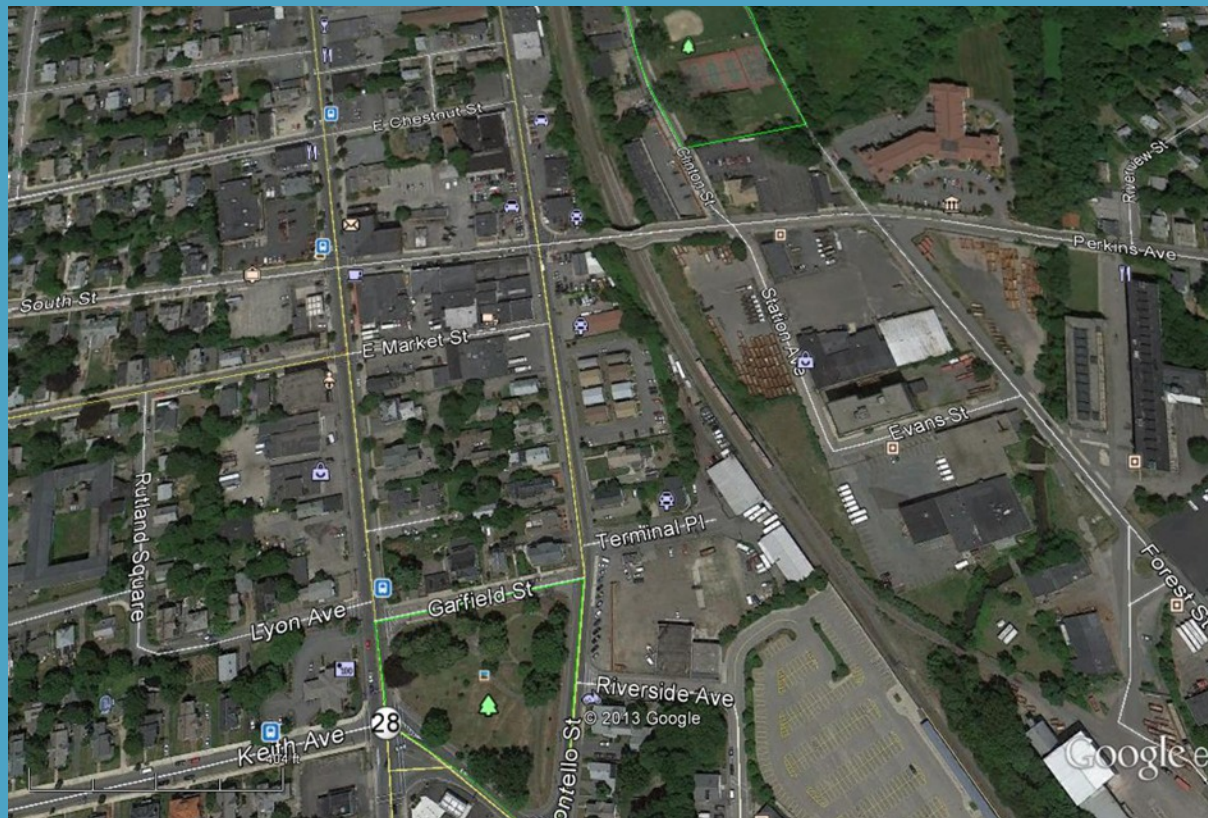


# A TECHNICAL ASSISTANCE PANEL REPORT

## Revitalization of the Campello Neighborhood

Brockton, Massachusetts



July 23, 2013



**Urban Land  
Institute**

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# Executive Summary

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Under the direction of the Urban Land Institute's Boston District Council, the Campello Neighborhood Technical Assistance Panel (TAP) convened in Brockton, Massachusetts in July 2013, bringing together stakeholders, community leaders, and a panel of planning, design, engineering, and development professionals for a day-long session focused on identifying the issues, constraints, and opportunities presented by Brockton's Campello Neighborhood. The report that follows, which summarizes the TAP recommendations, is comprised of four chapters.

**Chapter 1: ULI and the TAP Process** gives an overview of the Urban Land Institute's Boston District Council and its Technical Assistance Panels (TAPs) and provides a detailed list of participants in the Campello Neighborhood TAP including city officials, stakeholders, and the panel of land use professionals.

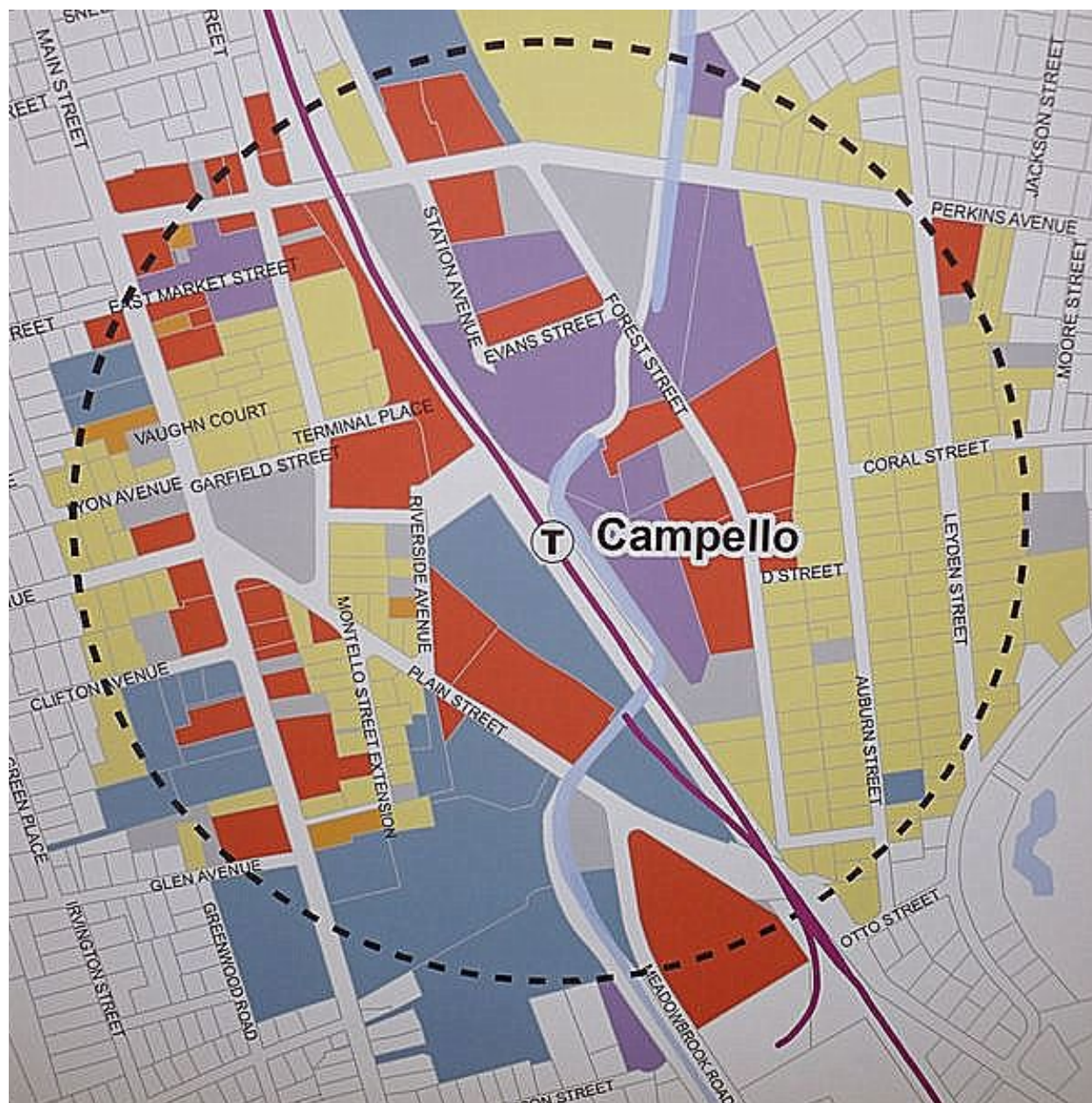
**Chapter 2: Background and Assignment** gives background information about the Campello Neighborhood, and provides an overview of the city's efforts to date related to downtown and neighborhood revitalization and capital improvements. This chapter also reviews the city of Brockton's objectives for the TAP, as stated in its initial application, which were to obtain recommendations on addressing planning and development issues in the Campello area, and to assist in identifying other actions the city should pursue to improve this important district of Brockton.

**Chapter 3: Observations and Findings** presents the panel's insights about the Campello Neighborhood's positive attributes (including the commuter rail station, proximity to Boston, Keith Park, the South Street Historic District, established restaurants, retail, and industrial businesses) and the principal challenges (including the

lack of a cohesive residential district, evolving demographics, limited financial resources, commercial vacancies in key locations, an outdated zoning ordinance, a lack of "soft sites," ineffective historic district regulations, and the perception of crime).

Finally, **Chapter 4: Recommendations** presents the guiding principles which shaped the panel's work, and short- and long-term recommendations in the areas of public realm enhancements, business development, residential development, and industrial development.





*Diagram showing the Campello neighborhood and surrounding area.*

# 1. ULI and the TAP Process

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## a. Urban Land Institute (ULI)

The Urban Land Institute is a 501(c)(3) nonprofit research and education organization supported by its members. Founded in 1936, the institute now has nearly 30,000 members worldwide representing the entire spectrum of land use and real estate development disciplines, working in private enterprise and public service, including developers, architects, planners, lawyers, bankers, economic development professionals, among others.

As the pre-eminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better places. The mission of the Urban Land Institute is to provide leadership in the responsible use of land and to help sustain and create thriving communities. The Boston District Council serves the six New England states and has over 1,000 members.

## b. Technical Assistance Panels (TAPs)

The ULI Boston Real Estate Advisory Committee convenes Technical Assistance Panels (TAPs) at the request of public officials and local stakeholders of communities and nonprofit organizations facing complex land use challenges who benefit from planning and development professionals providing pro bono recommendations. At the TAP, a group of diverse professionals specially assembled with expertise in the issues posed typically spends one to two days visiting and analyzing existing conditions, identifying specific planning and development issues, and formulating realistic and actionable recommendations to move

initiatives forward in a way consistent with the applicant's goals and objectives.

## c. MassDevelopment Support

MassDevelopment is the state's finance and development authority. Both a lender and developer, the agency works with businesses, nonprofits, and local, state, and federal officials and agencies to strengthen the Massachusetts economy. Through these collaborations, MassDevelopment helps create jobs, increase the number of housing units, eliminate blight, and address factors limiting economic growth including transportation, energy, and infrastructure deficiencies.

Recognizing the alignment between ULI Boston's Technical Assistance Panels and MassDevelopment's mission to support sustainable redevelopment across the Commonwealth, in 2011 the two organizations partnered to support TAPs in four Gateway Cities throughout the Commonwealth. The success of that initial year's collaboration led to continued support in 2012-13. The Campello Neighborhood TAP was the eighth sponsored by MassDevelopment to date.

MassDevelopment partnered with ULI Boston to sponsor the Campello Neighborhood TAP, under the direction of Ed Starzec, Director, Land Entitlements at MassDevelopment.

## d. Panel Members

ULI Boston convened a panel of volunteers whose members represent a range of the disciplines associated with the planning and develop-

ment challenges presented by the Campello Neighborhood.

Disciplines represented included architecture, urban planning and design, development, and landscape architecture. Members were selected with the intent of convening a robust array of professional expertise relevant to the city's objectives for this TAP. The following is the list of panelists:

- Larry Spang, Arrowstreet (TAP Co-Chair)
- Ted Brovitz, Howard/Stein-Hudson Associates (TAP Co-Chair)
- Jonathan Greeley, Boston Redevelopment Authority
- James Perrine, The Community Builders
- Loryn Sheffner, Bank of America Merrill Lynch
- Gabrielle Weiss, Copley Wolff Design Group
- Ed Starzec, MassDevelopment
- Jim Kelly-Rand, KlingStubbins

Marc Resnick, Director of the Brockton Redevelopment Authority served as the primary contact for ULI Boston for the city, with the support of Michael Mullen, Chief of Staff for Mayor Linda M. Balzotti.

Virginia Quinn served as a consulting technical writer, while Michelle Landers and Michael Keimig of ULI Boston provided organizational and technical support in preparation for and during the TAP event.

## **e. Stakeholders**

The TAP benefited from the participation of a diverse group of stakeholders — policy makers, Town staff, business owners, property owners, and representatives of area institutions — who met with the panel and shared information, ideas, and opinions on a range of issues affecting the Campello Neighborhood. Stakeholders at the session included:

- Mayor Linda M. Balzotti
- Michael Mullen, Chief of Staff
- Manuel Gomes, Chief, Brockton Police Department
- Richard Francis, Chief, Brockton Fire Department
- Dennis Eaniri, Ward 3 City Councilor
- Paul Studenski, Ward 4 City Councilor
- Michael Brady, State Representative
- Marc Resnick, Director, Brockton Housing Authority
- Robert Jenkins, Housing Director, Brockton Redevelopment Authority
- Tim Carpenter, Superintendent, Department of Parks and Recreation
- Dan DeSantis, President, DeSantis Chevrolet
- Dave Lynch, Lynch's Towing, Member, Campello Business Association
- Robert Parella, Brockton Touchless Car Wash
- Gary Leonard, Realtor, Torrey & Associates, Member, Campello Business Association
- Ron Bethoney, Owner, Campello Antiques, Chair, Campello Business Association
- Joe Romano, Owner, Franklin Block
- Tom McLaughlin, Owner, Twentieth Century Antiques
- Manny Monteiro, M&M Foods
- Gordon Carr, Brockton 21st Century Corporation
- Pat Ciaramella, Old Colony Planning Council
- Michael Trojano, Owner, Trojan Recycling
- Pamela Gurley, Brockton Planning Department
- Susan Nicastro, Brockton Planning Board



## TAP Process

The Campello Neighborhood TAP was held on July 23, 2013 at the Brockton Public Library. In the morning, Mayor Linda Balzotti welcomed the panelists, then led a tour of the Campello Neighborhood.

The tour proceeded by bus from the library, turning south on Main Street through the commercial district and stopping to disembark across from the Franklin Block. The group then walked south on Main Street to Keith Park, walked through the park to the commuter rail station, then reboarded the buses and crossed over the Perkins Avenue bridge into the Forest Street industrial district east of the tracks. The tour continued west on Keith to Nelson Park and the South Middle School, then north on Warren to South Street, through the historic district, then along the Montello corridor before returning to the library.

After the tour, the ULI panel interviewed a diverse series of stakeholders to gain a better understanding of the relevant issues, dynamics, and opportunities surrounding the Campello Neighborhood. The panelists then engaged in an intensive charrette to develop recommendations addressing some of the critical issues associated with the revitalization of the area. The TAP concluded with a presentation to members of the community at a public meeting that evening at the library.

The presentation is available electronically at the ULI Boston website <http://boston.uli.org>.



## 2. Background and Assignment

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### Campello Neighborhood

Brockton is the seventh largest city in Massachusetts. Seated in the heart of Plymouth County, Brockton is one of 28 “Gateway Cities” in the Commonwealth. After several decades of decline, the city has seen new growth along the Route 24 corridor and more recently in its downtown. Recent efforts to revitalize downtown Brockton have resulted in significant new investment, both public and private. As momentum builds in the downtown, attention is now shifting to other parts of the community.

The Campello Neighborhood was once a vibrant commercial center located adjacent to traditional high-density housing and some of Brockton’s shoe mills. However, many storefronts now stand vacant, the housing stock needs improvement, and the remaining mill buildings are underutilized or have been replaced with low-density industrial uses. All of the census tracts in the Campello area are environmental justice neighborhoods (having a disproportionately high share of environmental burdens and a lack of environmental assets) and contain primarily low- and moderate-income households. Campello is located approximately two miles to the south of downtown and has its own MBTA commuter rail station with service to South Station in Boston.

In 2012, the city began to focus its efforts to help revitalize the Campello area. The city and the Brockton Redevelopment Authority began to make a series of improvements to the public infrastructure in the area. The Brockton Redevelopment Authority funded the reconstruction of sidewalks in the Main Street commercial area of Campello. Improvements were also made to Nelson Park, including two new basketball courts, repairs and a safety surface for the playground, and the resurfacing of a play area for small court games. The city also began working on the design

for the refurbishment of Keith Park, a city-owned parking lot, and the reconstruction of South Street. South Street is the city’s only officially recognized historic district and is in the heart of the Campello Neighborhood.

### Recent Activity

Brockton’s downtown can serve as an example of what may work for other areas of the city. For the past several years, a majority of the city’s planning efforts have been focused on downtown. Mixed-use development is allowed in the downtown zoning district (C-3) and several 40R districts were adopted. The city is reconstructing the tunnel underpasses with new lighting; developing plans for new streetscape and lighting on Main Street; redesigning City Hall Plaza; and completing a \$1.6 million renovation of its parking garage.

The 40R districts in the downtown area have resulted in two new development projects utilizing the incentives of this program. The Station Lofts project broke ground in February 2013. The project includes construction of 25 units of workforce housing in the George Knight Building. Trinity Financial will begin constructing 113 housing units in the first phase of the redevelopment of the Enterprise Block this summer. These two projects have brought significant private investment and development to downtown Brockton, and the enactment of a proposed Housing Development Incentive Zone will provide developers with another opportunity to invest in the city’s center. With the recent expansion of the Brockton Neighborhood Health Center and the upcoming expansion of W.B. Mason’s world headquarters, Brockton’s downtown is on the move.

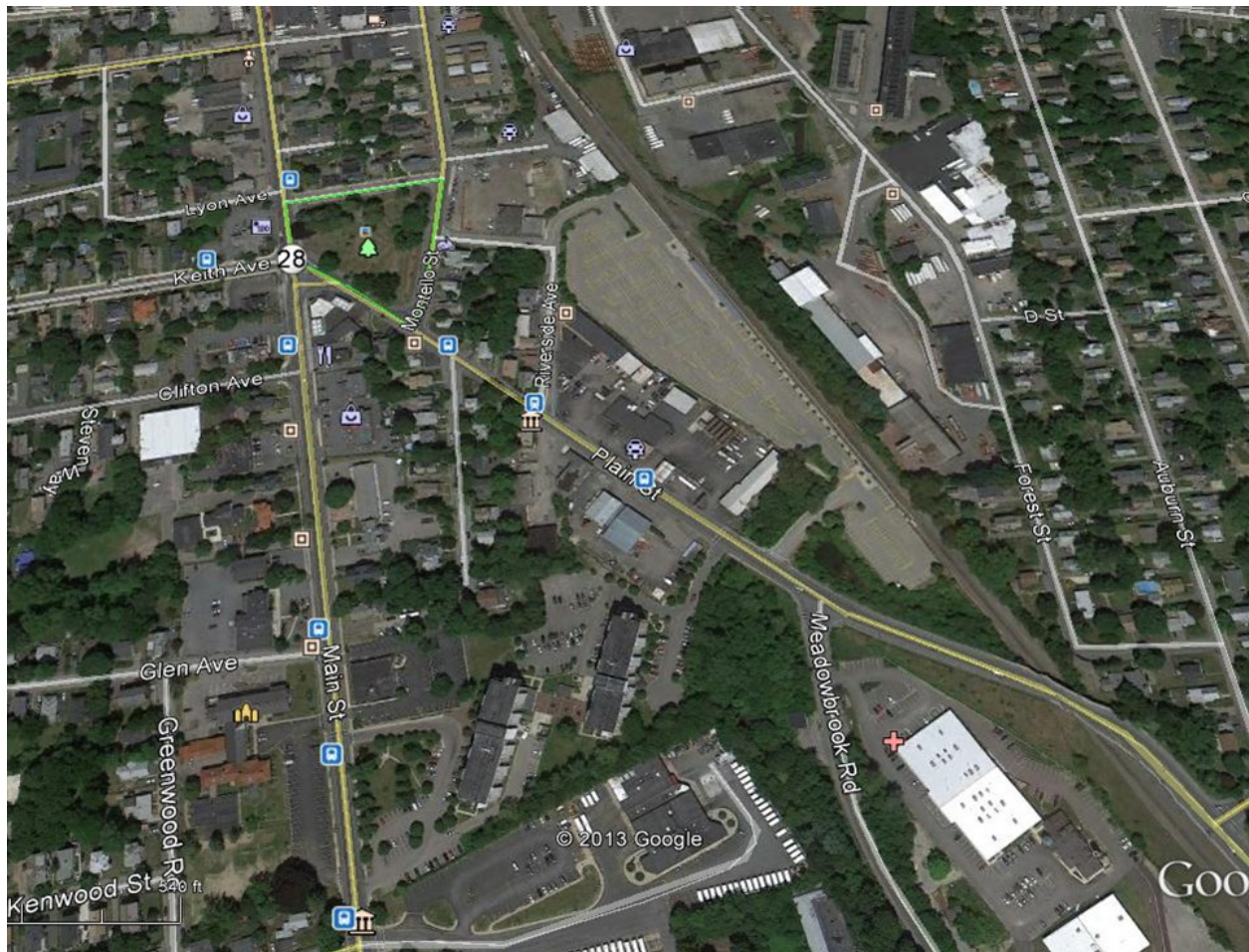


## City of Brockton's Objectives for the TAP

The Technical Assistance Panel was asked to offer recommendations on addressing planning and development issues in the Campello area, and to assist in identifying other actions the city should pursue to improve this important district. Campello has a commuter rail station, a Main Street commercial area, underutilized industrial property, and abuts dense residential neighborhoods. The city is making new investments in Campello and seeks to build on these investments by studying the district and determining what additional actions should be taken.

As described in the briefing description provided to the TAP, Brockton needs to prepare a similar

unified approach to the revitalization of other commercial areas of the city. One of the major issues which should be studied is the zoning of the Campello area. Main Street is zoned for commercial uses only. The Campello train station and surrounding property to the east are zoned industrial, while other areas are zoned residential. This existing mix of zoning does not provide a planned approach to encourage the redevelopment of Campello. The results of a cohesive planning effort may include proposals to change city ordinances and regulations to help revitalize these areas. Such recommendations might include allowing increased density, mixed uses, reduced parking, and adoption of a 40R district and/or Housing Development Incentive Program. All of these options should be explored by the panel.



*Aerial view showing the Campello area.*

### 3. Observations and Findings

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Over the course of the day — through the walking tour, stakeholder interviews, and subsequent charrette — it became apparent to the panelists that the Campello Neighborhood is fondly remembered as having been a close-knit, vigorous neighborhood with a combination of well-kept homes and thriving shops. But like many similar small urban neighborhoods centered around legacy manufacturing industries, Campello is facing challenges that need to be addressed to realize its full potential as a viable 21st-century community.

#### a. Assets and Opportunities

Among the assets and opportunities of the Campello Neighborhood:

- **Commuter rail station**  
The Campello station, which provides convenient access to Boston in 40 minutes, is an important asset. The commuter train provides a direct connection to South Station and regional employment centers in the Financial District and emerging South Boston waterfront. With housing prices at record levels in and around Boston, the potential to leverage the commuter rail station as the hub of transit-oriented residential development is an opportunity that should be explored as a means to revitalize the Campello area.



*The Campello station is an important asset.*

- **Keith Park**  
Brockton is very fortunate to have parks located in almost all of its residential neighborhoods. Keith Park, in particular, has great potential as a catalyst for the neighborhood because of its size, central location, and proximity to the rail station.
- **South Street Historic District**  
Although the South Street Historic District, from Main Street to Warren Avenue, is not extensive, it represents within a single block the strong historic fabric of the city and offers great potential for neighborhood pride and enhanced property values.
- **Established restaurants and retail**  
There are a number of well-known restaurants and retail establishments that have been here for years, as well as new business that are making a go of it. The panel was impressed with the commitment of the business association and the individual business owners, all working to help the neighborhood prosper.
- **Industrial businesses**  
Although sometimes perceived as undesirable elements within a residential neighborhood, there is a concentration of industrial businesses in Campello whose owners seem committed to remaining in place. The industrial sector provides important jobs for the immigrant population of the neighborhood and contributes economic activity to the stability and growth of the Campello Neighborhood.

## b. Challenges and Constraints

The principal challenges and constraints that face the Campello Neighborhood:

- **Lack of cohesive residential district**

The train tracks and industrial zones divide the residential areas from one another.

- **Evolving demographics**

The population of the Campello Neighborhood has changed over the past 10-20 years. Brockton has always been a city of immigrants. The origins of the immigrants has shifted from predominantly European to Haitian and Cape Verdean. Although municipal government has made an effort to reach out to all, it is sometimes difficult to engage residents who are not fluent English-speakers; and there is currently no neighborhood association for residents. Also, household sizes and incomes in Campello are declining because of increasing age of the elderly residents.

- **Limited financial resources for public realm interventions**

Money is tight everywhere, at city, state, and federal levels. Every city has a need for improvements in the public realm — streetscape, lighting, parks — that often go unmet because of financial limitations. Resources must be deployed carefully where they will bring about the greatest effect, and long-term planning must be done so that when resources do become available there is a plan in place for where best to deploy them.

- **Commercial vacancies and underutilized properties in key locations**

The commercial segment has been suffering: the loss of the local branch banks, the migration of some larger businesses to locations closer to the highway, and competition from other neighborhoods, have left vacancies in key locations. Additionally, opportunities for residential and mixed-use development may be

limited by the reluctance of some commercial and industrial property owners to allow these new forms of development to take place in proximity to their own business enterprises. Activity has not been as strong for some businesses as in the past, although some others are doing well. Struggling business owners feel the tax burden is disproportionately heavy.

- **Outdated zoning ordinance**

The city and stakeholders reported that the zoning ordinance is somewhat outdated and does not align with current land uses, with the result that a lot of variances are granted. The zoning ordinance doesn't seem to be looking forward to what kind of development the city would like to occur over next 10-20 years.

- **Lack of “soft sites”**

There are no apparent parcels that are likely to be available for redevelopment and large enough to support redevelopment at scale.

- **Ineffective historic district regulations**

Stakeholders reported that the regulations in the South Street Historic District are not consistently observed and enforced. If the city wants to take advantage of the benefits a viable historic district offers, it should identify these benefits, strengthen relevant regulations, and make sure that the owners abide by them. Over time, the owners will see a return on their investment as the neighborhood is restored.

- **Perception vs. reality of crime**

Every urban area has crime. It may not be worse in the Campello Neighborhood than anywhere else in Brockton or the region, but stakeholders reported a perception of more criminal activity here. Good steps have been taken to change that impression: foot patrols make a big impact on both the reality and the perception of safety, enabling police and neighborhood residents to get comfortable with and support one another.



## 4. Recommendations

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### a. Guiding Principles

The panel's work on the Campello Neighborhood was shaped by several overall principles:

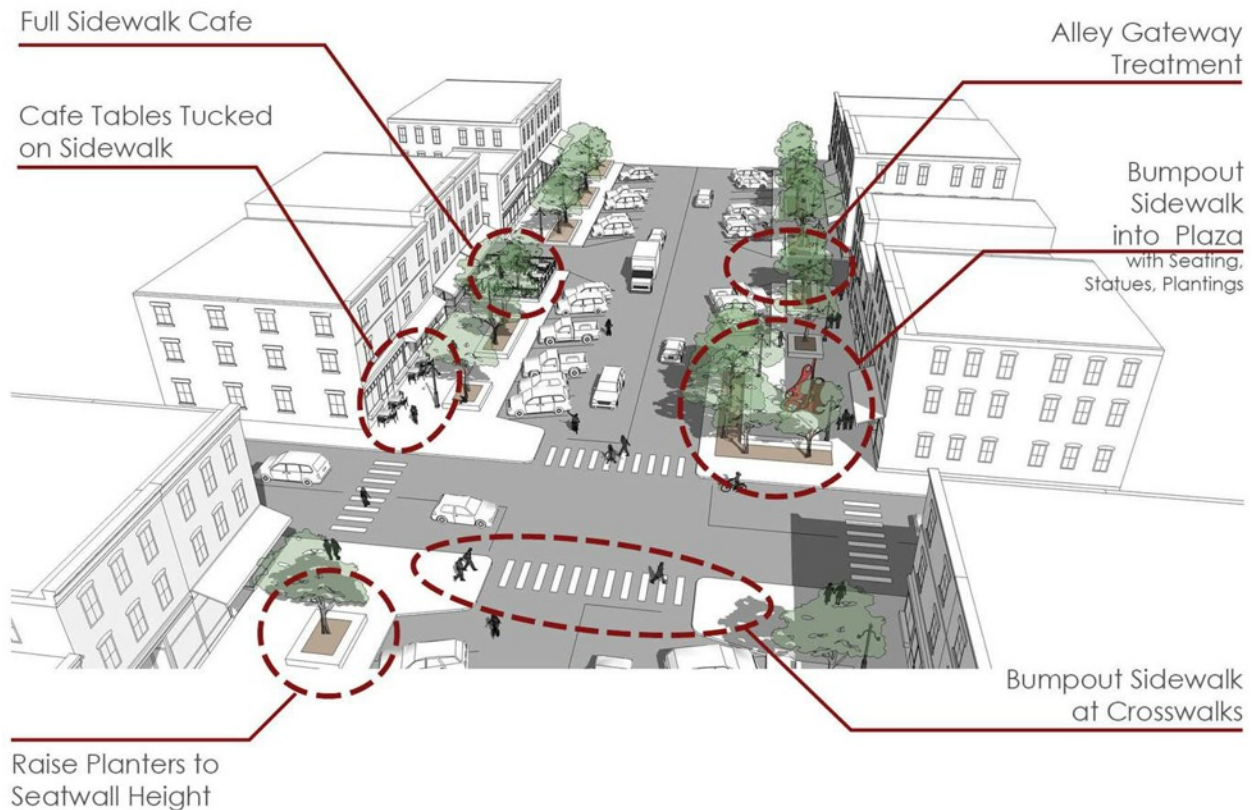
- **Take the long view**  
Effective neighborhood development does not happen overnight. It is important to establish long-term goals and work incrementally to achieve those goals. The city's recent decision to hire a planning director who will work in close partnership with the Brockton Redevelopment Authority is an important first step.
- **Focus on the community**  
Many people of varied backgrounds live, work, visit, invest, own property in the Campello Neighborhood; collectively, they all contribute to the economic impact. Working toward the sustained engagement of all these stakeholders is extremely important in determining the future of this neighborhood.
- **Enhance a sense of place**  
A lot of positive feeling is consistently associated with Campello. It is viewed as a great neighborhood, whether that comes from the memories of individuals who grew up there, or from people who value its historic attributes, or from a sense of its future potential. The challenge is how to continue to support the good things that already exist while developing strategies that will help restore its economic vibrancy.
- **Unlock the potential of transit-oriented development**  
The Campello Neighborhood is currently divided into east and west by the train tracks.

A key task is to identify ways to knit the community back together by improving existing rail crossings and by unlocking the potential of transit-oriented development by working closely with the MBTA and adjacent property owners. TOD could bring in an influx of new residents, employees, and customers to contribute to the vitality of Campello.

- **Neighborhood development as effective retail strategy**  
A number of iconic businesses already exist in the Campello Neighborhood. The Cape Cod Café, Italian Kitchen, and Vicente's Tropical Grocery are magnets that attract people from within and from outside the district. Additional residential development can support existing businesses as well as attract complementary new businesses: more residents = more buying power = more retail sales and shops. Encouraging longer-term residential development, perhaps through effective zoning changes, can be key in helping re-energize a neighborhood in transition.

### b. Public Realm Enhancements

The public realm encompasses the aggregate collection of public infrastructure that creates the framework for building neighborhood, connecting residents and supporting the business community. The city of Brockton has already made some investments in sidewalk and street improvements in the Campello district; now is the time to think strategically about where future money, whether that be through federal grants through the Economic Development Administration (EDA) or Federal Highway Administration (FHWA), state grants such as Massworks, TIFs and DIFs, or partnerships with private developers, can have the



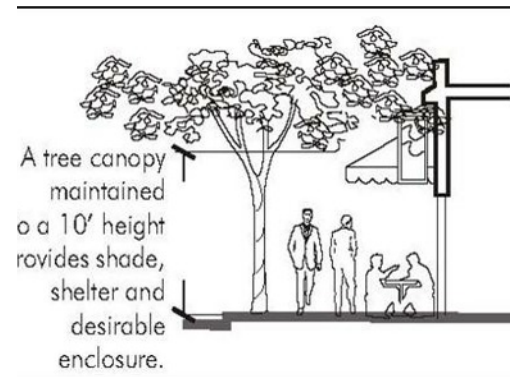
*The “Outdoor Room” approach can enhance the pedestrian experience.*

greatest positive impact over time on improving connectivity between the business district, the train station, the industrial areas, and homes; on encouraging and supporting property maintenance to create a positive image for residents and visitors; and on providing safe and comfortable access for pedestrians throughout different parts of the neighborhood.

- **Enhance the pedestrian experience**

Edge zones such as sidewalks can be valuable contributors to the life of the street; make full use of public sidewalks to encourage business activity. Promote the idea of the “outdoor room,” people pouring out of shops, gathering in civic spaces, lingering on outside seating, generating a sense of vitality, of something good happening. Make sure all parties, public and private, are involved and working toward common goals.

— **Curb appeal:** Encourage owners to maintain curb appeal to both pedestrians and drivers: clean windows with attractive displays, well-lit façades, visible signage. Help local merchants take advantage of signage and façade improvement programs. Continue the already successful annual community clean-up day, and consider making it more frequent.



— **Outdoor dining:** Adding outdoor dining areas requires surprisingly little space and minimal investment, but can make a huge difference in attracting patrons to a restaurant or café, increasing capacity in some cases by as much as 30%, as well as contributing to the vitality of a street. As an example, in less than ten years, downtown Hyannis’s Main Street has become a popular destination for outdoor dining, despite the narrowness of its sidewalks.



— **Sidewalk displays:** Be flexible in allowing temporary displays and signs that add to the vitality of the street.



— **Design guidelines for Main Street:** Establish and promote design guidelines for signage and storefronts in the business district. This would not necessarily require zoning changes; just pulling together helpful guidelines so that businesses could get a sense of appropriate treatments that contribute to the overall neighborhood aesthetic, as well as information about accessing funding for signage and façade improvements.

— **Main Street program:** Encourage long-time business owners with strong ties to the Campello Neighborhood to work together with newer businesses to bring life to the Main Street corridor by taking ownership of the public

space in front of their establishments, sponsoring a fair or entertainment on the sidewalk, adding flowers or



plantings and outdoor seating, or commissioning a mural for a blank wall. Consider the possibility of establishing a Main Street Program which would provide an organization foundation for business owners to focus on economic development, promotion and marketing, events, and design in the Campello Neighborhood.





- **Take advantage of parks for neighborhood gathering and activities**

Parks and playgrounds, both large and small, can be invaluable assets in fostering a sense of community. They can accommodate both passive and active recreation, both organized sport and informal gathering. The Campello Neighborhood is fortunate in having the Nelson Playground and Keith Park located within walking distance for most residents.

### Short-Term Recommendations

— **Programming:** Keith Park is a green oasis in the heart of the Campello Neighborhood, and regular, compelling programming (a farmers' market, food trucks, movies, concerts, art exhibits, flea markets, block parties) can transform it from a passive amenity into a lively destination.

The more frequently people are seen using the space, the more it is reinforced as desirable place for the community to gather together. Some activities can even turn into small business incubators: in Brattleboro, Vermont, for example, one of the storefront food businesses got its start as a small cart at a local farmer's market. The nearby commuter rail parking lot, which is underutilized in evening and weekends, could possibly be used to facilitate broader attendance at Keith Park events.

— **Infrastructure:** A modest investment in infrastructure repairs to paths and fences and the installation of drinking fountain will in short time make the park a safer and more pleasant place.



## Long-Term Recommendations

### — *Keith Park major improvements:*

Keith Park is an important linchpin in the Campello Neighborhood, with great potential for reinvigorating the residential and business communities; major improvements there are a worthwhile investment. Lighting and paving improvements to the path between Main Street and the rail station would increase safety and encourage more foot traffic. Enhancing the existing green space with more tree plantings along the exposed southern edge will also protect that edge from Route 123 traffic. Restoring the commemorative water fountain, or commissioning a similarly noteworthy feature, would provide a focal point and reinforce the park's significance in the history of the neighborhood.

— *Target properties adjacent to public space:* Look at the properties around Keith Park as locations of complementary uses that enhance park activation:

encourage restaurants with outdoor seating, or small retail in vacant buildings abutting the park that could have big front windows engaging with park users. In the event any existing businesses relocated, the city could designate that property for a different use that would complement the park.

### — *Permanent community garden space:*

Converting vacant lots into community gardens serves the dual purpose of creating neighborhood gathering spaces and providing access to fresh, healthy food. Evaluate the vacant spaces throughout the Campello Neighborhood for suitability as a community garden. This would benefit from the leadership of an organized group (Main Street program or neighborhood association) to keep it going.



*Community gardens create neighborhood gathering spaces and provide access to healthy food.*



- **Connectivity**

Physical connections are important because they encourage people to come to areas they might not otherwise visit. The residential areas of the Campello Neighborhood are divided by railroad tracks and industrial businesses. Both of the residential areas are served by a single commercial area on Main Street. The Campello Neighborhood would benefit from having those residential areas re-connected as best as possible.

### Short-Term Recommendations

— ***Pedestrian link from Riverside Avenue to commuter rail:*** It became apparent in a walk from Main Street through Keith Park that, although there is a strong axis leading straight toward the rail station, it ends at Montello Street without any indication that Riverside

Avenue is the most direct route to the station. A stronger pedestrian connection between the station and the park (and the business district beyond) could be established with minimal paving and wayfinding improvements, including changes to the station entry itself.

— ***Perkins Street pedestrian improvements:***

The Perkins Street corridor connects the industrial and residential areas east of the track with the Main Street business district, but at a certain point the sidewalks disappear, making it hard to access the area on foot. Relatively minor sidewalk improvements would strengthen the connection so that residents from the eastern section of Campello have better access to the train station, Keith Park, and Main Street.



*Campello would benefit from re-connecting the residential areas divided by the railroad tracks.*



## Long-Term Recommendations

— **Complete Streets approach with focus on Main Street, South Street, and Riverside Avenue:** Make it easier and safer for pedestrians to access the rail station: provide well-paved sidewalks, marked crossings, better lighting, and bike racks.

— **Pedestrian bridge over commuter rail:** Although crossings over the railroad track do exist at Perkins and Lane Streets, finding a suitable location for a pedestrian bridge somewhere in between (for example, Terminal Place to Evans Street) would help tie the neighborhood together. The city could facilitate planning and implementation with the cooperation of the MBTA and the industrial landowners of key access points.

- **Gateways/wayfinding systems/interpretive signboards/murals**

Gateway signage and ornamental lights with banners can communicate a sense of having arrived in a distinct neighborhood. A directional sign system, informational kiosks, and business directories can lead visitors to points of interest (train station, public parking) in support of Campello businesses.

The Campello Neighborhood clearly has a long and proud history; a series of graphically attractive and informative signboards that celebrate that history is a relatively easy way to enhance the walking environment and improve the public realm.

Look for mural opportunities where blank walls currently exist; for example, a colorful artwork painted on the blank Plain Street side wall of Lynch's Towing could enliven the walk to the rail station and enhance the pedestrian connection to Main Street.



Examples of murals in Batavia, New York (above) and West Palm Beach, Florida (below).



## c. Business Development

A common focus among stakeholders was the importance of the business district along Main Street. Achieving a successful retail corridor always requires a delicate balance. The downtown streets that shoppers are drawn to typically have an interesting and diverse mix of small businesses. How do you attract and cultivate those businesses? Reinvigorating the Campello business district will require the active participation of both private sector owners and public agencies. The neighborhood is fortunate to already have an active business association which provides a solid foundation for future business development efforts.

### Short-Term Recommendations

- **Programming**  
Look for ways to easily and inexpensively keep the streets and public spaces activated and interesting. Street fairs, movie nights, food trucks, and/or a farmers' market, can make Main Street a place both residents and visitors want to be. Such activities can be managed by the city, the business association, and/or volunteers.
- **Shared promotion and marketing**  
The Campello Business Association could be a resource for businesses to explore common or complementary features that could be promoted through joint advertising campaigns. For example, neighborhood antique shops could partner with area restaurants to offer a shopping/dining discount.
- **Activate empty storefronts**  
Invite local artists or entrepreneurs to create interesting displays or temporary pop-up uses in empty storefronts. Artists could set up working studios or instructional space in storefronts to bring people into the district and life to the street. For example, Mudflat Studio in East Somerville is a lively contributor to their neighborhood with their ceramic-related programs including studio space, classes, lectures, and other events.
- **Focus on upkeep/maintenance**  
Focus on the small but impactful gestures that take advantage of the pedestrian-scale character of the district and make people happy to be shopping there: trash pickup, flowers in window boxes, attractive storefront displays, all communicate a sense of care and vitality on the street.
- **Business coaching/expansion/encouragement**  
With a relatively small investment of time and money, a program of business coaching could be established to provide current business owners with the guidance needed to make their operations thrive. Encourage successful retail businesses in other parts of the city to open a second branch in Campello. Encourage Campello residents with small online operations (artisans and crafters, for example) to join together to open a bricks-and-mortar location.



*Empty storefronts can be activated with temporary uses.*

## Long-Term Recommendations

- **Establish paid staff position**  
These business development efforts will benefit from the leadership of a dedicated full- or part-time paid staff person, either at the Brockton Redevelopment Authority or Planning Department, to support programming, promotion, and, especially, business recruitment.
- **Streetscape and signage improvements**  
Discussed in the previous section, streetscape and signage improvements also have a positive effect on the business district, but require longer-term planning and capital investment.
- **Commission parking study**  
Although some people access the Campello business district on foot from the surrounding residential areas, most visitors come by car. There is a city-owned parking lot at South Street, but many stakeholders mentioned the need for additional convenient parking along Main Street. A comprehensive parking study conducted either by the city or by an outside consultant could evaluate current and projected parking needs and propose workable solutions.
- **Revolving loan fund for business improvements**  
Having money available for bricks-and-mortar improvements is critical for the success of the business district, either through grants or loans that help existing businesses expand or that enable new businesses to get spaces up and running. Identify sources of available funding, such as MassDevelopment, the city's CDBG program, or local financial institutions, and help business owners access that capital.

## d. Residential Development

Efforts should be made to support the existing housing stock of the Campello Neighborhood and the people who live there by addressing quality-of-life issues. A strong residential community can support and help invigorate commercial activity; and in turn, that commercial activity can help attract future residents. Most of Campello is fully built out, with little available vacant land; and many Brocktonians agree that the density is a large part of the neighborhood's appeal. It is worth considering where future opportunities (such as transit-oriented development) might exist to add market-rate or mixed-income housing units that would contribute to the vitality of the neighborhood.

### Short-Term Recommendations

- **Encourage neighborhood association**  
Facilitate the creation of a neighborhood association representing all sectors of the population so that residents have a clearer and more organized way to access services, voice concerns, and foster a sense of community. This is particularly important for residents for whom English is not a first language.



*Neighborhood associations foster a sense of community.*



- **Continue/increase police presence**  
The perception of safety in a neighborhood is often just as important as the reality. Increasing the police presence already provided by foot patrols contributes to the perception of safety and enables community residents to connect and become comfortable with public safety officers.
- **Increase code enforcement**  
Some owners are not maintaining their residential properties adequately; individual tenants as well as the larger community suffer as a result. Increasing building, fire, and sanitary code enforcement will result in visible improvements that enhance both property values and community pride throughout the entire neighborhood.
- **Establish multi-departmental task force**  
Because property maintenance violations and criminal activity often occur in tandem, having police and fire officials meet with code enforcement officers on a regular basis to review problem properties can be more effective in getting the attention of property owners, and can help to significantly reduce crime in an area. Code enforcement officers often have established relationships with property owners; in the course of their work, they may become aware of unacceptable behavior going on in a building, and can proactively alert public safety personnel to problem areas.

### Long-Term Recommendations

- **Increase residential density near station**  
Market-rate residential development appears most feasible within walking distance of the rail station where there are larger parcels and residential rents would be higher. The Walkover Commons apartment complex seems to be a successful model, although future developments will likely have a smaller footprint because of the lack of available land.

- **Look for larger, underutilized parcels**  
There may be underutilized parcels in areas not immediately adjacent to industrial property that might offer an opportunity for multi-family residential use, or these may become available over time.
- **Up-zone to meet residential development objectives**  
In the event that a current industrial user moves, there may be sites that could be preemptively up-zoned to allow for additional housing development as-of-right. It is worth thinking now about what kind of future residential and mixed-use development could best enhance the connection between Main Street and the railroad station, and how zoning regulations could be modified to allow for it to happen.



*Walkover Commons is a successful model of multi-family residential development near the rail station.*

## e. Industrial Development

The thriving industrial district within Campello provides a solid tax base and employment opportunities, and is critically important to the future success of the neighborhood. These types of businesses should not be marginalized or discouraged; rather, they should be embraced and fostered. There are a number of well-established property owners there for whom the location is ideal, and they have reinvested in their businesses. The existing industries provide jobs, and the area has the potential to generate additional employment opportunities as, with encouragement, other companies infill the industrially-zoned land.

### Short-Term Recommendations

- **Improve large vehicle access**  
Review truck and large vehicle access to the area with the goal of minimizing the impact of commercial traffic and directing it away from neighborhood streets. Campello's residential areas typically have narrow streets; increasing the turning radii at tight intersections will improve navigation and safety for large vehicles. Dedicated truck routes can be created, with the consensus of neighbors, to steer traffic into appropriate corridors away from residential streets. These activities could possibly be funded through federal transportation programs geared toward pedestrian safety, or by accessing other grant programs that may also support new sidewalks and related streetscape improvements.
- **Maintain/improve buffers**  
Some larger industrial property owners have been purchasing land surrounding their operations to provide sizeable buffers to residential abutters from noise and smoke. This is a good and generous strategy, but it does inhibit the highest and best use of that land. Perhaps in place of vacant lots with dumpsters or low intensity uses like storage, a range of light industrial or office uses could be identified

that could make a more dynamic transition between the heavy industry in the middle of the site and the adjacent residential uses.

### Long-Term Recommendations

- **Explore small-scale/locally-oriented manufacturing**  
Start-ups of small-scale, locally-oriented manufacturing, and advanced technology manufacturing, are a growing trend throughout the state. These cleaner, light industrial operations, typically with infrequent truck trips, could fit compatibly with the residential areas of the Campello Neighborhood.
- **Encourage emerging cluster of food industries**  
The Campello Neighborhood is already home to a thriving salad dressing operation and candy company, and a frozen pizza production facility is being developed. Other representatives of the region's burgeoning food production industry can take advantage of the existing local workforce, and should continue to be encouraged. Such businesses often have modest space requirements and can be started with minimal investment. Urban agriculture uses (a hydroponic greenhouse, for example) could also fit well into this mix and help to support the immigrant population.



*Food production enterprises can take advantage of the existing local workforce.*