



Mayors' Institute on City Design

Final Report: Investing Equitably in Jackson Hill

Mayor Stephen Gawron
Muskegon, MI

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Project Overview

The City of Muskegon is seeking greater investment parity citywide by targeting commercial development opportunities in the historically underinvested and racially diverse Jackson Hill neighborhood, where almost half of residents live below the poverty line. The city is currently updating its Master Plan and would like assistance with using 2020 Census data to support and inform land use and transportation decisions that create equitable outcomes for residents of this neighborhood.

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1 EXECUTIVE SUMMARY

Build on the neighborhood's proud identity

Jackson Hill is a predominantly Black neighborhood on the edge of downtown Muskegon, Michigan, a city of 40,000 residents in Western Michigan. The Moses J. Jones highway - built in the 1960s as part of an Urban Renewal project by the federal government - bisects the neighborhood into a residential area and an industrial area along the waterfront of Muskegon Lake. The current condition of the neighborhood, including the vacant lots and lack of commercial options, is largely influenced by this project.

Muskegon has attracted development in recent years, especially in the downtown area. But Jackson Hill - less than 2 miles from downtown - has not experienced the same investment. The median household income is lower than the city average (\$20k vs \$35k), and the poverty rate is higher (41% vs 22%). Despite being economically under-served, Jackson Hill remains a stable, safe, and neighborly place. The disinvestment, however, has taken a toll; one life-long resident explained Jackson Hill is grappling with its sense of meaning.

Muskegon can invest in Jackson Hill by helping the neighborhood celebrate its sense of meaning and identity that still exists but can be built on. This investment will look very different from downtown, as residents expressed little interest in accessing the new development there. The city can invest equitably in Jackson Hill by ensuring the residents feel recognized, and that their concerns are heard. To help the city achieve this, the MICD Resource Team makes recommendations in three phases: phase one proposals are meant to be immediately actionable, phase two are meant to be actionable within one year, and phase three are meant to be actionable in one to five years. The proposals are a reflection of the team's independent research, conversations with residents of Jackson Hill, and regular meetings with members of Muskegon's economic development and planning teams.

The MICD Resource Team's research and conversations illustrated that Jackson Hill is a cohesive community with residents who have a commitment to each other, their neighborhood, and their city. The residents interviewed spoke of sharing resources, helping one another, and a dedication to education and social service. The recommendations build on these strengths, as well as the neighborhood's physical spaces like its parks and churches. One resident explained that Jackson Hill is a hollowed-out version of what it used to be. Muskegon can change this with the right kind of investment in Jackson Hill: making the residents feel heard and responded to, while building on the neighborhood's proud identity.

2 BACKGROUND AND RESEARCH QUESTIONS

This research project is generated by the question of what to do with many city-owned parcels in Jackson Hill. Previous conversations in the community were unsuccessful in generating a conclusion about whether the City should make strategic zoning changes to expedite residential and commercial development in the neighborhood. As a Redevelopment Ready community, Muskegon can streamline regulatory processes, making the city an attractive option for developers. And while several proposed federal spending programs and tax incentives would have funding implications for Muskegon and Jackson Hill, City staff requested assistance in answering the following questions:

ENGAGEMENT

- What do residents of Jackson Hill want/need to be different in their neighborhood?
- How can they be involved in making the neighborhood's future come to fruition?

MASTER PLANNING

- What regulatory and land use decisions in the updated Master Plan will help residents and businesses in Jackson Hill find success?
- How can the city identify and encourage the “right kind” of development here?

CONNECTION

- What physical and social barriers to economic success exist?
- How can we bridge those barriers through design and engagement?

While these questions are important, they cannot be answered without a better understanding of the situations that created these city-owned parcels, and the history of Jackson Hill as a place.

3 CONTEXT

A nice place to live

Jackson Hill is a neighborhood on the edge of downtown in Muskegon, Michigan. Muskegon is a city of roughly 40,000 residents within a metropolitan area of about 173,000, 50 miles west of Grand Rapids on the eastern shore of Lake Michigan. Muskegon is the largest port on the eastern shore, with substantial international trade and a history of timber shipping that earned the City the title Lumber Queen of America. The City presents a rich history, engaged and responsive City government, welcoming culture, an historic theater and an art museum, tight-knit communities, active parks and sports, and a landscape with beachfront and water sports activities.

Local employment focuses on light industry, manufacturing, recreation, and shipping. Portions of Muskegon have been designated as a Qualified Opportunity Zone to encourage job-generating urban economic development. This designation has come in conjunction with recent strong private investment and commercial development in the downtown and waterfront areas, including the restoration of two historic buildings into mixed-use spaces: the Former Al Perri Building into Northtown 794, and an old bank transformed into an apartment building with retail and restaurant space called Highpoint Flats.

Investing Equitably in Jackson Hill City of Muskegon

Jackson Hill is located just 2 miles north of downtown and very close to the waterfront.

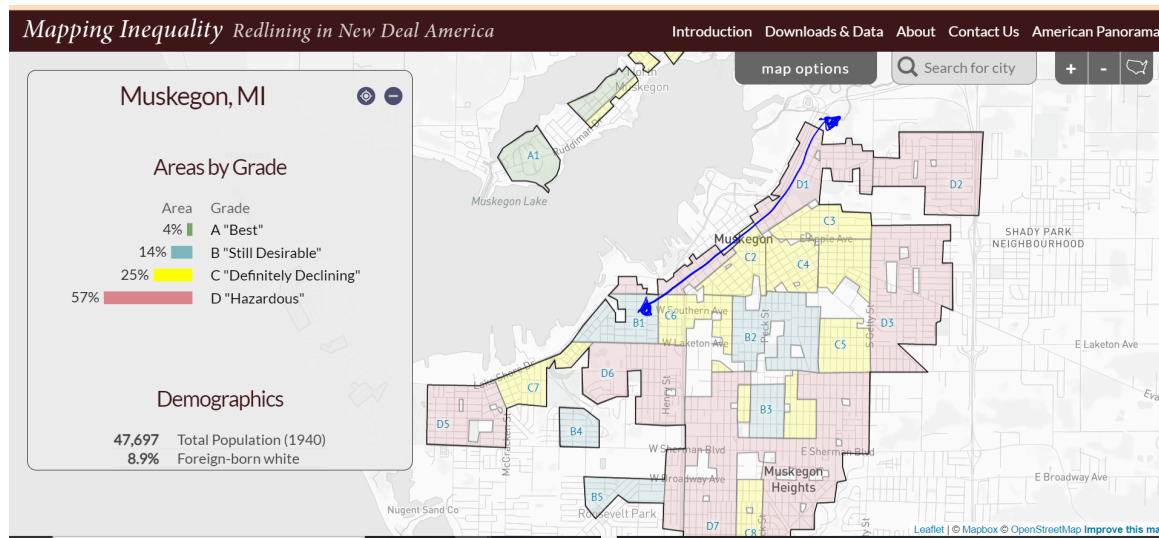


Figure 1 A snippet from Mapping Inequality, which illustrates where the Moses J. Jones Highway bisected and isolated black and laboring communities already bordered by racialized lending practices.¹

URBAN RENEWAL CUTS THROUGH JACKSON HILL

Right of way acquisition for the highway led to the removal of thriving businesses on Ottawa Avenue, and creation of a border between residential areas east of the parkway and the industrial area along the waterfront.



Figure 2 Aerial photos showing condition of Jackson Hill neighborhood in 1961 (left) and 1990 (right)

¹ <https://dsl.richmond.edu/panorama/redlining/#loc=13/43.227/-86.277&maps=0&city=muskegon-mi>

The current condition of the neighborhood, including numerous open park spaces and vacant urban lots, is largely influenced by this project, which displaced a much-beloved farmers market, and many homes and local businesses and services from Jackson Hill. The highway also eliminated the neighborhood's main commercial corridor along Ottawa Street and eliminated many direct connections to the shoreline.



Figure 3 One of the only remaining direct connections to the shoreline is via Marquette (source: google streetview)

Jackson Hill has not experienced the same vibrant revitalization now positively affecting other parts of Muskegon. Yet despite this relative economic isolation, Jackson Hill is a stable, safe, and neighborly place, where residents indicate they are ready to welcome and benefit from new, equitable investments in the area. According to RedFin data, housing prices have recently increased 33 percent year-over-year, and city crime data shows that Jackson Hill has the second-lowest per capita crime rate of Muskegon neighborhoods. Real estate developers from outside the area have expressed interest in building new small-scale housing in the neighborhood.

GEOGRAPHY

Jackson Hill is the fourth largest neighborhood in Muskegon by land area, and is defined by its open space and natural surroundings. The neighborhood's natural and man-made barriers - creeks to the north and south, the highway to the west - isolate the neighborhood from shoreline and downtown Muskegon. The prominent land uses are an industrial area along the waterfront of Muskegon Lake, and a residential area to the east of the highway.

RESIDENTIAL AND EMPLOYMENT FIGURES

A majority of Jackson Hill residents are Black (53%), compared to the citywide average of 30%. Compared to the rest of Muskegon, the economic outlook is not as positive: Median Household Income in Jackson Hill is significantly lower than Muskegon's average, despite a comparable employment rate, while the poverty rate of the neighborhood is substantially higher. At about 60% of the city's median, Jackson Hill's median home prices are increasing year-over-year at a higher rate than the rest of Muskegon. This data supports

what the team learned from conversations with residents: despite being economically-underserved, neighborhood residents describe the area as resilient, safe, optimistic, and stable.

COMMUNITY ASSETS

Jackson Hill's biggest asset is its cohesive and close-knit community of residents that live there. The residents interviewed spoke of sharing resources, helping one another, and a dedication to family, education and training youths for social service. In addition, Jackson Hill is full of physical community assets that make the neighborhood unique in Muskegon including four parks, the Lakeshore trail, several churches, Fisherman's landing and the Froebel School building.



At the same time, there is a notable lack of current commercial options in Jackson Hill, especially within the residential area. Residents explained that they left not only their neighborhood, but usually Muskegon as well, to do all of their basic shopping. Although the new downtown boom is close to Jackson Hill, residents stated that the development there has not significantly benefited them. ***The MICD Team concluded that it is important for future development in Jackson Hill to not try to mirror development in the downtown area, but instead focus equitably on the needs of its residents.***

4 INVESTING IN PEOPLE FIRST

Growth and resilience strategies

For decades, “community investment” has referred primarily to financial investments in capital assets such as buildings that generate new tax revenues (e.g., business, hospitality, and retail centers) or those investments that meet a pressing material need such as the development of affordable housing. More recently, research for FEMA by Northeastern professors such as Daniel Aldrich and Ted Landsmark has found that investing in human infrastructure yields long-term community growth and resilience benefits that appear to exceed the value of investments in capital infrastructure alone, by building on existing community strengths and networks.

PLANNING TO STAY

Jackson Hill's loss of financial investment since the highway was built decades ago, has diminished but not eliminated the community's pride and sense of itself. Most residents interviewed described Jackson Hills as a stable, safe, sharing, service-oriented, and comfortable place to live and raise a family in. As many previously disinvested American communities of color are now advocating strongly for investments in racial and social equity, in justice, and in a recognition that the members of those communities want equal respect as measured in both qualitative and quantitative terms, the MICD team also believes these qualitative investments in equity would make Jackson Hill a better community for its multi-racial residents.

The MICD team has found that large-scale financial investment strategies for infrastructure or business are complex to implement, the improvements on residents' quality-of-life become more difficult to discern, assess, and feel within a neighborhood. The results of large-scale financial investment projects may well be intended to provide benefits to long-term local residents, but such projects may also contribute to displacement, gentrification, and diminished employment growth opportunities for current residents. A premise of this MICD analysis is to help establish, pending further dialogue with residents, a qualitative baseline for assessing long-term “equity investments” that can further strengthen the cohesiveness and aspirational qualities of the community, and enhance the perceived positive identity of Jackson Hill within the Muskegon region.

The team established metrics of success by identifying what would enable residents to feel like Jackson Hill is being invested in an equitable way. The feedback from residents focused more on qualitative asset-building than on traditional quantitative factors. The MICD team's recommendations begin with those residents' aspirations in mind, and also include longer-term quantitative investments and resources that might further such quality-of-life investments.

WHY RACIALLY EQUITABLE INVESTMENT IS IMPORTANT NOW

The Urban Land Institute's 2021 report, "Zooming in on the "S" in ESG: A Road Map for Social Value in Real Estate," sets out to guide the real estate industry on incorporating social value into corporate strategies, business strategies, and investment theory. The report identifies six key barriers to creating greater social, racial, and equitable barriers:

1. Political, economic, and business culture
2. Fragmentation and a lack of alignment in decision-making among various public and private stakeholders
3. A focus on financial return expectations rather than on social returns on investment
4. A lack of public/private consensus and public transparency
5. A focus on inputs rather than on social and community outcomes
6. A lack of community-based knowledge, skills, and input into decision-making

Lisette van Doorn, chief executive officer of ULI Europe referenced this report in saying, "As providers and stewards of the built environment, the real estate industry clearly has a clear role to play in creating social value...[T]he financialization of real estate – where property is solely looked at through the lens of being a financial asset which can generate revenue and profit – has led to a disconnect between financial value creation and social value creation." Across the United States, these social investment barriers to inclusion in decision-making, and industry tendencies to focus on the financial benefits of investment rather than on social investment, often correlate directly with racial disparities in positive outcomes for communities of color impacted by real estate, planning, and investment decisions in cities with significant numbers of people of color. Social and pandemic events of 2020 have brought a new focus on these racial disparities in planning and real estate investment outcomes.

Jackson Hill has long been home to a large, stable, home-owning, mutually supportive, hard-working, faith-based, service-oriented and resilient community of African American families. Urban renewal programs in the 1960s cut this community off from Muskegon's downtown business and industrial core, and small businesses in the community were displaced. Declining public school enrollments led to the closure of school facilities.

The construction of a new highway separating Muskegon's largest Black community from downtown development incentives and resources, and the removal of community-based resources such as a school and local shopping, eroded the Black community's efforts to sustain vital services and businesses within Jackson Hill. These examples of injustices are now recognized as representative of national policies that damaged the economic, environmental, and social prospects of communities of color. Racial justice

demonstrations, COVID-exposed social disparities, academic studies, and evolving national politics have highlighted long-standing American injustices rooted in structural racism and class biases. 2021 is widely seen as a foundation year for dialogues and policy actions that can begin to heal the harms caused by these injustices.

Throughout this research, there was no hint, nor evidence of intentional bias or racism expressed by residents. Residents have expressed enthusiastic support for public officials such as Mayor Stephen Gawron and his staff, who are reaching out to include community input in planning. Muskegon is recognizing racial factors in planning the City's future at a moment when federal and private funding is being made available to support increased dialogue and co-created activities focused on environmental justice, racial reconciliation, reparations, and redressing past and present investment disparities. This is a propitious moment for Muskegon to engage communities of color in shaping their own resilient futures. 2021 is both the ethically right, and economically advantageous moment to develop and implement initiatives that equitably address past social, planning, and financial investment injustices.

5 LEARNING FROM JACKSON HILL RESIDENTS

“The Downtown development doesn’t meet the needs of our community” – City resident

APPROACH

The Resource Team interviewed 10 residents of varied ages and backgrounds. Some residents had occupations in education, real estate, commerce, church and social work. In addition, the resource team worked closely with city officials to develop a broader understanding of the prospects and limitations potentially constraining the city. The team next analyzed the opportunities and challenges of Jackson Hill, feasibility of using community assets, new financial and planning resources proposed to be made available by the new Administration in Washington, and then researched several comparative case studies of other community revitalization examples. Recommendations are made in phases, with the more complex, costly recommendations suggested for further out years.

OPPORTUNITIES AND CHALLENGES

The MICD Resource Team used the quantitative and qualitative information gathered from conversations and research to develop five key opportunities and challenges to community and economic development in Jackson Hill. The opportunities - also considered neighborhood strengths - served as the basis for the recommendations. The most notable strength in Jackson Hill is the people and the social cohesion of their neighborhood. Conversations with residents indicated their willingness and desire to work with the city on the revitalization of their neighborhood. Further, Jackson Hill's parks, and proximity to both the shoreline and downtown position the neighborhood in an attractive location.

	Opportunities	Challenges
1	Tight-knit, neighborly community	Assimilating new residents into community fabric
2	Commitment to education, family, and social service	Linking with learning resources: colleges and Internet
3	Parks, open space, and natural beauty	Physical boundaries limit accessibility
4	City-owned parcels for development	Risk of gentrification and displacement
5	Federal Government spending initiatives	Timing of availability of funding

ANSWERING THE QUESTIONS

The team had conversations with ten past and present residents of Jackson Hill, and with real estate developers from outside the community who expressed interests in making investments there. Especially because the group could not visit Muskegon in person, these conversations were a most valuable and important aspect of this research. The residents the team spoke with were engaged, honest, and excited to share their vision for Jackson Hill. Answers to several of the questions are highlighted below.

What do residents of Jackson Hill want/need to be different in their neighborhood?

- They would like the dumping of furniture and tires to be prevented
- They would like to see more activities for young people, such as marching band programs or after-school programs at local churches

What do they want to stay the same?

- Residents love and are proud of the positive connections among neighbors
- They value their Smith Ryerson park and would like to see it constantly updated

What is their desired future?

- Current residents would welcome more young families settling there long-term and being able to maintain their living situations
- They would like to see Jackson Hill residents enjoy and benefit from the nice amenities once found in the neighborhood and now located elsewhere, such as after-school educational resources and the relocated farmer's market
- Housing opportunities that are not densely crowded and have a variety of features that fit residents' needs, such as a basements

How can they be involved in making the neighborhood's future come to fruition?

- They are very eager to be part of any plan-making process and would like to be consulted about planning decisions regarding their neighborhood

What goods and services are out of reach?

- Stores such as a community supermarket, dollar store and laundromat are essential needs
- They also desire leisure services such as movie theaters and beauty salons

What is the vision for life in Jackson Hill?

- They want to change the perception that they are an unsafe and decrepit neighborhood as they are a very close-knit, neighborly and safe area

RESIDENT WISH LIST

The MICD Resource Team also heard specific requests from residents. The Resource Team encourages the city to consider addressing the issues raised below. Many of these require low or zero cost solutions and would demonstrate to the neighborhood that Muskegon's officials hear and are responsive to their concerns.

- 1) Family friendly rough camping
- 2) Grocery store / dollar store
- 3) Laundromat
- 4) Diverse housing options with basements

- 5) Marching band/brigade
- 6) Movie theater
- 7) Security cameras installed near the dumping
- 8) Adding bridges over the creek and improving rough trails by Smith Ryerson Park
- 9) Ready access to health support services

6 RECOMMENDATIONS

Starting with trust-building

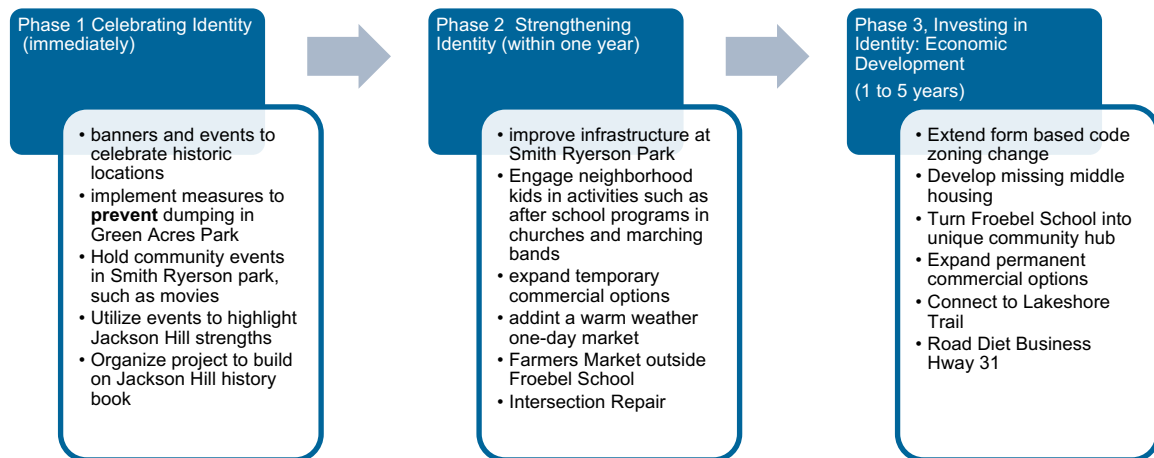
USING NEW URBANIST PRINCIPLES

For the past three decades, and long after 1960s urban renewal devastated many of America's diverse communities of color, New Urbanist principles have been applied toward building and reconfiguring cities and neighborhoods. These principles emphasize restructuring public policies, urban design principles, and development practices to support demographic diversity, pedestrian priority and public transit, universally accessible public spaces and community institutions, and designs that celebrate local history, climate adaptation, urban ecology, and inclusive building practices. Designers such as Andres Duany, Elizabeth Plater-Zyberk, and Jeff Speck have advocated for managed design principles that invigorate shopping, street entertainment, inclusive housing, and social engagement that make neighborhoods attractive and lingering destinations for residents and visitors of all ages.

The principles have brought excitement of locations across the United States, and can be seen in downtown Muskegon. The authors of this report believe that the application of these principles in Jackson Hill, which has experienced decades of private dis-investment and the public relocation of amenities such as a school and a farmers market, can help build social capital and racial equity in this neighborhood in comparison with other Muskegon neighborhoods. We have combined these qualitative principles with data analysis tools of the type recommended by Sarah Williams in *Data Action – Using Data for Public Good* (MIT Press, 2020) to assess the current and projected needs of Jackson Hill, and to propose interventions that can enhance social equity and policy-influencing inclusion in this community.

A PHASED APPROACH

The recommendations are divided into three parts: phase one, phase two and phase three. Phase one recommendations are meant to be actionable immediately and will help Jackson Hill build on community assets by celebrating its strong neighborhood identity. The phase two recommendations can be completed within a year and will focus on further strengthening Jackson Hill's community identity in the wider Muskegon region. Phase three recommendations are more complex to implement and focus on economic development potential in the next 1-5 years. They include zoning changes, expanding commercial options, and novel ideas to build community cohesion with the use of a historic neighborhood building. These longer-term recommendations would incentivize investment into Jackson Hill's affordable family housing, small-, to mid-scale commercial investments, and strengthen Jackson Hill's identity as a regional center of community learning, health, and engagement.



PHASE ONE: CELEBRATING IDENTITY

Banners and events to celebrate historical parts of Jackson Hill

Jackson Hill has a vibrant and unique history that deserves to be celebrated. In the past, residents have held successful events such as “Old Neighbor Days” with food vendors and local business participation that have served to recognize and remember key aspects of neighborhood history such as the old fire station. Events such as these have garnered tremendous support with 400+ residents in attendance. The city should utilize similar events, murals and banners to

showcase the importance of Jackson Hill to the city of Muskegon and within the region as a center for education, health improvement, and community service, specifically highlighting the Froebel School, Black business district, Freddie Townsend Center, parks, and the old fire station.



Figure 4 . Murals celebrating the FQ historical district in Phoenix, Arizona

Stop the trash dumping in Green Acres Park

The parks in Jackson Hill are among the most important assets for the residents and those living in other Muskegon neighborhoods. While the residents enjoy the park amenities, there are still areas for improvement. The Green Acres Park is next to the Smith Ryerson Park, but residents' impressions about the two parks stand in stark comparison. Residents enjoy the atmosphere in Smith Ryerson because they can have activities such as cookouts there and it appears tidier than the park next to it. Numerous residents mentioned a trash dumping problem (mainly consisting of tires and furniture) in Green Acres Park and its nearby area. The

residents reported a persistence of trash dumping with a need for active measures to permanently eliminate dumping in that area.



Figure 5 . Green Acres Park

The steps to solve the trash dumping problem would include events like tire collection (organized by Michigan Department of Environment, Great Lakes & Energy Scrap Tire Grant), or old furniture recycling, wherein the city or neighborhood association could guide people to dispose of their trash elsewhere. The City must emphasize to residents that they are attempting to solve this problem.

It is important that the residents feel heard by the city about the trash dumping problem. Security cameras, patrols, warning signs, and strict enforcement of anti-dumping rules are all applicable options for accomplishing this goal.

Hold public events in the parks, such as screening outdoor movies.

Jackson Hill residents have a tradition of attending community activities. Smith Ryerson Park is a perfect place to hold community events for the neighborhood. Some residents' interviews indicate that people want a walkable movie theater in Jackson Hill. Where to build, how to attract investments, and policy feasibilities

are all potential roadblocks to providing such an activity. Weekly or monthly outdoor movie events could become a valid temporary options, especially during the COVID-19 pandemic where many cinemas have closed and social distancing is needed. Residents liked the idea of having such outdoor movies in the Park.



Figure 6 Hudson Family Fridays, New York. (Source: NYC's Best 2017 Outdoor Summer Movie Festivals – CBS New York (cbslocal.com))

Jackson Hill is not currently considered a regional destination according to local realtors and developers. Community pride is often driven by a community's considering itself attractive enough to be a regional destination, and not merely a pass-through to other recreational, business, or educational venues. With local colleges within or immediately adjacent to Jackson Hill, appropriate leisure activities should bring visitors into the area to take advantage of the existing natural resources, along with the food trucks, musicians, street artists, and crafts vendors found at formerly ignored destinations such as Asheville, North Carolina, Providence, Rhode Island, or Austin, Texas. Jackson Hill could also benefit from such positive periodic leisure-time re-branding, without detracting from emergent visitation trends in downtown Muskegon. Such dynamic change can energize the community. Based on residents' desire for a movie theater, an occasional outdoor movie in the park would be a convenient alternative during the pandemic. For Jackson Hill, the neighborhood association can take a leading role in holding such an event, or the city could introduce a professional outdoor movie organization to Jackson Hill.

Hold events to celebrate and highlight community strengths in Jackson Hill

Aamodt Park is scheduled to have new playground equipment and a picnic shelter installed. To celebrate the exciting upgrades at this Jackson Hill park, the city could host an event to highlight this revitalized community asset.



Figure 7 Aamodt Park as it stands today (left), versus the upgrades coming in this spring (right)

The Port City Boys football team – which is a part of the regional youth football league - plays their home games at Smith Ryerson Park. The city could organize an event around one, or more, of the games to highlight that the team plays in Jackson Hill.



Figure 8 Port City Reds playing in Smith Ryerson Park

Organize project with local colleges to build on Jackson Hill's history book

Muskegon's economic development team shared a book on the early history of Jackson Hill published by long-time neighborhood residents. The book provided the MICD team with a rich history of the neighborhood, but was published in the 1970s, leaving out the neighborhood's history since urban renewal four decades ago. The city could sponsor an historical project that brings together the long-term neighborhood residents and younger people able to research and document more recent history to update the community's evolution.

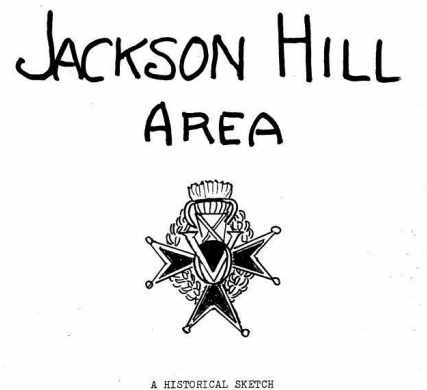


Figure 9 Cover of book on the history of Jackson Hill

PHASE TWO: STRENGTHENING REGIONAL IDENTITY

Infrastructure upgrades in parks

Recommendations for Jackson Hill's parks are based on two criteria: First, eliminating any sense of disinvestment in Jackson Hill by stopping the trash dumping, and second, beautifying the parks to create destinations for the residents and others in the region.

Through our interviews, residents mentioned that "the parks are nice, but there could be constant upgrades with more activities to do for the kids". Parks are important community assets to Jackson Hill and other urban areas, as they are leisure spots, site for environmental and sustainability education, and common grounds where people of all ages, ethnicities, mobilities, and economic statuses can share space and cultures. Adding artistic infrastructure to parks is a simple, inexpensive, and feasible method for enhancing an area's regional reputation,

particularly where local college students in multiple fields feeding resilience can become involved: art, sociology, planning and design, social work, construction management, health services, energy management, outdoor recreation, etc. Such a focus on parks as common ground has brought together and celebrated communities in many places around the world to create destinations for neighborhoods and regions and add value to community cohesion assets.



Figure 10 Smith Ryerson Park

Case Study 1: Painting the playground

The Playground Duperre in Paris attracts the world's attention due to its visual appeal. The local government collaborated with Nike to transform the neighborhood basketball court into a place of interest by simply painting the court. As the images below show, such ground-level accenting creates a perfect place for neighborhood youths to play after school.



Figure 11 Playground Duperre Source: DUPERRÉ PLAYGROUND — Ill-Studio (ill-studio.com)

Similarly, Boston also has a visually exciting playground in Harambee Park. The community worked with local artists and created more colorful and attractive areas of the park. Similar parks exist in New Orleans, Lynn, MA, and New York.



Figure 12. Boston Harambee Park. (Source: With Basketball Court Mural And Handmade Nets, Boston Artist Unites Art And Sports | The ARTery (wbur.org))

The playground in Smith Ryerson park could also become more appealing and eye-catching through this kind of affordable method of highlighting the area as a destination. Cases demonstrate that beautifying such playgrounds can turn an ordinary playground into an important community asset and enhance a sense of pride in local residents.

Case Study 2: Make the existing infrastructure more interesting

Sometimes, altering ordinary amenities lightly can bring positive benefits to the community. All parks have chairs or designated areas for pedestrians to rest. However, making small artistic changes can turn the facility itself into a valuable asset. The picture below shows how Chongqing Yuelai smart park is doing this:



Figure 13 Sculptures added in park chairs in Yuelai park

A sculpture added on the chair designed by local artists turned the functional facility into artwork. This sculpture attracts many visitors who like to take pictures with it and post about it on Instagram or other social media platforms. Similar seating sculptures have invigorated small parks in Boston and other cities world-wide. Such a change in the parks could make Jackson Hill livelier, mirthful, attractive to children and families, and visually welcoming.

The park upgrade plan could also involve local residents and college students, such as through holding a park design competition and letting the neighborhood vote for their favorite design, or cooperating with local artists. Both of these can also tighten community bonds.

Expand temporary commercial options

Jackson Hill's thriving commercial district was eliminated in the 1960s, and since then, the neighborhood has lacked commercial options. The recommendations for expanding commercial options in Jackson Hill are mainly based on the criteria of satisfying residents' needs.

The key problem of Jackson Hill's commerce is that all the basic needs stores are too far away from the residential area to make convenience shopping easily accessible. As the map below shows, people have to spend more than half an hour walking to the nearest grocery store, including the farmer's market. Other stores are even further away from where residents are located. Many residents expressed their eager desire to have walkable retail facilities and services. In addition, Jackson Hill's median age is higher than Muskegon's average, which makes having commercial facilities within a walkable distance crucial for the older population.



Figure 14 Grocery stores near, but not in, Jackson Hill

Some interviewees expressed a concern about the business environment in Jackson Hill, that is, whether the consumer demands of Jackson Hill residents could support a community-based business. In the past, shops closed down due to the insufficient demand of this area. Therefore, our alternative recommendation for a temporary commercial option is to have a weekly or monthly, one-day market in Jackson Hill, which could meet both the needs of residents and businesspeople. We believe a deeper assessment of small business viability in Jackson Hill would better answer this question, perhaps conducted by one of the local colleges in conjunction with Opportunity Zone initiatives sponsored by the Chamber of Commerce.

A one-day weekly farmers market could be held in the Smith Ryerson park (or its parking lot), or on the grounds outside the Froebel school. Such an initiative does not require substantial space (generally less than two acres), and the market stalls could be temporary, making it easy to erect and remove. This one-day market could also bring in satellite businesses from the farmer's market or stores in the city center. These businesses could have a booth in Jackson Hill's one-day market once a week or a month. Since the residents mentioned that some of them are providing meals and haircut services in their own homes for neighbors, a nearby one-day market is a solution for these residents to build capital and community-based businesses.



Figure 15 Bovisa bazaar. (Source: Verba manent / Zu: Bovisa bazar (giuliozu.blogspot.com))

In Bovisa Milan, there is a one-day market held in the parking lot of the Bovisa train station each Saturday morning. Businesspeople and local residents sell their goods or their yard sale items in that market and the customers are local residents as well. The one-day market in Bovisa connects the community and provides more accessible options for residents to shop at. The municipality of Bovisa started this one-day market, providing an alternative for small businesses and local residents for their demands. The bazaar has existed for over 10 years and local traffic police have helped maintain order.

For Jackson Hill, holding a one-day market in a walkable location could be the trade-off between supply and demand, can cost less than a permanent business building, and meet residents' shopping needs. Furthermore, the bazaar/one-day market could also reduce the sense of alienation between residents and their regional community, becoming a method to increase community cohesion.

After school programs in churches for youth

Many residents expressed the struggles youths are facing with managing school work during the COVID-19 pandemic while lacking resources like consistent access to the internet. Implementing after-school programs at a local church that assists students could be very beneficial for the community. The churches have had very successful extracurricular programs for youths in the past but no longer have the resources or personnel to continue these programs.

There are scores of Internet hot spots throughout Muskegon, and Comcast has nationally advertised their program of supporting on-line learning during the COVID pandemic by locating mobile hot spots adjacent to public schools and community centers where young and continuing learners gather. A map of such Wi-Fi hot spots in Muskegon indicates that most are located out of the reach of Jackson Hill's youths, and are primarily sited near the I96, I46, I31 intersections. A mobile hotspot placed adjacent to a Jackson Hill religious center, or near the Froebel School might bring together young and college-based learners to encourage multi-generational learning for existing and projected resilience-based jobs of the future.



Figure 16 The Bethesda Baptist Church in Jackson Hill which is open to hosting after school activities for the kids.

Marching Band

Many residents would like to see more social, recreational, and educational activities in place for the neighborhood youths. One respondent offered the opinion that “neighborhood kids aren’t bad, even if they’re smoking some weed – it’s only when they get together in a group with nothing to do that there’s any risk of trouble.” One particular resident was passionate about implementing a marching band or brigade to encourage children to spend time outside, exercise and keep busy productively. The resident felt confident young people would enjoy such an activity based on the success of previously held parade events. The respondent opined that while sports exist, there are many students with developmental disabilities, autism, and physical disabilities, and that marching bands would be inclusive for everyone. Such activities could be easy to implement as Smith Ryerson has the facilities

and space for a marching band program. Marching bands are a much celebrated component of African American community identity throughout the American South and Mid-West.

The figure below shows a picture of the Kingdom Kids Marching Band, a community-based marching band striving to keep young people productively occupied. The organizers want to help children strive for greatness by keeping them involved in positive activities. Their motto is "No Child Left Behind."



PHASE THREE: INVESTING IN IDENTITY

Extend Form-Based Code Zoning Change

Form-Based Code (FBC) is an alternative to the traditional, use-based zoning code, and allows more flexibility in the types of developments that can be built. A form-based zoning code is a regulation, not merely a guideline, which is adopted into a city law to address the relationship between building facades and the public realm of streets and sidewalks. FBC regulates the shapes and massing of buildings in relation to one another, and the scale and types of streets and blocks that are built, rather than focusing only on how buildings are to be used. Unlike traditional zoning that manages and separates particular land uses (separating housing from factories, for example), and manages development by setting uncoordinated standards (setbacks, parking rations, traffic, etc.), FBC emphasizes that buildings are to be designed in a place so the buildings are compatible with one another and with their surroundings, while letting the actual uses of the buildings (e.g. multi-family, commercial, mixed-use) be more flexible and eclectic. Form-based zoning codes seek to achieve a community-based vision that reflects the community's plan for what it would like to be and feel like. FBC and regulate architectural standards, landscaping, lighting, street furniture, sidewalks, and other design features, and is intended to upgrade and standardize

the look and feel of how buildings interact with the public realm in order to enhance pedestrian and user experiences of the new and renovated urban spaces.

There are five main elements of implementing Form-based Codes. The area to be covered must first be mapped. Specific elements of regulation such as sidewalks, on-street parking, street trees and furniture, and other elements are then specified. Regulations are then promulgated that shape and control the features, configurations, and functions of buildings that define the public realm. A streamlined application and project review process is then put in place, along with a glossary of definitions of what design elements will likely be approved for use.

Muskegon has already experienced the value of FBC; the successful development of downtown and the Nelson neighborhood were driven by this change to a community-formulated form-based code. The residents of several surrounding neighborhoods, however, including Jackson Hill, were opposed to the FBC when Muskegon city officials proposed extending it. Opponents have expressed opinions that FBC overly regulates the look and feel of neighborhoods, reducing developer freedoms to allocate their funds as they would prefer. Although the Muskegon City Commission ultimately voted against expanding Form-based Codes beyond limited areas of the City, the MICD team believes that FBC is a key management tool for incentivizing equitable community and economic development in Jackson Hill. Form-based codes bring new and innovative planning models to older communities that have evolved more through random aggregations of disparate buildings rather than through intentional design to achieve resilience, safety, comfort, visual interest, commercial vibrancy, and enhanced user experiences.

Residents were skeptical of FBC because they thought it would lead to large apartment buildings, parking problems, overcrowding, and bad neighbors. These outcomes are not inevitable and can be planned against, but the concerns of Jackson Hill residents can be considered legitimate, and the City should acknowledge and anticipate the negative potential development outcomes that may result from FBC and plan to avoid residents' concerns. There are several advantages that Jackson Hill could realize if a Form-Based Code is implemented - most notably FBC would remove the single-family zoning requirements that have prevented development and kept lots vacant.

Advantages of FBC in Jackson Hill

Single-family zoning dominates land use in Jackson Hill

- The current zoning requirement prevents development, makes home-ownership a highbarrier to entry, and keeps lots empty and underutilized

Encourages residential and commercial revitalization

- Helps small-scale developers operate profitably
- Creates opportunities to reuse historic properties in novel ways, like the Froebel School

Promotes affordable housing

- FBC does not over-regulate density, lot sizes, and other building factors

Helps small businesses

- Allows businesses to operate in places normally reserved for other uses

Recaptures a sense of place

- Novel uses of buildings can help reestablish meaning and character to Jackson Hill

Cities Taking Action:

- Hartford, CT: Won 2020 Driehaus Award for form-based zoning codes that helped a post-industrial city bring new life to community
- South Bend, IN: Gradually implemented form-based codes to permit flexibility in land use and parking

Leverage city-owned parcels to develop missing-middle housing

An important benefit of implementing Form-Based Code in Jackson Hill is that the new zoning regulations would allow for novel housing options in Jackson Hill often called “Missing Middle.” The “Missing Middle” refers to homes in between single-family houses and large apartment buildings. Examples include duplexes, triplexes, small-scale apartment buildings, cottage courts, townhouses, and more resilient and sustainable housing forms. Missing Middle development would help Jackson Hill build affordable housing options to attract new residents and families, as well as providing current residents with housing options that may better fit their needs than existing single-family homes on large lots. Missing Middle housing could also help support future commercial options if it successfully attracts more people to the neighborhood.

These types of housing options would also be more appropriate for the large, vacant lots in Jackson Hill that currently have single-family detached homes that occupy only a small fraction of the lot. Such new small scale multi-unit housing development would replace the blighted properties and empty lots that suggest that Jackson Hill may be unsafe.

The process to develop Missing Middle housing would be aided by the city’s ownership of a large number of parcels in Jackson Hill. This would speed up the process since the land does not have to be acquired from a private party, which would also make the development more affordable for the city. The MICD team’s conversations with developers indicated they

are eager to build these novel housing options once zoning roadblocks are removed. Additionally, Missing Middle housing has several advantages that would benefit Jackson Hill.



Figure 17 Missing Middle Housing

Advantages of “Missing Middle” Housing

More affordable to build

- Different construction techniques and sustainable, energy-efficient materials are available than those used for larger, taller buildings

Financially beneficial to developers, city, and residents

- More people paying property taxes could support local amenities

Available to small-scale developers

- The affordable building cost means mom-and-pop landlords instead of large corporations

Cities Taking Action:

- Minneapolis, MN: passed housing reform in 2018 allowing duplexes and triplexes in areas formerly reserved for only single-family houses
- Seattle, WA: Strictly single-family housing zones (R-5) rezoned to R-2.5 allowing Missing Middle housing

Use Froebel school building & parcel to create a community learning and health hub



Figure 18 The Froebel School

The Froebel school, while currently in poor condition, appears to be a major asset in the Jackson Hill community. Many residents expressed their great desire to see the school become a vibrant community-serving hub rather than be destroyed. Residents were very passionate in their stance that the school should be redeveloped and utilized, and the following recommendations were derived from residents' discussions about their wishes for the building to be a community center. Post-COVID American Rescue Plan funding for educational social distancing, broadband expansion, jobs development, HVAC improvements, transit access, health care improvement, STEM enhancements, child care development, and re-purposing school facilities could be applied toward a transformative renovation of this community-beloved historic facility.

The school has the opportunity to serve as a learning, recreation, comfort and health-focused community center and has many assets that can prove beneficial to this. Auditoriums, gymnasiums and cafeterias therein are very spacious and can work for a wide range of community activities. Lobbies, storage areas and hallways can serve as informal and common gathering areas. Community centers tend to be under 15,000 to over 40,000 square feet.

The Froebel school can be turned into a community center with the following possible focuses:

New commercial options

Discussions with Jackson Hill residents revealed that there is a need for more commercial options, stores and services in Jackson Hill. Transforming the school into a mall-like building that offers options such as a satellite health screening clinic, nail salons, barbershops, laundromats, or a dollar store could greatly benefit the residents. Retailers such as Urban Outfitters have participated in such conversions of underutilized urban historic properties. The building could also include eateries and internet cafes. The building would also be in walking distance from where many senior citizens live, so this would be much more convenient for them to access compared to driving to another neighborhood further out for their essential shopping.

Some residents were also excited about the prospect of adding a movie theater to one level of the school building. This is a good strategy to keep their children entertained while creating more jobs for older students to work part-time by selling snacks. A movie theater would give the community more opportunities to gather together and participate in leisure activities. Such innovative uses in a comparably-sized older facility can be found at the Irwin Jacobs School in New Bedford, Massachusetts.

Trade School

A few residents supported the idea of using the school to teach children and teenagers about trades such as electrical, building, welding and more. They hope that their children will be well prepared to begin their careers and having such skills in trades will provide them with more economic and employment opportunities in needed fields that cannot be outsourced.

The different sized spaces in the school could accommodate different types of trades. The gymnasium, cafeteria and auditorium could meet the needs of trades that require expansive rooms to educate students.

Other options and considerations:

- The school could also be used as a business incubator or entrepreneurial space in conjunction with the local colleges. This use could encourage residents to innovate and dream big while also attracting outside talent to come to Jackson Hill.
- The school could be turned partly into green learning space with a community garden that would add to the natural elements of Jackson Hill
- More office space can be added to encourage more companies to come to Jackson Hill
- Redeveloping it into a school again, or an after-school and weekends learning space, could reduce bussing and crowding at other schools
- Implementing market rate or affordable housing options
- Using the school as a health clinic for neighborhood outreach
- Demolishing the school as it is in poor condition

Internet providers such as Comcast and Verizon have been placing mobile hotspots near school facilities and community centers to enhance learning by communities of color. The City has the opportunity to work with local ISP providers to do the same near the Froebel for after-school and/or weekend learning if and when a farmer's market satellite is returned to the community.

COMPARABLE EXAMPLES:



Figure 19 Mary L. Kelly Center

The Mary L. Kelly Center in Kansas City demonstrates a successful example of turning a school into a community center. Originally a middle school called “Graceland Middle School”, this center became a thriving community center with a computer lab, cafe, conference space, gymnasium, fitness room, art dance studio and a non-profit located in the building. This center was 44,000 square feet and was developed using a \$1.5 million dollar donation.

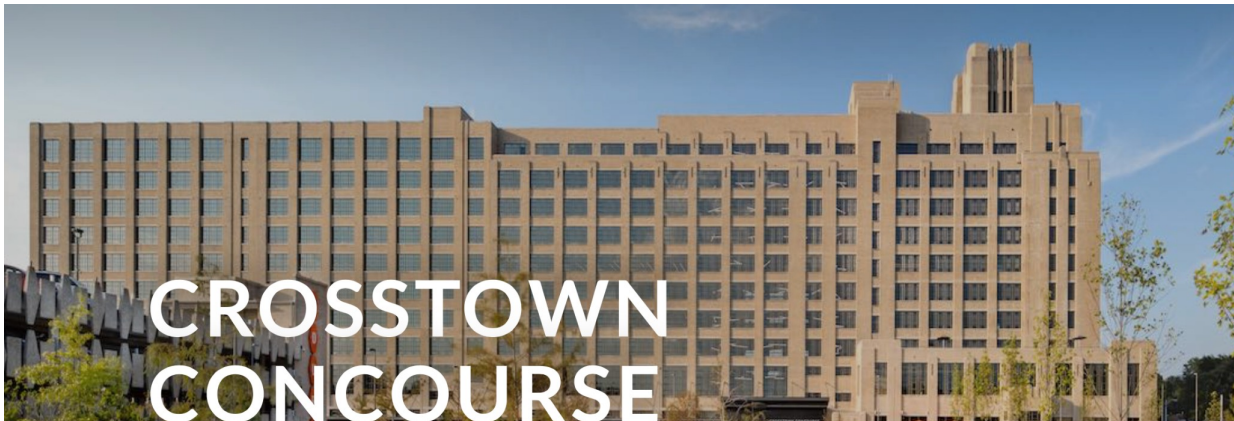


Figure 20 The Crosstown Concourse

The Crosstown High, a "learner-centered" public charter school in Memphis (and member of the national XQ Super School network) is a school that engages grades 9 - 12 students in interdisciplinary project-based learning. The Biden administration may also choose to fund these types of educational projects.

While the Crosstown Concourse project is significantly larger than the Froebel School, all of these components could serve Jackson Hill at a smaller scale, and the conversion, particularly if tied to a partial return of the farmers market, could be funded through Opportunity Zone funding.



Figure 21 Inspiration Kitchens

A third example, Inspiration Kitchens in Garfield Park, Chicago, was transformed from a former factory in a low-income Chicago neighborhood into a thriving community hub with a focus on being a healthy-food restaurant. This project won the 2013 Rudy Bruner Award and offers food service training for students and support services for the local homeless community.

Expand Permanent Commercial Retail and Service Options in Jackson Hill

According to the MICD team's investigation, grocery stores, barber shops/beauty salons, liquor stores and coffee shops are the most desired commercial and service facilities. Transforming the Froebel School into commercial or mixed-used service options would be an initial choice. The empty school building is located in the center of the Jackson Hill residential area and within an Opportunity Zone, making it walkable and fundable, and the residents do not want the school to be demolished. Once a zoning change is implemented to facilitate innovative uses of the facility, the Froebel school building could be used to contain new commercial and service uses.



Figure 22 Map depicts commercial buildings and corridors located in Jackson Hill and also within $\frac{1}{3}$ of a mile

An alternative to centralizing new uses of the Froebel property would be the introduction of corner shops and services in the residential area. As the map above shows, while the primary business zones are now far away from the residential area, the Gettyand Marquette intersection in the northeastern portion of Jackson Hill might be an appropriate location to have corner shops for the community. This location is not far from the residential area and the existing zoning is B-1 for general business, so it does not need a zoning change.

Recent research into what enhances urban commercial development notes that increases in neighborhood commerce involve visioning and planning specific goals and metrics for walkability, quality of life, inclusion, equity, and economic resilience. These shared goals to increase neighborhood and racial equity involve engaging principles of economic theory, urban design, regulatory policies, environmental justice, and merchant organization models. Form based codes help to coalesce these principles and facilitate conversations among private sector investors, city planners, policy-makers, and impacted communities. Jeff Speck's *Walkable City: How Downtown Can Save America, One Step at a Time* (Farrar, Strauss, 2012), and Andres Sevtsuk's *Street Commerce – Creating Vibrant Urban Sidewalks* (UPenn, 2020) are potentially useful guides for Muskegon in planning enhanced neighborhood commerce in Jackson Hill.

Connect with the Lakeshore Trail

The Lakeshore Trail is a 12-mile long, non-motorized trail along Muskegon Lake that runs through the northwest part of Jackson Hill. It is separated from the core of Jackson Hill by the highway, however, making accessibility an issue. The trail is an asset for Muskegon and is an attractive recreation option for visitors and residents alike. Making an access point easier for Jackson Hill would permit residents to feel more comfortable using the trail, and visitors more likely to visit other parts of Jackson Hill as local commercial options become available.



Figure 24 Lake Shore Trail Map

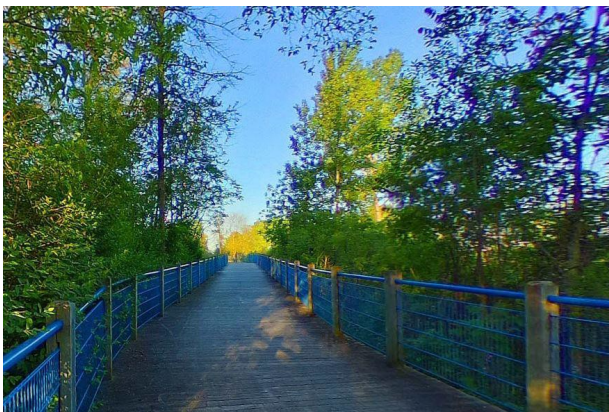


Figure 23 Section of Lakeshore Trail

In general, the Muskegon lakeshore is another important community asset of the Jackson Hill neighborhood, although not many residents go there now because it is cut off by the highway. To the west of Moses J Jones Pkwy, is the traditional Jackson Hill commercial corridor on Ottawa St, Fisherman's Landing, Richard Park, and large vacant lots, which are all connected by the lakeshore trail. Due to their limited walkability to the residential area, their future development prospects are also limited.

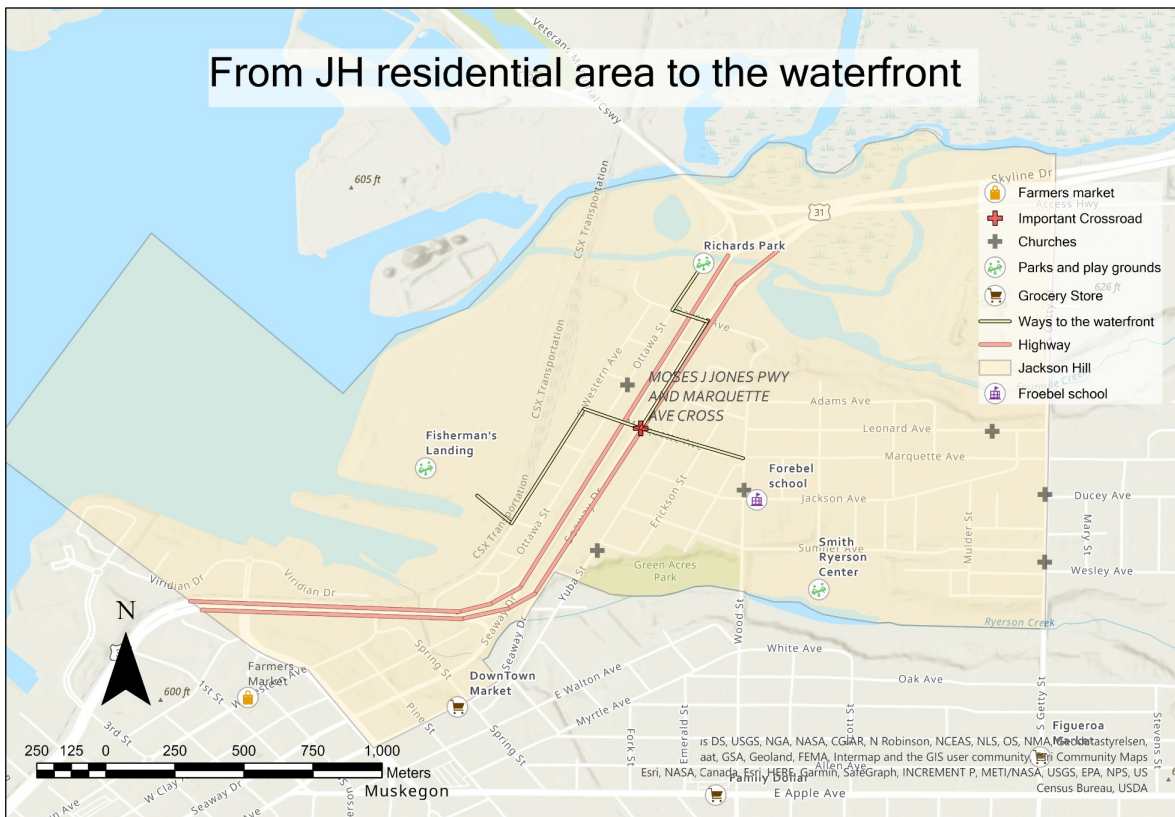


Figure 25 From Jackson Hill to the Waterfront

As the map above shows, the walking path to the lakeshore must pass the Moses J Jones Pkwy and Marquette Ave across. The recommendation here on connecting neighborhoods with the lake shore is focused less on constructing new roads than on increasing walkability between the residential neighborhood and waterfront opportunities for residents. The MICD team therefore recommends adding two pedestrian crossings into the Moses J Jones Pkwy. One could be on the crossing between the highway and Bayou Ave, using the existing crossroad and adding a zebra crossing pattern on it. Another one could be on the south of the Moses J Jones Pkwy and Marquette Ave crossing, connecting the Green Acres Park and Fisherman's landing.

This recommendation would lay a foundation for the future development of the lakeshore area. If the corridor on Ottawa St needs a renewal, or the vacant lot has a further usage for Jackson Hill residents, the walkability problem has to be solved or at least considered in advance.

Road Diet Business Route 31

With sufficient investment in Jackson Hill itself, the isolating impact of manmade and environmental borders will be reduced. However, there are also opportunities to revisit how changes to the Moses J. Jones Highway (Business Route 31) can be made to reconnect

Jackson Hill residents to recreational and economic opportunities on Lake Muskegon. The highway construction eliminated local black commerce, and continues to generate compounded negative externalities that predict poor health outcomes due to noise and air pollution.

Daily traffic on the highway suggests that it is overbuilt for the traffic it carries, leaving open the possibility of a highway narrowing through the neighborhood. Reducing the number of through lanes through Jackson Hill opens up opportunities for additional greening as well as intersection improvements that will make crossing the highway more safe and enjoyable. Intersection Repair projects such as those outlined in Imagine Muskegon Lake should be seriously considered in advancing the concept of a road reconfiguration with the Michigan Department of Transportation. A three lane Northbound cross section could be achieved by reducing the northbound on-ramp at Spring Street to one lane. From the north shifting the gore near Ottawa Street could accomplish the start of a three lane section. Even more progressive suggestions could be considered in partnership with MDOT, as this would be consistent with the Biden's Reconnecting Communities Act.

7 ANTI-DISPLACEMENT POLICY

A community coalition can help plan for people to stay

In some neighborhoods that experience gentrification, residents can no longer afford their homes due to higher taxes or property values and are forced to leave the neighborhood. Displacement can occur directly or indirectly and can target individuals or commercial businesses. Muskegon should avoid redeveloping homes and knocking down stores as these actions lead to direct residential and commercial displacement and avoid pushing up property values which may lead to indirect displacement for Jackson Hill residents.

Utilizing a community coalition that assesses the community needs and assets is critical. This coalition can prioritize the community and evaluate if plans and proposals give priority to current Jackson Hill residents rather than future residents. This coalition can also communicate regularly with residents utilizing feedback loops such as surveys.

The city can use measures such as Rent Control, Just Cause Eviction Control, a Rent Board, and Condo Conversion Ordinance and can work to develop more affordable housing that not only lets residents acquire housing but makes it possible for them to sustainably maintain it long term. Additionally, maintaining local commercial activity by using socio-economic impact assessments in environmental impact reports, updating zoning and prioritizing local hiring can reduce displacement of businesses and employment opportunities.

Cities such as Boston have also implemented guidelines and standards for private developers, requiring that they contribute to the support of local anti-displacement groups and strategies to provide resources that mitigate the possible displacement of current residents. One example would be the 2020 agreements entered into by the developer HYM, for the development of the Suffolk Downs former race track in ways that enhance the preservation of local affordable housing and retail establishments – the Boston Planning and Development Agency helped facilitate this community-focused agreement. Toolkits such as the Equitable Development Tool Kit, Mission Anti-Displacement Coalition and Just Cause Oakland offer effective strategies for equitable development that work to prevent displacement.

KEY STRATEGIES

Rent Control

- Allows affordability to remain for current rental homes
- Offers protection to low-income renters
- A rent control board can enforce rent control policies and can keep tabs on landlords to ensure they follow the legalities of property ownership and rent

Ex. Cities such as San Jose, San Francisco, Oakland and Berkeley utilize rent control policies. Berkeley has a Rent Stabilization and Eviction for Good Cause Ordinance in their municipal code which promotes affordable housing and gives residents further protection against evictions.

Just Cause Eviction Controls (JCEC)

- These are laws that make sure landlords have a “just cause” to evict tenants and these work well with rent control policies
- Provides communities with stability

Ex. San Francisco implemented a Just Cause Ordinance and Oakland has “Measure EE” and both cases offer reasons for evictions to protect tenants.

Rent Board

- This is a city agency that makes sure landlords abide by rent policies

Ex. San Leandro and Berkley have boards which are very structured and implement policies for rent control.

Including socio-economic impact assessments into environmental reviews

- EIR discusses environmental impacts to nearby areas and can be improved to measure socio-economic conditions such as displacement and loss of employment, health and transportation

Ex. San Francisco's public health department added measures of residential displacement and indirect health to the Trinity Plaza Apartment project's EIR.

Hiring locally

- Hiring locally can boost the economy of Jackson Hill and job training can provide residents with immense skills and opportunities
- Adding residency hiring provisions and first-source hiring programs could be beneficial

Ex. Oakland, California has a policy called "Local Construction Employment Referral Program" which expects Oakland residents to work 50% of a project's work hours

8 CONCLUSION

Focusing on Social Outcomes

The ULI Zooming in on the "S" in ESG report referenced elsewhere in this research report lays out a road map for changing the dynamics of urban planning and real estate investment to focus more on social outcomes than on the traditional singular focus on financial returns on investment. That report suggests six categories of action that are reflected in this MICD report, which is focused on enhancing social equity in Muskegon:

- Government-led, place-based vision and strategy that engages local communities
- Corporate engagement with share planning processes
- Government and private sector transparency, accountability, and data
- Innovation in design and the implementation of enhancement strategies
- Education and training
- Collaboration across diverse stakeholder sectors

The authors of this report found all these elements present to greater and less-evident degrees in Muskegon. The City is clearly demonstrating a willingness to build on all of these categories of action. Jackson Hill is composed of a passionate, vibrant and close-knit community that would love to see further investment in their neighborhood. These residents are community-committed and willing to collaborate with the city in order to transform their dreams for their community into a reality. This community is fortunate to have municipal leadership with a commitment to reaching out to and including diverse community members in planning and decision-making.

This report studied the existing conditions, community assets and hopes for the future of the Jackson Hill neighborhood. The vision of this MICD project is to celebrate, strengthen and invest equitably in the Jackson Hill community and ensure that residents' desires for their neighborhood are heard. Using qualitative and quantitative research methods, the MICD Resource Team gathered evidence from American Community Survey data, interviews, and comparable revitalization case studies to support three phases of recommendations. This report cites tax incentives and funding opportunities that could be utilized to support achievement of these goals. It is important to keep the residents' views at the heart of the implementation process and utilize a feedback mechanism to periodically reevaluate the alignment of implementation with the needs of the residents. Anti-displacement measures should be considered to maximize the positive benefits of revitalization for the residents of Jackson Hill.

This document is a living, breathing document and can serve as a guide to evaluate progress for the neighborhood for the next five years at minimum. Through realizing these recommendations, the MICD Resource Team hopes that Jackson Hill residents will experience pride in their neighborhood, have access to more economic and commercial opportunities and notice an improvement in racial equity.