| ■ Arcadia Apartments | ■ Woodstock Apartments | |
| ■ The Addison | ■ Peterboro Place | |

Residential Info

	<p>Bretton Hall (Henry Street Apartments) – 439 Henry Street</p> <ul style="list-style-type: none"> • Owner – Peter Mercier
	<p>Claridge Apartments (Henry Street Apartments) – 459 Henry Street</p> <ul style="list-style-type: none"> • Owner – Peter Mercier
	<p>Berwin Apartments (Henry Street Apartments) – 489 Henry Street</p> <ul style="list-style-type: none"> • Owner – Peter Mercier
	<p>Ansonia Apartments – 2909, 2911 Second Ave, 608 Temple Street</p>
	<p>Arcadia Apartments – 3501 Woodward Ave</p> <ul style="list-style-type: none"> • Contact info – 313-831-6643
	<p>The Addison – 14 Charlotte</p> <ul style="list-style-type: none"> • Contact info – 313-831-9484 • Owned by Joel Landy • Landy’s contact info – 313-586-7496, cassave@aol.com • 36 units (renovated) <http://detroit1701.org/Addison%20Hotel.html#.Uu3L_hOYbIW>
	<p>Cass Park Apartments – 2714 Second Ave</p> <ul style="list-style-type: none"> • 32 Units • Appears on several listing sites for sale (current?)
	<p>Charlotte Apartments – 624 Charlotte</p> <ul style="list-style-type: none"> • Could not find contact info for the apartments, only the identification of apt 108 as a business called “Crown Motel” owned by a Bharati Patel – the number given for this business was 313-868-5252 (<http://www.chamberofcommerce.com/detroit-mi/29248523-crown-motel/>) • The vacant apartment building next door at 644 Charlotte were slated about a year ago to be renovated by Detroit Central City Community Mental Health for veterans, homeless, and people with disabilities. At this point funding was lined up. When I drove by the building Jan 19 the roof was missing, though according to curbed.com as of September 11, 2013, this is part of the renovation process. Renovation is expected to be completed in 2014. (<http://www.modeldmedia.com/devnews/charlotteapartmentsdcc0113.aspx?utm_source=feedburner&utm_medium=feed&utm_campaign=Feed%3A+ModelDMedia+%28Model+D%29>, <http://detroit.curbed.com/tags/charlotte-apartments>)
	<p>Cornerstone Estates (Hope IV)</p> <ul style="list-style-type: none"> • The Cornerstone Estates are a Hope IV project sponsored by HUD, administered by the Detroit Housing Commission (DHC), and was developed by Scripps Park Associates, LLC, who also developed the Woodbridge Estates. They replaced the Jeffries East projects,

	<p>which have been completely demolished. 180 units were constructed. According to the DHC website which was updated before construction started, residency in the development would be limited to households earning less than 60% of Area Median Income. 138 of the units were slated to be tax credit-eligible and public housing assisted, and 42 of the units would be tax credit eligible but not public housing assisted. The development is described on the DHC website as a “mixed-income affordable housing rental development.” The website of Rosenberg Housing Group, who are part of the Scripps Park Associates group, was updated after the development was finished and confirms that 180 units were ultimately constructed, but does not confirm that the eligibility requirements or assistance provided remained the same. (<http://www.dhcmi.org/DevelopmentSiteDetails.aspx?siteid=10>, <http://www.rhgcommunities.com/experience/cornerstone.php>, <http://www.craigslist.com/article/20100921/FREE/100929962/construction-to-start-on-46-2-million-cornerstone-estates-project>)</p> <ul style="list-style-type: none"> • Contact info – Rick Fulgenzi or Kenya Hill 866-416-9375 cornerstone@4premier.net
	<p>Heather Hall – 3444 Second Ave</p> <ul style="list-style-type: none"> • I did not find a really reliable source of info on this apartment building but a personal Facebook page describes apartments being for rent at the 3444 address with the contact #313-833-4539 and one of the yellow pages websites associates this phone number with a woman named Mary Graham who lives in apt 103. I’m not sure if she’s just a resident or maybe the building manager.
	<p>Woodstock Apartments – 475 Peterboro Street</p> <ul style="list-style-type: none"> • So far I can only find the address for these apartments, but they were built circa 1910, and there is an great photo of them from between 1910-1920 at <http://www.loc.gov/pictures/item/det1994020163/PP/>
	<p>Peterboro Place – 10 Peterboro St</p> <ul style="list-style-type: none"> • 70 units low-income housing owned by Peterboro Ldha Lp but apparently connected to Detroit Central City Community Mental Health • In service since 2001 • 2 contact numbers – contact person: Irva Faber-Bermudez (President & CEO of Detroit Central City Community Mental Health), 313-831-3160 <http://lihtc.findthedata.org/l/12299/Peterboro-Place>, and (313) 833-9422 <http://businessfinder.mlive.com/peterboro-place-apartments-detroit-mi.html>
	<p>Detached – 74, 66 Charlotte, 39, 61 Peterboro</p> <ul style="list-style-type: none"> • Owned by Joel Landy • Landy’s contact info – 313-586-7496, cassave@aol.com • Sam and her cousin Summer live in one of the houses on Charlotte, and could be potential contacts.
	<p>Detached – 2716, 2720 Clifford</p>

