

# Downtown Transformation Strategy

## January 2010 (updated)

### CREATING AND CURATING THE BATTLE CREEK RENAISSANCE



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## **INTRODUCTION:**



A unique opportunity confronts Battle Creek. If properly nurtured and supported, the opportunity transforms the face of Battle Creek's downtown. Moreover, it fundamentally transforms the area's local economy and, more particularly, adds a strong impetus for greater human development.

In fact, the stars seem to have aligned. While two school districts on the north side of Battle Creek's downtown undertake extensive renovations, the Kellogg Company is poised to invest in the downtown, and a feasibility study concludes that food science research can enjoy a re-birth in Battle Creek, and the crisis in energy costs rewrites the urban redevelopment equation.

In 2003, the Kresge Foundation provided a \$50 million grant to fund and maintain a three mile River Walk pathway through downtown Detroit along the Detroit River. The scope of the project is vast, with everything from a state park to new port facilities to retail development.

In 2005, the W.K. Kellogg Foundation and Ford Foundation provided significant grants to the River Walk project, enabling community-based planning, site development, and sustainability. Mott Foundation provided a significant grant to downtown Flint in an effort to transform Flint's downtown. These precedents all herald a rising interest on the part of the foundations for their central cities. In the case of Battle Creek, similar action by the W. K. Kellogg Foundation would be sustained by the growth of the food science sector, a factor that is absent in the other two large grants. There is no growth sector to sustain foundation investments in Detroit or in Flint. Food science, however, provides sustainability for the W. K. Kellogg Foundation's investment in downtown Battle Creek.

Some of the development principles underlying the Detroit project involve the strategic use of parks and open space. The concepts of open space and parks can better integrate a downtown with, in most cases, surrounding low income neighborhoods. These concepts are being contemplated as the Battle Creek Public Schools and St. Philip Catholic Schools are renovating their campuses and eliminating blight on the north side of Battle Creek's downtown. Both projects are fortuitous to the extent they invite many opportunities for collaboration in revitalizing neighborhoods and the city's central business district.



The opportunity to buckle the education-renovated north side to the central business district is a way to pursue a strategy of downtown development that links technology to development. The link between technology and development refutes classical economic theory that growth was limited by the factors of production such as labor and capital.

At the same time, the infrastructure that was built on the factors of production has to move to an infrastructure built on information flows, arranged spontaneities, well planned green space, and common facilities. The emphasis on human amenities within both education renovations and the increasingly likely redevelopment of community fitness facilities creates an unprecedented opportunity for total human development: healthy and educated residents.

As recommended by JB Research, the downtown is fit to be transformed by the implementation of "lifestyle centers", walkable developments that feature innovative lighting, retail developments intermixed with housing and office space. We will mix the lifestyle center concept with a Brookings strategy called walkable urbanity. These developments will utilize progressive urban principles based upon an emerging awareness of healthy lifestyles, the discipline of food science, and an updated infrastructure that should be conducive to the development and attraction of young talent.



Obviously, these principles can apply to Battle Creek's Central Business District.

If one were to begin the siting process of a Fortune 200 company, odds are overwhelming that the search would not begin in a rustbelt community of 50,000 in Michigan. Nor do the odds favor ending the search in such a place.

In addition to high taxes, high crime rates, and aged housing stock, small Midwestern communities often lack the amenities necessary to sustain and enhance the operations of a Fortune 200 company. As an example, the closest reliable airport to Battle Creek is 56 miles away. The closest international airport is 105 miles away.

Moreover, these same communities often lack the critical mass to sustain a level of retail, commercial, and cultural amenities that have become important to the so called “knowledge worker.” With 48 million “baby-boomers” retiring in the next five years, the value of the skilled and talented worker will be paramount to companies and to communities.



Battle Creek Unlimited (BCU) has been in existence for 36 years. Some lessons have been learned by the organization that pioneered military base conversion strategies, international investment, and customized on-demand worker training. The major lesson is that the economy is changing more rapidly than any of us can truly comprehend. If we do not understand rapid economic change, we are even harder pressed to update our structures, institutions, and processes to achieve congruence with a new techno-economic paradigm.

In *Navigating the Fiscal Crisis*, “the need for pro-active efforts is discussed with the goal being the ability to create longer-term effectiveness, efficiency, and stability. The result is a positive difference for the organization, compared to conditions that existed before the fiscal crisis began or that would have resulted from arbitrary actions. In contrast, reactive efforts respond to events and aim to maintain the status quo until it is possible to restore the organization as it was before the fiscal crisis began. The reactive approach often involves across-the-board cuts, ignoring differences in importance and priority, failure to deal with the fundamental sources of inefficiency and instability, denial of fiscal sustainability problems, and an organization-wide sense that simply weathering the storm is appropriate.”

Coping with a new techno-economic paradigm conjures up the need for adaptive leadership. Writing in the July-August, 2009 edition of the [Harvard Business Review](#), Heifetz, Grashow, Linsky describe the difference between current models of leadership and adaptive leadership:

“(People in authority) ...will hunker down. They will try to solve the problem with short term fixes; tightened controls, across the board cuts. They’ll default to what they know how to do in order to reduce frustration and quell their own and others’ fears.”

“(People who practice adaptive leadership) do not make this mistake. Instead of hunkering down, they seize the opportunity of moments like the current one to hit the organization’s reset button. They use the turbulence of the present to build on and bring closure to the past.”

Internally, BCU believes the situation is very serious and that fundamental change is absolutely necessary if we are to arrest the decline of Michigan, in general, and Battle Creek, in particular. BCU has recently attempted to foster community learning through concepts like the “Learning District,” the fiber optic ring, and school collaboration. BCU believes it is time to hit the reset button.

Nonetheless, Battle Creek area’s unemployment rate is a percentage point above the state average—no small feat when one considers that 30% of the county’s economy is based on manufacturing. Moreover, the centerpiece of BCU’s strategy, the Fort Custer Industrial Park, continued to confound the doomsayers and swam upstream against a mighty current of regional decline with a 3% growth rate. Obviously, the current and prolonged economic malaise will halt that progress. Job loss will impact the city’s tax revenues from Fort Custer which have been substantial. But it is in bad times that the seeds are best planted to take full advantage of a recovery.



Fort Custer Industrial Park is the envy of municipalities up and down Interstate 94. The continued development of Fort Custer is, more than ever, dependent upon a healthier, vibrant downtown, safer modernized neighborhoods, and competitive school systems.

In 2004, BCU was instrumental in the effort to relocate the Snack Division (Keebler) of Kellogg Company from Elmhurst, Illinois, to Battle Creek. Even though the effort was successful, BCU, at that time, began to believe that unless better efforts were employed to stop urban deterioration and the perception of urban deterioration, the community would be unable to attract the talent necessary to sustain larger employers.



The fact that Mr. Will Keith Kellogg started his company in Battle Creek and grew his wealth in Battle Creek does not lessen the importance of the community doing everything possible to continue to be a good location for a Fortune 500 company. Mr. Kellogg's legacy is strong and his impact on Battle Creek is vast, but Battle Creek also has some responsibility in a global economy to remake itself and continuously enhance the community so that it can continue to be a good fit for the Kellogg Company. It is easy to believe that Mr. Kellogg would share these sentiments. In his own way and in his own time, he did everything possible, including the establishment of a private foundation, to make Battle Creek the kind of place that could always be home to his very successful company.



More often than not, in the global economy, being a home to successful employers mandates the ability to develop and attract talent. Compromising this ability is a relentless and continuing process of urban deterioration. As an example, the appearance of homeless people in abundance in a downtown is not unusual, but other communities have employed strategies that fill downtowns with other people, enough so that a presence of homeless is diluted and de-emphasized. Battle Creek has the homeless; it does not have the "other" people.



With all this in mind, as background to the problem and opportunity, the Kellogg Company currently operates a significant research facility in downtown Battle Creek. The work of the W.K. Kellogg Institute (WKKI) has been sufficiently successful as to necessitate a major expansion of the facility. Moreover, the expansion provides an opportunity to redeploy Kellogg facilities to grow a global corporate culture.

## **STATEMENT OF THE PROBLEM AND THE OPPORTUNITY:**

Expansion of WKKI is consistent with the community's goal of revitalizing and enhancing the central business district from a former manufacturing oriented downtown, based on hydroelectric power and a convergence of railroads, to a new community central business district that can be nurtured by research, mixed-use developments, information technology, niche retail, cleanliness and safety, and an innovative theme or brand that provides a marketing sizzle to the project area. Again, the infrastructure built on the factors of production must be transformed to an infrastructure that is built upon information, knowledge, and change.

Corporate leadership is understandably concerned about committing resources to areas, which, despite gargantuan efforts, continue to manifest signs of deterioration. Investments and expenditures by the City of Battle Creek, the Downtown Development Authority, and others have not arrested the decline to the extent that a profit making institution with global needs will be comfortable making more investments.



Nonetheless, significant community employers, such as the Federal Center, must be given a futuristic rationale that provides a high level of confidence and justification that not only will investment dollars be well spent in expanded facilities, but that the surrounding environs will complement and enhance the community's capabilities to support Battle Creek's major employers in attracting the best minds to their respective institutions.

## **A PROPOSED CHANGE IN STRATEGIES TO REALIZE GROWTH:**

A traditional strategy within the economic development toolbox is to promote growth through social mobility. The rapid growth in areas like Phoenix, Arizona, now the nation's fifth largest city, has been *social mobility growth*—people leaving cold weather climates, people migrating to friendlier retirement climates, companies migrating to non-union areas, and so on.

Social mobility strategies have served communities well in the southern and western United States. Midwestern communities, unless they possess very unique or niche assets, are faring very poorly with such strategies.

A nontraditional strategy that has gained some traction in the northern cities is *innovation inspired growth*. It may be cold in Massachusetts, but that does not prevent hundreds of young people from flooding the streets of Cambridge. The same may be said for Boise and Minneapolis. Innovation based growth has driven the favorable situation emerging in Naperville, Illinois.

The prospect of some major investments in research and development allows Battle Creek to develop its own version of this strategy for growth: that of innovation based growth. If Battle Creek can stake a claim to being a center for food safety research by inducing this investment and collaborating to attract complementary research investments, the strategy becomes very effective.

Moreover, it complements and enhances the renovation strategies being implemented by two adjacent school districts. This is important because it transforms the downtown to a totally different entity, an area where people gather, people work, and people learn.

Fueling the different strategy is part of a huge opportunity brought on by the accelerating cost of energy. Now, the economics of the marketplace will significantly alter the equation toward downtown residential, making it an essential part of mixed-use strategies. Consider the following:

1. The gas price helped pop the housing bubble. Growth in housing prices and housing development was fueled by low and stable gas prices from 1990 through 2004. In early 2004, in inflation adjusted terms, gas prices were lower than they had been in 1990.
2. The new calculus of higher gas prices may have permanently reshaped urban markets. With higher gas prices, consumer interest and market potential lie in developing and redeveloping neighborhoods closer to the urban core. This trend will lower vehicle miles traveled, reduce spending on energy, and stimulate local economies. This is a compelling opportunity for urban redevelopment at the core and is compatible with the concept of urban walkability.

The rise in gas prices from less than \$1.10 in early 2002 to recently more than \$4.00 in 2007 has dealt a major blow to consumer purchasing power and weighs heavily on those metropolitan areas where people tend to commute to their jobs via the automobile. Interestingly, the apartment complexes that surround Fort Custer Industrial Park have gone from discounting “move-in” prices to waiting lists. This trend is real and it will create colossal impetus for the

downtown we envision. Nobody believes the current respite in energy prices will last forever.

### **THE WORK OF THE CONSULTANT:**

To test the vision, BCU employed JB Research Company (credentials are attached as Exhibit A) of Ojai, California. JB Research is part of the Southern California Disney Cluster and is known for rather blunt commentary about ideas and development concepts. In fact, JB Research conducted an assessment of Battle Creek's tourist assets about eight years ago.



JB Research held a day and a half charrette in Battle Creek after two weeks researching and data mining the area market. Their conclusion: the project was feasible. Moreover, the consultant established a development area of the downtown that would best serve the food science deployment. The following standards emerged:

**Thematic:** research and science, food, education, youth, and families

**Size of project area:** 20-30 acres in Battle Creek's Central Business District

**Name of Project Area:** Capitalize on a "Michigan Avenue" brand.

**Theoretical Underpinning:** "Walkable Urbanity", a concept designed by the Brookings Institution to serve as a model for downtown, private, public, education and research.

**Conclusion of the Consultant:** This can be done, but many behaviors will have to change and there will need to be a champion for the project.



A number of possibilities were analyzed and they will be discussed within this proposal.

In short, we have a rare opportunity for Battle Creek to finally bid adieu to a rustbelt past and the embrace of legacy practices, and to jump forward into a sustainable, high technology, qualitative future.



This adaptation will take place in a project area that will form the foundation for a 21<sup>st</sup> Century walkable urbanity.

## **Walkable Urbanity:**

Walkable urbanity is a term that originated in the Metropolitan Policy Program at the Brookings Institution. Recognizing that any urban concept is not a “one size fits all” application, approaches must be customized based upon unique physical conditions, institutional assets, consumer demand, history, and civic intent.

**BROOKINGS**

QUALITY. INDEPENDENCE. IMPACT.

In the history of cities, human beings have generally been willing to walk about 1,800 feet before they begin to look for another form of transportation. The modern exception to this rule of urbanity is humans will walk more than 1,800 feet if they have an interesting, clean and safe streetscape—a combination of sights, sounds, even smells that can enable a pedestrian to enjoy commerce and an interesting mix of people.

Walkable urbanity requires mixed use development—an almost bewildering mix of overnight accommodations, retail, condominiums, education, entertainment, office space, restaurants, and culture. These different uses often come together in new physical developments called “lifestyle centers.”

The way we can realize a niche in walkable urbanity is to leverage food science investments with dramatically enhanced assets so that a prospective young researcher will want to come to work in the Food Science cluster in downtown Battle Creek.

The activity that was to have been generated by the presence of WMU in Battle Creek’s downtown has been unfulfilled because of a university reluctance to fully utilize the Kendall Center and because the community has failed to find ways to attract students to the downtown. Several avenues are now available to correct the deficiency in strategy.

In order to operationalize a walkable urbanity, there must be a radical public and private commitment to walkable streets, sidewalks, even pathways, shared use parking structures, culture, entertainment, the absolute highest commitment to cleanliness and safety, as well as aggressive youth programming.



While many in Michigan, and in Battle Creek, are quick to decry the loss of our talented and educated youth to other regions of the country, we have also been unwilling to jettison “rustbelt” structures, organizations, and processes. While these organizations, structures, and processes continue to give “baby-boomers” levels of stability and comfort, our fast moving highly educated youth find them to be gray, boring, and even depressing. Imaginative walkable urbanity would change that. In the case of Battle Creek, walkable urbanity must change our city.

Mixed use development underlined by a pronounced strategic competency in food science research can give young researchers a reason to come to Battle Creek. The purpose of this project is to make Battle Creek **THE PLACE** to go for certain kinds of food science research. In so doing, the strategy of innovation inspired growth is implemented as a new approach for Battle Creek. In reality, however, C.W. Post and the Kellogg brothers implemented the first strategy of innovation inspired growth. It worked back then.

In fact, we should look at the project area as the beginning of a new community. Changes within the project area must push out in all directions until the community finds a fundamental transformation.

**THE WORK OF THE PROJECT AREA: IMPLEMENTING WALKABLE URBANITY:**

JB Research concluded the project was feasible, but that there would have to be extensive redevelopment of a portion of McCamly and Hamblin Avenues.

*Quote from Jill Bensley:*

In 2003, the International Council of Shopping Centers conducted a study to determine how much people spend during the day and after work near their place of employment. The total average expenditure per employee by category, including those who spent nothing, was as follows for people working in a downtown with limited retail and food and beverage offerings:

|                            |                               |
|----------------------------|-------------------------------|
| Merchandise                | \$56 per week, \$2,912 annual |
| Groceries                  | \$40 per week, \$2,080 annual |
| Lunch                      | \$25 per week, \$1,300 annual |
| Drinks and Food after work | \$13 per week, \$ 676 annual  |

Translating this into annual potential sales yields the following gross annual square footage supportable from downtown employees:

|                            |   |
|----------------------------|---|
| Merchandise                | $\$2,912 \times 35,000 = \$102 \text{ million} / \$350 \text{ psf} = \$291,000$ |
| Groceries                  | $\$2,080 \times 35,000 = \$73 \text{ million} / \$400 \text{ psf} = \$183,000$  |
| Lunch                      | $\$1,300 \times 35,000 = \$46 \text{ million} / \$350 \text{ psf} = \$130,000$  |
| Drinks and food after work | $\$676 \times 35,000 = \$24 \text{ million} / \$350 \text{ psf} = \$68,000$     |

Combining the square footage supportable, it is apparent that gross demand exists for approximately 300,000 square feet of retail, 180,000 square feet of grocery and 200,000 square feet of restaurant and bars in downtown Battle Creek if there were something offered. Of course, this does not take into account the existing stores and restaurants and other food service downtown. **Still, it is a dramatic indication of LATENT DEMAND for these types of goods and services should they be offered in an attractive and welcoming configuration in downtown Battle Creek.**

Bensley’s analysis considered a three mile radius, but there is already considerable purchasing power in the central business district. It is expected that the transformational approach will attract the indigenous purchasing power of the 1,800 information technology specialists at the Federal Center, as an example.

While there is indigenous purchasing power, BCU asked Nielson/Claritas to measure the attraction to retail operations should the Kellogg Company locate all of their administrative operations in a campus-like setting across McCamly or Jackson. Nielson/Claritas has identified, by name, the companies that would be interested in a retail presence, should this kind of purchasing power be concentrated.

## **THE ELEMENTS OF THE NEW PROJECT AREA:**

**Renovation of Battle Creek Public Schools and St. Philip Catholic School adjacent to the central business district:** BCU has been involved in the renovation of the campus of the Battle Creek Public Schools and St. Philip Catholic Schools. Both renovations make it possible to create sharing arrangements in advanced math and science, fine arts, and athletic facilities.

**National Center for Food Protection:** BCU has identified a research opportunity within the project area that searches out innovations in food science including, but not limited to, new highly nutritious foods capable of feeding a burgeoning world population, produced amidst significant climate change, food chain defense systems, sensory technology, and a classification/cataloguing paradigm capable of keeping pace with the acceleration of food ingredients produced by the globalization of food processing systems. Also, Homeland Security elements should be a central force in food defense systems. To that end, BCU has completed an agreement to base the Michigan Homeland Security Consortium in Battle Creek. On January 10, 2008, an ideation session consisting of FDA personnel, university researchers, and food processing companies was held to map out a research program. Subsequent meetings were held with Coca-Cola, Frito-Lay, Covance, Gerber, Heinz, and Sara Lee, and a planning and feasibility study has resulted in BCU's establishment of the National Center for Food Protection and the International Food Protection Training Institute in Battle Creek.

The National Center for Food Protection (NCFP) is a unique, market-driven, public-private collaboration focused on testing, training, and technology development involving food protection strategies and systems. The Center is the result of a W.K. Kellogg Foundation-sponsored study of the feasibility for a national center for food protection and applied research which included input from the office of the Governor of Michigan, FDA, national food protection associations such as the Association of Food and Drug Officials (AFDO), a number of global food companies, and a leading global food testing organization. Located in Battle Creek, the NCFP will be home to three distinct, yet inter-related activities: a for-profit **Food Testing Center of Excellence** which is expected to be operated by an industry leading, global food and dietary supplement testing company; the **International Food Protection Training Institute** which will offer a first-in-class, career-spanning certified curriculum for state and local food protection professionals developed and implemented by AFDO; and an **Emerging Technology Accelerator** (ETA) which will be a public-private initiative focusing on the development of novel food protection technologies, with an initial focus on a potentially *game-changing* technology developed by Michigan Aerospace Corporation to (1) rapidly detect food pathogens and process-formed toxicants, and (2) real-time detection of special nuclear materials. The last section (titled "National Center for Food Protection") of this document contains greater detail and rationale for the development of this Center and its three functions.

**Emerging Technology Accelerator – Food Sciences:** A business development initiative needs to accompany the research piece. WKKI, in an expanded state, will produce new food and food related technology. Some of this technology will conform to the Kellogg Company's products of the future. Some of the new technology would be strategically advantageous to the company's future, but not produced directly by the company. Another aspect of technology will be innovative by-products of deliberate company inquiry, but may not have any relationship to the company's products of the future. It is in the latter two categories the National Center for Food Protection's Emerging Technology Accelerator can work to facilitate commercialization of new

products, processes, and services. The food science incubator will provide frictionless commercialization services for research emanating from WKKI and the stand alone research center.

The rationale for existence is based upon the willingness of the parties to share technology and research. The mission of the entity would be facilitating the movement of technology from research to market. Educational opportunities abound as students have played meaningful participatory roles in applied research (Fresno).

**Heightened Presence of Western Michigan University in the Kendall Center:** BCU has met with WMU President John Dunn to correct the negative situation occasioned by the significant underutilization of the Kendall Center. The original intention was to attract a youthful dynamism to the downtown, but it never happened. With two new Battle Creek faces on the WMU Board of Trustees, the pressure for the university to make full use of its off campus programs in Battle Creek will be there. Dr. Dunn has committed to a new MBA curriculum in the Kendall Center and also to transfer many of the ground school aviation classes as well. BCU is exploring ways to attract students from the aviation college to the downtown via reliable and regular transportation. It should be easy for a student, in between classes, to circulate through downtown amenities. Moreover, WMU has committed to support the food protection research project. It is very likely that the center will be the main facility for the training of food safety inspectors.

**Heightened Presence of other Universities in the Downtown Mix:** Battle Creek Unlimited has solicited the support and participation of institutions of higher learning. Michigan Technological University has expressed an interest in the spectography research for food safety. Lake Superior State has expressed an interest in providing students seeking to earn degrees in Forensic Chemistry. Michigan State University is world respected for research in food and agricultural systems. Albion College has expressed an interest. Albion has a Dow funded \$10 million testing lab on campus.

**Downtown Residential as part of a Mixed Use Development:** Two downtown residential projects are underway. BCU has assembled three buildings at the west end of Michigan Avenue and is promoting them to private developers for residential or mixed-use redevelopment while the Hinman Company has experienced success with apartments in the BC Tower. Knowing that the Kellogg Company, the Federal Center, and the Kellogg Foundation employ approximately forty interns per year, there should be an effort on the part of all parties to concentrate the interns in the downtown. As downtowns deindustrialize, for all the tragic dislocation the process has caused, people are relocating to the urban areas because they are increasingly bereft of the noise and grime that accompanied 19<sup>th</sup> and 20<sup>th</sup> Century downtown manufacturing.

**Battle Creek Math and Science (M/S) Center:** One of Battle Creek's best kept secrets is its outstanding Math and Science Center. BCU is working with Battle Creek Public Schools, the M/S Center and area educators to explore enhancement of the delivery of Science, Technology, Engineering and Math (STEM) education for all school systems in Calhoun County.

This discovery process will look at enhanced STEM programming, facility and equipment & technology requirements, and the costs and feasibility of expanding the Math & Science Center in its existing location or a potential relocation to the former KCCUSA building downtown. Major goals for this process include:

- Enhancing curricula to offer the best possible STEM education throughout county-wide educational systems.
- Providing K-12 students in Calhoun County with the latest technology in the delivery of STEM education.
- Strengthening all school districts' delivery of STEM education from Kindergarten through 12th grade.
- Expanding student interest and participation in STEM education and careers.
- Breaking poverty cycles and rescuing “at-risk” students through nontraditional delivery of STEM education.

The M/S Center should stand as a signature asset, testimony to the community's high commitment to advanced education. Proximity and connectivity to the research institutions would enable cooperative learning ventures, internships, and other relationships that will enhance the math and science output of the M/S Center. Presumably, the Legacy Scholars Program could be, in part, re-tooled to provide financial assistance to students entering food science careers.



A feasibility study was completed in September of 2009 which concludes that relocation to Cereal City USA was the best option for the optimization and expansion of the program, if only, because the recommended facility is decades younger and will require less maintenance investment going forward.

The McCamly Plaza Hotel is currently being renovated. Among the assets is a new high technology meeting area located on the top floor. The ground floor plaza area hosts the largest Starbucks outlet in Michigan. Walkable urbanity can be enhanced if there is careful thought given to the mix of institutions. It should be the pathway of business, educational, and research institutions and the deployment should be a crucial, central element in an atmosphere of arranged spontaneity.

Speaking of hotels, JB Research concluded that a 35-40 room boutique hotel would be a good addition to the mixed use. BCU believes the speculators have overbuilt hotel/motel space in anticipation of the casino. Additionally, the casino has begun to discuss the option of building a hotel on site.

The theme of community health can be reinforced through the possible joint collaboration of the Family Y Center and Full Blast. Combining the two facilities in Full Blast can culminate in a state of the art fitness center which can be used by downtown workers, students, visitors, and community residents. A major challenge in pursuit of a downtown facility is the eventual utilization of the current Y Center facility. BCU would be strongly opposed to any relocation out of the facility that did not include a constructive reuse of the current building.

## **REVERSING URBAN DETERIORATION, ELIMINATING BLIGHT, AND PROMOTING POVERTY REDUCTION:**

**Character:** In order to realize the potential benefits of fundamental change, the character of the project must be different than anything we have tried previously. The boundaries of the project area need to reflect density ratios that make the highest and best use of available properties and buildings. JB Research recommends a theme involving research and science, food, education, youth, and families.



**Public Infrastructure:** The new challenge will encompass the project area's walking urbanity which will necessitate an extreme emphasis on cleanliness and public safety. Even so, new forms of winter resistant transportation and walking paths are needed to facilitate an all weather working and playing environment. Small parks, green space, and the application of new green technologies should dramatically enhance the efficiency and appeal of the walking urbanity strategy. Pedestrian walkways should be installed along predominant pedestrian pathways.

With one of Michigan's premier bicycle retail outlets already in the downtown, the public infrastructure needs to be upgraded to account for increased bicycle commuting and recreational bicycle use on the linear park. This must include tasteful bicycle rack deployment for the convenience of commuters and recreational bicycle riders. The possible linkage of the linear park to any National or State Trail system needs to be flushed out for possible grant opportunities.

The gateway to the downtown and the project area is the Sojourner Truth Memorial Parkway (M-66). In order to beautify the approach to the gateway, it is vitally necessary to screen Franklin Iron and Metal and clean up the immediate neighborhood. Currently this area is a poster child for crime and deterioration. The east entrance to the project area is already being renovated by the new I-94 Business loop project. Complementary developments should take place.

JB Research recommended that BCU seek to capitalize a land and building acquisition fund that would enable the acquisition of land and buildings, including downtown storefronts for demolition or re-use. The bottom line of the activity is to eliminate the blight caused by vacant buildings and storefronts. Properties within or adjacent to the project area can be acquired for food science start-ups graduating from the incubator or businesses from the outside attracted to the area because of the new activity. BCU's acquisition policy is as follows:

**Building Acquisition Strategy:**

• ***Educate the Community and the Public as to comprehensive change in the downtown:***

1. Seek buy-in to different strategies and approaches to downtown viability.
2. Change perceptions of downtown as being retail-driven and as not being safe.

• ***Attack blight and urban deterioration:***

1. Seek the removal or rehabilitation of unsightly and blighted structures in the downtown. Improve the visibility and the property values of conscientious building owners.
2. Pressure existing building owners to improve and enhance their properties. Elevate the standard beyond benign neglect.
3. Improve perceptions of safety and manage future costs by removing conditions conducive to illegality. Create a downtown climate which is order/maintenance driven.

“Order Maintenance and the creation of law enforcement structures to support it. The guiding vision for law enforcement must be to maintain order within each city, not to catch criminals. Creating an environment that is not conducive to illegality, rather than seeking to punish illegal conduct, after the fact, is the key to preventing crime,” Dr. George Kelling, Rutgers University School of Criminal Justice, and Ron Corbett, Executive Director of the Supreme Judicial Court of Massachusetts

4. Take low cost space offline to prevent occupation by less than desirable downtown tenants and to boost the value of well maintained downtown properties.
5. Establish a historic preservation fund at the Battle Creek Community Foundation to enable proponents to help capitalize historic preservation activities.

• ***Transform the character of the downtown to mixed use as opposed to a disproportionate emphasis on retail:***

1. Install an innovation growth strategy anchored by food safety research, as opposed to the current obviously failing social mobility growth strategy.
2. Create a downtown events plaza to remove gray space, create green space, and reduce the pollution emanating from the “urban effect”.
3. Position the plaza to take advantage of the river amenity, community-centric events, and improved environmental conditions.
4. Create a management entity to manage downtown events, plaza maintenance, and communications.

- ***Promote Downtown Transformation by Implementing Mixed Use Strategies:***
  1. Continue to change infrastructure to better accommodate downtown residential. Focus on rental as opposed to ownership. Residential opportunities abound up and down the street.
  2. Utilize targeted retail development (Nielson/Claritas) to support research and residential activities. Consider ending business incentives cash outlays and substituting tax credits.
  3. Leverage the investments being made by the Battle Creek Public Schools as well as St. Phil's. Utilize downtown improvements to improve and welcome educational investments and opportunities. Blend downtown improvements into the educational landscape. Work cooperatively for housing renovation and re-use in areas immediately surrounding the downtown and educational facilities.
  4. Promote education in the downtown by relocation of the Math/Science Center if feasible; support any expansions of the Kendall Center, and support the initiative to train inspectors for enhanced food safety systems. Include the development of internships, cooperative research, and youth employment opportunities.
  5. Develop and implement youth urban design possibilities to better involve area youth in the shaping of a new urban ecology and a new urban metabolism.

The transformation plan still contemplates higher energy costs and higher overall costs in commuting activities. The plan also calls for a “build-out” growth approach utilizing the strategic advantage of enhanced food safety research. Giving people, particularly, younger people, a professional reason to concentrate activities in a downtown, heightens the likelihood that they can be a force for urban revitalization.

With energy prices climbing and a form of demographic inversion taking place, that is, people moving back into urban areas, there is an opportunity to increase floor area ratios (FAR) from the common figure, now, of .2 (one-story buildings with 80 percent of the parcel dedicated to parking) to 1.3 by just adding another one to three stories, and building on some of that parking. That involves a FAR of 1.3, which means that 50 percent of the land can remain open for parking or plazas.

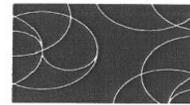
Additionally, it should be inculcated throughout the project area that there will be zero tolerance for a lack of maintenance and cleanliness. Consideration needs to be given to the prospect of outsourcing maintenance responsibilities to youth groups such as the Michigan Youth Challenge Academy which has requirements of community service.

A safe, well maintained, and friendly environment is critical to the reversal of urban deterioration. The appeal of cleanliness and safety is significant in the attraction of knowledge workers and students to the central business district. If Battle Creek is to realize a vibrant city center that operates 24/7, it will have to be done with something other than a clock-punching mentality.

## PROJECT CONCEPTS:

An important aspect to the downtown renovation is community ownership and community involvement, especially the youth of the community. BCU and the Arts and Industry Council facilitated the first phase of youth involvement by sponsoring a contest among area schools for a gateway design. The winning teams and students received scholarships in art education and learning. The long term aspect of such a contest is to give youth an opportunity for urban design initiatives in their own communities. Over three hundred entries were received.

### **CREATIVE EXPLANATION OF GATEWAY BATTLE CREEK PUBLIC ART/VISUAL MITIGATION**



cutler enterprises

The enclosed drawings are to get everyone's juices flowing and to lend a concrete visual as a launching point for discussion.

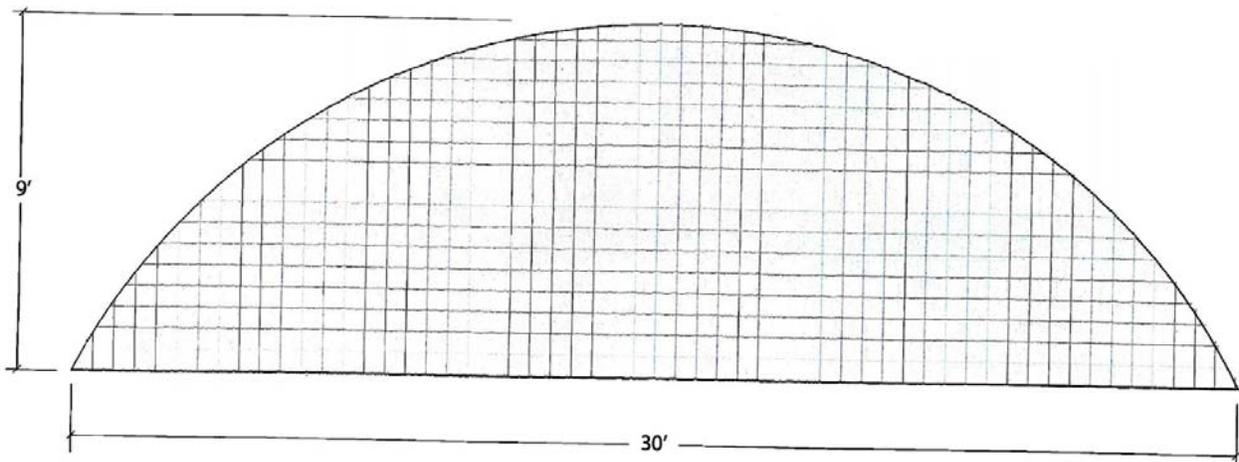
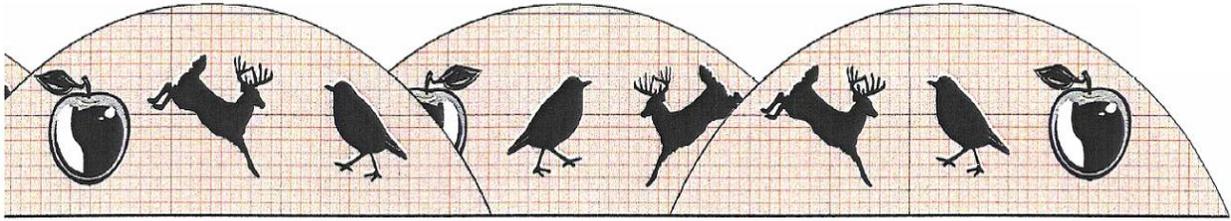
The initial Gateway section is anticipated in being ultimately 300 linear feet. They will be built in 9' tall x 30' wide increments to keep wind resistance at a minimum and so the piece can be fabricated modularly. A net-like grid allows wind to pass through and an ideal backdrop for the cast icons which will punctuate the piece.

Our desire is to have the entire piece fabricated in Battle Creek utilizing its natural resources and existing resident companies. However, a larger contributor to this effort really having community resonance is our intent to invite all the schools in Battle Creek to participate in an "Inspiration" competition wherein art students from each school would "render" their idea of what represents the positive essence of Battle Creek to them. While it remains to be seen whether the art as presented can be replicated in three dimension, there will be a selection of 3-5 "ideas" that will be translated for the "Gateway". The students and the art programs of the schools that present the winning ideas will be given financial rewards . . . \$500 for the student, \$1,000 for the school. If there are 5 winners, the prize money will total \$7,500, which will come out of our budget.

We have been in meetings with Franklin Iron about supplying the metal for the grid either gratis or at a greatly reduced price. This has yet to be finalized. However, the outcome of this negotiation will significantly impact the overall cost of completing this segment. Presuming that we gain some level of participation from Franklin and/or another local provider, we anticipate this first segment to cost approximately \$300,000 including structural engineering, geology reports, installation, etc.

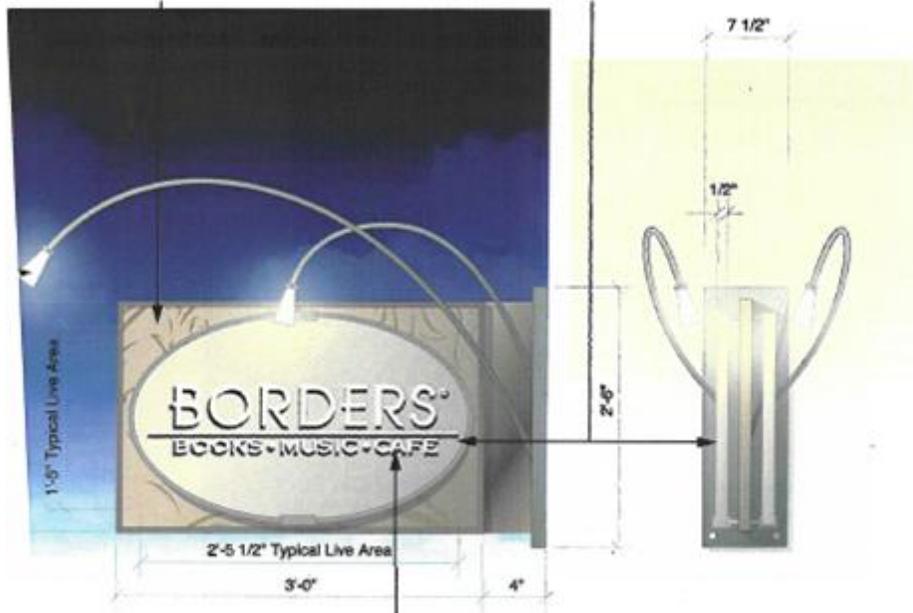
Please feel free to call me if you have any questions.

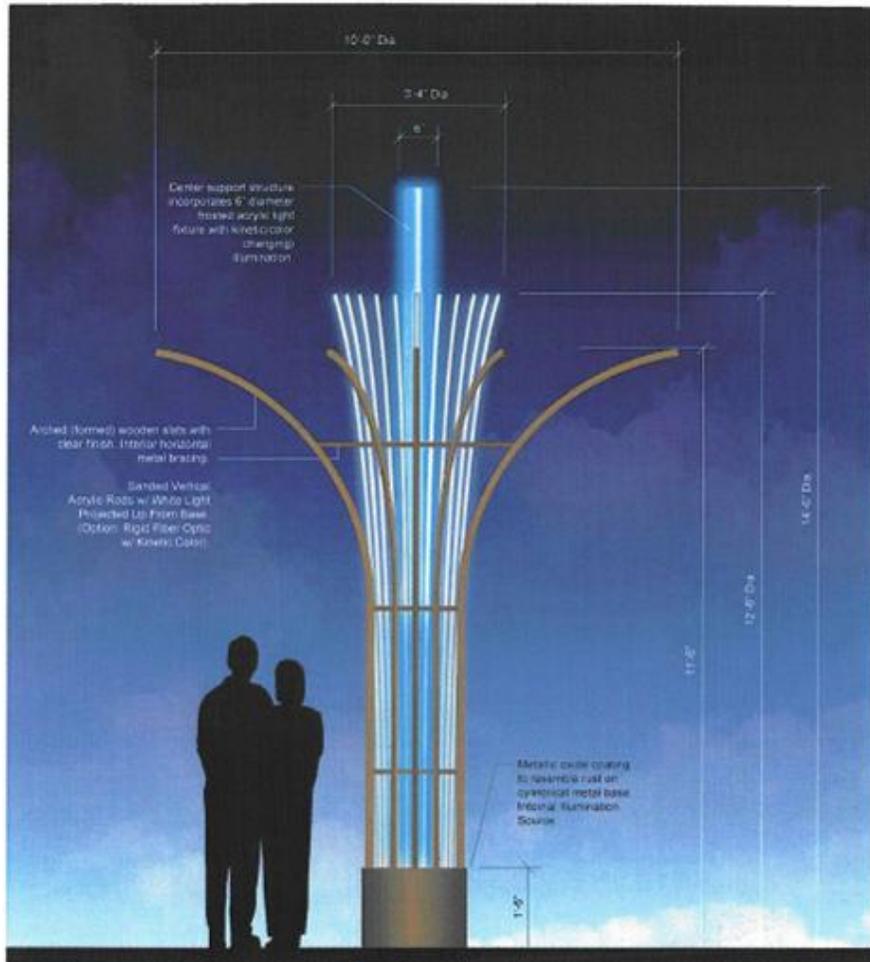
Los Angeles New Orleans Las Vegas New York  
4052 Del Rey Avenue, #106 Marina Del Rey, CA 90292  
310.821.9300 Fax 310.821.5030



Another important improvement is an innovation in downtown lighting and illumination. Stanley Electric Company, known as I I Stanley in Battle Creek, recently formed a municipal lighting division in response to requests by Chinese municipalities to utilize Stanley light emitting diode technology to “light up” the cities for the Olympics. In particular, a Stanley product known as “slimsticks” shows great promise as a potential new lighting source for Battle Creek’s downtown lighting. The LEDS contain many “green” advantages: they utilize far less energy, require far less maintenance, and emit far fewer polluting emissions than standard municipal lighting technology.

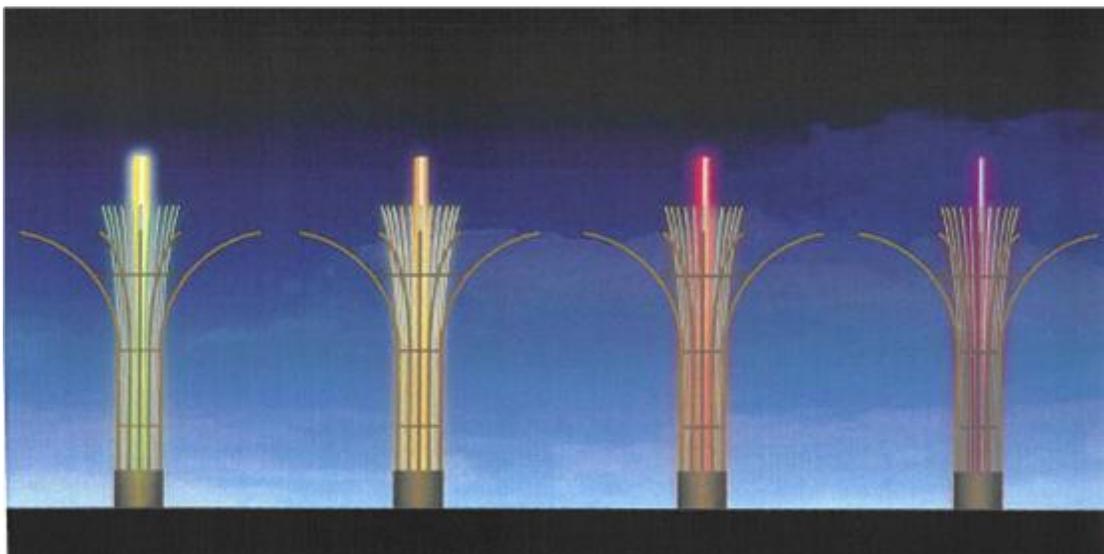
Slimsticks also serve the purpose of enhancing walkable urbanity. Traditional municipal lighting projects downward, outward, and upward. Upward projection tends to obscure the sky and overhead amenities. Slimsticks technology projects heavily downward and outward, giving the pedestrian more illumination and removing both the perception of and hopefully the reality of unsafe downtown conditions. The depictions, below, illustrate how this technology can contribute to Battle Creek’s downtown transformation and literally transform the downtown to a safe, walkable 24/7 community asset.





1 Concourse Torchier-AP02 (Six Total)  
Scale: 1/2"=1'-0"

7'-0"  
DIA



## **NATIONAL CENTER FOR FOOD PROTECTION:**

A key initiative in the transformation of Battle Creek into a Community of Innovation is the creation of the National Center for Food Protection. The National Center for Food Protection (“NCFP” or the “Center”) is a unique, market-driven, public-private collaboration focused on testing, training, and technology development involving food protection strategies and systems. The Center aims to make a significant contribution to a sustainable global food system that provides a safe and nutritious food supply, produced and distributed in a manner that protects health and the environment.<sup>1</sup>

Located in multiple downtown Battle Creek locations, the NCFP will be home to three distinct activities:

- A for-profit “Contract Research Organization” (CRO) will serve leading Michigan-based and other regional food manufacturers with analytical chemistry, microbiological, stability, and sensory services.
- The “International Food Protection Training Academy” will offer a career-spanning training curriculum for federal, state, and local food protection professionals developed and implemented by the Association of Food & Drug Officials (AFDO), a non-profit professional organization established in 1896 consisting of state, federal, local regulatory officials, and industry representatives.
- The “Emerging Technology Accelerator” (ETA) will be an industry-funded initiative focusing on the development of novel food protection technologies, with an initial focus on technologies that rapidly detect food pathogens and process-formed toxicants.

**Significance:** The importance of maintaining a safe and nutritious food supply has never been more critical, or more difficult. Microbiologically contaminated food and water cause the deaths of 2 million children worldwide from diarrhea (WHO). In industrialized nations, one in three persons suffers from a food-borne disease each year (WHO). In the U.S., 76 million illnesses, 325,000 hospitalizations, and 5,000 deaths occur annually due to food pathogens (CDC); and one out of every four Americans will develop a food-borne illness each year (CDC). In addition to these *known* risks and the costs attributed thereto, presently unquantifiable risks may arise as a result of the rapidly developing field of nanotechnology which may lead to the creation of potential hazards through inhalation, ingestion, skin uptake, and injection of engineered nanomaterials.<sup>2,3</sup>

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<sup>1</sup> NCFP vision adapted from W.K. Kellogg Foundation’s Food & Society’s vision statement following extensive conversations with Foundation leadership, a number of global food companies, a leading food and dietary supplement testing organization, the U.S. Food & Drug Administration, the Association of Food and Drug Officials, and the office of the Governor of Michigan.

<sup>2</sup> FDA Statement on Foodborne Illness Risk Assessment, 10/13/03; (<http://www.fda.gov/default.htm>).

<sup>3</sup> Nanotoxicology: An Emerging Discipline Evolving from Studies of Ultrafine Particles. Environ Health Perspect. 2005 Jul;113(7):823-39.

**Strategic Rationale:** Today's global food supply is a highly-complex, interdependent system involving raw materials sourced throughout the world by local, national and multinational food manufacturers producing or having produced processed foods which are widely distributed through an effective yet complicated distribution system. Risk mitigation strategies are costly and system-wide adoption is problematic.<sup>4</sup> While generally safe, the continuing globalization of the world's food supply makes it increasingly susceptible to unintentional contamination, as well as intentional acts of profit-motivated adulteration or terrorist acts involving a variety of chemical and biological organisms.

To address these risks and meet the needs of industry and consumers, the NCFP will focus on testing, training, and technology development involving food protection strategies and systems. Critical to the Center's success in delivering near-term, tangible solutions to mission-critical food protection risk management opportunities to industry and consumers which are not currently offered by or realized from university-based Centers will be:

- The deployment of a strategic approach to setting vision, goals and objectives;
- The financial and leadership support from the public and private partners; and
- The collaboration of the FDA, AFDO, and the food industry to develop and deliver innovative and comprehensive food protection training curricula.

**Investment:** The investment necessary to establish the NCFP is \$17 million, is allocated as follows:

\$10M Food Testing Center of Excellence: Supports ~50% of estimated property acquisition and required laboratory conversion costs necessary to attract world-class food testing operator.

\$5M International Food Protection Training Academy: Seeds development of first-in-class, career-spanning training curriculum for federal, state, and local food protection professionals developed and implemented by AFDO in collaboration and cooperation with FDA.

\$2M Emerging Technology Accelerator: Seeds development of potential *game-changing* technology developed by Michigan Aerospace Corporation; supports ETA model for future potential investment in food protection technologies by food industry and venture capital investors.

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<sup>4</sup> National Center for Food Protection and Defense. "Finding the Right Playground and the Perfect Toy." Dr. Mary Torrence; USDA. Proceedings of the Institute of Food Technologists' First Annual Food Protection and Defense Conference; November 3-4, 2005.

## **The Center:**

**Food Testing Center of Excellence:** A for-profit “Contract Research Organization” (CRO) is expected to be operated by (new venture), a leader in food and dietary supplement testing for more than 60 years. This CRO will serve leading Michigan-based and other regional food manufacturers with analytical chemistry, microbiological, stability, and sensory services. The CRO is expected to occupy the SEMCO building, a 25,000 sq. ft. building located on Hamblin Road across the street from the W.K. Kellogg Institute. The new venture expects to create at least 80 new jobs through this effort; more as its growth warrants.

Factors critical to the success of the Food Testing Center of Excellence include: the availability of an MEDC incentive package to support expansion of new company operations in Battle Creek; Foundation support to acquire and build out facilities/sites; and the revitalization of the downtown Battle Creek infrastructure as proposed herein.

**International Food Protection Training Academy:** The “Academy” will offer a career-spanning training curriculum for federal, state, and local food protection professionals developed and implemented by The Association of Food and Drug Officials (AFDO). AFDO, established in 1896, is the premiere professional organization for regulatory food, drug and medical device officials from local, state and federal agencies with a solid record of accomplishment. The organization actively works to improve and protect the nations’ health and safety and to further the concepts of uniform and rational regulation. As such, AFDO has become a recognized voice in determining and shaping the national policies that affect all public health stakeholders. Importantly, the consensus that AFDO develops is essential to advancing uniform laws, regulations and guidelines that result in more efficient regulation and less confusion among industry in the marketplace.

At the recently-concluded “50 state meeting” of FDA, federal, state and local food protection officials, a meeting last held in 1998 and which this year addressed the challenges of ensuring food is safe and secure, the concept of an “international food safety training center” received strong and enthusiastic support. A formal endorsement of, and commitment to the NCFP has been approved by AFDO, the Association of Food and Drug Officials. This first-in-class training program is the critical need for highly trained food protection professionals who conduct the bulk of the food safety work performed in this country and the increasing demand of federal regulators for greater collaboration with state and local food protection officials in order to meet the growing complexities of a global food supply.

The career-spanning food protection training curriculum that will be delivered via distance-learning as well as on-site in Battle Creek venues and will be made available to thousands of food protection professionals in this country as well as internationally. Under AFDO’s leadership, the Academy’s training goals include:

1. To provide standardized training (core, advanced, and leadership) to food protection professionals in order to leverage resources at all levels of government to assure protection of the food supply.

2. To develop unique programs and create new opportunities for cross-cutting professional experience to assist food protection agencies and the food industry in meeting safe and defensive food goals.
3. Promote cooperative integration of advanced technical knowledge throughout the food supply chain.
4. To oversee the promotion, attainment, and advancement of uniform standards supporting a national, integrated food protection system in order to build domestic capacity to protect people.
5. To assist domestic and international agencies and industries in the advancement of food protection and food security strategies impacting the most vulnerable populations – especially children.

**Emerging Technology Accelerator:** The ETA will focus on the development of novel food protection technologies, with an initial focus on technologies that rapidly detect food pathogens and process-formed toxicants. Patterned after Accelerator Corporation ([www.acceleratorcorp.com](http://www.acceleratorcorp.com)), ultimately, the ETA will be an industry-funded initiative, following an initial public-private funding collaboration to seed the creation of this unique endeavor.

Technologies created through the ETA's efforts will be characterized as:

- *Innovative technologies* that are based on new insights and novel approaches that enable the development of innovative products.
- *Disruptive technologies* that enable a paradigm shift in food protection.
- *Transformational approaches* that have the potential to transform food protection rather than incremental improvements to existing food safety approaches.

The technologies will be managed as milestone-driven programs designed to advance novel food protection technologies rapidly from proof-of-concept to beta development to market. In aggregate, the ETA is targeted to invest up to \$25 million in cutting edge technologies. Critical to the success of the ETA will be the availability of core facilities infrastructure start-up costs provided by Battle Creek Unlimited and technology development/company formation capital provided by food industry investors.

**Expected Lead Technology:** The ETA's lead technology platform is expected to be based on a unique technology developed Michigan Aerospace Corporation (MAC), an Ann Arbor, MI-based private research and development engineering company focused on developing technology for the aerospace, defense, homeland security and medical industries.

Current methods of detecting food-borne pathogens take a number of hours or even days and use highly skilled analysts. One of MAC's technologies (presently known as CBSI for Chem/Bio-Spectral Instrument) is envisioned to detect food-borne pathogens in much less time without highly skilled analysts. The problem is imposing; the medical and economic cost in the US

related to the three top pathogens (E. coli, salmonella and listeria) is nearly \$3.7 billion. The cost to the food industry is also very high due to product recalls and losing brand name recognition. Technologies to detect bacteria (E-coli, listeria, etc.) and other toxic substances are largely utilized by labs that are specific to food testing.

Optical techniques (e.g., laser-induced fluorescence, Raman spectroscopy) lend themselves well to in-line monitoring and have yielded promising beta test results for the detection of pesticides, chemicals and prohibited materials.

Michigan Aerospace has completed the fabrication and assembly of a prototype CBSI to measure the spectral signatures and cross sections of biological stimulants and agents. The CBSI is expected to be used to identify specific contaminants that may be present at various stages of food processing. It is also expected to be utilized to check for purity or specific contaminants in industrial processes.

**Management:** The NCFP hired former project consultant, Steve Benoit to serve as the first Chief Operations Officer. Mr. Benoit has a history of employment in food processing and nanotechnology. The Center leadership will be critical to its success. The Food Testing Center of Excellence is expected to be managed by executives of a new private, for-profit company.

The Training Institute is being developed by AFDO, and will require development of a management and staffing structure by late summer 2009. The ETA will require an executive with a unique blend of commercial and regulatory experience. Ideal candidates will have significant experience working in conjunction with public and private sector leaders and have a proven record of success in developing early stage initiatives. This leader will have demonstrated successful operating experience in complex organizations and environments; an entrepreneurial mindset and a willingness and desire to work with entrepreneurs and foster economic development; a deep understanding of university technology transfer and research commercialization operating practices; strong and diverse corporate development experience; and experience with venture capital fund formation and distribution. Candidates are being identified and preliminary discussions are being held.

### **The Events Plaza:**

The early plan proposed acquisition of three buildings at the corner of McCamly and Michigan Avenue to make way for a downtown public greenspace. The arguments for this aspect are quite compelling:

- Implantation of more greenspace will reduce the “urban effect” which is fostered by deflecting summer heat from buildings to asphalt, causing air conditioning to work overtime.
- Reduction of obsolete building space eliminates opportunities for illegal behavior, improves the stock of existing space.
- The new mix of downtown workers, researchers, students, and businesses afford the opportunity for “arranged spontaneity,” that is a place where people meet, exchange information, and possibly create new technologies.

- Battle Creek needs a home for its festivals and events. The current situation involves public expenditures in closing streets, and providing safe public facilities. A site for the festivals will afford predictability and stability in event planning.

Ultimately, the events plaza can serve the region with engaging entertainment that provides social and economic vitality. Events can contribute to the celebration of community, blending diverse publics in mutual understanding and enjoyment.

Moreover, the events plaza can provide opportunities to emerging young talent, i.e., “stagetime.” Speaking of talent, the events plaza can have a direct impact on the arts, uniting the artistic community, and showcasing local artists and entertainers.

## **THE DOWNTOWN TRANSFORMATION PLAN IS VALIDATED BY THE BARCELONA PRINCIPLES:**

The Barcelona Principles are ten steps to civic reinvestment. They were formulated by thousands of local leaders in Barcelona in March 2009. The convening of local leaders from all over the world was founded upon the theme of local leadership, global economic crisis, and the road to recovery.

The following are the ten principles, a brief explanation, and how the Downtown Transformation Plan aligns.

### **Don't waste the crisis, but respond with leadership and purpose.**

“Crises are times to change the rules and terms of engagement for the long term.”

“Most local economies have inherited some unhelpful customs, practices, or rules which hinder long-term performance. This crisis is a good opportunity and rationale to make changes in the institutional and operational framework which are good for the future.” (p.81)

The Downtown Transformation Plan is premised upon the continuation of urban decline and proposes a strategy that answers the challenge for fundamental change. The Downtown Transformation Plan examines policing, building fitness, maintenance, code enforcement, wealth creation, wealth attraction, and neighborhood relationships.

### **Make the case for continued public investment and public service and the taxes and other sources of investment required.**

“During a recession, public investment becomes even more important and less affordable than usual.” (p.81)

The Downtown Transformation Plan proposes replacement of portions of the infrastructure that have slipped into irrelevance, deterioration or inefficiency. The Downtown Transformation Plan also puts focus on private sector investment as a follow up to public sector improvements.

Portions of Battle Creek especially the downtown need to be replenished with additional tax base to lessen the burdens on the residential tax payer. It is likely that Fort Custer and the Kellogg properties may be the only places that are revenue positive to the city and school districts.

### **In the long-term: build local economic strategies which align with long-term drivers and identify future sources of jobs, enterprises, and innovation.**

“Retaining and supporting firms and investment in order to keep jobs and income in the local economy should be a central focus of local leaders in the short-term, but not to the detriment of long-term stability.” (p.82)

The Downtown Transformation Plan capitalizes on the globalization of food processing, the introduction of thousands of new ingredients, and the lengthening of increasingly vulnerable food supply chains. Proper clustering of relevant institutions exploiting the niche of food safety is a long-term driver and a source for economic development activity.

**In the short-term focus on retaining productive people, business, income, jobs, and investment projects.**

“Helping people to adjust to changing opportunities and forms of employment and housing is a key opportunity and requirement.” (p.82)

The Downtown Transformation Plan has crafted a four part plan to address the interests of productive people, technology-based businesses, higher income work, other jobs, and investment projects. The improvement of education through better collaboration, through the elevation of community assets, and through the enhancement of global skills better equips the people of the area.

**Build the tools and approaches to attract and retain external investment over the long-term.**

“Making local economies attractive for reinvestment requires a clear strategy and a balance between investment opportunities, investment readiness and investment tools.” (p.83)

The Downtown Transformation Plan contemplates Battle Creek becoming a branded center for food safety. The cultivation of competitive advantage in food science will attract outside investment and give the community’s strengths international name recognition.

**Building genuine long-term relationships with the private sector, trade unions, and other key partners.**

“Engaging directly with private sector employers and investors is critical to understanding the conditions they face and to encouraging their active participation in recovery. Engagement with trade unions is essential to ensure active policies which support work and income over the long-term.” (p.84)

The Downtown Transformation Plan contemplates significantly higher levels of collaboration with education, higher education, contract research organizations, investors and unions. The Downtown Transformation Plan has already enjoyed a considerable level of assistance from the Southwest Michigan Building Trades. BCU also welcomes the participation of the American Federation of Grain Millers.

**Take steps to ensure the sustainability and productivity of public works, infrastructure, and major development/events.**

“Public investments which can attract private investment, not substitute for it, should be pursued. Local leaders are seeking to use public works to promote wider goals of innovation, energy efficiency, and economic inclusion.” (p.84)

The Downtown Transformation Plan contains approaches to upgrade infrastructure with new urban materials that are environmentally friendly and energy efficient. New urban designs are being evaluated that will promote safety, interaction, and community events. More greenspace is needed to reduce the “urban effect” and to provide a balance with concrete structure.

The plan calls for removal of blighted, unsafe, invitations to illegal behavior and a re-use of facilities that can be rehabilitated from their obsolete status.

The broadening of the math/science curriculum and the targeting of at-risk children through new technology education application is a new strategy that will be employed comprehensively to try to breach the cycle of poverty.

**Local leaders should act purposefully to support their citizens in the face of increased hardship.**

“Local leaders know that, ultimately, local economies are about people who work, visit, and live in them. Recession threatens directly the quality of life of these people and therefore the health of the locality as a whole.” (p.85)

The Downtown Transformation Plan gives local leaders a way to be pro-active against urban decline and the increasing impoverishment of its citizens. A recession is the right time to plant the seeds of new investment and new institutions to help the community move forward with the recovery.

**Local economies have benefited and should continue to benefit from being open and attractive to international populations and capital.**

“It should be remembered that local economies have benefited enormously from being open and attractive to international populations and capital, and having a distinctive appeal internationally will be important throughout and after the crisis.” (p.85)

The Downtown Transformation Plan seeks to transplant some of the successful approaches at Fort Custer to the downtown. Fort Custer continues to be a national model for the accommodation of international investment.

**Communicate and align with national and other higher tier governments.**

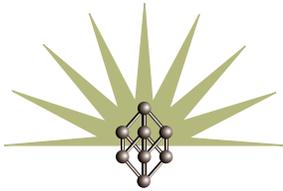
“Local leaders are working in partnership with national and higher tier governments to ensure national responses are both worthwhile and deliverable on the ground and have every opportunity to succeed.” (p.86)

The Downtown Transformation Plan has been supported by Michigan congressional delegation with enabling legislation having been introduced by a bipartisan coalition to support food safety.

The plan achieved the buy in of Governor Granholm and the Michigan Department of Agriculture. The promoters of the plan are grateful for the efforts of Congressman Mark Schauer, Senator Debbie Stabenow, and State Representative Kate Segal.

### **DOWNTOWN TRANSFORMATION PROJECT – NEXT STEPS:**

1. Develop community oriented presentations to educate, to learn, to receive input, and to gain support for the concepts.
2. Continue to examine the feasibility of the relocation of the Math/Science Center.
3. Continue to pursue the acquisition of blighted and deteriorating downtown buildings.
4. Explore the feasibility of establishing a historic preservation fund with the Battle Creek Community Foundation.
5. Operationalize the Nielson/Claritas study for more targeted retail development.
6. Provide the downtown with innovative, energy efficient, and “green” friendly lighting.
7. Explore the creation of an events plaza along the Battle Creek River.
8. Work with city administration to achieve long term maintenance savings and new forms of municipal work approaches.
9. Aggressively pursue governmental, private sector, and foundation funding to assist in the financing of the downtown transformation plan .
10. Develop youth involvement programs in urban redesign.



**BCAMSC**

## **Battle Creek Area Math + Science Center**

INNOVATION THROUGH INSPIRATION

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### **Executive Summary**

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#### **Background**

The community is embarking on a vision for the Battle Creek Area Math and Science Center (BCAMSC). With its educational and entrepreneurial achievements, the Center has been changing the look of math and science instruction since the first bell rang in 1991.

Nearly two decades later, the Center is painfully growing out of its current aging facility. Both education and local economic development groups are working diligently to find and create the best facility, so the BCAMSC can continue to grow as a center of excellence. To date, presentations of solutions are only conceptual, but viable for the Center's future.

Unlike other math and science institutions around the nation, the BCAMSC serves dual functions of an on-site high school for academically talented students and a designer and manufacturer for science curriculum materials that have become a national model.

On an academic level, the high school program offers a rigorous curriculum and relevant research for all students. The 9th and 10th grade curriculum focuses on the basic tools and knowledge students need in order to make decisions on future courses of study, and even careers. The 11th and 12th grade curriculum provides students with the opportunity to explore specific areas of interest in greater depth.

On an entrepreneurial level, the staff at BCAMSC has taken a different look at today's classroom and developed science kits that meet state educational benchmarks for Kindergarten through 7th grade. Science lessons come to life through grade-appropriate, inquiry-focused activities supported by literacy integration and meaningful assessment. Sale of these kits to outside school districts subsidizes all other programs.

A very important element is the inter-relationship between the Kit Program and two special education programs. The Battle Creek Public Schools STRIDE (Student Transition Reaching Independence Directions and Employment) class is housed at the



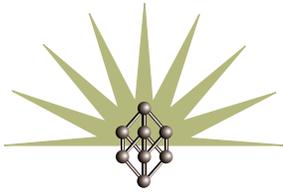

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#### LOCATION ADDRESS

765 Upton Avenue  
Battle Creek, MI 49037

Phone: 269-965-9440  
Fax: 269-965-9589

WWW.BCAMSC.ORG



**BCAMSC**

## **Battle Creek Area Math + Science Center**

INNOVATION THROUGH INSPIRATION

### **Executive Summary**

#### **Background** *continues*

Center so the students can work and assemble the kits. This is a win-win relationship that allows students to gain skills that may transfer into future opportunities, such as manufacturing. Additionally, the Kit Program benefits severely handicapped students who are part of a program that challenges them with hands-on activities to assemble kits.

The BCAMSC has embraced the challenge of educating our youth, and more importantly, inspiring them. With a new, strategically located facility near downtown Battle Creek, the Center has unlimited opportunities on many fronts: improve laboratory spaces, upgrade equipment, provide high school scientific internships, collaborate with local employers in food safety and protection research, upgrade the Kit Manufacturing Center for better work flow and production, expand opportunities for special education students to build vocational skills, and showcase the Center's programs to future and existing residents who want the best education for their children.

The community is on the brink of finding the optimal location to expand the math and science curriculum, increase the educational kit manufacturing, and grow closer to the area's scientific employers. With community understanding and support, the Center will embrace this fortunate opportunity to educate our youth, and more importantly, inspire them.

#### **Timeline of Change**

Most of the community drive to relocate the BCAMSC has occurred in the current year. Education, city and economic development groups have been working cooperatively to give the Center an opportunity to excel at a higher level. Unlike other U.S. cities, Battle Creek is uniquely positioned to give its students a world-class facility to learn, work and grow for their futures.

Here's a look at key milestones that have brought us to this point.

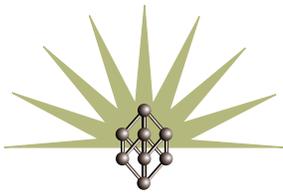


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**Battle Creek Area Math + Science Center**  
INNOVATION THROUGH INSPIRATION

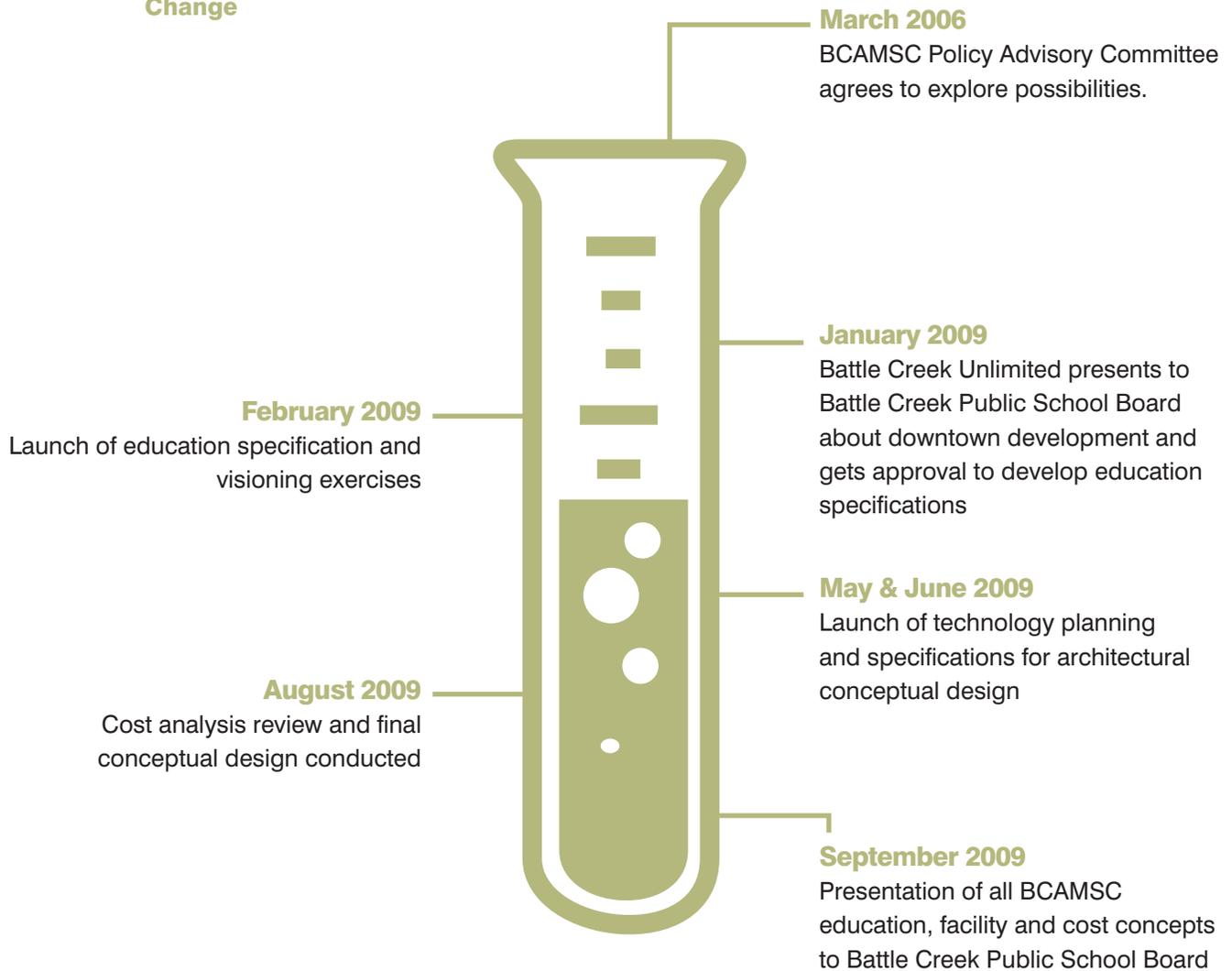
**BCAMSC**

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## Executive Summary

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### Timeline of Change



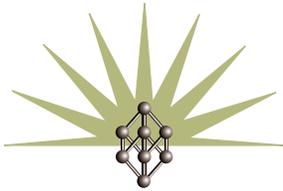
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WWW.BCAMSC.ORG



## Battle Creek Area Math + Science Center

INNOVATION THROUGH INSPIRATION

BCAMSC

### Executive Summary

#### Education Specifications

Once the community identified a need to grow, the first task was to define the new Center's education specifications. In a centrally located facility, the Center can increase its enrollment and build on its mission with these critical elements:

1. Foster improved mathematics, science and technology instruction to all students in grades K-12.
2. Provide accelerated enrichment instruction to talented 9th through 12th graders from 16 area schools.
3. Provide quality professional staff development for area K-12 educators.
4. Build lasting partnerships with area businesses and industries.
5. Build an efficient manufacturing center that will allow the Center to grow as a profitable developer and manufacturer of science kits for the 16 area schools, as well as hundreds of other nationwide school districts that want to learn from the Center's innovative thinking.
6. Continue its Outreach Programs with a focus on under-performing schools and vulnerable children.

In the early part of 2009, the Battle Creek Public Schools retained the KBD Planning Group, Inc. to lead a Visioning Process and the development of educational specifications for the BCAMSC. The charge to this team was to lead faculty, staff, Policy Advisory Committee members, students, parents and the community through a visioning process that would result in a new stimulating, successful and productive learning environment.

Planning sessions were held over a period of several months. Strengths and limitations were identified through a series of presentations, interactive exercises, and small and large group work sessions. While the Center's strengths are well-known, the limitations are what caught the attention with this in-depth analysis.

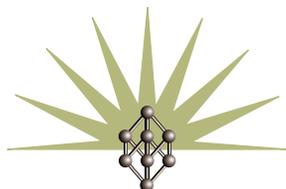


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## **Battle Creek Area Math + Science Center**

INNOVATION THROUGH INSPIRATION

### **Executive Summary**

#### **Education Specifications** *continues*

The close examination revealed several limitations to maintaining or growing the Center.

- Adequate space is the number one deterrent to improving and expanding programs.
- The science labs are outdated.
- Science lab equipment and layout are not conducive to today's teaching and learning. Currently, the Center is far from ready for tomorrow's teaching and learning.
- Additional programs cannot be offered due to space limitations.
- Support spaces are not available.
- Up-to-date technology tools are not available to faculty and students.
- The manufacturing center lacks space to improve efficiency, expand or increase its production.

The BCAMSC is not a typical high school science laboratory environment. The academic program comes closer to what is found at the higher education level, with much more emphasis on research. While there is some amount of lecture, greater emphasis is placed on research.

Institutions, such as the BCAMSC, are increasingly judged by the quality of their programs and facilities in which programs are delivered. What might have been cutting-edge a decade ago is now standard issue for today's science facilities.

Student exposure to hands-on scientific learning has grown dramatically where there is more lab time for all of the major disciplines. The integration of student computers for reporting and synthesizing data has adjusted laboratory layouts and increased the need for power and data connections at individual lab stations.

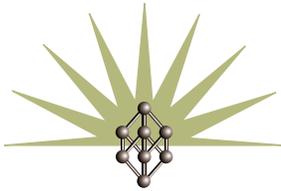
A growth in specialization has been driven in part by the special interests of industry and foundations. While they share many basic similarities, today's math and science



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## Battle Creek Area Math + Science Center

INNOVATION THROUGH INSPIRATION

BCAMSC

### Executive Summary

#### Education Specifications *continues*

facilities are distinctive and designed to complement their surroundings. Some are signature buildings. Some are exceptionally green. And some are clever renovations. All are memorable.

The group concluded that if the Math + Science Center is to maintain its current status and grow, it must commit to its vision. It requires additional space, enhanced equipment and technology tools.

Unlike other communities, Battle Creek has a fortunate and unique opportunity to invest and grow for the area's children.

#### Technology Plan

Once the architects had completed the conceptual building design layout, KBD Planning Group, Inc. took that concept and developed a conceptual design and budget estimate for technology. A great deal of information regarding technology requirements was generated during the Visioning and Educational Specifications process. Additionally, KBD met with personnel at the Math & Science Center to focus exclusively on refining requirements and needs for technology.

The technology estimate, based upon the conceptual design and included in the conceptual cost estimate, includes:

1. Wiring Infrastructure -- This includes fiber and copper wire, a building-wide Wireless system and fiber to connect the Math & Science Center to the BCPS district wide head-end located at Battle Creek Central High School. This will allow the Math & Science Center to benefit from the investment in technology that was made through the most recent district bond referendum.
2. Data Networking -- A high-speed fiber optic data networking system that includes all switches and servers.

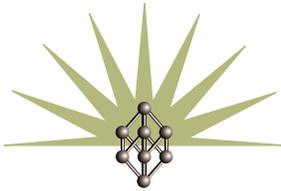


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## Battle Creek Area Math + Science Center

INNOVATION THROUGH INSPIRATION

BCAMSC

### Executive Summary

#### Technology Plan *continues*

3. Communications System -- This includes an IP voice communications system, voice mail, intercom, paging and clocks.
4. Streaming Video -- The Streaming Video System (SVS) will consist of hardware and software products designed to enable end users to access, retrieve and control audio/video information, on demand or on schedule, over a network within the building. As a result, virtually any program on any media (analog or digital) will be made available to any station, area or room via the data network.

Included are:

- a. Interactive Electronic Whiteboards with projectors
  - b. Wireless Airlates for teachers
  - c. Document cameras for teachers
  - d. Mobile video projection cart
  - e. Holo screens & projectors for commons areas
  - f. Teacher sound amplification system
  - g. Classroom LCD monitors,
  - h. Classroom control panels
  - i. Life-size IP video conferencing for each classroom
  - j. Computers for each computer lab, plus a desktop computer for each instructional area and printers.
  - k. A student response system for each classroom
5. Surveillance Cameras and Building Security Access -- Internal video cameras will be located at key locations on the interior of the building. External cameras will cover all entry points as well as parking lots. Additionally, there will be entry keypads, motion detectors and other security access components.

This solution is based upon a total turn-key solution to the owner.

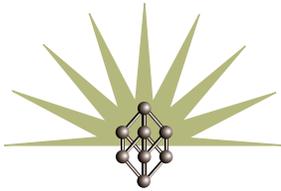


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## **Battle Creek Area Math + Science Center**

INNOVATION THROUGH INSPIRATION

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### **Executive Summary**

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#### **Facility Evaluation**

The next step in the process involved a look at prospective sites where the BCAMSC could be relocated. Battle Creek Public School and Battle Creek Unlimited hired TowerPinkster to complete facility assessments and determine the best conceptual option.

In June 2009, a team of architects, landscape architects and engineers toured four sites and facilities to assess their viability for the Math + Science Center. They utilized a qualitative and quantitative format that allows facilities to be graded and compared equally.

These are the four sites and their assessments:

1. 765 Upton Avenue, Battle Creek (Present BCAMSC)
2. 171 W. Michigan Avenue, Battle Creek (Former Cereal City)
3. 390 S. Washington Street, Battle Creek (Old Southwestern Academy)
4. 155 Van Buren Street, Battle Creek (Battle Creek Enquirer Building)

After studying the opportunities, TowerPinkster recommended to pursue the former Cereal City as the new Center. When compared to the other buildings, the former Cereal City is an average of 53 years newer, meaning it has an average of 53 more years of useful life than any of the other prospects.

Since the building was built in 1998, it still meets most of the codes that any school must design to today, which will save significantly on renovation costs. Implementing educational specifications would be at least 15% less expensive in the former Cereal City building as it would be on the present Center site.

In the long run, this location will also prove to be the least expensive to operate. This is primarily due to the existing wall insulation, double-pane windows and higher efficiency mechanical system.



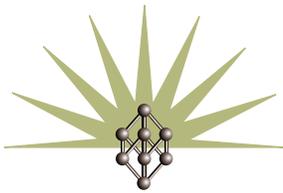

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INNOVATION THROUGH INSPIRATION

**Executive Summary**

**Facility  
Evaluation  
continues**

With regard to the site, many outdoor learning opportunities already exist. The adjacent river, pedestrian bridges, plaza and interactive exhibits would be an intellectual playground for students and constituents. This building truly offers a unique and wonderful opportunity for a world class learning facility.

**Conceptual  
Renderings**

Exterior Rendering

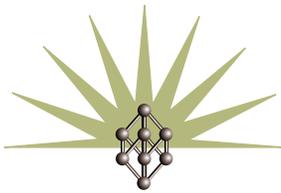


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# Battle Creek Area Math + Science Center

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## Executive Summary

Conceptual  
Renderings  
*continues*



Site Plan



Interior Rendering

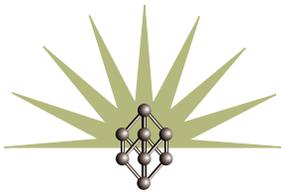


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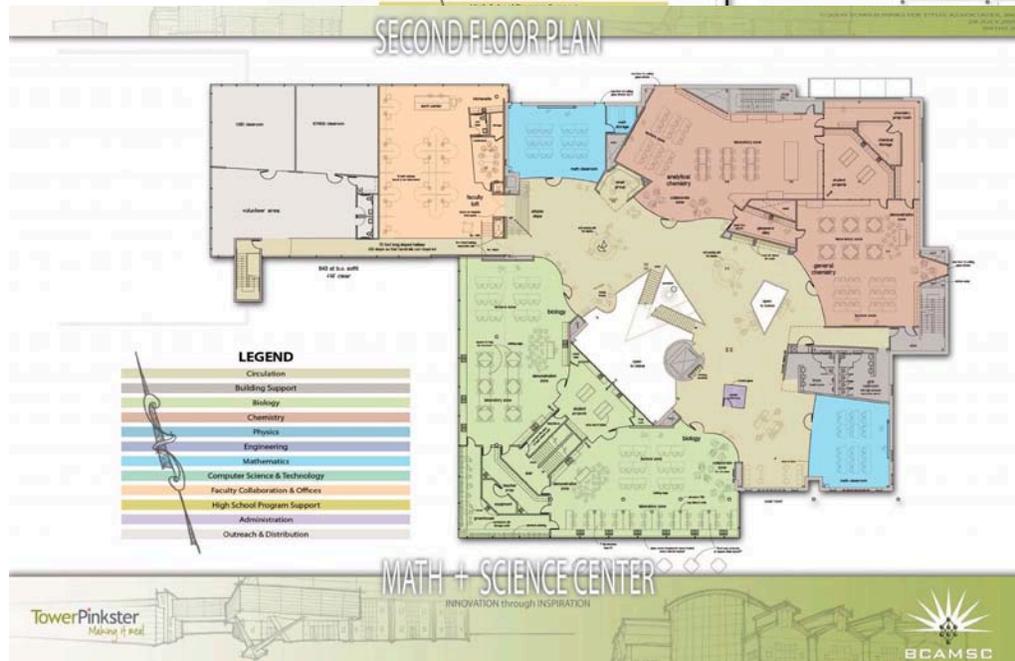
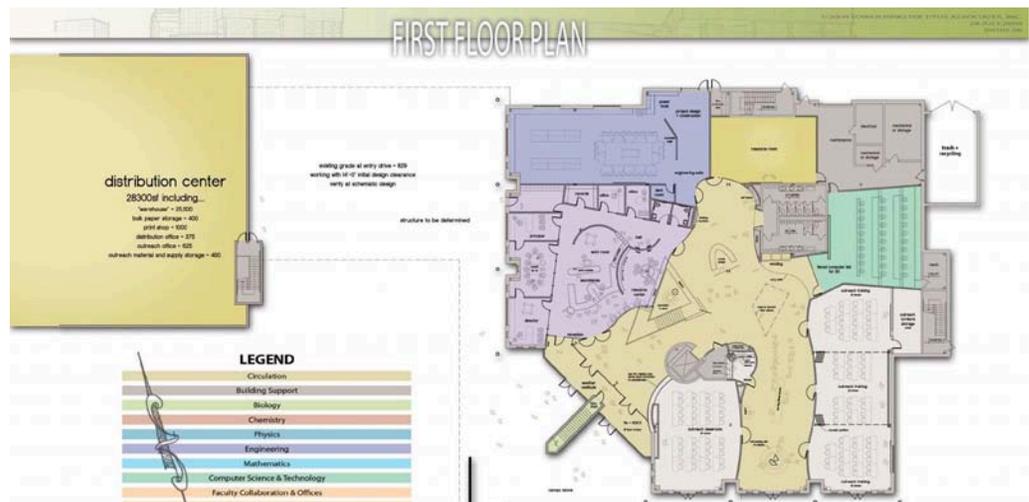
# Battle Creek Area Math + Science Center

INNOVATION THROUGH INSPIRATION

BCAMSC

## Executive Summary

Conceptual  
Renderings  
*continues*



1st Floor Plan

2nd Floor Plan

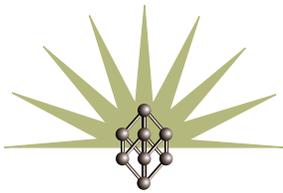


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# Battle Creek Area Math + Science Center

INNOVATION THROUGH INSPIRATION

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## Executive Summary

Conceptual  
Renderings  
*continues*



3rd Floor Plan

Conceptual drawings.

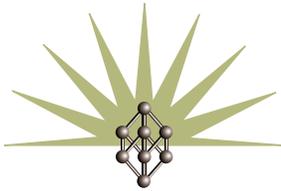


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## **Battle Creek Area Math + Science Center**

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### **Executive Summary**

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#### **Conceptual Estimate**

Once the former Cereal City Building was selected as a conceptual finalist, the Battle Creek Public Schools and Battle Creek Unlimited brought in construction specialists to provide an estimated cost for the building's additions and renovations.

The project consists of several components:

- Renovating the former Cereal City Building into the new Center.
- Facility additions, as well as renovations to the existing facility. The additions include a new manufacturing center, connecting bridge, second and third floor classrooms and laboratories, and related support space.
- Renovations to the existing building include build-out of shell space into new classrooms with related support space.

The first floor additions include a 28,300 square foot manufacturing center, which will house manufacturing and space for the kits. The manufacturing center will contain bulk paper storage, printing shop, office space, outreach office, and material storage. A vestibule will be built at the front of the existing building to serve as the new main building entrance. A concrete filled, metal pan stair tower will be constructed at the front of the building, as well.

The first floor renovations include a circulation lobby, reception area, engineering suite, outreach classroom and training space, tiered computer lab, public restroom and miscellaneous spaces, such as maintenance and facility management rooms.

The second floor additions include a manufacturing center bridge, which connects the existing building to the new manufacturing center. Other additions include a new suite of biology rooms and laboratories.

The second floor renovations include circulation space, chemistry rooms and math rooms.



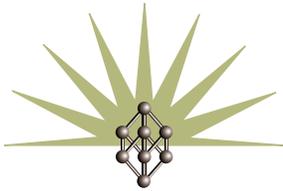

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## **Battle Creek Area Math + Science Center**

**INNOVATION THROUGH INSPIRATION**

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### **Executive Summary**

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**Conceptual  
Estimate**  
*continues*

The third floor additions include circulation space, physic rooms, math rooms and mechanical rooms.

The third floor renovations include circulation, general computer labs and a mechanical room.

The conceptual estimate (including improvements, soft costs and contingencies) is \$18.8 million. Based upon the current understanding of the project, the renovation of the former Cereal City facility into the new BCAMSC could begin as early as the third quarter of 2010.



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# EDJ

## THE IEDC Economic Development Journal

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Volume 8 / Number 3 / Summer 2009

## Find a Way or Make One

By Jonathan Q. Morgan, Ph.D. and William Lambe

### LESSONS LEARNED FROM CASE STUDIES OF SMALL TOWN DEVELOPMENT

So many small, rural communities find themselves on the losing end of globalization and economic transition, almost to the point of despondency. Yet, **some manage to bounce back from the brink of economic ruin and create a renewed prosperity** both materially and in spirit. What are the characteristics of those places that eventually achieve economic revitalization? What approaches and strategies do successful small towns tend to rely on in building their local economies?

This article addresses these questions by discussing **the lessons learned from a recently completed compendium of 45 case studies of small town development efforts from around the U.S.**

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# find a way or make one

By Jonathan Q. Morgan, Ph.D. and William Lambe

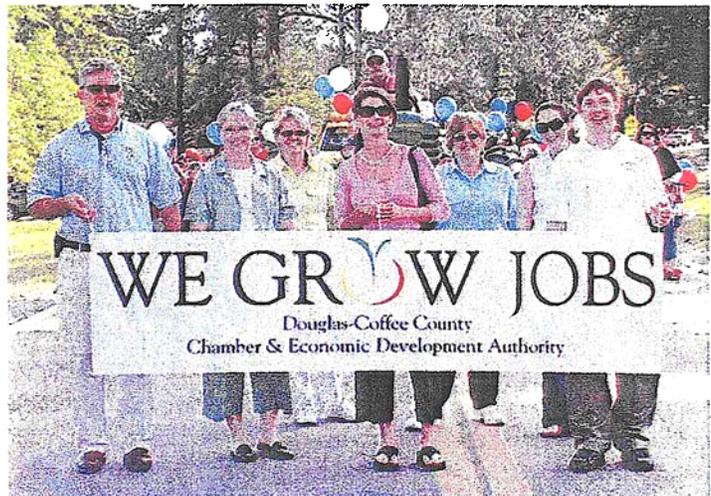
## INTRODUCTION

Economic developers and public officials continually search for what works in terms of strategies for stimulating private investment and job creation. The interest in identifying the ingredients for successful economic development is especially pronounced among those who care about small towns. So many small, rural communities find themselves on the losing end of globalization and economic transition, almost to the point of despondency. Yet, some manage to bounce back from the brink of economic ruin and create a renewed prosperity both materially and in spirit. What are the characteristics of those places that eventually get it right and achieve economic revitalization? What approaches and strategies do successful small towns tend to rely on in building their local economies? To what extent is there a "model" for small town economic development that can be applied across many communities?

This article addresses these questions by examining the challenge of small town revitalization in the context of the latest thinking about how best to achieve economic development. The analysis is based largely on what we learned from a recently completed compendium of 45 case studies of small town development efforts from around the U.S. titled *Small Towns, Big Ideas*.<sup>1</sup>

## DOES SIZE REALLY MATTER?

Being a small place has both advantages and disadvantages. The conventional wisdom is that the lack of resources – financial, human, techno-



Douglas, Georgia, where community leaders regularly call together economic development stakeholders in order to recommit the community to its vision.

logical, and physical – in small communities constrains their options and severely limits the capacity to do a whole lot with respect to economic development. In a common scenario, small towns feel victimized by forces beyond their control and passively wait for external assistance to fall down like manna from on high. This might be in the form of federal and state funds that are thought to be forthcoming. However, in the exceptional cases, small towns become motivated to take matters into their own hands and decide to take control of their destiny. They look inward to find assets and strengths to build upon in charting a new course. In the quest for an approach that works, they innovate and try new economic development strategies and often by design and sometimes by accident they find one. In this sense, the apparent limitations of being small lead to innovation out of sheer necessity.

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William Lambe is Associate Director of the Community and Economic Development Program at the UNC School of Government. (wllambe@sog.unc.edu)

## LESSONS LEARNED FROM CASE STUDIES OF SMALL TOWN DEVELOPMENT

*So many small, rural communities find themselves on the losing end of globalization and economic transition, almost to the point of despondency. Yet, some manage to bounce back from the brink of economic ruin and create a renewed prosperity both materially and in spirit. What are the characteristics of those places that eventually achieve economic revitalization? What approaches and strategies do successful small towns tend to rely on in building their local economies? This article addresses these questions by discussing the lessons learned from a recently completed compendium of 45 case studies of small town development efforts from around the U.S.*

In the places where innovative development strategies are a function of being small and having limited resources, it is important to understand what makes the difference. This has sparked interest in learning more about the process of economic development in small communities

In the places where innovative development strategies are a function of being small and having limited resources, it is important to understand what makes the difference. This has sparked interest in learning more about the process of economic development in small communities. A good starting point for sizing up small town efforts is to examine if their goals for economic development differ significantly from larger jurisdictions. A 2006 survey of North Carolina localities found that smaller jurisdictions share many of the same goals as larger communities. But as shown in Table 1, some differences are apparent. For one, a higher percentage of respondents from small communities reported that attracting retail and service businesses is a goal. In addition, a higher percentage of small communities appear concerned about controlling growth. This is not surprising given that small, rural places often want to preserve the character, natural environment, and quality of life in their towns, villages, and hamlets.<sup>2</sup>

While quantitative survey research offers some insights, it does not capture the nuance of the economic development process within small communities. This process in small communities is not necessarily a linear one that lends itself to measures and relationships that are easily quantified. Indeed, some of the most essential elements of small town development tend to be intangibles such as leadership, culture, entrepreneurial spirit, and social capital. As a result, the special circumstances of small towns might require an approach to economic development that is qualitatively different from the traditional model.

#### ALTERNATIVE APPROACHES TO ECONOMIC DEVELOPMENT

The traditional approach to economic development has emphasized recruiting the branch plants of major corporations by offering tax and financial incentives. The logic underlying this approach is that companies will choose locations where operating costs are lower and profits can be maximized. Industrial recruitment can create substantial employment and tax base for a community and has proven effective for many jurisdictions. However, the track record in small towns and rural communities is patchy. The number of large indus-

**TABLE 1. Economic Development Goals in North Carolina Localities (Percent Reporting)**

|                                    | Population |         |
|------------------------------------|------------|---------|
|                                    | < 10,000   | 10,000+ |
| Expand tax base                    | 70.0       | 87.9    |
| Job Creation                       | 61.8       | 91.6    |
| Recruit new business               | 58.2       | 89.7    |
| Attract retail and services        | 55.5       | 50.5    |
| Retain and grow existing business  | 54.5       | 86.9    |
| Control growth                     | 48.2       | 38.3    |
| Diversify economic base            | 44.5       | 82.2    |
| Promote entrepreneurship           | 42.7       | 65.4    |
| Higher paying/better jobs          | 40.9       | 79.4    |
| Promote social and economic equity | 19.1       | 26.2    |
| Wealth creation                    | 10         | 31.8    |
| Other                              | 5.5        | 10.3    |
|                                    | n=110      | n=107   |

Source: Jonathan Q. Morgan The Role of Local Government in Economic Development: Survey Findings from North Carolina, UNC School of Government, 2009

trial projects that come about in a given year has steadily declined, making business recruitment an increasingly competitive and costly undertaking. For many small places, the odds of landing a big manufacturing facility are less favorable than ever. If not industrial recruitment, what then is a small community to do in order to grow its local economy?

Over the last couple decades, many new and reformulated ideas have emerged that claim to represent a paradigm shift in economic development. The wave metaphor has been used to describe the evolution of economic development from a primary emphasis on industrial recruitment (e.g. "smokestack chasing") in the first wave to so called "second-wave" business retention and entrepreneurship strategies, and most recently to "third-wave" principles that require new governance and implementation techniques.<sup>3</sup> Taken together, these ideas call for innovations not only in *what* is done but also in *how* strategies and tools are implemented.

Generally, the alternatives to industrial recruitment promote indigenous or "home-grown" sources of development rather than focusing primarily on attracting external investment. The emphasis is on growing from within, yet the new approaches recognize that securing private investment from elsewhere is more likely with a strong foundation of local assets to build upon. The alternative approaches often require communities to institute new organizational structures, devise creative financing mechanisms, and work more collaboratively with other entities.

The new approaches include: economic gardening, place-based development, creativity and talent cultiva-

**TABLE 2. Alternative Economic Development Approaches**

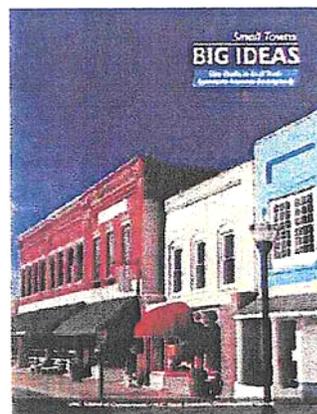
|                             | <b>Economic Gardening</b>  | <b>Place-Based Development</b>   | <b>Creativity &amp; Talent Cultivation</b>   | <b>Innovative Industrial Development</b>   |
|-----------------------------|--|--|--|--|
| <b>Strategies and Tools</b> | Entrepreneurship<br>Information brokering<br>Infrastructure<br>Social capital<br>Business incubators                       | Quality of life amenities<br>Downtown development<br>Infrastructure<br>Tourism development<br>Growth management<br>Arts and culture                                  | Arts and culture<br>Workforce development<br>Leadership development<br>Social capital  | Cluster-based development<br>Regional collaboration<br>Joint industrial parks<br>Eco-industrial parks<br>Green industry development<br>Creative incentives |
| <b>Example Communities</b>  | Douglas, GA<br>Ord, NE<br>Siler City, NC<br>Fairfield, IA<br>Star, NC<br>Big Stone Gap, VA<br>Elkin, NC<br>Spruce Pine, NC | Nelsonville, OH<br>Dora, OR<br>Hillsborough, NC<br>Bakersville, NC<br>Etowah, TN<br>Ayden, NC<br>Colquitt, GA<br>Big Stone Gap, VA<br>Columbia, NC<br>Hollandale, MS | New York Mills, MN<br>Siler City, NC<br>Morrilton, AR<br>Rugby, ND<br>Allendale, SC<br>Douglas, GA<br>Fairfield, IA<br>Elkin, NC | Sparta, NC<br>Washington, NC<br>Oxford, NC<br>Cape Charles, VA<br>Reynolds, IN<br>Douglas, GA<br>Ord, NE<br>Farmville, NC<br>Etowah, TN                    |

tion, and innovative industrial development (see Table 2). Economic gardening is the specific entrepreneurship-based approach to economic development that was pioneered by Littleton, CO, in 1989.<sup>4</sup> Over time, as other communities have adopted various parts of the Littleton approach, economic gardening has become a way to describe a program of entrepreneurial development activities that includes: information (business and market intelligence); infrastructure (physical, quality of life, intellectual); and social capital (connections and networking).<sup>5</sup> The general theme of gardening is to “grow your own” by cultivating local entrepreneurs and small firms and creating an environment that supports their growth.

As the name suggests, place-based development incorporates strategies that capitalize on the distinctive and special characteristics of a particular place. Such characteristics might include the natural environment, cultural heritage, specialized infrastructure, and arts/crafts traditions. Creativity and talent cultivation utilizes strategies that focus on attracting knowledge workers, equipping people with skills, and preparing people for community leadership. Arts and culture are often used to attract and retain talent and as occupational targets for apprenticeship and training programs. Using social capital to facilitate networking helps spawn creativity and promotes the exchange of new ideas. Innovative industrial development incorporates business clustering and regional collaboration; emphasizes “green” development; and makes use of creative incentive tools.

The alternative approaches to economic development shown in Table 2 are consistent with the goals that smaller communities reported in the survey discussed here. The preference among smaller communities for having amenities that come from attracting retail and service businesses and controlling growth makes place-based development strategies, in particular, a logical choice.

The case studies in *Small Towns, Big Ideas* enable us to determine how small communities are employing the alternative approaches to economic development. The collection profiles communities that stretch from Oregon to South Georgia and range in size from Chimney Rock in North Carolina with 175 people to Helena-West Helena in Arkansas with 15,000. In selecting case studies for publication, each case was screened for its geographic and strategic diversity and for evidence of success, innovation or distinction within the local context.<sup>6</sup> Most case studies include discussion of more

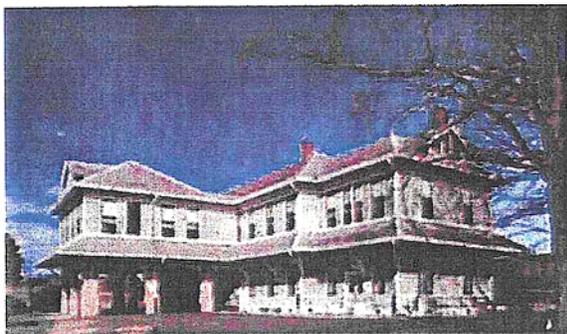


Many of the examples cited in this article are drawn from *Small Towns, Big Ideas*. The full publication can be searched and downloaded for free at <http://www.sog.unc.edu/programs/cednc/stbi/>.

than one strategy. For example, Douglas, GA, combines entrepreneurship, leadership development, and creative industrial recruitment.

### THE SEARCH FOR "BEST PRACTICES" IN ECONOMIC DEVELOPMENT

The invention and diffusion of alternative approaches to economic development are part of the ongoing quest for best practices or strategies that work, particularly for small and rural areas. Defining best practice in economic development is more art than science. This is largely because we lack a standard set of criteria for what constitutes a best practice. Do we look for effective practices with proven results, or those that make efficient use of resources, promote equity or represent an innovative idea?



Etowah, Tennessee, invested in a train depot renovation project as part of a broader strategy to attract tourists.

The invention and diffusion of alternative approaches to economic development are part of the ongoing quest for best practices or strategies that work, particularly for small and rural areas. Defining best practice in economic development is more art than science. This is largely because we lack a standard set of criteria for what constitutes a best practice. Do we look for effective practices with proven results, or those that make efficient use of resources, promote equity or represent an innovative idea?

In an overly simplistic fashion, analysts have typically considered essentially any approach other than industrial recruitment to be a best practice. It is often assumed that any alternative strategy will be effective and work better just because it is not recruitment. This assumption is problematic, given that there surely are bad, good, and better ways to implement any type of strategy – traditional or alternative. The strategy in and of itself may not inherently be a best practice – it depends on how it is used and what outcomes it produces.

Another way to identify best practices is to focus on jurisdictions that appear to be doing well and take a look at their various processes for achieving economic development. This is essentially the approach taken with the case studies we draw on for this article. The original intent of that case study research was not to explicitly

look for best practices, per se. But in profiling successful small towns from around the U.S., the case studies found plenty of evidence of innovation in economic development. If the use of innovative approaches and strategies is the criterion, then the case studies represent best practices to that extent.

### LESSONS LEARNED FROM THE CASE STUDIES

In drawing broad lessons from the case studies, we recognize that local context matters a lot in economic development. Local contexts vary considerably, so it is unrealistic to think that what has worked in one place can be replicated with the same success in another. Indeed, mere emulation of what others have done may not even be desirable. Still, the point of doing the case studies was to learn something from various communities that could inform small town development efforts elsewhere. These lessons provide a better understanding of what makes for innovative development in small towns.

#### 1. In small towns, economic development is community development, and vice versa.

If community development – compared to economic development – is generally considered to include a broader set of activities aimed at building the capacity of a community, then the case studies demonstrate that capacity-building and other strategies typically associated with community development are analogous with actions designed to produce economic outcomes. In this sense, the communities profiled in the case studies practice *community economic development* (CED). This is especially true, it seems, when these efforts are included as parts of a comprehensive package of CED strategies designed to address a community's core challenges and opportunities. For example, in Ord, NE, a broad-based and inclusive approach to CED that included leadership development, youth entrepreneurship, and philanthropy enhanced the community's capacity to take on more traditional economic development projects, such as recruiting an ethanol facility (with dozens of new jobs) into the jurisdiction.

Further, communities that take a comprehensive approach to CED – one that includes economic and broader, longer-term, community development goals – stand to gain more than small towns that take a piecemeal approach. Selma, NC, for example, had made significant investments in revitalizing both its downtown area and the train depot. However, lack of consideration of a four-block area between these two investment zones limited the overall positive impacts of the community's work. By viewing redevelopment in a more comprehen-

sive way, and by including community development considerations such as revitalization of blighted downtown properties in its strategy, the town was able to identify a barrier to continued revitalization, and a potential means of overcoming this barrier that will hopefully pay off in the years ahead.

Because CED includes short-range and long-range strategies, it is by definition a long-term and transformative process (a fact that's recognized more in community development circles than in economic development). Successful small towns tend to balance short term economic gains with longer-term community development goals. The mayor of Davidson, NC, made this point when he said that every decision about development is weighed against the question of whether "this project is something that our grand children will be proud of." Civic leaders in Ord, NE, invest time and resources into entrepreneurship training in the local school system, with the hope that these activities will transform the local economy for the next generation. Similarly, Big Stone Gap, VA, having developed a CED strategy based on entrepreneurship, had to "help people think about economic development differently." Over a period of six years, local opportunities were harvested by entrepreneurs and, slowly but surely, new small businesses started appearing in town – new businesses with local ownership and local roots. However, these outcomes were not realized during the typical political cycle.

## **2. Small towns with the most dramatic outcomes tend to have proactive and future-oriented leaders who will embrace change and assume risk.**

Small town leaders can be the facilitators of, rather than the barriers to, innovation. Without local leaders to push and implement new ways of doing things, innovative practices, in whatever form they take, will fall short. These characteristics of innovative leadership in small communities – being proactive, future-oriented, adaptable, and risk-taking — are intangible aspects of the culture and attitude of a place that can make all the difference.

Being proactive (as opposed to reactive) can be measured by a community's willingness and ability to act on a particular challenge before it becomes a problem. In Tennessee, for example, Etowah's proactive approach to building and occupying its industrial park, as opposed to reacting to trolling industries, has paid major dividends in terms of maintaining a diverse array of living wage jobs in town. In Ord, NE, proactive meant preparing the community's residents and institutions for unknown opportunities in the future. Ord's economic development leaders tackled a number of small-scale challenges in the community and, in the process, seeded the roots of teamwork around development activities. In 2003, when a major economic development project arrived from state developers, Ord was prepared to act.

Small towns that embrace change and assume risk are more flexible and nimble in adjusting to a dynamic economy. For example, Etowah, TN, had a history of adapting to shifts in social and economic conditions. Local leaders, therefore, tended to be less steeped in a mindset of "well, this is just the way it's always been done." In the face of a growing tourism economy, downtown merchants embraced change and adapted their business models to the shifting circumstances.



*Fairfield, Iowa, has a strategy for economic development based on supporting entrepreneurs and cultivating downtown businesses.*

Fairfield, IA, has taken an approach to development in which the entire strategy of building an entrepreneurial culture is based on the natural business cycle of success and failure. According to a local leader, "there was a lot of trial and error and failures to get to where we are today, but the failures of some companies have provided cheap space, office furniture and equipment for another round of start-ups. Failure has freed up talented people who again ask what new concepts and companies can we start here in Fairfield."

## **3. Defining assets and opportunities broadly can yield innovative strategies that capitalize on a community's competitive advantage.**

In many communities, shell buildings, low tax rates, limited regulation, and access to trained workers, highways, railroads, or professional services are considered economic development assets and justifiably so. Innovative small communities, however, define economic development assets much more broadly. For example, Allendale, SC, capitalized on a regional university to create a local leadership development program that, in turn, trained new economic development leaders for the entire region. Brevard, NC, demonstrates that retirees within a community can be economic development assets. The Retiree Resource Network is a group of retirees with private sector experience who mentor local entrepreneurs.

In Columbia, NC, local leaders recognized that their region's natural beauty was an asset that could drive an

ecotourism strategy. In an ironic twist on small town development, the arrival of Wal-Mart became an asset for the small community of Oakland, MD, when local leaders took the opportunity to help Main Street retailers diversify their product lines. Assets for innovative rural development might include individual people, nonprofit organizations, businesses, open space, farms, parks, landfills (biomass), museums, schools, historic architecture, local attitudes, or any number of other things.

An emerging trend is to think about specific assets and opportunities related to environment-friendly "green" development and renewable energy resources. The case studies indicate that this trend is catching on in small towns. In Dillsboro, NC, the town turned an environmental challenge, the methane gas migrating from the county landfill, into an opportunity to create jobs and provide space for entrepreneurs. The Jackson County Clean Energy Park (in Dillsboro) is using the waste by-product to power the studios of local artisans. In Cape Charles, VA, the town's investment in an eco-friendly industrial park was an innovative strategy to bridge the dual challenges of environmental degradation and job creation. And, in the most extreme case, Reynolds, IN, is capitalizing on latent energy contained agricultural waste from 150,000 hogs to become BioTown, USA, the nation's first energy-independent community.

#### **4. Innovative local governance, partnerships, and organizations significantly enhance a community's capacity for community economic development.**

The case studies suggest that innovative local governance, in a variety of forms, can strengthen a community's CED strategy. Regionalism, or identifying opportunities and partnerships beyond municipal boundaries, is another emerging theme in successful CED. Cross-jurisdictional partnerships can help small towns pool resources toward shared CED objectives.

Strategies in Ord, NE, and in Davidson, Oxford, and Hillsborough, NC, each involve commitments to inter-local revenue- and responsibility-sharing among jurisdictions. Davidson and Oxford are partnering with neighboring communities in industrial development efforts, while Hillsborough is partnering with the county to manage growth beyond the town's municipal boundaries. Ord joined with the county and the Chamber of Commerce to share costs and revenues from a wide range of development activities.

Public-private (including not-for-profit) partnerships are emerging as the prominent organizational structure for innovative development in small communities. In Siler City, NC, for example, the successful establishment of an incubator was the product of a partnership among the community college, local government, and a state-level nonprofit organization. In Spruce Pine, NC, the

town's approach to supporting local entrepreneurs requires that the Chamber of Commerce and the craft community work closely together for the first time, to ensure successful marketing and branding.

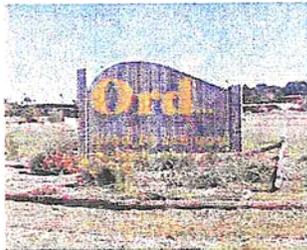
#### **5. Effective communities measure progress and celebrate short-term successes in order to sustain support for long-term community economic development.**

Given the long-term nature of community economic development, and the fact that measurable results from a particular project may be years in the making, small town leaders must repeatedly advocate the importance of their efforts. Making the case is important to maintain momentum, invigorate volunteers and donors, to convince skeptics and, most importantly, to keep the focus of development on the vision or the goals established in a community's strategic plan. Innovative small communities recognize that making the case is an ongoing and continuous effort.

Obviously, the best way to make the case for any intervention is to demonstrate success. In this vein, community leaders in Scotland Neck, NC, decided to begin with actions that would demonstrate success quickly. They decided to support local hunting and fishing guides, to start bringing more tourists into town, and to show local residents that there was reason to be

optimistic. This initial success helped the town leaders to build momentum before beginning to tackle more intractable challenges.

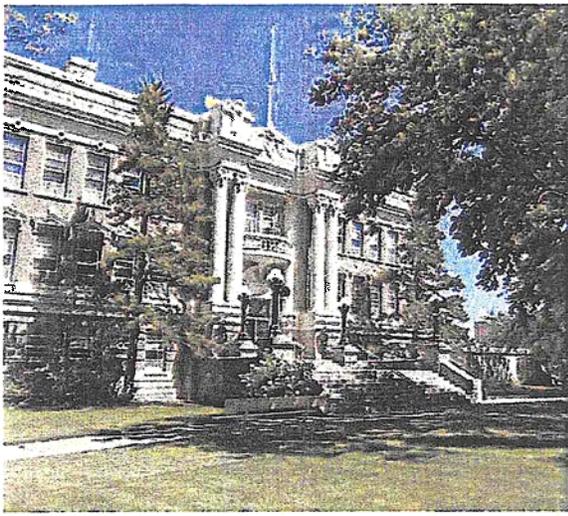
In Ord, NE, the impacts of the community's development programs are monitored and have become useful for both external and internal audiences. Data are used to attract additional investment from outside sources. Moreover, by demonstrating a reasonable return on investment, these data also may be used to convince a community's naysayers to join the efforts. In Hollandale, MS, an analysis of local data helped the community to convince outside grant-makers that a rural transportation network was a smart investment. In addition, it helped to convince policy-makers that rural transportation was a viable (if incremental) strategy for alleviating a range of economic challenges.



*Ord, Nebraska, where community leaders have put together a broad and inclusive strategy for economic and community development.*

#### **THE PROVERBS OF SMALL TOWN DEVELOPMENT**

Based on the lessons from the case studies, we conclude that any prescription for small town development must draw from multiple approaches since it is about finding a way that works. Therefore, building a singular model for how to do economic development in small communities is very difficult. A more realistic and useful way to offer guidance is in the form of wise sayings or proverbs that we found to be true in the case studies. These maxims help explain why some communities figure out how to rebound from economic hardship while others flounder for years. The small communities that



*Ord, Nebraska, pursues a strategy that includes leadership development, entrepreneurship, philanthropy, and industrial development.*

Small town development is largely about innovation in terms of new ideas and approaches; new ways of thinking and doing. The case studies are stories of community self-reinvention and the determination to create a better future.

tend to succeed in economic development experiment with new ideas and strategies but they also apply the wisdom of the ages.

**Find a way or make one.** Small town development is largely about innovation in terms of new ideas and approaches; new ways of thinking and doing. The case studies are stories of community self-reinvention and the determination to create a better future. The process of small town development is not formulaic. The case study communities experiment with both traditional and alternative strategies but use them in innovative ways. These towns are willing to accept the inherent risks associated with trying something new. Through trial and error they find an existing way, or multiple ways that work for them or they invent one from scratch.

In Columbia, NC, the town's ability to design an alternative arrangement for generating tax revenues on protected lands helped turn a potential obstacle into a local innovation. In Selma, NC, the town used an innovative property tax incentive tool to focus redevelopment on a particular blighted area of town. In New York Mills, MN, the town structured a public investment in the Regional Cultural Center so that the town had ownership of the building, thereby reducing long-term risk and creating a win-win situation for artists, public officials, and local residents.

**Where there is no vision the people struggle.** This paraphrase of scripture is timeless in its applicability. The case studies demonstrate that innovative small communities establish and maintain a broadly held vision, including goals for all types of development activities with measurable objectives. In small town development,

people (as opposed to money or other resources) are the one absolutely necessary ingredient to implementing and sustaining innovative practices. There is a greater need for vision and leadership initially than for money. If the right leadership and sense of direction are in place, then the necessary resources will follow. A committed group of local residents who are willing to work hard to support the community's vision can change the fate of an otherwise hopeless community. A widely shared vision provides local innovators with a common understanding of the road ahead.

The power of a widely shared vision is perhaps illustrated most dramatically by Helena, AR, where the inclusiveness of the community's planning and visioning process was crucial. In this case, the process included representatives from government, community organizations, for-profit and nonprofit interests, resource providers, and average citizens of the community. In fact, anybody could join the effort, and this perception of an inclusive and open-door process was widespread across Helena.

Similarly in Ord, NE, a significant amount of the momentum for economic development comes from one-on-one conversations. In Ord, local leaders take the time to meet individually with members of the community, sometimes

going door to door, to ensure that opposition to development efforts does not take root for lack of understanding the larger vision that drives local development. In terms of maintaining momentum behind a community's vision, Douglas, GA, demonstrates how a local Chamber of Commerce can take responsibility for calling stakeholders together on a regular basis to recommit themselves to the community's shared vision.

**Nothing concentrates the mind like impending doom.** It is not a coincidence, that most of the case study communities achieved a modicum of success only after economic crisis forced them to act. Due to the recent meltdown of housing and financial markets and deepening economic recession nationally, this is where much of the U.S. finds itself at the moment. However, the case studies demonstrate how economic adversity can create the conditions for bringing about the change needed to improve the long-term viability of communities, even those with limited local resources and capacity.

Innovation often results when communities "hit the bottom," forcing local leaders to try new things and take new risks. For example, consider Helena, AR, where the community's collective sense of hitting bottom presented local leaders with an opportunity to step up, to initiate a new way of planning and implementing development efforts, and to convince local residents to participate in the process. Similarly, in Scotland Neck, NC, difficult economic and civic circumstances in the late 1990s presented an opportunity for a strong mayor and other civic leaders to look inward for new ideas and angles on old problems.

**As a community thinketh, so it will be.** The psyche of a place matters in small town development. Successful small towns believe that they can shape their destiny and have the ability to see the opportunities and promise in the future. They believe that the best days can still be yet to come. Small towns that survive and prosper in this new, global economy reject the victim mentality and focus instead on what is within their control that can be done. Hope and optimism carry the day in innovative small towns.

Small town leaders can cultivate hope and optimism by continually making the case for development efforts and demonstrating short-term success to keep up the momentum for long-term transformation. Celebrating and promoting success boosts morale in the community and fosters the can-do mentality that is so essential. It can also be used to shape how a community thinks about its economic development prospects and help pave the way for change. For example, in order to maintain buy-in from the community, the initial action steps in Helena's strategic plan were those that could be accomplished in short order and for which there was already some momentum. By starting with "low-hanging fruit" that was easiest to pick, they demonstrated to the community that change was possible. Once people started seeing change happen, there was more of an incentive to join in the process.

Communicating the success of small town development activities helps ensure that residents are well informed and can increase support for local efforts. Short term success is a way to show that particular CED activities are worth the investment. For example, in Douglas, community leaders work hard to keep local papers informed about various economic development projects and publicize even the most modest success, including stories of local entrepreneurial successes. Leaders in Ord spend an ever-increasing amount of time publishing newsletters and writing articles for the local newspaper. They send emails to as many residents as possible and appear on radio broadcasts regularly. The idea is to replace rumors and "coffee shop chatter" with accurate information about what the community is trying to accomplish.

**The whole is greater than the sum of its parts.** This proverb applies to the community generally and to its approach to CED more specifically. It is about creating synergy, using social capital, and connecting the dots in a way that produces the desired outcomes. Innovative small towns make the connections that increase their chances for success. They connect to valuable resources and information. They build relationships and form partnerships with other jurisdictions and organizations – public, private, and nonprofit. They try to connect residents to local development efforts by being as inclusive as possible in visioning, planning, and communicating the CED process and its results.

Successful small towns often make connections among various CED strategies by taking a multi-faceted approach to economic development. It was not uncommon for the case study communities to pursue economic gardening in conjunction with place-making or creativity and talent strategies or to pair place-based development with innovative industrial development. The point is that there is no universal formula for determining the one best way or the most innovative way to develop and revitalize small towns.

Innovative development is context-specific and communities should take nothing off the table in selecting strategies to pursue. Decisions about what to do and how to do it must be based on local conditions, context, and capacity. Successful communities usually have evolved to the point where they can pursue a holistic approach that is aligned with the core assets, challenges, and opportunities within their regional context.

Successful small towns identify local assets on which to build their economic development strategies and they try to overcome liabilities and shortcomings in the process. These towns do not wait passively for a proverbial knight in shining armor to save the day.

Another important connection that innovative small towns get is the nexus between growth and development. They understand that growth is about having more – quantitative increase – which can be both good and bad. And they know that development is about building a local economy that is diversified and sustainable. These small towns want more in the short term (growth) mostly to the extent that they are better off in the long-term as a result (development). Innovative small towns desire to grow in ways that enhance the quality of life and raise the standard of living in their communities. Their approaches to economic development reflect an appreciation for the trade-offs inherent in this relationship.

**Success is driven from within.** Successful small towns identify local assets on which to build their economic development strategies and they try to overcome liabilities and shortcomings in the process. These towns do not wait passively for a proverbial knight in shining armor to save the day. Rather, they close ranks internally and figure out how to make the most of what they have. By tapping into indigenous sources of jobs and investment, innovative small towns gain more control over their economic future. The local leadership of a place is an essential component of the capacity to affect change and transform a community from within.

While success in small town development is ultimately determined from within, it can be aided from without through external resources and assistance. The question

for policy makers is how to strengthen the local capacity within small towns to do economic development by connecting them to resources that support their efforts.

In North Carolina, there are a number of initiatives underway that intend to build local capacity in small communities. The North Carolina Rural Economic Development Center provides coaching, planning, research, technical assistance, and grants to small towns through the NC STEP (Small Towns Economic Prosperity) Program. The Golden LEAF Foundation is making \$2 million capacity-building investments into 40 of North Carolina's most economically distressed counties through the Community Assistance Initiative. The University of North Carolina is preparing to announce an initiative, dubbed the Community-Campus Partnership, which is designed to provide faculty, student and staff support to economically distressed communities in the state.

Although external resources are available for small towns, success will be determined largely from within. The pathway to success or innovation in small town development will be discovered, created, and built by local leaders. ☉

#### END NOTES

- 1 See Will Lambe, *Small Towns, Big Ideas: Case Studies in Small Town Community Economic Development*. UNC School of Government and N.C. Rural Economic Development Center, 2008. Available at [www.cednc.unc.edu/sbti](http://www.cednc.unc.edu/sbti).
- 2 Thomas E. Marano, *Staying Small by Thinking Big*, *Economic Development Journal* 4: 7-14 (2005).
- 3 See Ted K. Bradshaw and Edward J. Blakely, What are "third wave" state economic development efforts? From incentives to industrial policy, *Economic Development Quarterly* 13: 229-244 (1999); Doug Ross and Robert E. Friedman, *The Emerging Third Wave: New Economic Development Strategies in the '90s*, *The Entrepreneurial Economy Review* 9: 3-10.
- 4 City of Littleton Economic Gardening Program, <http://www.littletongov.org/bia/economicgardening/>.
- 5 Federal Reserve Bank of Atlanta, *Economic Gardening Helps Communities Grow Their Own Jobs, Partners in Community and Economic Development*, Vol. 18, no. 1, 2008.
- 6 The Small Towns, Big Ideas project was a broad qualitative research assessment. Small towns were selected to provide the reader with exposure to a wide variety of strategies and tools at work across a range of local conditions. The collection includes 10 in-depth analytical cases and 40 shorter descriptive cases. The selection of cases began with a key informant identification process, which resulted in a list of more than 150 small towns (population less than 10,000) that were known, either by word of mouth or in print, for success or innovation in CED. In addition to screening cases for geographic and strategic diversity, each case features a small town in which a CED strategy (or strategies) is active and where CED activities are controlled locally. Analytical cases were screened for evidence that the community's strategy was successful, in economic, social, civic and/or environmental terms. Analytical cases also were screened for evidence that the strategy was financially sustainable and that it demonstrated some measure of adaptability to changing circumstances. Descriptive cases were screened for evidence that the community's strategy represented CED innovation (first or early use of a particular practice) or a distinctive practice (unique among the alternatives for addressing a particular problem) within the local context.

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## **DESCRIPTION**

JB Research was founded in 1990 by Jill Bensley. Ms. Bensley brings 20 years of experience in the economic planning and research industry, beginning with her work with Economics Research Associates in Los Angeles. At Federated Department Stores she served as Research Analyst and was Director of Research for South Mark/University Group, a multi-million-dollar real estate firm. She was Vice President of Harrison Price Company in Los Angeles before establishing JB Research Company in Ojai, CA.

Active in her surrounding community, Ms. Bensley is co-founder of Kids' Arts, an arts education program for children in foster care in Ventura County. Currently she serves as an appointed member of the Economic Vitality Commission in Ventura County and has taught real estate market analysis at UCLA and UCSB. She is a full member of the Urban Land Institute and the ULI Program Committee's Executive Group Vice Chair for Retail, Entertainment and Hotel, International Association of Amusement Parks and Attractions, and Themed Entertainment Association.

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Employment Generated During  
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New Spending by Visitors and  
Employees During Construction and  
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Multiplier Effects  
Overall Business and Income  
Effects  
Cost Benefit Analyses

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Strategic Review/Market Research  
Retail and Entertainment Elements  
The Irvine Company  
Irvine, California

Strategic Plan/Market Research  
Glendale Galleria  
Donahue Schreiber  
Glendale, California

Strategic Development Plan/Market Research  
American Girl Place  
Chicago, Illinois

Market and Assessment and Financial  
Projections for Retail/Entertainment Centers  
Various Locations  
Oliver/McMillan

Market Research/Sales Volume Projections  
Sony Metreon  
Various Other Sony Retail/Entertainment Centers  
Los Angeles, San Francisco, Chicago, Denver

Market Research/Sales Volume and Tax Projections  
Regional Shopping Center  
The Lusk Company  
Irvine, California

Concept and Economic Planning  
Recreation/Retail Elements  
Nickelodeon/MTV Network  
New York, New York

Retail/Entertainment Venue Development Various  
Assignments  
20th Century Fox  
Los Angeles, California

Development Potential for Various  
Retail/Entertainment Venues  
Gaylord Entertainment  
Nashville, Tennessee

Market and Financial Feasibility of Various  
Entertainment Elements  
Major Casino  
Las Vegas, Nevada

Projected Financial Operating  
Performance for Three African American  
Museums  
Kansas City, Missouri

Market and Financial Feasibility Studies  
Five Amphitheaters in Major US Markets  
Spectator Corporation

Attendance Projects and Financial  
Operating Performance Studies  
The Aquarium of America  
New Orleans, Louisiana

Market Potential for CNN Tour and  
Other Retail/Attractions  
Turner Sports & Entertainment  
Atlanta, Georgia

Preliminary Market Analysis  
Performing Arts Center  
Las Vegas, Nevada

Assessment of Development Alternatives  
Various Locations  
Dick Clark & Levy Restaurants

Market and Financial Feasibility for  
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Atlanta, GA

***American Girl Place***  
Chicago, IL

***Hyper Entertainment (formerly Sony Development)***  
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La Jolla, CA

***The Irvine Company, Retail Division.***  
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***Glendale Galleria***  
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***Las Vegas Entertainment Network***  
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***Claremont University***  
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***Dick Clark Restaurants***  
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***San Diego Convention Authority***  
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***Levy Restaurants***  
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***Imax Corporation***  
Toronto, Canada

***Pequot Indians***  
Mashantucket, CT

***Gaylord Entertainment, Opry Mills***  
Nashville, TN

***Arlington International Racetrack***  
Chicago, IL

***Oceanside Redevelopment Agency***  
Oceanside, CA

***Glendale Redevelopment Agency***  
Glendale, CA

***California Arts Council***  
Sacramento, CA

***Minnesota Zoo***  
Minneapolis, MN

***Ketchum Downtown YMCA***  
Los Angeles, CA

***Bowers Museum***  
Santa Ana, CA

***Pasadena Redevelopment Agency***  
Pasadena, CA

***Los Angeles Music Center***  
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***Tax Increment Financing Commission***  
Kansas City, MO

***Mobil Reston Land Company***  
Reston, VA

***South Carolina State Museum***  
Columbia, SC

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## **SPEECHES AND ARTICLES**

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"Retail Entertainment Center: The Lake at  
Riverdale."  
Real Estate Market Analysis. Urban Land Institute,  
2001.

"The Future of Themed Entertainment  
Generation Y."  
Speech. Panel - International Assoc.  
of Amusement Parks & Attractions.  
November 2001.

"Gen-X— Your Market for the 21<sup>st</sup> Century."  
Speech. World Gaming Congress.  
September 24, 1998.

"Like, Let's Gamble Dude."  
International Gaming and Wagering Business  
September 1998.

"The Right Stuff."  
Speech. Amusement Show International.  
March 13, 1997.

"What Women Want in Amusements."  
Speech. Amusement Show International.  
March 13, 1997.

"The Screening of America, The National Cinema  
Market."  
Speech. Entertainment Real Estate Forum.  
June 1997.

"The Y Chromosome."  
Speech. Panel - Entertainment Real Estate Forum.  
June 1997.

"What Women Want in Shopping & Entertainment."  
Shopping Center Business  
July 1997.

"Entertainment Center Economics."  
E-Zone  
July 1997.

"Broadening Your Market."  
Speech. Fun Expo.  
September 1997.

"Capture 51% of Your Market."  
Playmeter Magazine  
October 1997.

"The Times They are A'Changing."  
Speech. Urban Land Institute International  
Association of Amusement and Theme Parks.  
November 1997.

"Developing A Cultural Facility."  
Speech. League of California Cities.  
October 15, 1996.

"Retail Entertainment Centers Emerging  
Nationally."  
Shopping Center Business  
December 1996.

## TIMELINE

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### **Battle Creek Area Mathematics and Science Center Program Review**

#### 2006

MARCH Battle Creek Area Mathematics and Science Center (BCAMSC) Policy Advisory Committee agrees to exploration of BCAMSC Program Review

JUNE Possible architectural plans shared with BCAMSC Policy Advisory Committee

#### 2009

##### JANUARY

12 Battle Creek Unlimited presentation to Battle Creek Public Schools Board of Education about downtown development and Board of Education approval to proceed with development of educational specifications

13 Program review of BCAMSC discussed with Center Policy Advisory Committee president

15 Invitation to BCAMSC Policy Advisory Committee members to participate in February 9/10 Discussion/Visioning or any other sub-committees. Request to meet with Educator's Task Force

26 Presentation to staff at Battle Creek Area Mathematics and Science Center by Connie Duncan

29 Collaboration Meeting with representatives of Battle Creek Public Schools, Tower Pinkster, KBD Planning Inc., and Kellogg's

##### FEBRUARY

9 Visioning Meeting at Battle Creek Area Mathematics and Science Center conducted by KBD Planning, Inc.:

- 8 a.m. – 4 p.m. Staff and Board Members Battle Creek Area Mathematics and Science Center

9 6:30 p.m. Board Room, Battle Creek Public Schools

- Special Board of Education Meeting to review information about BCAMSC

10 Visioning Meetings at Battle Creek Area Mathematics and Science Center conducted by KBD Planning, Inc.:

- 2-3:45 p.m. Cindy Ruble, Superintendent Lakeview School District; Dave Campbell, Superintendent Olivet School District; Suzanne Devyak, Kellogg Company; Charles Coleman, Superintendent Battle Creek Public Schools; and Kathy Grosso, Principal, Battle Creek Catholic Schools

## TIMELINE

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- 4-7 p.m. Staff and Board Members at Battle Creek Area Mathematics and Science Center
- 11 6:00 p.m. – 7:30 p.m. at BCAMSC - Open Public Input Meeting to discuss visioning with KBD Planning, Inc.
- 13 Discussion/Sharing at Calhoun Intermediate School District Superintendent meeting – postponed
- 18 Visitation of Mesa Bioscience High School and Mesa Science Material Center
- 26 Visioning follow up meetings with staff at Battle Creek Area Mathematics and Science Center conducted by KBD Planning, Inc.
- Individually scheduled
- 26 Time TBD - Meet with the Board Members – postponed

### MARCH

- 5 Sharing/discussion with Educator's Task Force - postponed
- 10 11:30 a.m. at Battle Creek Area Mathematics Science Center - KBD Planning, Inc. conducts visioning update with Battle Creek Area Mathematics and Science Center Policy Advisory Committee during regular meeting – Board Members welcome to attend
- 6:30 p.m. at Battle Creek Area Mathematics Science Center - KBD Planning, Inc. conducts visioning update with BCAMSC high School Program parents
- 11 9:00 a.m. Collaboration meeting between Battle Creek Unlimited and Battle Creek Public Schools
- 15 Deadline for KBD Planning, Inc. to gather visioning information
- 19 Sharing/discussion with Educator's Task Force
- 20 Sharing with Calhoun Intermediate School District Superintendent (ABCs) Meeting
- 25 Visitation of New London High School, Connecticut
- 30 Draft of Educational Specification completed by KBD Planning, Inc.
- 31 Visitation of Philip Exeter High School, Exeter, NH

### APRIL

- 14 5:30 p.m. Special Board of Education Meeting: Update about BCAMSC  
- KBD Planning, Inc.; Jim Hettinger; Connie Duncan; Kathy Griffey
- 15 KBD - Visioning with BCAMSC High School students
- 17 Deadline for completion of Educational Specification by KBD Planning, Inc.

## TIMELINE

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23

MAY

TBD Schematic Design completed by Tower Pinkster

TBD (Tentative) Open Public Input Meeting, 6:00 p.m. at Battle Creek Area Mathematics and Science Center

TBD (Tentative) Open Public Input Meeting, 6:00 p.m. at Battle Creek Area Mathematics and Science Center

FALL TBD If project moves forward, projected bids out

2011

FALL TBD If project moves forward, projected completion date

# Battle Creek Public Schools

## Talking Points



### Battle Creek Area Mathematics and Science Center PROGRAM REVIEW

**Vision: Calhoun County will become a world renowned  
food science safety research center**

**The role of the Center in achieving the vision is...**

Establish the Center as a signature community  
asset bearing testimony to the value of education  
in the City of Battle Creek

Increase career opportunities for students in Food  
Science

Increase business and education partnerships

Increase visibility to visitors, families, and  
companies considering location in Battle Creek  
and in Calhoun County

Increase services to K-12 schools for Science,  
Technology, Engineering, and Mathematics  
(STEM) education in multiple ways

#### Premises:

Nothing has been decided. We are in a discovery  
process that must identify the cost of relocation, the  
costs of ongoing operations, the sustainability, and the  
affordability of the project.

The higher the level of educational attainment in a  
community, the higher the level of compensation in that  
community. The reverse of this premise is true as well.

The higher the educational attainment levels in Science,  
Technology, Engineering, and Math (STEM) education,  
the higher the compensation levels for the successful  
students.

#### The Goals: Education

Enhance curricula to offer the best education in science,  
technology, engineering, and math (STEM) education

Foster talent development, retention, and attraction by  
offering relevant STEM education

Provide K-12 Calhoun County students with the latest in  
technological delivery of STEM education

Strengthen all Calhoun County school districts in STEM  
education

Continue the feasibility study. Focus on construction, operational, and sustainability costs.

**The Goals: Community**

Equip Calhoun County students with STEM education that will enable them to flourish in the global economy.

Reduce income disparities and promote racial equity

Break poverty cycles and rescue the “at-risk” through the nontraditional delivery of STEM education

Enhance Springfield by the placement of new programs in the building.

Retain young people through better connections to local employers and higher education

Meet the increased costs of education through collaborative approaches to STEM instruction.

**Next Steps:**

Produce a presentation that details the current situation

Seek the input of any and all groups across Battle Creek with a special emphasis on youth groups.

Implement legislation that would foster a center of excellence approach and would reward schools for participating in the M/S Center.



**Youth ARTS**  
**Battle Creek Gateway Design**  
**Public ART ~ Individual Pride**

***“Young people who are involved in making something beautiful today are less likely to turn to acts of violence and destruction tomorrow. The arts...provide opportunities for youth from all backgrounds to do something positive and creative with their talents and their time. We all need to support the arts. In doing so, we are telling America’s youth that we believe in them and value what they can be.”***

*~ Janet Reno, Attorney General, U.S. Department of Justice*

The Arts and Industry Council, formerly the United Arts Council of Calhoun County is committed to growing the Arts and creative industry, advocating for art and arts education, facilitating a regional Arts network, and engaging youth in the Arts.

Research shows that an education in the Arts can spark intelligence, boost academic achievement, assist in the development of workplace skills, promote discipline and good citizenship and enhance one’s self-esteem and tolerance of others. For children to develop their abilities and realize their fullest potential, they need to be exposed to many ways of knowing their world and expressing their thoughts. If the artistic side of their education is neglected or ignored in school instruction, then a primary growth opportunity is missed. In recognizing the value of the Arts in relation to youth development the AIC has begun the early stages of crafting an outcomes-based programming model to engage youth throughout Calhoun County. The gateway project will be segue to future youth arts initiatives. Programs and presentations in the future will include music, theater, dance, visual and literary arts.

Currently the AIC, in collaboration with Battle Creek Unlimited and Cutler Enterprises, will facilitate and manage a youth art competition for the gateway design project. The project “**Battle Creek Gateway Design Competition**” is part of the larger downtown revitalization initiative. The design competition is open to all students in Calhoun County. The winners of this art competition will have their art conceptually replicated by a local metal fabricator into a metal artwork that will be installed (welded) to the new artistic arches on the M-66 corridor coming into Battle Creek. Students will also receive scholarship awards to further their Arts education. AIC will host a public exhibit and presentation for the winning students. Reliant upon the number of submissions the AIC will determine as to whether all or some submissions can realistically be exhibited. Our goal to date would certainly be to exhibit all entries if possible.

Historically, arts education was often considered an “extra” in our schools – stand-alone subject that would give students some cultural appreciation and an opportunity to experiment with paint, movement or musical instruments. During the last decade of the twentieth century, there arose a broader view of arts education. Research began to validate what educators had long suspected: that ***an arts education contributes significantly to a student’s development.***

An arts education helps young people:

- Expand their creative and critical capacities
- Enhance problem-solving skills
- Increase cross-cultural understanding
- Build self-esteem
- Gain skills useful in today's workplace

***“Workers must be equipped not simply with technical know-how but also with the ability to create, analyze, and transform information and to interact effectively with others.”***

~ Alan Greenspan, Chairman of The Federal Reserve Board. National Skills Summit

In this age of rapidly advancing technology, business executives seek employees with imagination and creativity, talents fostered through arts education. As Stephanie B. Perrin, head of a school in Natick, MA devoted to excellence in the arts and academics states, a technological and international postmodern culture requires workers who are imaginative and critical thinkers, able to work effectively on their own or with others. These workers need to be able to function in changing ambiguous situations, to envision new realities, provide solutions to problems and act with confidence on their ideas.

The Arts and Industry Council will continue to engage youth and advocate for Arts education. The mounting evidence of the critical importance of art in youth development and future workforce is impressive. It behooves all communities to consider their investment in education and the Arts for our youth.

***“The arts are not a frill. The arts are a response to our individuality and our nature, and help to shape our identity. What is there that can transcend deep differences and stubborn divisions? The arts. They have a wonderful universality. Art has the potential to unify. It can speak in many languages without a translator. The arts do not discriminate. The arts can lift us up.”***

~ Former Texas Congresswoman Barbara Jordan

## Briefing on the National Center for Food Protection (Battle Creek, MI) – January 2009

The National Center for Food Protection (“NCFP” or the “Center”) is a unique, market-driven, public-private collaboration focused on testing, training, and technology development involving food protection strategies and systems. The Center is the result of a W.K. Kellogg Foundation-sponsored study of the feasibility of a national center for food protection and applied research which included input from the office of the Governor of Michigan, FDA, food protection associations such as AFDO, a number of global food companies, and a leading global food testing organization.

Located in Battle Creek, MI the NCFP will be home to three distinct, yet inter-related activities:

- A for-profit **Food Testing Center of Excellence** which is expected to be operated by an industry leading, global food and dietary supplement testing company, that will provide Michigan-based and other multinational and regional food manufacturers with analytical chemistry, microbiological, stability, and sensory testing services.  

- The **International Food Protection Training Institute** will offer a first-in-class, career-spanning training curriculum for state and local food protection professionals developed and implemented by the Association of Food & Drug Officials (AFDO), a non-profit professional organization established in 1896 consisting of state, federal, local regulatory officials, and industry representatives, in partnership with a vast array of public health associations.  

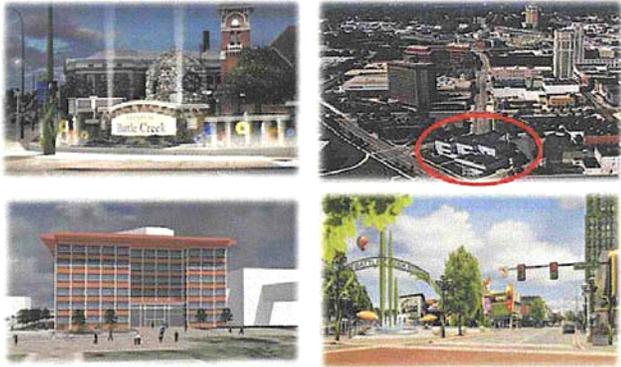
- The **Emerging Technology Accelerator (ETA)** will be a public-private initiative

focusing on the development of novel food protection technologies, with an initial focus on a potentially *game-changing* technology developed by Michigan Aerospace Corporation to rapidly detect food pathogens and process-formed toxicants.  


**Significance.** The importance of maintaining a safe and nutritious food supply has never been more critical, or more difficult. One has to look no further than recent recalls involving salmonella and melamine to grasp the significant health and economic impacts of a contaminated food supply. Moreover, the global interdependence of the food supply gives rise to unprecedented challenges for food protection professionals. Finally, in addition to *known* risks and the rising costs attributed thereto, presently unquantifiable risks may arise as a result of the rapidly developing field of nanotechnology which may lead to the creation of potential hazards through inhalation, ingestion, skin uptake, and injection of engineered nanomaterials.

**Investment.** In November 2008, the W.K. Kellogg Foundation announced its commitment of up to \$35 million in support of an overall \$86 million transformation plan for Battle Creek. This innovation-driven plan will involve investments in food science,

technology and education, including the establishment of the NCFP.



### Key Activities to Date



**Association Support Sought.** Following the receipt of guidance from FDA, AFDO has sought indications of support from the following health professional associations for the International Food Protection Training Institute:

**Association of State & Territorial Health Officials (ASTHO).** ASTHO represents the 57 chiefs of state and territorial health agencies and the 120,000 individuals who work for them. It has 20 affiliated organizations; the two main affiliates with food regulation responsibilities are the Association of Public Health Laboratories (APHL) and the Council of State and Territorial Epidemiologists (CSTE).

**National Association of City and County Health Officials (NACCHO).** NACCHO represents ~3,000 local health departments including city, county, metro, district, and tribal agencies.

**National Association of State Departments of Agriculture (NASDA).** NASDA represents State departments of agriculture.

**Association of Public Health Laboratories (APHL).** APHL's core membership is comprised of public health, environmental and agricultural laboratories.

**U.S. Government Accountability Office (GAO).** GAO is researching ways to improve the imported food regulatory system and will report their findings to the House Energy and Commerce Committee. AFDO officials met with the Director of Agriculture and Food Safety, the Assistant Director of Natural Resources and Environment, and 4 policy analysts to discuss the opportunity of FDA to leverage the States' roles in imported food safety.

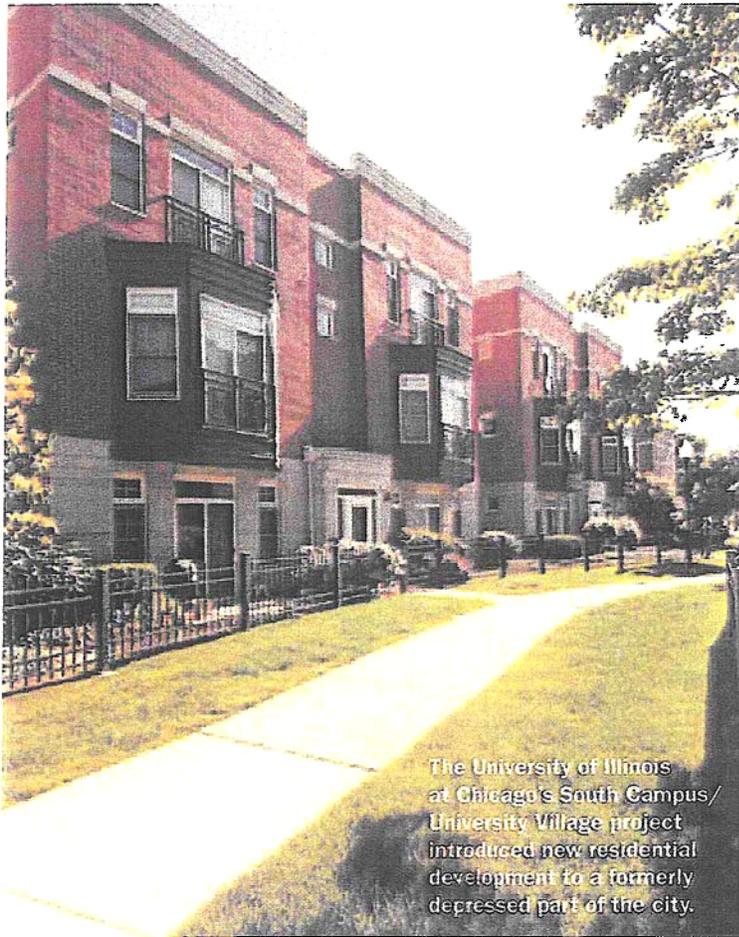
### Next Steps



### 2009 Milestones

| 6 Month Deliverables   | Q1           |   |   | Q2 |   |   | J |  |
|--|--------------|---|---|----|---|---|---|--|
|  | J            | F | M | A  | M | J |   |  |
| Secure Formal Support for Institute from Key Federal Agencies and Major Associations | [Yellow bar] |   |   |    |   |   | ▲ |  |
| Establish Institute Governing Council Membership and Bylaws                          | [Yellow bar] |   | ▲ |    |   |   |   |  |
| Hire Institute Operating Staff   | [Yellow bar] | ▲ |   |    |   |   |   |  |
| Develop Year 1-3 Training Curriculum   | [Yellow bar] |   |   |    |   |   | ▲ |  |
| Develop Institute Marketing Plan   | [Yellow bar] |   | ▲ |    |   |   |   |  |
| Commence Delivery of Training Courses  |              |   |   |    |   |   | ▲ |  |

# The University's Role in Urban Development: FROM ENCLAVE TO ANCHOR INSTITUTION



The University of Illinois at Chicago's South Campus/University Village project introduced new residential development to a formerly depressed part of the city.

Messrow Stein Real Estate Inc.

*David C. Perry, Wim Wiewel, and Carrie Menendez*

**F**or most its history the American university has been treated as an enclave—a scientific and reflective ivory tower removed from the subjective turmoil of the city. More recently the university has come to be viewed by many public officials and analysts as a driver of overall urban development (CEOs for Cities 2007). University leaders often represent their institutions as “engaged” with “urban agendas” (Kellogg Commission 1999).

By 1996 there were nearly 2,000 universities and colleges in the cores of U.S. cities, and their combined budgets comprised nearly 70 percent of the more than \$200 billion spent annually by universities nationwide. Put another way, urban universities were spending about \$136 billion on salaries, goods, and services, which is more than nine times what the federal government spends in cities on job and economic development (ICIC and CEOs for Cities 2002, 7). Universities consistently rank among the top employers in metropolitan areas, and are among the largest and most permanent land and building owners. It is estimated that, using original purchase price as a reference, urban colleges and universities own more than \$100 billion in fixed assets (ICIC and CEOs for Cities 2002, 8).

As impressive as these data are, they do not represent all of the activity or value of universities and other place-based or anchor institutions in cities, such as hospitals, civic foundations, and public utilities. These institutions are most successful as catalysts for urban change when they are fully engaged in the collective capacity of civic leaders to achieve the multiple interests of cities and communities, as well as universities (Perry and Wiewel 2005).

## **Anchoring Urban Change**

Our previous studies of urban anchor institutions have centered on the land or real estate practices of urban universities (Perry and Wiewel 2005; Wiewel and Perry 2008). Here we continue to use universities as the institutional lens through which to conduct a national study, but we expand the focus, seeking to address the following question: In different types of metropolitan areas, how do institutions of higher education work with the government, business, and community/civic sectors to mutually define and shape (i.e., “anchor”) individual and collective interests in regard to planning and community development?



Mesrow Stein Real Estate Inc.



Mesrow Stein Real Estate Inc.

**UIC's South Campus before and after development.**

This article presents two cases of institutional collaboration that represent two types of cities: a global command and control center (Chicago) and a declining industrial city (Baltimore). Both have large and vigorous higher education sectors, strong community organizations, an organized business sector, and significant issues of local and metropolitan governance. Both also are good examples of how cities differ in the ways they benefit from place-based, multiple, and often contested relationships among anchor institutions that produce the processes of development.

**Global Cities: The Case of Chicago**

The geographic center of the Chicago economy and its emergence as a global, knowledge-based, command and control center for most of the past hundred years has been the Loop (Abu Lughod 1999; Sassen 2003). This downtown business district surrounded by a circuit of train tracks is the centerpiece of the city's diverse economy: financial markets; business services; corporate headquarters; transport linkages; vibrant universities; public-private partnerships; dynamic immigrant communities; and new professionals (Cortright 2006).

A core element of this geo-economic, Loop-centered strategy has been the development of key educational anchors (Cohen and Taylor 2000). In the western area of the Loop, the University of Illinois at Chicago (UIC) is the primary institution; and in the economically challenged South Loop, a mix of public and private universities and colleges make up an academic corridor.

UIC's South Campus/University Village project has transformed a depressed, albeit historically well-known, area of immigrant landing, Southside Chicago blues, and the internationally renowned Hull House and Maxwell Street Market. Now the neighborhood is a \$700 million mixed-use area including university buildings, private residential development, and mixed lease/ownership retail and commercial ventures.

The entire project could not have occurred without the collaborative efforts of the mayor, city planners, and private developers, along with university and community organization buy-in, as well as university land banking and real estate development. Ironically, while the university was the anchor of development, almost everyone connected with the project suggests that it was the leadership of the city—from the political vision of the mayor to the technical capabilities of the planners—that created the institutional glue that made the project work. While the university was purchasing the land, the city was substantially driving the process through regulations, eminent domain, and its own prior ownership of land parcels.

Harkening back to the city's comprehensive plan from the 1960s, the current mayor, Richard M. Daley, continued his father's legacy to support an urban campus—viewing the university as a key institutional anchor driving the expansion of downtown-centered urban development. The city sold its land near the university via quitclaim deeds, and agreed to vacate certain streets, move the historic Maxwell Street Market, and undertake



Masterton Stein Real Estate Inc.

**A new neighborhood park and housing are part of UIC's South Campus development.**

street improvements through the largest tax increment financing (TIF) district in history. In turn, the university agreed to finance the land use analysis and moving of the Market, thus becoming the public lightning rod for the community and historic displacement that such development represented (Weber, Theodore, and Hoch 2005).

Even after these actions had targeted the land for development, UIC still could not control the fiscal needs of the entire South Campus project through its own investment, and had to sell up to 40 percent of the property to private developers (Landek 2008). In some ways this collaboration was foreordained by the increasing scale of the project—almost 87 acres by the time the city and university were ready to proceed with development. By turning the area into a TIF district, the city contributed to renovation of the infrastructure and rationalization of the street grid for what quickly became one of the largest mixed-use development projects of any university in the nation.

In the end, the university could be credited with developing an integrated academic, residential,

recreational, and commercial complex. It included housing for more than 1,500 students, 930 units of private residential housing, academic offices, 40 retail establishments, parking facilities, and athletics fields. In 1999 the total development cost was estimated at \$600 million, although that figure ballooned to more than \$700 million, of which UIC had invested \$50 million in land acquisition, infrastructure, and other facilities. Through the issuance of tax-exempt and taxable bonds in 1999, 2000, and 2003, the university provided an additional \$83 million to complete land acquisition and infrastructure improvements.

The university maintains ownership of almost 60 percent of the land and properties, and has been credited with turning the once-forbidding south edge of the campus into an attractive residential-university setting. The process has contributed to enhanced university-community relations, workforce training, and service contracting, mediated by a 12-member community council that continues to meet with the university's vice chancellor for external affairs.

On the other hand, the university contributed to the destruction of the vernacular architecture of the historic immigrant entry point of the Midwest—the Maxwell Street Market and neighborhood. The university also stimulated advancing gentrification in the Near West Side and Pilsen neighborhoods of West Loop Chicago.

As a result, many community activists would disagree with the positive assessment of the city-university collaboration that is at the heart of Mayor Daley's strategic extension of universities as sources of Loop development. They would argue that, just as the original development of the UIC campus in the 1960s displaced thousands and erased important elements of Chicago's immigrant heritage in the past, the South Campus project displaced community members and businesses, removed the original site of the Maxwell Street and South Water Markets, disrupted retailers, and spread gentrification to surrounding neighborhoods.

It would be incorrect to lay these trends fully at the feet of the university, but the mix of anchor-driven collaborations that brought about the expansion of the Loop's Near West Side certainly contributed to the mixed-use urban development practices of the contemporary university and to displacement and gentrification as well.

### Declining Cities: The Case of Baltimore

Institutions of higher education in Baltimore boast campuses that are not only hubs of knowledge and social interaction, but also centers of employment and ongoing construction. In 2005, research and development funding at many of the city's academic institutions amounted to \$1.9 billion of investment in regional economic growth overall, and continued growth in high technology, education, and health services in particular. Despite this success, Greater Baltimore faces many of the challenges common to declining cities.

The East Baltimore Revitalization Initiative is a 10 to 15 year effort to invest \$1.8 billion to redevelop the 88-acre Middle East neighborhood adjacent to the Johns Hopkins Medical Institutions. Even though it was initiated by the city government under Mayor Martin O'Malley in 2001, the project received considerable skepticism and fear from many neighborhood residents, based on a history of tense relations with the medical complex.

It is hard to imagine a greater contrast between an anchor institution and its neighborhood than between the wealth and power of Johns Hopkins and the deprivation of one of Baltimore's worst neighborhoods. Through extensive discussions and negotiations, and ample funding from the Annie E. Casey Foundation and others, most issues have been resolved and the project is now managed by a quasi-public corporation, East Baltimore Development, Inc. (EBDI). The project is expected to create 2 million square feet of commercial and biotechnology research space, 2,200 new and renovated housing units, a new school, transit stops, and 4,000 to 6,000 new jobs.

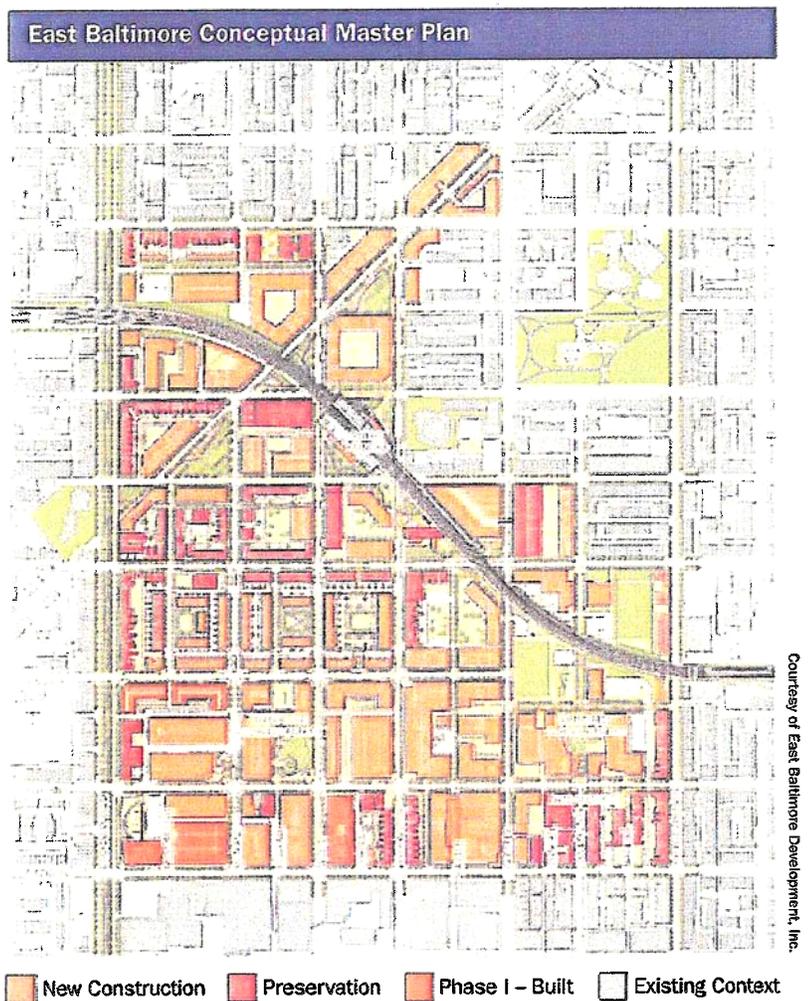
The Middle East is a low-income neighborhood whose population is 90 percent African-American and has a high unemployment rate. It is located about one mile from Baltimore's Inner Harbor, and immediately north of the Johns Hopkins Medical Institutions. Johns Hopkins has been in that location for more than a century, and is the largest private employer in Baltimore and in the state.

In the early 2000s, one of every four Middle East housing units was abandoned, more than in any other of Baltimore's 55 neighborhoods, and more than four times the citywide average (Baltimore Neighborhood Indicators Alliance 2005). Johns Hopkins owned many of these failing properties, but did little to maintain them or engage the neighborhood, even after several violent crimes

were committed against Hopkins students and staff in 1992 (Hummel 2007, 2).

In 1994 the area was designated a federal Empowerment Zone, entitling it to significant federal funds for renewal. The Historic East Baltimore Community Action Coalition (HEBCAC), with representatives from the city, state, Johns Hopkins, and various community organizations, secured funds to lead the revitalization of the area. Their efforts focused on housing rehabilitation, but by late 2000 they had rehabilitated only 46 homes and used less than one-third of the \$34.1 million in available federal funding (Hummel 2007, 26-27).

Dissatisfied with the slow-moving, community-based HEBCAC, Mayor O'Malley argued for the city to take over the project. The tension between the mayor and the community was eased with the establishment of a multi-institutional intermediary, the East Baltimore Development Corporation, with





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**The John G. Rangos Sr. Building was dedicated in April 2008. It is the first of five planned biotech buildings in the Science and Technology Park at Johns Hopkins.**

a board composed of three mayoral and one gubernatorial appointees, two members appointed by Johns Hopkins, two members from the community, three at-large members, and six city and state officials serving ex-officio. This model met the mayor's desire for control, and Johns Hopkins' desire not to be in the lead. The Goldseker Foundation agreed to provide \$750,000 as start-up funding for staffing. Deputy Mayor Laurie Schwartz left City Hall to become interim director.

Several local foundations joined Goldseker in sustaining this effort, the most important being the Annie E. Casey Foundation. Foundation President Doug Nelson was initially skeptical of the city's need for control and Johns Hopkins' lack of community interest. He agreed that Casey would provide up to \$33 million and play an active role only if the effort would help with relocation, family assistance, job training, and other social services. Combined with the federal funding still available from the original Empowerment Zone and significant new funding from Johns Hopkins and city and state government, the project became well-positioned for success.

This case is interesting because it took a multi-institutional intermediary to serve as the locus for the extensive negotiations and final resolution regarding payment of relocation benefits to residents; management of the demolition process; the preference given to local and minority contractors; the role of the private developer in the project; and the nature of ancillary services being provided by EBDI.

The relocation benefits, funded from a \$21 million loan from the U.S. Department of Housing and Urban Development and \$5 million from Casey

and Johns Hopkins, were considerable: \$109,133 per homeowner, in addition to the average \$30,450 purchase price (Hummel 2007, 31). According to survey data, the majority of households described their relocation experience as positive and believed they were better off after the move (Abt Associates 2008). This was only possible because of the extraordinary involvement of institutions with a strong interest in the project's success and very deep pockets. This case study makes clear that it is possible to accomplish successful displacement and redevelopment if investors do not need financial returns, or at least not within any normal economic timeframe.

Johns Hopkins University and its Medical Center had several motivations for involvement. The conditions around the medical complex were continuing to deteriorate. While relocation was considered several times over the decades, the Medical Center represents a multibillion dollar investment in plant and equipment that would be extremely difficult to replicate; in addition, the political ramifications of such a move would be enormous.

For EBDI, the physical redevelopment aspects of the project were only part of a broad range of its activities serving Middle East and parts of the entire East Baltimore community. In a neighborhood where in 2007 more than 40 percent of adults were not in the labor force at all and 14 percent were unemployed, EBDI facilitated job referrals for almost 475 residents, and supportive family services and educational programs for more than 300 residents, assisted by the Casey Foundation, Johns Hopkins, and public agencies.

By early 2008, 723 private properties had been acquired and demolished, and approximately 400 households had been relocated. Two new residential rental buildings have been completed, with a total of 152 units. Per the agreements developed between EBDI and the original residents, those who were displaced had the right of first refusal to return to the community. In the building for the elderly, developed by the Shelter Group, 45 percent of the units have been rented to returning residents (Shea 2008).

There is a compelling logic to the East Baltimore Revitalization Initiative from an economic, social, political, institutional, and planning perspective. Given Johns Hopkins' role as the largest medical center and private employer in Maryland, and given the state's emphasis on biotechnology development,

it is not surprising that redevelopment would focus around this niche, although a purely residential and mixed-use approach also would have been possible if the university's biotech interests had moved outside of the city.

### Conclusions

These case studies show that urban changes in Chicago and Baltimore did not result from the singular activities of universities. They are the outcomes of ongoing relationships between universities and multiple institutions and stakeholders. It is this process of relationship building to develop the city in mutually agreeable ways that is the major lesson. Several key features of institutional collaboration can frame the study of other cities.

- **Leadership.** In each city success was directly related to the role of a mayor, university president, or foundation leader, either directly or by assigning responsibility for their vision.
- **Resources.** Success is directly equated with resources, their institutionalization or sustainability, and the ability of public, civic, or private institutions to leverage them collaboratively.
- **Organizations.** Almost every example of the processes we are studying requires new or intermediary organizations of representation, resistance, accommodation, or development.
- **Expertise.** Each of the case studies required prodigious amounts of expertise in collective capacity building—whether in the reorganization of land around Johns Hopkins University or the multi-institutional development of the UIC South Campus expansion.

These two cases demonstrate a clear set of competitive differences or even conflicting interests among the key institutional actors that need to be identified both as part of the self-interested definition of the institutions and as potential opportunities for conflict resolution. University, government, and community actors all played prominent roles in both case studies. Civic foundation capital was more clearly a driving force in the declining industrial city of Baltimore, while private sector capital was critical in the globalizing city of Chicago.

After conducting these pilot studies, we believe even more strongly in the saliency of examining other cases to increase knowledge about the nature of the institutional relationships that produce the critical contributions of anchor institutions. □

### ABOUT THE AUTHORS

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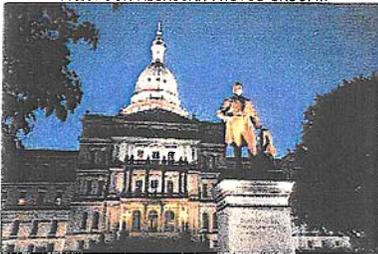
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## SUCCESS STORY: Student life revitalizes downtown Flint

By [John Bebow](#) - August 27, 2009

By Jo Mathis



A year ago, the 16-story vacant hotel in downtown Flint was a symbol of the struggling city's dashed dreams.

That's about to change.

Next Wednesday, some 250 college students will move into the first eight floors of the newly renovated Riverfront Residence Hall, the latest boost to a city on the upswing.

"Studies show that one of the keys to revitalizing the Rust Belt urban centers is institutions of higher learning," said Ridgway White, project manager for the nonprofit Uptown Reinvestment Corporation, which is focused on revitalizing downtown Flint. "We thought student housing was a great way to boost enrollment at the local universities and expand the geographic boundaries of the universities."

There's also an economic advantage, he said.

"If students have a good experience here, sometimes there's a likelihood they'll stay around and create a new company or work for a company in the area," said White. "The key to attracting new businesses is having local talent."

The new Riverfront Residence Hall is a full-service housing option for students enrolled in the city's four institutions of higher learning: University of Michigan-Flint, Baker College, Kettering University and Mott Community College.

A second phase next fall will bring the total number of residents to 330. A third phase the following year will bring it to 550. That's in addition to U-M's nearby First Street Residence Hall - the first residence hall in its 50-year history -- which opened last year with 310 students. And coming on board next year is the former Durant Hotel, now being renovated to offer apartment living to "urban pioneers," including faculty and students.

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"It's not hard to imagine 1,000 students living right downtown in three years," said White. "And that's going from zero a year ago."

The new residence hall is yet another sign of downtown Flint's resurgence, according to Tracy Atkinson, director of Flint's Department of Community and Economic Development.

Atkinson said downtown has been on the upswing for the past five years as professional buildings have been renovated, restaurants opened, and loft-style living has been made available. Riverfront adds new life to the street and a new customer base for downtown businesses.

"We're trying to create a vibrant place for people to have a good core town experience," said Atkinson. "It's becoming a place for folks to spend time, meet, network, socialize."

Giving students another residential option is great for both the city of Flint and the affected universities, agreed Frank Hribar, vice president for enrollment services at the 2,200-student Kettering University.

"Students are the focus, and that's consistent with the mission of the university to provide students with as broad a range of opportunities as possible," he said.

Because Kettering's residence hall and its Campus Village adjacent to campus are often filled to capacity, Riverside Residence offers Kettering a potential for growth, Hribar said.

Riverfront amenities include a three-story lobby atrium; a quiet study hall overlooking the banks of the Flint River with computers and print stations; an Internet café; a movie theater room; laundry facilities; study rooms; student lounges; a fully-equipped fitness center; and a game room. The whole building is wireless.

"Students walk in and say, 'Oh my gosh! I can't wait to live here. This is amazing!'" said White.

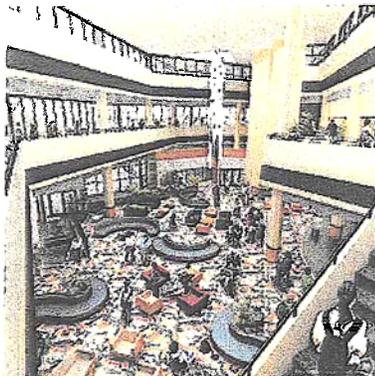
Because of its proximity to U-M-Flint across the street, it's expected that about 90 percent of the residents will be U-M students.

"We're thrilled that building will be used for student housing, and really welcome it," said Jennifer Hogan, spokesperson for the University of Michigan-Flint. "The more people living and learning in our downtown, the better for all of us."

"Flint is truly becoming a college town."

The city's crime statistics have dropped considerably in recent years, and Hogan said U-M-Flint has one of the lowest crime rates of any Michigan campus.

"Crime happens everywhere," she said. "What we do is talk about it quite a bit more. We have lots of security in place on this campus. We have our campus police force. When you look at crime statistics in downtown Flint, it's extremely low. We always advise everyone to use common sense, but I'd advise it to people going to the mall or the grocery store or anywhere."



Riverfront Residence Hall features 24/7 staffed entry with keycard access. Parking is available in the attached Riverfront Residence Hall parking ramp.

The former hotel has had a number of identities since it opened in 1981 as a Hyatt Regency largely through grants from the Mott Foundation.

Plans range from a one-bedroom, one-bathroom suite to a four-bedroom, two bathroom suite with a study. Some have kitchenettes, and a voluntary meal plan is available through U-M-Flint Dining Services at the University Center.

White explained that the state's sixth largest hotel was built in 1981 to accommodate General Motors' training programs. But when GM soon pulled all its training programs from Flint, the hotel's 340,000 square feet was overbuilt for the market.

The hotel became the Radisson in 1991; the Riverfront Hotel in 1997; and a Ramada in 1999. In 2000, the Institute in Basic Life Principles, an Illinois-based nonprofit religious group, bought the building for classes, seminars, and outreach programs. It renamed the building Riverfront Character Inn and banned alcohol and tobacco. It also became home to the institute's residential Verity University.

After the building was put up for sale in 2005, it handled only small events and previously booked contracts.

The Uptown Reinvestment Corp. bought the building on Jan. 30 with a \$20 million loan from the Charles Stewart Mott Foundation.

In the past five years, Uptown has spent \$40 million on downtown development, not including Riverfront.

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