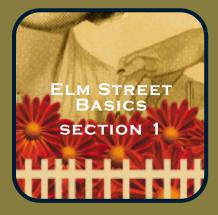
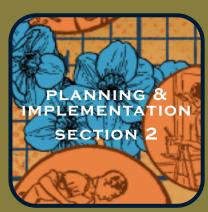


# FLM STRET





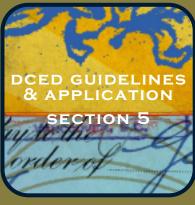


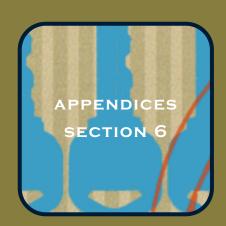














# ELM STREET



#### ABOUT THE ELM STREET PROGRAM

#### HISTORY AND INTENT

Noting how the Pennsylvania Main Street Program's integrated approach to revitalization had helped the Commonwealth's downtowns and urban corridors, an observant legislator (Rep. Robert Freeman, D-Easton) proposed that the state try a similar integrated approach for the older neighborhoods around "Main Street." Colleagues enthusiastically agreed and passed legislation unanimously. Governor Rendell signed the Elm Street Act in February 2004.

The Elm Street Program was created to strengthen the older historic neighborhoods that characterize many of the Commonwealth's communities. Too many of them today are beset by lower property values, a negative image, and perceptions of poor public safety. While Main Street Programs have made positive changes in older downtowns, most downtown revitalization programs (including Main Street) have had little impact beyond the borders of downtown into adjacent neighborhoods that historically served as Main Street's core market. Main Streets that are surrounded by declining neighborhoods continue to struggle despite hard work on the part of downtown advocates. This situation is not unique to Pennsylvania.

The nation's older neighborhoods have, since World War II, traditionally experienced disinvestment, out-migration, the aftershocks of urban renewal, and more. These challenges to their vitality have left a swath of damaged communities that are no longer functioning well or, in turn, contributing to the health of nearby downtowns. During the last thirty years or so, however, grassroots leadership has emerged in neighborhoods once written off. Residents and institutions like churches have refused to give up. Many have organized community development organizations, non-profit housing corporations, and made a real difference. Whether organized or waiting for action these "core communities," made up of the downtown/Main Streets and their nearby neighborhoods, constitute a relatively untapped asset and together are the heartbeat of Pennsylvania's cities, towns, and boroughs.

Elm Street aims to improve the situation of Pennsylvania's residential neighborhoods while linking revitalization efforts to those in adjacent/nearby Main Streets/downtowns. With the long-established Main Street Program as a model, the conceptual approach underlying the Elm Street Program has learned from some 40 years of experience by many successful and not-so-successful neighborhood revitalization programs throughout the nation. The Elm Street Program is structured around simultaneous actions in five focus areas, integrated through a community-based strategic planning process. The elements of the so-called "five-point approach" include:

- Clean, Safe and Green
- · Neighbors and Economy
- Design
- Image and Identity
- Sustainable Organization

The Elm Street Approach is intended to operate in parallel cooperation with existing downtown or commercial corridor revitalization programs, including the Pennsylvania Main Street program. In this way, the connections between healthier neighborhoods and more robust business districts can be strengthened.



### THE ELM STREET PROGRAM'S FIVE-POINT APPROACH

- CLEAN, SAFE AND GREEN
- Neighbors and Economy
- DESIGN
- IMAGE & IDENTITY
- SUSTAINABLE ORGANIZATION



#### PURPOSE OF THE HANDBOOK

THIS HANDBOOK IS SEEN AS A
DESKTOP REFERENCE FOR ELM
STREET PROGRAM MANAGERS AND
THEIR VOLUNTEERS. IT CONTAINS
OVERVIEW LEVEL INFORMATION
ON THE ELM STREET APPROACH
AND THE CHALLENGES OF NEIGHBORHOOD REVITALIZATION. IT
ALSO CONTAINS AN ANNOTATED
BIBLIOGRAPHY OF RESOURCES
AND PUBLICATIONS AND THE
GUIDELINES FOR THE PROGRAM.

THE ELM STREET PROGRAM IS A
WORK IN PROGRESS AND IS LIKELY
TO BE SO FOR THE NEXT SEVERAL
YEARS. BECAUSE THE PROGRAM
IS LIKELY TO CHANGE AND ADAPT,
THIS THREE-RING BINDER
FORMAT WILL ENABLE YOU TO
INCORPORATE UPDATES AS
NEEDED. EXPECT CHANGES AS
TOGETHER WE LEARN.

#### **ELM STREET PROGRAM OPERATIONS**

The Commonwealth's Department of Community and Economic Development (DCED) manages the program. DCED accepts and either approves or rejects applications from communities for participation in the Elm Street Program. DCED also oversees the flow of state funding to those receiving grants. Section 5 of this document includes the current program application and guidelines, including eligibility requirements for funding. DCED has turned to the Pennsylvania Downtown Center (PDC) to perform assessment, and provide training and technical assistance to Elm Street communities, similar to how PDC has supported designated Main Street communities. PDC's role will eventually include expanding resources for Elm Street communities by attracting partners beyond the state's program, such as foundations, implementation partners, or national/regional nonprofits with complementary missions and programs; acquiring and redistributing grant funds for targeted issues; and linking communities without real estate development expertise with those who could help them with real estate development assistance. A key role of PDC is to monitor and document how well this new program initiative is working at the neighborhood and community levels—tracking what works, and what seems to need a different approach—and to advise DCED and state leaders as the program evolves.

In order to make the Elm Street Program accessible to a wide variety of the Commonwealth's neighborhoods, the thresholds for acquiring a planning grant are low. The neighborhoods that receive planning grants will also receive guidance from DCED and the PDC as they create their Elm Street Plan. Upon submission of an application for Elm Street designation, and the accompanying completed Elm Street Plan, the Pennsylvania Downtown Center (PDC) will conduct an appraisal of both the application and plan prior to consideration by DCED. Designation will require that the neighborhood's Elm Street Plan—and planning process used to produce it meet a set of standards that are more rigorous than those laid out for award of the initial planning grant. As a result, it is anticipated that not all communities that receive planning grants will go on to earn Elm Street designation. Designation will be awarded to only those communities that demonstrate a clear understanding of the Elm Street concept and its connectivity to the larger community revitalization effort. This ensures that the commonwealth's resources are targeted well and leveraged properly by highly competent community initiatives while also keeping the door open for those that are just getting started and that may need more effort to earn designation.

#### THE ELM STREET PROGRAM

Although receiving one grant is not predicated on receiving the others, there is an ideal sequencing to the funding and assistance available through the Elm Street Program.

- Planning Grants: Communities must have a plan that meets the program's requirements—it must address all five facets of the approach, for example—to be eligible for Elm Street designation. Thus, most communities will apply for and receive planning grants first. Even communities with recent plans that don't quite meet Elm Street Program requirements might apply for planning grants to augment existing documents for Elm Street. Communities with DCED-approved eligible plans may forgo the planning grant and apply for designation directly.
- Elm Street Designation: An acceptable application (See Tab No. 5 for application information) to DCED, which includes the submission of an Elm Street Plan, make up the documentation package required for designation. The majority of communities will have completed an Elm Street Plan with an Elm Street planning grant, but some will submit plans created independent of Elm Street funding. Designation carries administrative and staffing funds sufficient to support an Elm Street Manager position for four years.
- Residential Reinvestment Grants:
   These grants provide funds for physical improvements in neighborhoods.
   Elm Street Designation is not currently (2005) required for grant eligibility, though this is expected to change as the number of designated Elm Street communities across the commonwealth increases over time.

### THE ELM STREET APPROACH:

#### INTEGRATED REVITALIZATION

In launching the Elm Street Program, Pennsylvania's legislators, governor and other state leaders are investing in a bold initiative to encourage neighborhood revitalization in the Commonwealth's older towns and cities. The first few years of the program will see experimentation as we all learn from sharing experiences. One experience we are starting with is Main Street, the Commonwealth's very successful downtown revitalization program. Three decades of work by scores of Main Streets across the state has confirmed the wisdom of an integrated multi-pronged approach to revitalization. Many people are familiar with the Four Point Main Street Approach.

It stands to reason that a systemic approach could apply to neighborhood revitalization, too. The Elm Street Approach, being field tested in the program's early years, is a system where activity is underway in five categories, orchestrated by an organization that grows in effectiveness by doing. This is a brief introduction to the elements of Elm Street Approach to neighborhood revitalization and how it relates to Main Street.

Because coordinated action can only be sustained over the long term via a robust organization, Sustainable Organization is at the center of the "Elm Street Approach" The ultimate, long-term goal of the program is to enable local neighborhood revitalization leaders to achieve results, demonstrate worth, and build a sustainable program. This decision has been informed by many years of experience with the Main Street Program. Neither downtown nor neighborhood revitalization are short-term games. Both require constant attention and that calls for sustained organizational capacity.



THE ELM STREET
APPROACH ENVISIONS
COORDINATED ACTIONS
IN FIVE KEY AREAS OF
FOCUS KNOWN AS THE
"FIVE-POINT APPROACH"

- SUSTAINABLE ORGANIZATION
- · CLEAN SAFE AND GREEN
- Neighbors and Economy
- DESIGN
- IMAGE & IDENTITY





THIS GRAPHIC ILLUSTRATES HOW THE FIVE FOCUS AREAS INTERACT
WITHIN THE ELM STREET PROGRAM AND WITH NEARBY MAIN STREET
REVITALIZATION EFFORTS. EACH NEIGHBORHOOD IS DIFFERENT, AND
COMING OUT OF ITS ELM STREET PLANNING EFFORT, EACH IS LIKELY

NEIGHBORHOODS ARE EXPECTED TO ADDRESS ALL OF THE FOCUS AREAS.

TO IDENTIFY ITS OWN PRIORITIES. HOWEVER, ALL ELM STREET

#### SUSTAINABLE ORGANIZATION

Neighborhood revitalization requires the knitting together of many varied threads of activity. Factors as distinct as safety, building conditions, income levels, public school performance, cleanliness, and residents' level of engagement, to name a few, play a significant role in neighborhood stability. Coordinating activities and programs that can identify and address problems across this diverse spectrum calls for an organization capable of operating flexibly and efficiently, often through partnering with other groups and public agencies.

One of the most difficult challenges of the Elm Street Program is ensuring that efforts in a given community continue after public funding for operations end. For most organizations, this means a five-year stretch of support. Because neighborhood revitalization is generally a much longer-term effort, Elm Street organizations need to be able to continue beyond the state program's projected funding cycle. Thus, the Elm Street Program is giving priority to identifying and increasing sustainability in the local implementing organizations. Sustainable means having stability in leadership, governance, finances, and staffing.

#### An organization that is sustainable will:

- Be getting results—visibly making a difference
- · Be entrepreneurial and have diversified funding sources
- Be partnering with organizations/agencies in housing, public works, employment, and other varied revitalization concerns
- Attract and retain volunteers and garner in-kind donations
- Have credibility within the neighborhood and the community at large and be at the table when the neighborhood is involved in important initiatives

#### Improving organizational sustainability could include:

- Providing/attending staff and volunteer development and training in neighborhood revitalization
- Seeking out and nurturing partnerships with other interested organizations, especially municipal government
- Active outreach to and involvement of residents and property owners.

#### POWDERHORN WRITERS FESTIVAL (MINNEAPOLIS, MN)

The Powderhorn Writers Festival, a Minneapolis-based grassroots literary project founded in 1997, brings the arts to the progressive inner-city neighborhood of Powderhorn Park by celebrating literary and collaborative arts and connecting local writers with publishers and an audience. The program started with an annual festival, but now holds events year round, including monthly meetings for writers, the publishing of books, a poetry and puppetry project, a spoken word CD, and a series of broadside posters with both visual and literary works. While the Powderhorn Writers do not always write about their neighborhood, their work is often influenced by where they live and one recent publication focused on the meaning of community.

#### http://www.powderhornwriters.org

#### DUDLEY STREET NEIGHBORHOOD INITIATIVE (BOSTON, MA)

Near devastation of the Dudley Street neighborhood in the Roxbury/North Dorchester area of Boston by arson and disinvestment led to a joint effort by the area's residents of varied ethnicity to revitalize their community. Founded in 1984, the Dudley Street Neighborhood Initiative (DSNI) has gained widespread recognition as the non-profit group has improved their surroundings and created a resident-driven comprehensive plan. Over 300 vacant lots have been transformed into affordable housing facilities, with playgrounds, gardens and community facilities. DSNI has an exceptionally high level of resident involvement and cultivates resident leaders.

http://www.dsni.org/

A brief word here as to organizational structure of the Elm Street effort may be beneficial. It is the intent of the Elm Street Program to build a sustainable organization within the neighborhood that is committed to the long-term viability of that neighborhood. In many cases the Elm Street Program will be operating in neighborhoods where such community-based empowerment has been lacking. While it is clearly reasonable for certain organizations from outside of the proposed Elm Street neighborhood to act as the catalyst for the planning and early stages of the Elm Street implementation effort, such outside organizations that do not have the will or financial staying-power to make a long-term commitment to the proposed Elm Street neighborhood should include the development of a local organization as an integral part of the Elm Street plan. Most often this will take the form of a neighborhood-based, IRS recognized 501(c)(3) organization. At the same time, it is clear that many communities will not have the human or financial resources to sustain both a downtown revitalization organization and a similar neighborhood revitalization corporation. These types of communities present ideal opportunities for the local business district revitalization organization and the proposed Elm Street neighborhood organization to develop a long-term plan for combining their revitalization efforts.

#### HISTORIC PRESERVATION REVOLVING FUNDS

A revolving fund, a popular and successful historic preservation tool, can aid in the revitalization of residential communities. A revolving fund is a pool of monies used by a non-profit organization or a governmental agency to buy and sell or help others to buy and restore or renovate historic properties. Any proceeds from sales, loan repayments, or donations are used to replenish the revolving fund pool.

The Providence Preservation Society's Revolving Fund, for example, restores endangered properties in the city's National Register-listed neighborhoods for sale to low- and moderate-income buyers and provides low-interest rehabilitation loans to low-income homeowners. The Society also has innovatively used federal funds, such as CDBG, HOME, and HOPE funds, to aid in revitalization efforts and to close the financing gap between rehabilitation costs and what the market will bear.

#### http://www.ppsrf.org/

The Pittsburgh History & Landmarks Foundation (PHLF), a nonprofit historic preservation organization serving Allegheny County, created its revolving fund in the 1960s to aid the foundation's goal of restoring historic neighborhoods without dislocating the residents living in them. The current Preservation Loan Fund, initiated in 1985, continues to preserve historic buildings through economically feasible development plans, but rather than using the fund to acquire and restore its properties, PHLF provides short-term loans and technical assistance to local organizations and preservation groups to carry out restoration projects in their communities.

http://www.phlf.org/services/ preservationloan/index.html

#### **CLEAN, SAFE & GREEN**

A rguably the most important factor in a neighborhood's health is how safe and pleasant people believe it to be. Perception and reality can sometimes differ, and a neighborhood with relatively little crime, but an unsafe image, will often have problems attracting new residents and motivating current residents to buy homes and stay. It will also be a challenge to attract even neighborhood- serving business to an area viewed as unsafe. Dealing with crime and cleaning up features in the neighborhood that are, or seem to be,unsavory/unsafe is a critical first step in changing the community for the better.

Even more challenging is the neighborhood with a higher than average occurrence of crimes, especially violent crimes. The effects of crime on neighborhoods and their efforts to revitalize are clear—crime breeds fear and isolation, instability and transience in the residential population, and disinvestment, which provides opportunity for more criminal activity.

Another facet of neighborhood safety deals with movement to and through the area. Some cities, through urban revitalization programs or reconfigurations to allow access to highway systems, have been cut up by road layouts for which the neighborhoods were not designed. This results in areas where street crossing and walking or biking are dangerous, and some neighborhoods have trouble spots where many incidents take place. Part of ensuring safety in a neighborhood includes providing safe routes for children to walk/bike to school, for residents to access commercial developments, and for recreation.

Clean is a bridge between safety and greening. Littered vacant lots, illegal dumping areas, and the like are often opportunity zones for crimes to take place. In addition, a filthy and untended neighborhood has been shown in studies (popularized in the book *Fixing Broken Windows* authored by George L. Kelling and Catherine M. Coles) to signal that no one cares, leading to increased discord, petty crime, and eventually more serious crimes and systemic disinvestment. Cleaning up trash and chaos also reduces the perception of crime.

Greening is relevant to a neighborhood's image, appearance, and health issues. Landscaping, trees, and other plantings impact the visual appeal of residential and commercial streets alike, with mature trees and healthy, maintained landscaping elements creating a consistent and cared-for appearance. Parks and other green space do more for neighborhoods than make them more visually appealing; a recent Wharton School study has found that investments in greening and vacant land management can increase property values by as much as 30%.<sup>1</sup>

#### CASEY TREES COMMUNITY TREE PLANTING PROGRAM (WASHINGTON, D.C.)

On Arbor Day 2003, the Casey Trees Endowment Fund launched its Community Tree Planting Program, a partnership with the District of Columbia government to engage the public and improve the city's neighborhoods through greening. The foundation works with neighborhood groups and Citizen Foresters, volunteers who complete extensive training, to plan projects and then recruit teams of community volunteers to plant new trees and protect existing ones. Early efforts included restoring the District's historic Elm corridors and matching trees to empty spaces on the foundation's tree inventory. By January 2005, the program had planted 1,500 trees in each of Washington's eight wards.

http://www.caseytrees.org/programs/treeplanting.html

<sup>&</sup>lt;sup>1</sup> Susan M. Wachter, "The Determinants of Neighborhood Transformation in Philadelphia - Identification and Analysis," a study undertaken by the Wharton School of the University of Pennsylvania's Real Estate Department, 2004, http://www.pennsylvaniahorticulturalsociety.org/phlgreen/wharton.html

#### A neighborhood that is struggling with clean, safe, and green issues is likely to have:

- Higher rates of property and/or violent crime than the region
- Prevalence of graffiti and barred window/door openings
- Higher percentage of vacant buildings and lots
- · Abandoned cars
- Inconsistent trash pickup and surface cleaning, evidenced by refuse on/in sidewalks, parks, and other public realm spaces
- Trash dumping on vacant lots or alleys
- Failure to maintain equipment and landscaping in parks and public spaces
- Higher rates of pedestrian-car or bike-car accidents
- Poor street lighting

#### Interventions for improving neighborhood cleanliness and safety might include:

- · Community policing or block watch programs
- Cooperative agreements with local governments for increased trash pickup, police patrols, graffiti removal, and public space maintenance
- Resident/volunteer clean-up efforts to remove graffiti, install/maintain public plantings, and clean up public spaces and sidewalks
- Full or partial grants for landscaping elements, or giveaways of trees, bulbs, and other resilient plants
- Community gardening projects

#### PHILADELPHIA GREEN (PA)

Philadelphia Green, a program of the Pennsylvania Horticultural Society, is noted for its leadership in promoting urban greening and vacant land management as a revitalization and community-building tool. Created in 1974, the program works in partnership with local residents, community organizations, and city agencies to maintain and care for parks and public spaces, plant tree-lined streets, and transform vacant lots into community gardens and open spaces. In partnership with community-based development organizations, Philadelphia Green also links greening to street improvements, new housing, commercial developments, and other community development projects. In addition, the program offers training in group development, project planning and fundraising, education in horticulture, and technical and landscape architecture services.

http://www.pennsylvaniahorticultural society.org/phlgreen/

#### **NEIGHBORS & ECONOMY**

Inderlying economic factors—such as employment rates and homeownership levels, among others—heavily influence neighborhood health. Obviously, low income and high unemployment can lead to lower homeownership rates and to poor property upkeep. Income levels can also influence crime rates; Department of Justice statistics show that as income drops, the likelihood of becoming a victim of personal crime rises.2 Anecdotally, stories of the decline of a block or neighborhood happening hand-in-hand with the increase of criminal activity are common in community revitalization.

A major indicator of neighborhood desirability and health is home values; for many residents, their home is a primary factor in their net worth. A neighborhood's economy is related to proximity to and the availability of jobs. Some neighborhoods do well, despite being inconvenient to job centers. Often, these are neighborhoods with a high quality of life that attract residents to their amenities and characteristics, ensuring a stable tax base. A neighborhood with a mix of incomes may be more desirable than one populated primarily by the poor or solely by affluent residents. For many distressed neighborhoods, gentrification may be more of a mythical fear than a reality. In some cases, where sudden change is leading to displacement of older residents or those on fixed income, strategies to retain an economically diversified population are often employed.

Depending on the level of distress, a neighborhood may require interventions to stabilize aspects of its economy—special homebuyer programs, gap financing for housing rehab, new job skills training, and other initiatives are all commonly used to improve a neighborhood's economic conditions.

#### Neighborhoods with a struggling economy will share certain characteristics:

- Low rates of homeownership
- · High incidences of vacancy and absentee property owners
- Higher unemployment rate than the region
- Lack of employment and business opportunities in neighborhood and nearby commercial areas
- Struggling commercial areas adjacent/nearby
- · Low average house prices compared to region at large
- Lack of partnerships with community programs, schools, churches, BID/Main Street, and local government
- Fewer housing options (senior citizen and disabled housing, condominiums, rental for various income levels)

#### Interventions that can help a neighborhood's economy include:

- Homeownership programs increase the homeownership rate which helps stabilize property values
- Employment training and mentoring educate residents and increase the neighborhood earning potential which makes the neighborhood more attractive to the retail sector
- Partnerships with nearby Main Street programs and business organizations increases the neighborhoods resources while supporting local businesses

In 2000, the Tacoma Economic Development Department completed a renovation of the vacant 1925 Annobee Apartments into 43 units of affordable senior housing. Located in Tacoma's desirable North Slope Historic District, the renovation shows that a neighborhood, with little turnover can undergo change and find ways to provide high-quality units to lower-income residents. The \$5 million rehabilitation protected many historic features while also incorporating energy-efficient design. Innovative sources of funding were Low Income Housing Tax Credits, Historic Rehabilitation Tax Credits, and Tacoma's local Special Tax Valuation program, which grants reduced property taxes for completing a substantial rehabilitation.

http://www.nationaltrust.org/issues/housing/Annobee\_WA.html

#### ST. LOUIS REHABBERS CLUB (MO)

The 1,400 member St. Louis Rehabber's Club work to attract and retain young people in the City of St. Louis. They all share an interest in rehabbing buildings in the city and communicate via the group's free listserv. Themed monthly meetings move around the city's 70 neighborhoods, covering popular rehab topics. The club offers classes on using tax credits, co-housing, energy efficiency, finding a property, working with contractors, financing a project, and other topics. Their great web site includes a list of contractors, a library of resources and information for landlords.

http://www.rehabbersclub.org/

NEIGHBORHOOD SENIOR HOUSING (TACOMA, WA)

<sup>&</sup>lt;sup>2</sup> Office of Justice Programs: Bureau of Justice Statistics, "Personal Crimes, 2002: Victimization rates for persons age 12 and over, by type of crime and annual family income of victims (Table 14)" (U.S. Department of Justice, 2002), accessed February 4, 2005 <a href="http://www.ojp.usdoj.gov/bjs/abstract/cvus/violent\_crimes276.htm">http://www.ojp.usdoj.gov/bjs/abstract/cvus/violent\_crimes276.htm</a>.

#### **DESIGN**

The character of a neighborhood is often the difference that makes a place special. The overall "feel" of a neighborhood street and the familiar appearance of its houses can signal the unique atmosphere of the community not only to its own residents but also to citizens in the larger region. Design includes a range of features; it is about everything that is visible when walking or driving through the neighborhood.

Architecture is the most obvious aspect of design. Not only consistency of architectural style but also general features like number of stories, roof shape (hipped, gabled, etc.) and the prevalence of building features—such as porches or stoops, bay or dormer windows, and garages—can influence the overall design rhythm of a neighborhood.

The importance of non-architectural design elements should not be underestimated. Property site plans have a fundamental impact on how the neighborhood appears and feels. The distance buildings are set back from the street, the inclusion of sidewalks or trails, the width of side yards, the placement of garages at the rear of a property or the front, and the number of curb cuts along a street—all these and more can change the way a property or street appears and functions.

Streetscape, including landscaping, also plays a role in a neighborhood's design features. From street trees to planting pits to traffic circles or parking bump-outs, the vegetation or lack thereof in a neighborhood can make a significant difference in the appearance of a street. For example, planted median strips can make a street appear more "green" while also creating a narrowed appearance that tends to slow down through-traffic. It is not uncommon for consistent site plans, landscaping, and mature street trees to unify a neighborhood even if the architectural styles are eclectic.

#### Neighborhoods where residents pay careful attention to design share some common features:

- Well maintained property, including structural building upkeep (i.e., front porches and roofs), painting, yard work, etc.
- Sidewalks, crosswalks, bike lanes, and/or other relevant pedestrian/bike amenities
- Consistent scale, massing, and setback of buildings
- Compatible architecture from building to building and from block to block

#### Design factors can be improved within a neighborhood by:

- Streetscape improvement projects, including sidewalks/pedestrian amenities, lighting, and trees/landscaping
- Revolving loan funds for building rehabilitation
- Small matching grants for housing rehabilitation activities, such as painting, façade improvements, roofing, and porch repair
- Providing guidelines for rehabilitation of the neighborhood's historic properties
- Buffering and screening vacant lots

#### LAVACA NEIGHBORHOOD DESIGN GUIDELINES (SAN ANTONIO, TX)

After several years of reluctance to become a historic district by residents of San Antonio's historic Lavaca neighborhood, the National Trust for Historic Preservation's Community Partners program selected Lavaca for a design guidelines demonstration. A task force created cost-sensitive design guidelines with input from local residents. With the guidelines in place, Lavaca became a National Register district in 2000 and a local district in 2001. Today, when a homeowner in the local district wishes to make improvements, the guidelines offer three alternatives ranging from keeping existing materials, to replacing with in-kind materials, to using alternative materials if the first two options are too expensive. This third option, however, has rarely been used for facades of significant buildings.

#### http://www.nationaltrust.org/community\_partners/Lavaca.html

http://www.sanantonio.gov/planning/ historic.asp

#### PHILADELPHIA MURAL ARTS PROGRAM (PA)

Since its inception in 1984, Philadelphia's Mural Arts Program has completed 2,400 indoor and outdoor murals, more than any other public art program in the country. The program grew out of the Philadelphia Anti-Graffiti Network and has evolved into a powerful community transformation strategy, with some city support, involving residents in the creative process and offering art education programs at recreation centers, homeless shelters, prisons, and other sites throughout Philadelphia. The citywide program engages youths and artists to design and create murals of community leaders, scenic views, and abstract works in partnership with residents, grassroots organizations, and other groups. The program offers workshops and completes murals in the district's schools.

http://www.muralarts.org

#### **IMAGE & IDENTITY**

Image refers to how the neighborhood is viewed by non-residents: Main Street/downtown business owners, regional citizens, daytime workers, city employees and local officials, and residents of adjacent or nearby neighborhoods. Identity describes how residents view or feel about their own neighborhood—for example, whether they view it as safe, friendly, and attractive. It is not uncommon for the *identity* of a neighborhood to contradict its image in the region.

A neighborhood's image will often impact the perceived desirability of homes in the neighborhood and the level of investment in the area. It can also influence the application of revitalization or other programs, as a neighborhood generally thought to be "hopeless" or too "tough" could have a harder time attracting program dollars. It can also impact how residents feel about their own community over time, especially if the area receives a lot of media attention for criminal activity.

Identity is more closely tied to whether residents become engaged in their own community, whether they desire or plan to stay, and whether they invest in updates and repairs to their own properties. Just as image can affect neighborhood identity, identity can impact image over time, especially when property owners and residents see their neighborhood as a good place to live. Residents with a strong sense of neighborhood identity translate this vision into regular home maintenance, care in selecting tenants for rentals, the sustenance of an active neighborhood association, and well-attended neighborhood events.

#### A neighborhood that has a positive image will:

- Receive favorable press coverage
- · Attract new residents from within the region
- Be viewed as an asset by Main Street/downtown businesses

#### A neighborhood with a positive identity will:

- Be a desirable place for residents to stay
- · Have high resident participation in community groups/organizations
- Have neighborhood pride, fostering friendliness and relationships among neighbors

#### A neighborhood can improve its image and identity by:

- Using media and outreach to highlight revitalization successes, signaling positive changes in the neighborhood
- Hosting events, such as street festivals, clean-up days, fundraisers, athletic events (fun runs), and children's events
- Hosting awards programs for community activism, good home rehabilitation, or volunteer contributions, for example
- · Distributing neighborhood information through a website or newsletter
- · Seeking positive media coverage of neighborhood accomplishments

#### NEIGHBORHOODS IN BLOOM (RICHMOND, VA)

Biting a bullet to reverse decline, in 1999 Richmond's City Council created Neighborhoods in Bloom (NiB), concentrating most available revitalization funding in a few distressed neighborhoods. This was a major shift in the city's established policy. The initiative targeted much of the city's federal (CDBG, HOME, etc.), state (housing grants and loans), and local (capital improvements) funds to six neighborhoods, where a partnership board of residents, CDCs, nonprofits, and city staff work to improve the community's physical conditions, strengthening homeownership by funding down payment assistance, and ultimately attracting private investment. The program's innovative partnership with Richmond's Realtors for marketing the NiB neighborhoods has improved their image—and that of Richmond—as a place to live. Within the first four years, more than 125 units have been rehabbed and sold, more than 100 new units built and sold, and more than 180 additional units have been repaired. Richmond is expanding NiB to other areas, and planning "graduation" for some of the original six neighborhoods.

#### http://www.ci.richmond.va.us/citizen/ neighborhoods/cmxxs\_neindex.asp

#### HUB CITY WRITERS PROJECT (SPARTANBURG, SC)

In 1995, three writers proposed using literary identity to revive the city's downtown, a former railroad hub. Modeled after the Depression-era Federal Writers' Project, the fledgling organization asked regional writers to contribute to a series of books about sense of place and Spartanburg's neglected features. More than 300 adults and youth have contributed poetry, short stories, and other pieces to nearly 25 books. In addition, the Project has also produced audio tours, presented poetry readings, films, and lectures, and recently started a marketing campaign for Spartanburg. A manual to help neighborhoods use literature to foster a sense of place is available on the Project's web site.

http://www.hubcity.org/



# ELM STREET



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### ELM STREET PLANNING & IMPLEMENTATION

#### WHY PLAN?

Planning can be a powerful tool for neighborhood building. Since a major intent of the Elm Street program is to foster strong, sustainable neighborhoods in the cores of our municipalities, making an Elm Street Plan has to be a community activity. Strong, sustainable neighborhoods need ongoing care from residents, property owners, and community institutions. Elm Street planning is intended as an opportunity to engage all of these key players and to develop a common understanding of the neighborhood today, a shared vision for what it needs to become, and a game plan with enough traction to get there.

Neighborhood revitalization is a complex process that calls for collaboration by residents, property owners, civic associations, and public agencies. The value of a plan is to document understandings and choices, and to spell out commitments to work on shared goals and objectives. Perhaps the greatest value of the plan is the process of creating it. Creating a plan brings together people who may never have worked together before, who may have very different perspectives and contributions to make. Some may become motivated to make the plan real, launching projects and programs and achieving results that attract other helping hands and develop or strengthen an organized voice for the neighborhood.

Planning can also connect neighborhoods. An underlying intent of the Elm Street Program is to enhance linkages between commercial districts and nearby older neighborhoods. Whether your Elm Street neighborhood is near the downtown of a small town or a historic commercial corridor in a city, the business district provides needed goods and services—even jobs—for neighborhood residents. Disinvestment in neighborhoods hurts commercial districts the same way disinvestment in commercial districts hurt neighborhoods. Reinvestment in older neighborhoods should benefit commercial districts, and a revitalized center should enhance the livability of nearby neighborhoods.

The Elm Street Approach acknowledges that neighborhoods are comprised of physical features—buildings, yards and gardens, parks, and streets—as well as social and economic factors. Elm Street Plans focus on physical features and their relationship to social and economic conditions. Elm Street Plans address land uses but are not just land use plans. An Elm Street Plan is rooted in a strong community-based vision, but is not an unrealistic, feel-good vision plan. It is attentive to social and economic aspects, but is not a social services plan.

There isn't a required format for an Elm Street Plan since each participating neighborhood has different issues and priorities and the idea is that your plan should reflect them. In the Appendix section, however, is a checklist of the elements that DCED needs.

Elm Street Plans should cover all five components of the Elm Street Approach:

- Clean, Safe and Green
- Design
- · Neighbors and Economy
- Image and Identity
- Sustainable Organization

#### **OVERVIEW**

EACH COMMUNITY THAT SEEKS DESIGNATION AS AN ELM STREET NEIGHBORHOOD MUST PREPARE A PLAN. GRANTS OF UP TO \$25,000 ARE AVAILABLE FROM DCED TO SUPPORT PLAN PREPARATION. THE ELM STREET PROGRAM IS INTENDED TO HELP COMMUNITIES REVITALIZE OLDER RESIDENTIAL NEIGHBORHOODS WITH STRONG LINKS TO TRADITIONAL COMMER-CIAL DISTRICTS. THE PROGRAM DRAWS FROM LESSONS LEARNED OVER A 20-YEAR PERIOD BY THE MAIN STREET PROGRAM AND ITS WORK WITH SCORES OF PENNSYLVANIA COMMUNITIES IN THEIR OLDER BUSINESS DISTRICTS. HOWEVER, THE CHALLENGES OF NEIGHBORHOOD REVITALIZATION DIFFER FROM THOSE OF DOWNTOWN REVITALIZATION IN MANY IMPORTANT WAYS.

ONE EARLY ISSUE CONFRONTING INTERESTED COMMUNITIES CONCERNS THE ELM STREET PLAN. EACH COMMUNITY THAT SEEKS DESIGNATION AS AN ELM STREET NEIGHBORHOOD MUST PREPARE A PLAN. GRANTS OF UP TO \$25,000 ARE AVAILABLE FROM DCED TO SUPPORT PLAN PREPARATION. BUT WHAT CONSTITUTES AN ELM STREET PLAN? HOW DOES THIS REQUIREMENT MESH WITH THE ELM STREET PROGRAM'S LONG AND SHORT-TERM GOALS? THE FOLLOWING IS A BRIEF OVERVIEW OF THE WHYS AND SOME OF THE HOWS.

Why all five? The Elm Street Program is learning from over two decades of experience with the Main Street Program, where such a comprehensive, multi-pronged approach has been strongly validated. A fundamental premise of the Elm Street Program is that this same approach holds true for neighborhood revitalization.

Every neighborhood—no matter how distressed - has assets and needs. Communities that build from their assets are more likely to succeed. These resources might be underutilized buildings, vacant land or public spaces, knowledgeable older residents, energetic young people, a revered local minister, or anchoring institutions like churches, libraries, and schools. A key part of Elm Street planning is working together to look at the neighborhood with fresh eyes and see what may be familiar in a new light: the potential assets on which to build.

#### UNDERTAKING AN ELM STREET PLAN

Although planning is seldom actually a linear process, some stages seem common to most revitalization planning efforts:

#### **GETTING ORGANIZED**

Neighborhood planning requires extensive collaboration. Since collaboration is a group activity, it follows that a group needs to lead the planning efforts. Many neighborhoods already have individuals and groups that are accomplished organizers. Some aspiring Elm Street neighborhoods may have strong, experienced groups, perhaps even a professionally staffed community development corporation. In other cases, a public agency like the planning office or redevelopment authority may be initiating an Elm Street Plan. It may not be clear at this early stage which organization is most appropriate to lead the implementation of the plan, or which one (existing? new?) will, indeed, be prepared to accept the longer term responsibility of sustainability. However, at this stage it is necessary to decide which local organization will be designated as the "lead" for the planning process and a planning committee be formed.

A planning committee should reflect the composition of key stakeholders within the neighborhood. Its size should be in the 10–15 person range. Members should include representatives of residents, property owners, key institutions and neighborhood organizations, and the nearby downtown or Main Street revitalization effort.

Remember that organizing to undertake an Elm Street neighborhood plan should be broader and more inclusive than the typical process underpinning a traditional land-use plan or single-issue organization. Some people who should be members of the Elm Street planning committee might not necessarily see eye-to-eye on particular issues. It takes time to build the right neighborhood planning organization, to achieve the needed broad representation of interests and perspectives, and to reach agreement among various stakeholders to work together for a common purpose. Spending the time and having the patience to reach out, listen, build relationships, gather support for the effort, and form a good planning group is a fundamental investment.



TIPS FOR A SUCCESSFUL
NEIGHBORHOOD
ORGANIZATION



#### OBTAIN RESIDENT COMMITMENT

UNLESS A HIGH PROPORTION
OF RESIDENTS ARE
DEMONSTRABLY COMMITTED
TO STAYING AND WORKING TO
SAVE OR STRENGTHEN THEIR
NEIGHBORHOOD, THERE WILL
BE NO BODY OF PEOPLE TO
CONSTANTLY ADDRESS THE
ISSUE OF WHAT MUST BE
DONE. THE BEST WAY TO
ENCOURAGE COMMITMENT
IS TO HAVE SOME FUN.
FESTIVALS, STREET FAIRS AND
RECREATION PROGRAMS PUT
PEOPLE IN TOUCH, ENCOURAGE
PARTICIPATION AND INTRODUCE
NEIGHBORS. ONCE PEOPLE GET
TO KNOW ONE ANOTHER, THEY
CAN GET TO WORK TOGETHER.

#### **GATHERING INFORMATION**

Sound plans require good information. In applying for the Elm Street Program, communities will have started to assemble some of it.

In preparing to collect and analyze this information, it is helpful to think about the measures you will be using to track the progress and evaluate the success of your local Elm Street effort. Referring to the "Measuring Success" section of this handbook will help you think about the measures that you will be using locally to monitor the Elm Street Program.

To understand the neighborhood's circumstances in comparison to others both before and after the Elm Street Program gets underway, information in the last four bullets should also be gathered for the municipality or community at large, including other neighborhoods. The idea is to be able to track how the Elm Street neighborhood is doing compared to other similar ones nearby, or compared to the municipality as a whole.

Gathering information is a great way to engage residents and volunteers from the neighborhood—and starts the process of everyone looking at a familiar place with a new purpose and fresh eyes. Using a base map and survey forms, community residents can complete building condition reports. With instructions and a digital camera or two, residents can build the photo database. A high school class or scout troop can work with old timers to create a scrapbook of the neighborhood's history and its residents' lives. Residents can put together a walking tour and record neighborhood assets using inexpensive disposable cameras to create images of "things we like" and "things we don't."

Wider outreach can capture valuable information. Questionnaires can help identify key issues and attitudes within the neighborhood and unearth perceptions of the neighborhood in the larger community. Volunteers can distribute questionnaires and tabulate data. Remember, there is often a difference between "official" and "perceived" boundaries. Include the resources your neighborhood shares with adjacent neighborhoods even if they are outside the official Elm Street boundaries.

Technology is transforming how information can be assembled and analyzed. Some Elm Street communities will have access to Geographic Information Systems (GIS) for mapping and display of data. Others may have access to handheld data collection methods, digital rather than traditional photography, and more. GIS and other useful technologies should be used where available and appropriate.

#### ANALYZING AND MAKING ORDER OF IT

By now, there should be a lot of information—both fact and opinion—about the neighborhood on the table for planning purposes. Making sense of this information is the necessary next step. The key questions to be addressed in this stage include: Where is the neighborhood now? Where do we want to go? The cache of information can help generate a list of strengths, weaknesses, opportunities, and threats, informing where the neighborhood is now. In addition, the answers to these questions will assist in the ultimate selection of a neighborhood for Elm Street designation.

#### INFORMATION YOU WILL NEED FOR PLANNING:

- A base map showing property lines and building footprints if possible.
- A building-by-building survey of existing conditions. A sample "Existing Building Condition Survey" form is located in Appendix E
- Photos of all that is visible from the public way. Since "before and after" is a powerful communication tool, thorough, early documentation will pay off long after the planning stage.
- Historical information. What was the neighborhood like before? When were notable buildings constructed? Who lived here previously? Sources include historical documents, old plans, photographs, and stories from long-time residents and business owners.
- Demographic and socioeconomic data. What are the characteristics of people living in the neighborhood (age, income, race, marital status, children, employment, homeownership vs. renters, etc.)? A sample "Neighborhood Survey" form is located in Appendix D, or the US Census may be a sensible source of data for some Elm Street neighborhoods.
- Market information, including assessed value of buildings and land, representative sales prices, and monthly rents.
- An assessment of past, present, and future public investment in the neighborhood, including capital projects, infrastructure improvements, and public services like trash collection.
- A community survey. This survey will act as the Baseline survey for many Elm Street initiatives and will help determine success in the future. There is a sample Baseline survey form in the Appendix section
- Public safety statistics, such as incidents of nuisance misdemeanors and serious crimes to both people (e.g., Part 1 crimes, assault) and property (e.g., Part 2 crimes arson, burglary)

It can be very educational to do some of the analysis as a group activity, perhaps in a workshop. As the noted urban designer William Morrish believes, "We comprehend where we live by seeing, identifying, and categorizing the physical features that define our home, neighborhood and city." In his work with communities, Morrish has found it useful to start with a framework for describing a neighborhood. A sample framework might be a matrix on butcher paper, with organizing themes running down the side. Across the top might be physical features or elements. Make up your own headings. Filling in a matrix using snapshots (those camera shots of "likes" and "dislikes"), diagrams, sketches, and notes can be a powerful learning tool, helping residents and planners think about a familiar place in a different way and identify and talk about how physical features and issues relate to social and economic conditions in the neighborhood.

This kind of planning work is most useful as a discussion tool. Different people may look at the same thing and have very different perspectives, and it is important for the planning group to listen and learn. Remember, the planning process is also about organizing to implement, and that takes a common understanding and trust building.



#### **SETTING GOALS & EXPLORING ALTERNATIVES**

What kind of neighborhood do we want? Working on this question can shape goals. Remember that Elm Street planning is about building upon the perspectives and experiences of different stakeholders, so one approach might be to develop scenarios. Using the information you have assembled as a base, smaller groups might build scenarios around different visions, such as:

- What can we do if we continue doing what we have been doing, but do it better than we have in the past?
- What can we do with a minimum amount of change in resources, money or support?
- What can we do if we create the support, capacity and investment we need for significant change?

The entire planning group can then evaluate the scenarios and mix and match to create a preferred scenario around which a vision and goals for the plan can be built. Use big sheets of easel paper so everyone can see the work. Keep good notes of discussion so that later everyone knows why certain choices fell by the wayside, and summarize the group's work to be able to communicate it well to others.

By this time you should have created:

- The local organization that will be the responsible lead, or implementing, entity and a planning committee
- A statement of purpose for your neighborhood's Elm Street planning program: why you are undertaking it
- A list of the physical, social, and economic needs
- A map that shows opportunities for enhancing the physical environment
- A preliminary vision plan summarizing neighborhood goals, priorities, assets, needs, and available resources, built from the alternative scenario exercise

<sup>&</sup>lt;sup>1</sup>William Morrish and Catherine Brown, *Planning to Stay: Learning to See the Physical Features of Your Neighborhood* (Minneapolis: Milkweed Editions, 1994).

#### TESTING EMERGING IDEAS

Once your Elm Street planning group has done its homework, the draft plan will demonstrate a sound understanding of conditions and a thoughtful set of ideas to achieve goals. It should also present preliminary commitments by organizations and groups or individuals in the neighborhood and community at large to tackle priority issues. Now is the time to field test ideas by showing it to government officials, adjacent neighborhoods, and non-profit organizations. Ask them to comment on its merits and drawbacks before taking it further. Incorporating their ideas or suggestions as you refine it will make the plan stronger. Such consultation is also vital for building ownership, perhaps even contingent commitments (if X were to happen, we could see ourselves doing Y to help) by those with the resources to help with implementation. Elm Street Plans need strong grassroots engagement; they also need to attract support from key municipal departments and resources from the larger community. Conversations with key leaders are a critical step toward aligning the plan with potential partners in implementation.

#### WHO NEEDS TO BE BRIEFED AND ENGAGED?

Below is a checklist of people and organizations to consider contacting as your strategies emerge. If implementing the strategies could involve an individual, group, or organization, the time to start the conversation is now. Remember to convey to them the benefits of supporting the work you are proposing to do. In preparation for these meetings, create a brief written summary of the plan's key points to take along and leave behind.

- Mayor and/or Council Members
- Municipal departments: city manager, housing, sanitation, public works, police, code enforcement, fire department, planning, community development, and redevelopment authority
- Local non-profits: United Way, community foundation, social service providers, civic improvement groups, and downtown revitalization organizations

#### **TIMEFRAME**

How long does it take to create an Elm Street Plan? This will vary, depending on your community's readiness. If you are already doing neighborhood planning and have an established advisory committee, it will probably take less time than if this is your first neighborhood plan and you are organizing people for the first time. It could take four to six months to get organized and gather information. The remaining stages could take another four to six months. Don't let it take too long, however, for momentum is an important ingredient. Protracted planning processes can sap community energy and erode confidence in the group.



#### VISION

BRIEF DESCRIPTION OF THE
CONDITIONS THAT WILL BE
PRESENT WHEN THE NEIGHBORHOOD BECOMES REVITALIZED.
A VISION IS THE IDEAL EVERYONE
ASPIRES TO, KNOWING THAT
IT MAY BE UNLIKELY, BUT
ARTICULATING A DESIRED STATE.

#### **MISSION**

CHIEF FOCUS OF THE SPONSORING ORGANIZATION ENGAGED IN ELM STREET REVITALIZATION.

#### GOAL

ACTION STATEMENT ARTICULATING CHANGES THAT ARE NEEDED TO ACHIEVE THE VISION.

#### **OBJECTIVE**

ACHIEVEMENTS THAT MUST BE MADE TO ADVANCE THE GOAL.
OBJECTIVES ARE USUALLY MEASURABLE.



#### **COMMITTING TO ACTION**

The Elm Street planning group now needs to get specific, setting priorities for actions and detailing activities, projects, and programs. Reach consensus about what to do first and what resources you are willing to commit to accomplish these objectives. This shifts the plan document to more of an action agenda that outlines each project, program, and any policy changes (such as zoning amendments, stepped up code enforcement, etc.) that might be necessary. The action plan should outline the agreements and accommodations that must be negotiated with the public, private and non-profit sectors.

It should also provide a clear time frame for accomplishing priority initiatives and identify sources and uses of resources: funds, technical assistance, training, etc. Your earlier briefing conversations with key leaders may have indicated a need to return to them as the action plan emerges, to keep them engaged and to prevent surprises. This is the time to reengage with those stakeholders and solicit their reactions to the action plan.

It is common for there to be multiple established organizations actively working in neighborhoods, in social services or housing or neighborhood improvement. Although one of them may be taking the lead in developing the Elm Street plan, all such organizations should be involved in the planning. Ideally, the planning process will help them identify ways in which their work or programs can benefit from collaboration via the Elm Street Program.

#### SUSTAINING REVITALIZATION

A neighborhood thrives best when a recognized and trusted organization assumes ongoing responsibility for it. The Elm Street Approach is intended to foster strong, capable neighborhood organizations that demonstrate their worth by getting results and by so doing, attract the financial and community support that will keep them going.

Whatever management organization you establish or choose for the Elm Street initiative, it must be supported fully by the neighborhood and recognized within the larger community as a legitimate "revitalizer" for the neighborhood. The planning group may have been sponsored by a spin-off of an existing organization, a coalition of organizations, or a city agency. Well before the plan is finished, the implementing organization should be identified (if an existing organization will be taking lead responsibility) or in formation (if it is a new organization). This means early attention to getting the resources (funding, capable staff, and technical assistance) in place for the transition from planning to implementation. Momentum is a delicate thing and having a long lag between planning and doing has defeated more than a few worthy initiatives.



#### WHAT DOES DCED REQUIRE? WHAT MUST BE IN AN ELM STREET PLAN?

THE FOLLOWING IS AN OUTLINE OF WHAT WILL BE REQUIRED IN AN ELM STREET PLAN.

#### EXECUTIVE SUMMARY

- BRIEF SUMMARY OF PRIMARY PLAN ELEMENTS (SEE PAGES 17-18)
- NEIGHBORHOOD'S KEY ASSETS, CHALLENGES, AND STRATEGIES, DISTINGUISHING THIS ELM STREET NEIGHBORHOOD FROM OTHERS (SEE PAGES 18-21)

#### DESCRIPTION OF NEIGHBORHOOD: YESTERDAY & TODAY

 NEIGHBORHOOD LOCATION IN RELATIONSHIP TO THE COMMERCIAL DISTRICT/MAIN STREET, OTHER NEIGHBORHOODS, AND KEY FEATURES

#### YESTERDAY

- BRIEF HISTORY OF NEIGHBORHOOD
- RESIDENT POPULATION HISTORY (WHO WAS HERE ORIGINALLY, WHO CAME AFTER)
- KEY EVENTS AND NOTABLE PEOPLE (IF ANY)
   WHO HAVE LIVED HERE

#### TODAY

#### CHARACTER OF THE NEIGHBORHOOD

- NEIGHBORHOOD'S BASIC IDENTITY
- HOUSING TYPES: ARE THEY PREDOMINANTLY
   2- TO 3-STORY ATTACHED? 2-STORY DETACHED?
   APARTMENT BUILDINGS? BRICK? FRAME?
- LOT SIZES
- ARE THERE INDUSTRIAL OR COMMERCIAL FACILITIES IN THE NEIGHBORHOOD?

#### PUBLIC SAFETY

- NEIGHBORHOOD SAFETY
- PERCEPTION OF SAFETY

#### GENERAL CONDITION OF BUILDINGS

- OCCUPIED? VACANT?
- OWNER OCCUPIED? ABSENTEE OWNERS?
- WELL-MAINTAINED? UPDATES LIKE VINYL SIDING AND REPLACEMENT WINDOWS? HISTORIC PRESERVATION-FRIENDLY REHABILITATIONS? NEGLECT?

#### OPEN SPACE

- VACANT LOTS
- YARDS
- PARKS
- PUBLIC SPACES
- SIDEWALKS, STREETS & ALLEYS
- LIGHTING

#### RESIDENTS

- DEMOGRAPHICS: WHO LIVES HERE NOW?
- AGE, EMPLOYMENT, FAMILY SIZE, EDUCATION AND INCOME LEVELS
- COMMUNITY SURVEY RESULTS

#### INSTITUTIONS

- CHURCHES
- schools
- COMMUNITY/SERVICE ORGANIZATIONS
- BUSINESS/PRIVATE ORGANIZATIONS
   WITH MAJOR PRESENCE

#### MAPS

- MAP SHOWING IN DETAIL THE PROPOSED BOUNDARIES FOR YOUR ELM STREET NEIGHBORHOOD
- MAP SHOWING THE DEFINED ELM STREET NEIGHBORHOOD IN PROXIMITY TO THE REVITALIZATION AREA OF THE NEARBY DOWNTOWN OR COMMERCIAL CORRIDOR

#### NEIGHBORHOOD CONNECTION TO THE COMMERCIAL DISTRICT

- PROXIMITY TO EVERYDAY GOODS AND SERVICES
   USEFUL TO RESIDENTS
- EMPLOYMENT OPPORTUNITIES SUITABLE FOR NEIGHBORHOOD RESIDENTS

#### PLANNING PROCESS

- DESCRIBE HOW THE PLAN WAS PREPARED AND HOW WORK WAS ACCOMPLISHED (VOLUNTEER COMMITTEES, TASK GROUPS, ETC.).
   WERE CONSULTANTS INVOLVED?
- DESCRIBE OUTREACH ACTIVITIES. HOW WERE RESIDENTS OF THE NEIGHBORHOOD INVOLVED? PROPERTY OWNERS? BUSINESSES?
- KEEP NOTES OF MINUTES FROM YOUR MEETINGS
- HOW DOES THE PLAN REFLECT INPUT FROM PUBLIC MEETINGS? HOW MANY PEOPLE CAME TO MEETINGS OR PARTICIPATED IN CREATING IT?\* COPY OF SIGN IN SHEETS
- A COPY OF THE NEIGHBORHOOD SURVEY
- A COPY OF THE FRIENDLY SPACES NEGLECTED PLACES CHECKLIST
- A COPY OF THE THIRD PLACES CHECKLIST

#### ASSETS & CHALLENGES

- PHYSICAL STRUCTURES & SPACES
- PEOPLE
- ORGANIZATIONS

<sup>\*</sup> Note to Policy Working Group: While PDC's rule of thumb that 1–2% turnout is good in Main Street efforts, this figure may be too high for distressed neighborhoods with single parent households, large numbers of immigrant residents, etc.

#### WHAT DOES DCED REQUIRE? WHAT MUST BE IN AN ELM STREET PLAN?

THE FOLLOWING IS AN OUTLINE OF WHAT WILL BE REQUIRED IN AN ELM STREET PLAN.

#### READINESS ASSESSMENT

Summarize the neighborhood's status in each of the categories of the elm street Approach. Does this neighborhood have a fairly strong economy but have trouble with clean and green? Is the neighborhood clean, green, and doing well in design issues but struggling with issues of economy and image/ identity. For guidance on how to frame your thinking about this section, see the neighborhood readiness scales in the appendix section.

#### GOALS & OBJECTIVES

Goals and objectives will be based in an assessment of the neighborhood's standing in relation to the elements of the Elm Street Approach, guided by the analysis of its readiness as described above. Those areas in which it is currently least successful will have more ambitious goals that face more difficult challenges than those where the neighborhood ranks higher. Present the goals and objectives for each element:

- CLEAN, SAFE, & GREEN
- DESIGN
- NEIGHBORS & ECONOMY
- IMAGE & IDENTITY
- SUSTAINABLE ORGANIZATION

#### STRATEGIES

For each goal/objective, describe how the plan's action items will be accomplished over the next five years and how connections (physical, organizational, and programmatic) to the downtown or commercial corridor revitalization area will be enhanced. This section is where assessment (who we are) and visioning (what we'd like to be) meet action—the strategies are the "how to get there" of your plan, a set of concrete actions or programs for achieving the vision and goals identified in the planning process to date.

#### **MEASURES**

For each goal/objective, how will you track progress? Identify which measures you will be using (For more information, see Section 3 "Measuring Success").

#### ACTION PLAN

Typically, the horizon for a neighborhood plan is about 10 years as goals, objectives and strategies are developed. The action plan component has a shorter 5-year horizon and is very specific with a focus on accountability. It encompasses the actions felt to be first in line or most essential to accomplish if the goals are to be met.

The action plan element needs to answer:

- WHAT WILL GET DONE?
- WHO WILL BE PRIMARILY RESPONSIBLE FOR EACH ITEM? WHO WILL COLLABORATE? WHO WILL CONSULT?
- WHEN WILL EACH ITEM BE COMPLETED?
- WHAT IS THE ESTIMATED COST TO ACCOMPLISH THE PLAN?
- WHAT IS THE FUNDING STRATEGY (PROPOSED SOURCES OF FUNDS FOR CAPITAL PROJECTS, PROGRAMMATIC INITIATIVES, STAFFING, CONSULTANTS, ETC)?

You may want to summarize your plan's actions in a matrix. PDC's format is shown in the appendix section.

#### CREDITS

Be generous and recognize everyone who contributed: sponsors, committees, donors, and those who gave space, materials, services, etc, as well as consultants.

# PLANNING & IMPLEMENTATION

## MAKE IT YOUR NEIGHBORHOOD'S PLAN WITH YOUR STRATEGIES AND MEASURES

Your neighborhood's participation in the Elm Street Program is a timely opportunity to make a lasting impact on priority issues that you and your colleagues have identified. Each Elm Street neighborhood has a different mix of challenges and opportunities. Because of the wide range of conditions in the commonwealth's communities and neighborhoods, the program is flexible. Your plan document should not be seen as a grant application, for this is not just a grant program. Your organization will likely excerpt from the plan for grant applications, but its real audience is those who will be executing its strategies for the next five or more years. It needs to work in your particular community and for your neighborhood.

The Elm Street Approach calls for integrated action in all five program areas, and your planning will have addressed them all. In the process, however, it is likely that clear priorities will emerge that call for particular focus in your neighborhood in one or two of these areas. This does not mean ignoring the rest of the components of the Elm Street Approach. Attention needs to go to them, too. An analogy is a team of horses pulling a wagon. Often, the strongest horse is put into the lead position. All four—and the wagon—get to the same place, but one of them is likely to be pulling a bit stronger than the others when it is needed. So it is with the Elm Street Approach. It is not a "one size fits all" mandatory formula. It is a framework to help neighborhood leaders tackle revitalization effectively over time.

Leveraging effort and money to produce positive change is what implementation is all about. Managing expectations is important, too. The resources/assets available to each Elm Street neighborhood from sources other than the DCED program will vary. As the plan is being developed, Elm Street leaders need to be mindful of the balance of resources likely to be available to the neighborhood during the plan's implementation. Make reasonable assumptions and set realistic goals.

#### CONSULTANTS? WHEN AND

HOW TO WORK WITH THEM

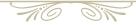
The Elm Street Program emphasizes the important role neighborhood residents and community leaders play in developing the plan—learning and building trust and capacity in the process. An Elm Street Plan is not intended to be prepared *for* the neighborhood *by* others. That said, most Elm Street neighborhoods will benefit from the specialized skills and knowledge of professionals.

Similar planning projects in Philadelphia, Pittsburgh, and other larger urban areas have tapped professional planners to scope out the planning process, guide information collection, and provide neutral professional analysis. Urban designers and some community planners provide good drawing and visualization skills, which will not only help people evaluate options and see possibilities, but will also add to the clarity of your Elm Street Plan document. Other professional skills may be called for, too. As an example, if your neighborhood has significant historic structures where appropriate rehabilitation will be an issue, a preservation architect could be a useful advisor.

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#### SIGNS OF A GOOD NEIGHBORHOOD REVITALIZATION CONSULTANT INCLUDE:

- AN AFFINITY FOR COMMUNITY-BASED PLANNING AND WORKING WITH RACIALLY, ETHNICALLY, AND ECONOMICALLY DIVERSE COMMUNITY GROUPS
- AN UNDERSTANDING OF THE ELM STREET APPROACH TO PLANNING
- EXCELLENT REFERENCES FROM PREVIOUS CLIENTS WHOSE COMMUNITIES ARE SIMILAR TO YOURS
- GOOD COMMUNICATION SKILLS
   —ESPECIALLY LISTENING AND
   JARGON-FREE WRITING



When neighborhood leaders have become familiar with the planning process and plan elements recommended in this section of the handbook, consider what skills and experiences are available within your group or that might come from your collaborating partners. Examples of the latter include:

- · City planning staff with GIS skills to help with mapping and analysis
- Local college or university faculty and students
- Experienced facilitators from the human resources department of large employers

Professional planning and community development consultants bring your Elm Street neighborhood the experience of other places where they have worked, as well as their technical skills. The established practice is to issue a "Request for Proposals," describing the work, and the abilities and qualifications sought. PDC can provide samples of good RFPs.

Signs of a good neighborhood revitalization consultant include:

- An affinity for community-based planning and working with racially, ethnically, and economically diverse community groups
- An understanding of the Elm Street Approach to planning
- Excellent references from previous clients whose communities are similar to yours
- · Good communication skills—especially listening and jargon-free writing

In checking references (as smart clients *always* do) ask about these qualities. Also, ask how their plan is being implemented and if it is leading to the desired results.

Community planning consultants often work on a fixed fee basis. That means they estimate how much time and effort it will take to deliver the scope of work you are asking them to do and set a price for it based on their hourly rates and expenses. This is usually negotiated and becomes the basis for the contract. It is worth the effort to develop a clear scope of services that spells out what "the deliverables" are (interim reports, draft report, final document, etc.), how many meetings are included in the contract, and who is responsible (client does outreach and provides X, consultant provides handouts, etc.), and how and when payment will be made. Be sure that contracts are in accordance with any grant requirements, such as providing documentation for expenses.

When purchasing professional services, look for the consultant with the best experience, talent, skills and style of interaction—the right fit for your Elm Street neighborhood. Price is not a good predictor of quality in buying professional services. The least expensive consultant may actually turn out to have less value, for he/she may have less experience or ability than one whose rates are higher. Since time is money to consultants, budget is directly related to level of detail and level of effort. It is common practice to let prospective consultants know what your budget is, rather than have them guess when bidding on a contract. Most consultants will be pleased to tell you what they can do for your budget.

During the course of the work, it is not uncommon for unforeseen circumstances to arise, calling for more effort or different services. Generally, consultants can provide what is needed, but they may need additional fees if it requires more than modest effort or if they need to add a specialized subconsultant. Always spell out in writing these "additional services" in advance of doing them, and reference them to the contract as a change order.



# PLANNING & IMPLEMENTATION

#### POST SCRIPT TO PLANNING: IT'S NEVER OVER

Once you've completed your Elm Street Plan, it should not go into your desk drawer to be forgotten. It's a strategic, living document. It needs to be given a fresh read annually and updated as conditions or circumstances change. As you prepare the annual compilation of measures, convene the Planning Committee and key players for a facilitated discussion of what's working well, what is not, and where changes seem to be indicated. Few plans go exactly as predicted, so making some adjustments is to be expected. A grant could be delayed, slowing down an action step. A new opportunity might have arisen that is being acted on, but not explicitly taken into consideration as to how it affects the rest of the plan elements or strategies. Just as fire departments encourage a check up of smoke detectors when we switch to Daylight Saving Time, putting together your annual compilation of measures is a natural time to update the plan.

Designated Elm Street Neighborhoods are eligible for a second planning grant. Kinds of activities that might be appropriate could include a neighborhood open space plan, design guidelines for rehabilitating historic neighborhood buildings, feasibility study for a key development project, to name a few.

#### RESOURCES FOR ELM STREET PLANNING

#### John P. Kretzmann, John L McKnight

Building Communities from the Inside Out: Finding and Mobilizing a Community's Assets. ACTA Publications, Chicago, 1993.

#### Wendelyn A. Martz

Neighborhood Based Planning: 5 Case Studies. American Planning Association (PAS Report # 455). Chicago, 1995.

#### William Morrish, Catherine Brown

Planning to Stay:Learning to See the Physical Features of Your Neighborhood. Milkweed Publications, Minneapolis, 1994.



#### SUGGESTIONS FOR THE PLANNING EFFORT:

- FIND A PLACE TO MEET
   AND WORK WHERE YOU CAN
   DISPLAY MAPS AND DRAWINGS
   OVER THE LONG TERM.
   A STOREFRONT OFFICE
   WOULD BE IDEAL.
- DEVELOP GROUND RULES FOR HOW THE PLANNING GROUP INTENDS TO WORK TOGETHER.
- CREATE A WORK PLAN THAT OUTLINES THE GENERAL PLANNING PROCESS AND INITIAL STEPS THAT YOU INTEND TO FOLLOW IN YOUR NEIGHBORHOOD.
- DON'T CONCENTRATE ON THE MOST PRESSING PROBLEM FIRST.
- WORK ON DEFINING PHYSICAL, SOCIAL AND ECONOMIC ISSUES SIMULTANEOUSLY.



### MOVING FROM PLAN TO ACTION

#### ORGANIZING TO GET WORK DONE: COMMITTEES AND TASK FORCES

Nearly every community—affluent or distressed—has to struggle with the challenge of having more that needs to be done than there are volunteers willing and able to do it, especially since those who are willing and able are always stretched thinly and asked to serve on everything. The Elm Street neighborhood is not an exception. However, the Elm Street neighborhood has an advantage in that there is a person—the Elm Street Manager—whose entire job is to orchestrate the revitalization effort and coordinate implementation of the plan. To do this successfully requires:

- The ability to persuade others to become involved
- · Tasking, delegation, coordination and follow-through skills
- · Determination, discipline, and stamina

Most successful neighborhood revitalization efforts engage and motivate residents and property owners to work toward common goals. Through the community-based planning process, Elm Street neighborhood leaders should have built a wide understanding and ownership of the plan. The process should have taken advantage of low hanging fruit—simple ideas or projects that generated excitement—transforming them into early action projects that have some traction already and that can provide short-term results to build a sense of accomplishment and progress. The planning process should also have identified people who can be recruited as block "wranglers," whose role it is to organize neighbors to help with community projects. There should be at least a handful of neighborhood stakeholders who have been motivated to accept responsibility for some of the early steps. Keeping these sparks kindled and helping them to enlist others is an important part of the transition from planning to doing.

The established pattern in operating a Main Street Program is to organize committees for each of the "Four Points." While this can work in commercial areas, the challenges are more complex in residential Elm Street neighborhoods. Elm Street's volunteer base is more varied and motivations are more diverse. The key thing to remember about the Elm Street Approach is that it is *integrated*, in that it involves explicit strategic actions in several areas (the five points) all at the same time. Each Elm Street neighborhood will have differences in terms of where the emphasis needs to be; but all Elm Street neighborhoods will benefit from simultaneous attention to each of the five points, since they're closely connected in terms of achieving lasting improvement.

A number of Elm Street neighborhood revitalization efforts are being led by long-standing organizations like community development corporations. Existing organizations with boards and volunteers are likely already organized into committees. If the current structure seems to be working well for implementing the Elm Street Plan, it could serve as your basic organizational framework. However, if the committee structure or leadership is not effective, one can either face the issue directly if it would not ruffle feathers,



TIPS FOR A SUCCESSFUL NEIGHBORHOOD ORGANIZATION



#### COMMUNICATE

SUCCESSFUL NEIGHBORHOOD ORGANIZATIONS ARE SKILLED COMMUNICATORS. THEY KNOW HOW TO SAY WHAT THEY WANT TO SAY. IF THE PURPOSE OF THE ORGANIZATION CANNOT BE UNDERSTOOD—BY RESIDENTS, BY THE CITY, BY RESOURCES—THEN ITS CONSTITUENCY AND SUPPORT WILL COLLAPSE IN A HEAP OF CONFUSION.

IF YOU'VE SUCCEEDED IN
DEVELOPING YOUR ELM STREET
PLAN WITH SIGNIFICANT
PARTICIPATION BY STAKEHOLDERS,
INCLUDING THOSE INDIVIDUALS
AND ORGANIZATIONS WHO WILL
NEED TO BE INVOLVED IN ITS
EXECUTION, THE TRANSITION
FROM PLANNING TO DOING
SHOULD BE A SMOOTH ONE.
YOUR PARTNERS SHOULD
UNDERSTAND THE PRIORITIES
AND TO HAVE DEVELOPED A
SENSE OF OWNERSHIP.

or indirectly by creating task forces or action teams around particular projects. Forming around a short-term activity could make service more attractive to those leery of making a long-term commitment. Project-oriented groups need to be connected to the board, perhaps through a board member serving on it and providing liaison, or by having the task group leader make a regular report to the board.

One must face the fact that voluntarism is not what it was in earlier times, and this is especially true in neighborhoods. Today, many parents work long hours or hold more than one job and are further stretched by the responsibilities of raising children. In some of the more distressed Elm Street neighborhoods, single-parent families are common, as are situations where grandparents are caring for grandchildren and other challenged family members. While it is vital that the Elm Street effort engage resident participation in revitalizing their neighborhood, it is likely that active involvement will come from a few.

#### SOME SUGGESTIONS FOR ORGANIZING TO DO WORK, AROUND THE FIVE POINTS:

#### SUSTAINABLE ORGANIZATION

In larger, more urbanized communities, there are likely to be other established organizations engaged in aspects of neighborhood revitalization. They could include community development corporations that are developing and managing housing and/or commercial buildings, social service agencies providing programs from toddlers to seniors, organizations serving people with special needs, employment and job skills training centers, neighborhood watch programs, and youth-oriented recreation providers. Each of these should be considered a resource to the Elm Street effort, and each requires outreach from Elm Street neighborhood leaders. One trusts that they will have been involved in the development of the Elm Street Plan, and that they have agreed to be part of the implementation process.

In smaller communities, there are likely to be fewer established organizations with which to partner. The Elm Street neighborhood organization may be new or an offshoot of the Main Street Program. No matter—big city or small town—it is important that Elm Street neighborhood leaders work and play well with others. Remember Tom Sawyer and his famous fence? Tom's genius was in getting others to paint it for him. The Elm Street fence calls out for partners.

Coalitions are groups of organizations with a shared purpose or cause who gain strength by demonstrating wide support or concern. The Elm Street neighborhood organization can benefit by allying itself with others to address matters that transcend the neighborhood and call for action by local government or civic interests. An example might be the need for adoption of a nuisance ordinance, which would provide remedy for removing abandoned cars, trash from vacant lots, and extreme neglect of property. Another opportunity could be the development of an open space plan for the community, offering the Elm Street neighborhood the potential to be included in larger agendas. Rather than the Elm Street Manager participating in each and every coalition, it would be appropriate for volunteers to represent the neighborhood's interests, staying in close touch with the initiative's leaders.





NO MATTER—
BIG CITY OR SMALL TOWN—
IT IS IMPORTANT THAT
ELM STREET
NEIGHBORHOOD LEADERS
WORK AND PLAY WELL
WITH OTHERS.

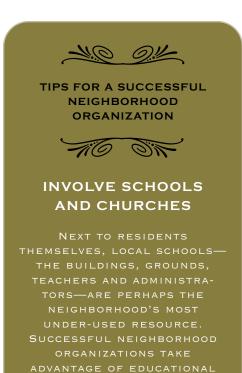


Partnerships can take many forms but generally involve two or more organizations working together on projects or programs where both parties leverage their investment through increased benefit to all parties. The investment might be money, leadership, expertise, in-kind services, or access to resources. For example, one potential partner is the National Vacant Property Campaign, a collaboration of four national organizations, Smart Growth America (SGA), Local Initiatives Support Corporation (LISC), the International City/County Management Association (ICMA), and the Metropolitan Institute at Virginia Tech (MI), which assists a limited number of communities with technical assistance and training. Partnerships are two-way streets because they are transactional. For this reason, it is very important that both partners feel they are getting their needs met and that the relationship is win-win. Your partners, whether funders, collaborators, or supporters whose contributions involve donated personnel or services, need to be kept in the loop about the work of the Elm Street neighborhood organization. Regular progress reports, invitations to special events, and even a quick e-mail of appreciation from time-to-time are important parts of relationship building.

Local Governments the body of officials that makes and enforces the laws. They are essential partners in Elm Street neighborhood revitalization. Your application to the program was channeled through the municipality, acknowledging an ongoing stake in the neighborhood's success. Keep elected officials and key municipal staff informed throughout the planning process. Consultation with them during development of the action strategies should generate commitments of programmatic support. Most of Pennsylvania's municipalities are financially stretched to the limit, so their support may take the form of targeting resources or personnel to help with strategic initiatives such as code enforcement or providing trucks and equipment for neighborhood clean up efforts. Local governments can also apply, on behalf of the Elm Street neighborhood, for state and federal grants.

#### **CLEAN, SAFE & GREEN**

In Weed & Seed neighborhoods, a group that deals with these issues may already exist as a Tall Team. In other neighborhoods, this group would focus on implementing action items that involve neighborhood safety and cleanliness, especially streets, sidewalks and open space. This group will need to work closely with the appropriate municipal agencies—and encourage resident participation.



RESOURCES. AND BY THE SAME TOKEN, THE SCHOOLS

THEMSELVES USUALLY BENEFIT

#### **DESIGN & APPEARANCE**

Some important early actions come under this "point," especially if one of the assets of the Elm Street neighborhood is its historic character. While architectural character may seem of low priority in distressed neighborhoods, there are funding sources available for historic building rehabilitation. Developing information needed to achieve listing on the National Register of Historic Places—a prerequisite to accessing these funding sources—could be an early project.

Another important early action item could be around code enforcement. This can be a delicate issue in distressed neighborhoods, for strict enforcement may force a landlord to make required repairs, then raise the rent beyond what existing tenants can afford. Yet, ignoring code violations, especially those that involve health and safety, puts residents and the neighborhood at risk. A task team could work with appropriate municipal agencies to develop a balanced approach, at least dealing with the most obvious cases: vacant buildings and those that are in violation of safety codes. (Having the mapped, building-by-building condition survey you created during your planning stage can be very useful for these conversations, demonstrating that the group knows what it is talking about. Such a building condition map can also let the group target the use of Elm Street Residential Rehab funds for facades and eligible activities.)

# TIPS FOR A SUCCESSFUL NEIGHBORHOOD ORGANIZATION GET VISUAL SUCCESSFUL NEIGHBORHOOD ORGANIZATIONS KNOW THAT VISUAL CHANGES, SUCH AS A BED OF FLOWERS OR A COAT OF PAINT, ARE NECESSARY TO CONVINCE ALL TYPES OF INVESTORS THAT NEIGHBORHOOD CONDITIONS ARE IMPROVING. VISUAL CHANGES ALSO DEVELOP COMMUNITY PRIDE.

#### **IDENTITY & IMAGE**

Two important activities come under this topic: *neighborhood events* and *communication*. Neighborhood events can be an important way to strengthen social capital and neighborliness in the Elm Street neighborhood. Residents who know each other and feel more connected to each other are more likely to help one another and the neighborhood. This team could spearhead organizing block parties, holiday door decoration contests, and work with other Elm Street teams to implement activities like clean-ups, neighborhood watch programs, etc. Some neighborhoods have held progressive dinners (different courses in different houses). Some have developed a distinctive symbol or banner for light poles. If improving an undesirable image is called for, assuming your clean and safe activities have had results, it may be appropriate for the neighborhood to invite others to come see. Activities could include a tour of homes, a guided walking tour, an ethnic food festival, and more.

Communication covers a lot of territory—from keeping residents of the neighborhood in the know to making sure others (funders, politicians, and media, for example) know you are making progress. This is an activity that could benefit from volunteers with backgrounds in writing, photography, desktop publishing, and website design and maintenance. Activities could include a regular newsletter or flyer for residents, a website or page on a partner organization's website, and putting together an annual report.

#### **NEIGHBORS & ECONOMY**

There are two subsets under this "point:" One involves housing and homeownership. The other involves jobs and businesses. If housing is a major focus of your Elm Street Plan, it might make sense to have a Housing Task Force that is devoted to this issue. If the sponsoring Elm Street organization is a CDC that is involved in housing, it is probably being addressed via your existing committee structure.

Jobs and small business development activities are important to a successful Elm Street neighborhood. Most cities have programs and agencies whose primary mission is job training, workforce development, employment counseling, and small business assistance. It is anticipated that Elm Street neighborhood organizations will collaborate or cooperate with them, rather than take the lead. Sometimes, however, the Elm Street organization may need to become involved in making the neighborhood more business-friendly. An example would be when the zoning of the neighborhood is such that it is a barrier to neighborhood-serving businesses like laundromats, convenience stores, and personal service shops.

A major intent of the Elm Street Program is to build stronger connections between older, central core neighborhoods and the revitalization activities taking place in the downtown business district, often under the aegis of a Main Street Program. Representatives of the Main Street organization's board and committees should be recruited to serve on appropriate Elm Street task forces, perhaps starting with those that involve "Neighbors and Economy" activities.

#### UNDERTAKING CAPITAL PROJECTS

It is likely your Elm Street Plan will include "brick and mortar" projects, such as streetscaping, building rehabilitation, and when appropriate demolition of vacant or dilapidated property. In fact, Elm Street neighborhoods are eligible for Residential Re-investment Grants of up to \$250,000 that can be used for eligible activities. It can be exciting to see tangible results, even if getting to the ribbon cutting takes several years. As your Elm Street neighborhood organization considers becoming a neighborhood developer, keep in mind that capital construction projects are very complex undertakings and that planning, funding, and overseeing them can be time-consuming. Because public funds are involved, the contracting process is complex. It is not uncommon for a small, overworked and understaffed organization to find that a construction project seriously impacts the ability to do anything else. Some Elm Street neighborhood organizations will have the staff capacity to take such projects on; others will do well to find partner organizations with the necessary expertise

#### EARLY EVENTS WITH IMPACT

IDEAS LIKE THESE GIVE EARLY RESULTS, AND CAN GENERATE GREAT PUBLICITY.

- RECRUIT YOUTH GROUPS
   TO REMOVE GRAFFITI.
- WORK WITH CITY SANITATION
   DEPARTMENT AND RESIDENTS
   TO COLLABORATE ON A
   SATURDAY ALLEY, STREET
   AND SIDEWALK CLEAN UP
- ORGANIZE CHURCHES TO BAND
  TOGETHER FOR A SATURDAY
  "CHRISTMAS IN AUGUST"
  WHERE VOLUNTEERS DO
  MAINTENANCE CHORES
  OR PAINT THE HOUSES OF
  ELDERLY RESIDENTS

#### MANAGING GRANT PROGRAMS

The entrepreneurial Elm Street neighborhood organization is likely to raise funds from a multitude of sources, both public and private. Trust is an underlying factor in the organization's credibility and reputation, so while bookkeeping may not be exciting, it is a core function. Most grant sources require regular financial reports, and some may even do an audit. It is always true that a financial irregularity on the part of a nonprofit will achieve far more media coverage than completion of a keystone project. It cannot be overemphasized that financial transparency is essential to the organization's reputation and, hence, its sustainability. Ethical standards must be impeccable, and audit trails transparent. (In fact, DCED requires an audit of any contract larger than \$100,000.) The Elm Street neighborhood organization may choose to seek in-kind services from an accounting firm and schedule a monthly review of budget performance and expenditures. (For more information on financial management see "Building the Sustainable Organization" page 39 of this document.)

#### **ELM STREET MANAGER ROLES**

Because integrated is the key word describing the Elm Street Approach, the DCED Elm Street Program provides up to five years of funding support for staff to coordinate implementation of the neighborhood revitalization plan. The Elm Street Manager may do the following:

- Forming and maintaining working relationships and partnerships with other
  community development organizations, local government officials, and funding
  partners. This can mean regular formal and informal meetings, frequent
  communications, serving on other organizations' boards or task forces, and
  other ways of being part of a resource web.
- Recruiting, motivating, and leading community volunteers to undertake neighborhood improvement projects.
- Growing stronger neighborhood leaders by listening, learning, coaching, and brokering connections to resources that include training, technical assistance or enhanced capacity.
- Helping everyone keep track of the big picture while working on day-to-day
  pieces of it, always mindful of how actions in one of the Elm Street "points"
  are intrinsically linked to the others.
- Building better connections between revitalization efforts in the Elm Street neighborhood with those in the Main Street business district. Bringing the resources of each together.
- Achieving results through a balance of successful early action projects and key activities that have a longer gestation period.
- Documenting progress (see Section III-Measuring Success) and helping the neighborhood create the story of its regeneration. This involves keeping the records, including the annual collection of measures and writing annual reports and other communication materials.
- Providing entrepreneurial energy in seeking funding and community support to fuel revitalization.

IN APPENDIX C IS A SAMPLE ELM STREET MANAGER JOB DESCRIPTION. IT CAN BE EXPECTED THAT EXISTING ORGANIZATIONS UNDERTAKING AN ELM STREET NEIGHBORHOOD REVITALIZATION EFFORT WILL HAVE STAFF. DCED'S ELM STREET FUNDING IS INTENDED TO AUGMENT THE ORGANIZATION'S OWN RESOURCES BY ADDING CAPACITY. THE COORDINATION FUNCTIONS MAY BE SPLIT AMONG SEVERAL PEOPLE, BUT IT IS VERY IMPORTANT THAT EACH HAS THE NEEDED CAPABILITIES FOR THEIR PIECE. BEING THE COORDINATOR OF AN ELM STREET PROGRAM IS NOT FOR ANYONE SEEKING REGULAR HOURS AND A DESK JOB. IT CALLS FOR A STRONG DESIRE TO MAKE A DIFFERENCE, HIGH ENERGY, EXCELLENT PEOPLE SKILLS, PATIENCE. DETERMINATION, AND A SENSE OF HUMOR. THE HOURS ARE LONG AND IRREGULAR AND THE FRUSTRATIONS ARE INEVITABLE, BUT THE REWARDS CAN BE EXTRAORDINARY.

### BUILDING THE SUSTAINABLE ORGANIZATION

To make headway in neighborhood revitalization over the long haul, a high-capacity organization needs to be involved in the effort. And, the underpinning of capacity is the ability to stay in business. **Sustainability** requires attention to a variety of factors; continual financial resources are the most obvious, but professional leadership and management, community involvement/support, viable partnerships, and more, influence an organization's health and future prospects. **Organizational capacity** is a broad term used to describe the interaction of a group's leadership, vision/mission, program effectiveness, relationship-building capabilities, resource growth, and management/operations. For Elm Street organizations engaged in neighborhood revitalization, some of the key areas of importance are introduced below.

#### FISCAL MANAGEMENT

Because the finances for a nonprofit organization include income from varied sources, expenditures on multiple projects and initiatives, and tax exempt and sometimes taxable activity, their budgets can be multilayered and complicated. An overall budget for the organization generally contains grant, program, administrative, and sometimes capital budgets. The tax-exempt nature of nonprofits carries with it some different accounting procedures than for-profit ventures, including:

- · Accounting for contributions
- Capitalizing and depreciating assets
- Cash-basis versus modified cash-basis accounting
- Functional expense classification

Nonprofit leaders must have at least basic working knowledge of cash management, bookkeeping and accounting, nonprofit tax law, and financial analysis. As a new nonprofit Elm Street organization is born, the engagement of professionals—accountants, tax lawyers, and others—is recommended to create the proper systems and processes for the unique requirements of nonprofit fiscal management. In addition, recruiting an individual knowledgeable about accounting practices as your organization's board treasurer can provide invaluable help.

Ultimately, the organization must accurately and legally handle its financial management. Nonprofit organizations can lose credibility and support in their communities as a result of mismanagement of funds, whether it is intentional or not. When in doubt, consult a nonprofit accountant or tax lawyer.



### BUDGETING

Fiscal management begins with the ability to budget and track cash flow (having enough money on hand to pay current bills). A budget reflects your organization's expectation of what will be spent (expenses) and earned (revenue). Annual, operating, or yearly budgets generally cover administrative, staffing, building maintenance, and other non-programmatic and non-capital expenses. Cash budgets, capital budgets, proposal budgets, and program budgets are also commonly used. Below is a sample Elm Street budget

ELM STREET			
SALARIES	25,000		
RENT	5,000		
UTILITIES	2,000		
PROGRAM SUPPLIES	5,000		
NETWORKING SUPPLIES	5,000		
GIS & NEIGHBORHOOD RESEARCH	2,000		
CONSULTANT FEES TO PROVIDE ASSISTANCE	20,000		
TOTAL OPERATING BUDGET	64,000		

### **FUNDRAISING AND DEVELOPMENT**

Nonprofits are mission-driven and generally provide services to "clients" who cannot pay much if anything at all. Thus, revenue must be generated from sources other than fee-for-service. Some types of resource development are explored below.

**ANNUAL GIVING.** The term "annual giving" no longer refers solely to oncea-year donations solicited from individuals; instead, the term has become shorthand for referring to operating or unrestricted funds, encompassing gifts solicited all year and through a variety of methods. Two common annual giving elements are discussed below:

- **Membership** in an organization, such an Elm Street organization, normally includes annual dues, a portion of which goes to supplement the operations budget of the organization. Membership campaigns can be run to encourage current members to renew and to identify and recruit new members.
- Special events offer a unique opportunity to both raise funds and communicate the mission and image of your organization to attendees. Events do, however, encompass some complications and hard work. The most important challenge of special events fundraising is to keep expenses as low as possible while still giving attendees something worthwhile for their money; some states even have regulations restricting expenditures on fundraising to a very low threshold of what is raised.



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**PHILANTHROPIC SOURCES** such as foundations, corporations, and individuals, can provide operational or programmatic support in the form of funds. This is the form of development most familiar to people. Often, organizations write grant applications to philanthropies and, if they are awarded the funds, are given a set amount for a set period of time, often for a specified purpose or program. However, competition is increasingly tough.

**Grant writing** - Preparing successful grant applications often requires some instruction and practice, for it requires the ability to do grant research as well as grant writing. There are many grant writing workshops and courses available nationwide. As an enterprising Elm Street organization, it will be worth it to invest in some training. In general, a grant application typically includes:

### • Cover Letter.

- Executive Summary. A brief overview of the organization, the project, how it fits into the overall strategy for the neighborhood, what will be leveraged by the requested support, how results will be measured.
- Asset Assessment. Description of the conditions that warrant the organization's attention. Since Elm Street Neighborhoods are encouraged to adopt an asset-based approach to neighborhood revitalization, convey to the reader a sense of the needs or conditions in the neighborhood, with emphasis on the assets upon which to gain traction.
- **Proposed Project.** Describe the undertaking: what the requested funds will be enabling the organization to do, how it will advance implementation of the plan for the neighborhood, who it will serve, what it is intended to leverage in terms of additional support, enhanced property values, etc. Why this is important to the community, not just to the applicant organization.
- Methodology. How will you do the project or program?
- **Evaluation.** How will you measure success or progress? This section can be tied to the Elm Street Measures as well.
- **Budget/Timeline.** What will it cost to do the project or program? Identify the known and prospective sources of funds, and how this particular grant fits into the larger budget picture. If a match is required, cash matches are usually favored over in-kind. In any case, identify the sources of match. What is the proposed schedule for the project or program and how does it fit into the larger Elm Street Neighborhood plan?
- **Partners.** If the organization has others involved as collaborators or funding participants, this can indicate to a grantor the reputation of the applicant.
- Qualifications. What is the experience, track record of the organization? Who will be the principal staffer and what is their background that prepares them for this work? If the funding request is to support a new staff position, describe the essential qualities and capabilities being sought.
- Conclusion. A brief statement about why the requested grant is needed at this
  particular time, what it can accomplish, and why the support of the donor is
  important and appreciated.
- **Appendices.** Items that might accompany the application include: your Elm Street Plan, annual report, recent media clips, and relevant presentations the organization may have made.



TIPS FOR A SUCCESSFUL
NEIGHBORHOOD
ORGANIZATION



# GET BUSINESS INVOLVED

MOST OF THE DECISIONS THAT
AFFECT THE FATE OF A
NEIGHBORHOOD ARE MADE
BY THE PRIVATE SECTOR, NOT
BY GOVERNMENT. SUCCESSFUL
NEIGHBORHOOD GROUPS HAVE
THE FULL SUPPORT AND
COOPERATION OF THE LOCAL
BUSINESS COMMUNITY.
BUSINESSMEN ARE OF
IMMENSE HELP IN ADVISING
ON WAYS TO GET, MANAGE,
AND INVEST MONEY FOR THE
ORGANIZATION AND FOR THE
NEIGHBORHOOD. IF THE
ORGANIZATION HAS NO
CASH PLAN, IT OFTEN

**CAPITAL CAMPAIGNS.** Capital campaigns, which often include the solicitation of major gifts during the early stages (see below), are time-limited and intensive fundraisers most often undertaken to support substantial, expensive brick and mortar projects. Before commencing a capital campaign, it is wise to first perform a feasibility study (to test if the funds can be raised) and a planning exercise (to determine how to raise the funds) to assure success. The campaign can take anywhere from several months to a few years, depending on the size of the financial goal.

**MAJOR GIFTS.** Major gifts are large donations from individuals or families. They may be for a specific purpose or unrestricted. Normally, major gifts are solicited from people who:

- Have given to the organization before;
- Have not given to the organization but know/are close to an employee or board member; or
- Have not given to the organization, do not know anyone in the organization, but are interested in the mission/cause of the organization.

Generally, major gifts require effort on the part of an experienced development officer. However, in cases where the potential donor has a personal relationship with someone in the organization, that person may be the best choice to solicit the gift. For new Elm Street organizations, board members may be called upon to deal with major gifts until the organization's staff is accepted in the community.

**IN-KIND DONATIONS.** In-Kind Donations are donations of time, materials, equipment, work, and other non-monetary resources. Of these, the most common and perhaps the most important is volunteer time. Today's nonprofits rely on volunteers for a wide array of work, from administrative tasks like organizing/staffing special events to providing expert professional advice and analysis. The nature of volunteerism has changed over time, and today's volunteers tend to be more skilled and busier, thereby looking for volunteer activities that utilize their time and knowledge wisely. A designated staff member or volunteer to organize the volunteer program for the organization is one important way to make sure volunteers are used in the most efficient and productive way.

In addition to volunteer time, other in-kind donations that are likely to become important to Elm Street organizations are building materials and supplies, machinery, plant materials and planters, and other items that could be acquired through partnerships with private businesses that have special relevance for neighborhood improvement, such as retailers of home improvement supplies and mortgage companies, or other community-minded businesses. Civic services like street cleaning and trash and graffiti removal are also likely to be important to achieving the clean and green goals of Elm Street. Other examples might include food/drink for special events, bookkeeping services, volunteer appreciation gifts, etc.

The Elm Street organization should have volunteers keep time sheets, to capture the potential matching value for those funding sources that permit in-kind matches.



AND IMAGINATION.
SUCCESSFUL NEIGHBORHOOD
ORGANIZATIONS NEVER STOP
COMING UP WITH NEW WAYS TO
INTEREST SUPPORTERS. THE
MOST SUCCESSFUL LEARN HOW
TO DEVELOP SERVICES THAT
ARE IN DEMAND IN THE MARKETPLACE. ASSUMING CIVIC
RESPONSIBILITY DOES NOT
MEAN HAVING TO LIVE OFF
GRANTS. NEIGHBORHOOD
ORGANIZATIONS MAINTAIN AND
MANAGE BUILDINGS, COUNSEL

APPLICANTS, DELIVER MEANS
TO THE ELDERLY, RUN DAY
CARE OPERATIONS, DEVELOP
SHOPPING CENTERS (AND
COLLECT THE RENT), PRINT
AND PUBLISH NEWSLETTERS
AND ADVERTISING, RUN FOOD
COOPERATIVES AND GENERALLY
PROVIDE SERVICES FOR HIRE.

### **BOARD LEADERSHIP**

A nonprofit board has three primary purposes: to provide governance, resources, and expertise to the organization. Members should be recruited or chosen strategically for their ability to lead the organization *and* to provide funds or other needed resources, to provide counsel on issues that would otherwise require professional help, or to connect the organization to people who can do one or both of these things. Often, a nonprofit board also includes people who can connect the organization to desired partnering or supporting organizations. For example, an Elm Street organization might recruit to its board a director or other affiliated person from the primary CDC operating within its boundaries because the CDC represents the best partner for accomplishing physical improvement in the Elm Street neighborhood.

**GOVERNANCE.** Beyond development activities, it is also important for board members to exercise leadership in governing the organization. In addition to providing a vision and support to the organization, board members also have a monitoring role in the organization. The board must set a course—through the vision, mission, and objectives—for the organization and then continue to ensure that activities, programs, grants, and all other pursuits clearly move in the agreed upon direction. This generally includes participating in selection of top staff and review of legal agreements and financial statements, at the least.

**RESOURCES.** Fundraising must be a clearly understood part of your board's charge. Many organizations specify an amount that each member must donate or raise every year. Others are more flexible, calling on the board as needed for fundraisers and campaigns. Regardless of how your organization chooses to organize its fundraising, the board should be an integral part of this strategy, and the organization should provide necessary guidance to board members. In most cases, board members will participate in the creation of the organization's fundraising plan, which helps instill them with understanding and ownership of the organization's goals.

**EXPERTISE.** The most commonly sought areas of expertise are accounting, legal, and topical as related to the organization's mission (i.e., a historic preservation nonprofit might place an architectural historian on the board). Elm Street organizations should recruit several residents of the neighborhood to serve on the board to ensure the organization stays grounded in and connected to the community. Ideally, at least 20% of the board should be residents of the neighborhood.

10 01

PEOPLE RESPOND TO PEOPLE
THEY KNOW AND RESPECT.



### **NEIGHBORHOOD LEADERSHIP**

Community organizing brings people together to make decisions and engage in actions to improve the conditions of their communities at the same time developing their own competence as citizens. This allows an effort to be led by grassroots efforts rather than the typical educational institutions, government agencies, or powerful businesses that tend to direct community work when there is a scarcity of neighborhood leaders. Healthy neighborhoods need residents who are engaged and committed to making a difference rather than standing back and waiting for outsiders to save the neighborhood. Sustainable neighborhood revitalization must include engaged citizens—neighbors with a shared vision for the future and the passion and commitment to work toward its realization—in its toolbox.

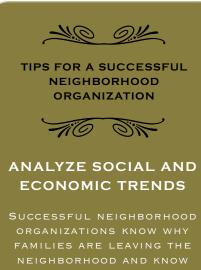
The ways in which citizens become neighborhood leaders are myriad, but there is normally the involvement of a local organization, perhaps a government agency, a community nonprofit, or a church, that offers training and support for these emerging leaders. The Elm Street effort offers an ideal venue through which to conduct outreach and engage residents in developing their leadership skills, since the issues addressed through the program (clean, green, safety, etc.) are issues that citizens notice and value. The Pennsylvania Downtown Center provides free training for Elm Street Neighborhood boards and committees.

### COMMUNICATIONS: TELLING YOUR STORY

The communications strategy for a healthy Elm Street organization is primarily about consciously and pro-actively taking charge of the flow of information—both positive and negative—about your organization. Different activities fall under the umbrella of communications: marketing publications, website development, newsletters, special events, media relations, and more. However, under the communications strategy, activities should speak in concert and reflect the same picture of the organization and what its mission is.

The reality of neighborhood revitalization is that it can take a lot of behind the scenes work, planning, and fundraising to get on-the-ground results. An Elm Street Neighborhood Plan can—and will—take years to implement. Public attention and energy can wane and needs to be kept up. Quick action projects like clean-ups, block parties, special events provide early results. They also provide opportunities for communicating outward and visible signs of progress towards the larger vision. Communications is a really inexpensive and often overlooked way of keeping momentum going.

Your communication strategy should use every opportunity to recognize positive actions or events not just unto themselves (even though some may be very newsworthy on their own), but also always in reference to the larger vision and strategy. Revitalization occurs incrementally and sporadically. People will forget or not know the larger intent. The wise use of communications will enable the savvy Elm Street Neighborhood organization to orchestrate positive momentum. Think of your Elm Street Neighborhood vision and plan as the picture on the puzzle box lid. Each individual activity: a tree-planting, community garden, neighborhood talent show, building renovation, alley clean up—is a piece of the puzzle if you call it to people's attention by referencing it to the picture—or the overall vision. Each activity can be positioned—whether your organization is directly responsible for it or someone else is (you always give credit, don't you?)—as a step towards the ultimate destination.



ORGANIZATIONS KNOW WHY
FAMILIES ARE LEAVING THE
NEIGHBORHOOD AND KNOW
WHAT MUST BE DONE TO
KEEP THEM. SUCCESSFUL
NEIGHBORHOOD
ORGANIZATIONS KNOW HOW
TO INTERPRET THEIR SOCIAL
AND ECONOMIC SITUATION
FOR INVESTORS. THEY CAN
SAY, FOR EXAMPLE, HOW MUCH
LAND COSTS, WHO'S BUYING
AND SELLING AND WHAT THE
PROSPECTS ARE FOR MORE
BUYING AND SELLING IN
THE NEIGHBORHOOD. EVERY
NEIGHBORHOOD NEEDS
A STEADY STREAM OF
INVESTMENT, IF ONLY TO
MAINTAIN EXISTING QUALITIES.

**NEWSLETTERS & WEBSITES.** One of your first communications activities is likely to be a newsletter and website. This will enable the Elm Street organization to communicate directly with your key constituents: the residents and the larger public. These are key components in proactively managing the image of the neighborhood.

**ANNUAL REPORTS.** Annual reports offer an opportunity not only for an organization to assess how well it is meeting its goals and objectives but also for the organization to communicate to the public what it is doing well. Annual reports are useful for sharing vision, mission, values, and objectives as well as tracking successes publicly.

**SPECIAL EVENTS.** Special events undertaken for communications purposes might include block parties, arts or food festivals, or home tours. Sponsoring events for the neighborhood fosters stronger relationships between neighbors and gets the organization's name out in the community. Successful special events offer the added benefit of enhancing the neighborhood's image in the community, as events normally receive some attention from outside the neighborhood as well.

**MEDIA.** In addition to published communications pieces, online materials, and special events, an Elm Street organization should also be cultivating a relationship with the media outlets in the community. Relationships with print, TV, or radio local news outlets in particular are important, for when positive things are happening in the neighborhood, a relationship with the local news can help in garnering coverage. When the neighborhood receives negative news coverage, such relationships could pay off as the Elm Street organization works to mitigate the effects on the neighborhood's image. It is not uncommon for organizations to invest in print communications, annual reports, and more but fail to work effectively with local media outlets to spread their message.

**THE HUMAN TOUCH.** Finally, most of the time, face-to-face communications is the best. It can be tempting for overworked Elm Street Neighborhood leaders to use e-mail to distribute newsletters or reach neighborhood residents. But e-mail has its limits and one of them is the absence of human interaction. Rebuilding a neighborhood starts with rebuilding relationships between individuals and their neighbors, kindling trust and a desire to work together. The Elm Street Manager and board members need to meet people informally, where they are—for front porch conversations, chats at the laundromat, or invited in for iced tea in the kitchen. It is in such casual settings that you'll get to know each other as people, and after all, people respond to people they know and respect. Neighborhood leaders come from unlikely places and stations in life. Getting to know folks is the first step in recruiting them.



# PARTNERING ORGANIZATIONS AND INDIVIDUALS

Elm Street organizations will not be able to accomplish all the work described under the Elm Street Approach without significant partnerships. A list (not exhaustive) of potential partnering organizations includes:

## MAIN STREETS AND DOWNTOWN IMPROVEMENT DISTRICTS.

The health of downtown and the health of its surrounding neighborhoods are integrally tied together, a fact acknowledged by the creation of the Elm Street Program. Thus, efforts to change the quality of life in urban neighborhoods should coordinate with efforts to make downtown vibrant. This relationship might range from circulating information between organizations to sharing expenses for services like street cleaning and trash pick up to co-sponsorship of community leadership programs, special events, etc.

**NEIGHBORHOOD ASSOCIATIONS.** In many cases, the boundaries of the Elm Street neighborhood will cover more than one area thought of as a neighborhood by residents. The Elm Street effort should work to include the perspectives and efforts of the neighborhood associations existing within its borders.

**COMMUNITY DEVELOPMENT CORPORATIONS.** For many communities, some of the physical work (housing rehabilitation, development of commercial properties or mixed use projects) of neighborhood revitalization is already being undertaken by CDCs in the area. It is likely that for some neighborhoods, the Elm Street program will be housed in a CDC. For those that are not, it will be essential for the Elm Street effort to develop a close working relationship and coordinate with the efforts of the CDCs to accomplish physical change within their boundaries.

CITY AND COUNTY GOVERNMENTS. Governments are responsible for providing many of the services that promote neighborhood health: trash pickup, street cleaning, graffiti removal, policing, code enforcement, etc. In many of Pennsylvania's cities, budgets are tight and the provision of services can sometimes suffer as a result. Thus, the Elm Street initiative has an opportunity to work with local governments to leverage their own efforts with those of the government agencies and to serve as an advocate for the neighborhood's needs to the government's leaders.

**REALTORS/REALTORS ASSOCIATIONS.** Realtors have an important role to play in what neighborhoods are described and presented to prospective homebuyers. Elm Street organizations need to play an educational role, sharing the best of their neighborhoods with Realtors for the region. Additionally, some Realtors associations have adopted missions beyond service to their membership; in York, PA, for instance, the Realtors association has expanded its mission to include service to community; this has been realized through the creation of "city savvy" Realtor trainings and engagement in York County's urban communities.



# ELM STREET



## MEASURING SUCCESS

The Elm Street Program's underlying premise is that a comprehensive approach to neighborhood revitalization, linked to a business revitalization effort, will result in more significant social and economic benefits to the larger community. It is the intent of the Elm Street Program funding cycle to demonstrate that by using state revenues to revitalize Pennsylvania's older neighborhoods, we will improve sustainability and competitiveness at the local, community and state levels—giving everyone a stake in the program's success. For all participants, implementing the Elm Street Program includes the responsibility of proving whether it represents a wise use of limited resources...and then using those findings to improve effectiveness of the program. Consequently, the Elm Street Program application and annual reporting guidelines both require local management teams to describe the quality of life in their neighborhoods—both qualitative and quantitative means.

CHOOSING NUMBERS THAT TELL A STORY

The role of indicators is to make complex systems, like neighborhood revitalization, understandable or apparent. Effective indicators help communities quantify where they are, how far they've come and what changes are yet to be made to reach their goals. Long-term viability reflects how healthy local economic, social, physical, and environmental systems are and how they work together to sustain both people and place.

Using numbers to tell a story, especially when combined with survey data, anecdotal evidence and personal testimony, gives stakeholders confidence that their resources have not been invested in vain. In the future, Elm Street managers, DCED staff and other stakeholders will all need to make the case for future program action.

The simplest metrics analyze single issues that lend themselves to counting—number of new jobs, building permits, crimes, etc.—but, sadly, lose most nuances in the process. For example, such statistics don't reveal the quality of the jobs, whether the building permits represent do-it-yourself homeowners or gentrification, and if higher reported crime numbers results from neighbors taking charge of their own safety and new confidence in law enforcement.

The more an indicator describes the interplay between forces at work in neighborhood revitalization, the more useful it can be. For example, year-to-year changes in the number of children who qualify for school lunch programs illuminates social health as well as local economic conditions; other examples may be found in the Appendix section. Furthermore, tracking community attitudes and perceptions over time—through survey instruments and other techniques—can produce rich findings that are easily understood by stakeholders throughout the system.

IT IS CHALLENGING TO "PROVE"
THAT ANY ONE ACTION LEADS
TO A PROGRAM'S SUCCESS.
THE ELM STREET PROGRAM IS
INHERENTLY OPERATING IN AN
INVISIBLE WEB CONNECTING
PEOPLE AND "PLACE" AND THE
MYRIAD CAUSE-AND-EFFECT
RELATIONSHIPS THAT CAN BE
SO DIFFICULT TO UNDERSTAND,
LET ALONE UNTANGLE.

# EFFECTIVE DATA REFLECTS ELM STREET STAKEHOLDERS & GOALS

For the Elm Street Program, stakeholders—audiences interested in assessing program merits—include residents in target neighborhoods, other community residents, elected officials at the local, regional and state levels, potential partners, foundations and other sources of supplementary funding, and professionals and academics seeking solutions that can be applied elsewhere. Naturally, each audience group will use different standards to determine whether the Elm Street Program is a success, based on their perspectives and interests.

To return to the five-point approach, Elm Street Program objectives are organized into the five categories that reflect what the program would need to accomplish to be deemed effective by the stakeholders noted above:

- · Clean, Safe and Green
- · Neighbors and Economy
- Design
- · Image and Identity
- Sustainable Organization

The monitoring system links directly back to these goals and enables direct comparison of objectives and results.

### MELDING FLEXIBILITY AND CONSISTENCY

Unfortunately, monitoring systems can quickly become overwhelming. Well-intentioned measuring programs can create collection burdens that:

- Require too many resources to fulfill
- · Alienate partners and other stakeholders
- Emphasize precision (e.g., boundary congruence), not trends
- · Fail to involve those most affected appropriately

Based on consultations with a wide variety of stakeholders, the monitoring system designed for the Elm Street Program seeks to:

- · Capitalize on data already collected by others and easy to acquire
- Distinguish between measurements for Elm Street communities and those devised for the program as a whole
- Balance attention to short term results and long term neighborhood and program evolution
- Use the measurement process as a way to engage local residents
- Identify how issues usually viewed individually ("safety," "housing stock," "economic development" etc.) interconnect
- Give Elm Street managers and neighborhoods some choice about how to track progress to increase salience for those most affected by the program and avoid inadvertently creating impossible measuring tasks
- Link measurements to performance for the city, region or state as appropriate
  as data availability permits, so that the Elm Street performance is indexed and
  is thus relative to broader trends
- · Blend qualitative and quantitative approaches

# MEASURING SUCCESS

### **USING THE SYSTEM**

The Elm Street Program's Measuring System consists of the following elements:

- DCED Required Measurements measurements associated with each of the five program objectives. The required measurements will be collected for each neighborhood by Elm Street neighborhood residents and Program Managers. There are fourteen required measurements in all.
- PDC Recommended Measurements measurements associated with each of the
  five program objectives. The Recommended measurements will again be collected
  for each neighborhood by Elm Street neighborhood residents and Program
  Managers. Elm Street Program Managers in consultation with the stakeholders
  are encouraged to develop specific measurement related to their neighborhoods.
  Ideally all five-points will have at least one local neighborhood specific measurement. Choosing a recommended measurement represents a commitment to
  continue collecting that data for the duration of the neighborhood's participation
  in the Elm Street Program.

The chart below depicts the required and recommended measurement elements. The measurements have been designed to foster desirable activities and partnerships, e.g.:

- Some assume an annual survey of residents and/or businesses.
- Others assume annual surveys of physical characteristics and how they change over time in the neighborhood, intended as an opportunity for resident participation.
- Several measurements are easy to obtain if the Elm Street Manager has created a strong relationship or partnership with another organization with easy access to the figures. EXAMPLES: City government, economic development organizations, state agencies.
- Finally, some measurements are most easily obtained through the Elm Street program managers' subscriptions to commercial data providers (e.g., the access to Claritas available through PDC).

In all cases, care must be taken to ensure that the same measurements are being used from year-to-year. Invariably, changes will affect the comparability of the data from year to year.

	MEASURING ELM STREET			
PROGRAM OBJECTIVES	DCED REQUIRED MEASUREMENTS	PDC RECCOMENDED MEASUREMENTS		
GLEAN CASE & CREEN				
CLEAN, SAFE & GREEN CLEAN (A)	A-1 "FRIENDLY SPACES AND NEGLECTED PLACES"	А-3		
	INVENTORY  A-2 NUMBER OF PUBLIC TRASH RECEPTACLES			
SAFE (B)	B-1 CRIME STATISTICS	B-2		
	A) CRIME RELATED 911 CALLS FOR NEIGHBORHOOD     B) NUMBER OF PART 1 CRIMES (PERSONAL CRIMES)     C) NUMBER OF PART 2 CRIMES (PROPERTY CRIMES)			
GREEN (C)	C-1 URBAN FORESTRY  A) NUMBER OF TREES IN THE PUBLIC RIGHT AWAY  B) ACRES (AS A %) OF PUBLIC GREEN SPACE	C-2		
DESIGN				
DESIGN FAÇADE (D)	D-1 NUMBER OF FACADES IMPROVED	D-3		
	D-2 NUMBER OF REHAB/BUILDING PERMITS APPROVED IN NEIGHBORHOOD			
DESIGN STREETSCAPE (E)	E-1 LINEAR FEET OF STREETSCAPE IMPROVEMENTS			
NEIGHBORS & ECONOMY				
NEIGHBORS (F)	F-1 "THIRD PLACE" INVENTORY	F-2		
ECONOMY (G)	G-1 HOUSING STATISTICS A) AVERAGE RENTS B) AVERAGE HOME SALE PRICE C) AVERAGE TIME ON THE MARKET	G-2		
IMAGE & IDENTITY				
IMAGE (H)	H-1 NO REQUIRED MEASUREMENT	H-2		
IDENTITY (I)	I-1 PERCENTAGE OF RESIDENTS PLANNING ON STAYING IN THE NEIGHBORHOOD	I-2		
SUSTAINABLE ORGANIZATION				
SUSTAINABLE	J-1 ATTENDANCE AT BOARD MEETINGS	J-5		
ORGANIZATION (J)	J-2 VOLUNTEER HOURS RECORDED			
	J-3 PRIVATE DOLLARS RAISED			
	J-4 AUDIT RESULTS			

<sup>\*</sup> Note

For a more detailed description of the Measurements along with helpful hints on how to collect the information please reference Appendix F: DCED Required Measurements – Detailed Information

# MEASURING SUCCESS

### A-1) Friendly Spaces and Neglected Places Inventory

Information on how to conduct a survey is located in Appendix XXX.

### A-2) Number of public trash receptacles in the Elm Street Neighborhood.

To obtain this data, physically count all the PUBLIC (belonging or generally available to the people of the neighborhood, rather then to a specific and limited group of persons) trash receptacles, noting their location on a map. You should make a distinction between trash receptacles and recycling receptacles.

### A-3) Keep PA Beautiful Litter Index

Work with Keep PA Beautiful to conduct an annual Litter Index, the results of which can be used to measure success.

### B-1) Collecting 911 Call Data

The National Emergency Number Association defines "emergency calls" to 911 services as "a telephone request for public safety agency emergency services, which requires immediate action to save a life, to report a fire or to stop a crime. It may include other situations as determined locally." At the community level, local public safety agencies—law enforcement, fire prevention and suppression, poison control, EMS/ALS—typically work together to tailor standard nationally accepted call classifications into "emergency" and "non-emergency" categories. Although this practice is standard, there are still variations:

- Some distinguish between how the caller described the problem and how the respondent ultimately reported upon the situation
- Communities with 311 systems for handling non-emergency calls experience fewer calls to 911 lines
- Although call centers often track dispatch rates for public safety agency, reporting on the actual nature of the problem becomes the purview of each department and is then captured via the uniform crime reporting statistics and other standardized systems.

As noted earlier, an uptick in 911 calls can actually signal increased vigilance in the neighborhood, rather than increased emergency activity; people often call 911 to report such nuisances as graffiti, loitering, public drunkenness, etc., even though rapid responses is not necessary for resolution. Others call 911 for even more trivial matters, including asking for the correct time and current Superbowl scores, which boggle the mind and sully the data.

Consequently, for the purposes of the Elm Street program, the goal is to limit reporting to emergency calls as defined locally and track that figure from year to year. To comply with this requirement, Elm Street Managers should:

- · Meet with local call center directors
- Describe the local definition of "emergency call"
- Choose an area as closely corresponding to the Elm Street neighborhood as is practically possible
- Collect historic data
- Update it annually.

### B-2) Part I Crime Data - Crime Against the Person

Offenses in this category include criminal homicide, forcible rape and aggravated assault. One offense is scored for each victim. To find this information visit the Pennsylvania State Police Reporting website (http://ucr.psp.state.pa.us/UCR/ComMenuUI.asp) and click on the Uniform Crime Reporting System. The neighborhoods can choose the exact statistics they feel are appropriate for their neighborhood, but must be reported consistently year to year.

Note-The UCR may not be broken out for your specific community, in which case you will need to work directly with your local law enforcement agency.

### B-3) Part II Crime Data - Crime Against Property

Offenses in this category include robbery, burglary, larceny-theft, motor vehicle theft, and arson. One offense is counted for each distinct operation, except in the case of motor vehicle theft for which one offense is counted for each stolen vehicle. To find this information visit the Pennsylvania State Police Reporting website. (http://ucr.psp.state.pa.us/UCR/ComMenuUI.asp) The neighborhoods can choose the exact statistics they feel are appropriate for their neighborhood, but must reported consistently year to year.

Note—The UCR may not be broken out for your specific community, in which case ou will need to work directly with your local law enforcement agency.

### B-4) Reserved for Future Use

### B-5) Number of Active Neighborhood Block Watches

Number of neighborhood block watches active working within the Elm Street Community. This measure can also be calculated by the area covered by active neighborhood block watches. (i.e. 30% of the Elm Street Community is covered by a Active Neighborhood Block Watches.)

### B-6) Number of Street Lights Out of Operation

Count the number of Publicly owned street lights out of operation. Make a note of the location so that you are able to analysis year-on-year data.

### B-7) Current Fot-Candle Power Reaching Street Level

### B-8) Intersections Perceived to be Unsafe Due to Traffic

This measurement is subjective and left to the individual communities to define. Once defined and calculated the intersections should be track year-to-year to determine if process has been made

### C-1) Number of Trees in the PUBLIC Right of Way

To obtain this data, physically count the number of trees in the public right of way. (i.e. located in tree wells on sidewalks) For the purposes of the Elm Street Program, the public right of way is the area owned and maintained by the government which runs parallel to streets and alleys. This calculation does not include trees located in public parks or on private property. It is recommended a map be created with the exact tree location and type so that the neighborhood will have a good baseline to compare year on year information.

### C-2) Acres of Public GREEN Space.

For the purpose of this measurement public green space is consider to be any PUBLIC (belonging or generally available to the people of the neighborhood, rather then to a specific and limited group of persons) space primarily (over 80%) covered with grass or trees. It is recommended a map be created indicating the "green" area so that the neighborhood will have a good baseline to compare year on year information.

Conversion calculation—There are 43,560 square feet in acres. (to obtain square feet multiply length by width—i.e. a football field is 300 feet by 150 feet or - 300 X 150 = 4,500 square feet) in order to convert square feet into acres simply divide your square feet by 43,560 (i.e. a football field in 4,500 square feet or 4,500/43,560 = 0.1033 acres) There are also many websites that can help convert measurement one such website is http://www.metric-conversions.org/area/.

### C-3) Street Tree Survey

Conduct an annual tree survey the results of which can be used to measure success in greening your Elm Street community. At a minimum, the survey should include the type and location of the tree. The survey could also include things like the size, general condition, etc.

### D-1) Number of Façade Projects Completed

To obtain this data physically count the number of facades (the front view of a building) that where improved in the past year. The definition of "improved" is left to individual Elm Street communities but will need to be defined. (One suggestion may be a minimum dollar amount requirement—any façade change which cost over \$500 is considered an improvement.) This calculation should include projects that were funded entirely by private dollars as well as those funded with Elm Street money.

### D-2) Number of Building Permits Approved Within the Elm Street Neighborhood

This information should be easily obtained through your local Planning/Zoning office.

### D-3) Number of Code Violation Registered (Annually)

This information can be obtained by working with your local zoning office. The information should include the type of violation the date and the date the violation was resolved.

### D-4) Parcel Specific Land Use Inventory

This inventory can be generated with the help of your local planning and zoning. However, the information needs to be verified by the local ES organization to make sure that what was provide matches the actual use current use.

### D-5) Number of Designated Historic Structures

List all historic structures and their designation(s). There are three historic designations National, State, and Local. **National** designations are keep by the National Park Service and are list on The National Resister of Historic Places. (http://www.cr.nps.gov/nr/) State designations are keep by the Pennsylvania Historical and Museum Commission. http://www.phmc.state.pa.us/. Local designation can come from a County municipality, township, city, etc. a little research may be required to determine who if anyone is responsible for local designation. Once determined the information should be easily obtained.

### D-6) Neglected Street and Alleys

A list and a description of the problem is required for this measurement so that progress can be track year-to-year. Determining neglected streets and alleys is somewhat subjective. For the purpose of Elm Street they are blocks (or a block) of streets and alleys that are in poorer condition then the surrounding streets and alleys. Often these streets and alleys are recognized by crumbling pavement, broken sidewalks, overgrown or dead trees, and an obedience of litter.

### E-1) Linear Feet of Streetscape Improvements

Streetscape (referred to as the pedestrian view of the street, includes the harmonious mix of buildings, sidewalks, signs, public furnishings, street trees, street lights, drainage structures, etc. which make up the street) for the purpose of this measurement, streetscape is calculated from the middle of the road to the building front—liner feet is the length of the improvement. If both sides of the road are improved you would count both sides of the street. [For example, if the 400 block of Elm Street was improved and the block was 200 yards long, you would have 1,200 linear feet of streetscape improvements—200 X 3 = 600 ft (3 feet per yard) The North side of Elm Street would be 600 ft and the South side of Market Street would be 600 ft. Total streetscape improvements = 600 ft + 600 ft = 1,200 liner feet]

### F-1) Third Place Inventory (JOHN)

A "Third Places" inventory checklist for you to customize to the circumstances in your Elm Street Neighborhood to use initially and during subsequent years; it's important that this survey be tailored to specific neighborhood circumstances.

### F-2) Reserved for Future Use

### F-3) Neighborhood "Physical" Institutions

### F-4) Average Years as a Resident

### G-1-a) Average Household Rents

When gathering the information make sure you know what is, and is not, included in the rent number. Some tenants pay their own utilities and some tenant's utilities are included in their rent. Since rents may fluctuate between areas within the Elm Street community make sure your data represents the community. (i.e—do not over weight one area or street) This data can be collected by call landlords when a property is listed for rent or from you local real estate agencies.

### G-1-b) Average Home Sale Price

When gathering this information, make sure you define the "home". Include the number of bedrooms, bathrooms and square footage also note if it is a single family home or multi, if it is a row house or free standing, and if it has a yard. (i.e—the average 1,500 SF, 3 bedroom, 2 baths, single family-free standing home with a yard is going for \$56,500). As with average household rent, this number may varies substantially from street to street make sure the sample collected has a far representation from the entire neighborhood. This data can be collected by working closely with your local real estate agencies.

### G-1-C) Average Time on Market of Houses Sold

This number can be calculated by counting the days from when the property is placed on the market to when a contract is accepted. (Note—the date a contract is accepted is different from the date the property "closes" or "settles". Usually, closing/settlement will take place 30 to 60 days AFTER a contract has been accepted.)

When gathering this information, make sure you define the "home". Include the number of bedrooms, bathrooms and square footage. Also note if it is a single family home or multi, if it is a row house or free standing, and if it has a yard. (i.e—the average 1,500 SF, 3 bedroom, 2 baths, single family-free standing home with a yard is staying on the market on average 35 days.) As with average household rent, this number may varies substantially from street to street make sure the sample collected has a far representation from the entire neighborhood. The data can be collected by working closely with your local real estate agencies.

### G-2-a) Total Assessed Value of Land Within the Elm Street Neighborhood

## G-2-b) Total Assessed Value of Improvements to Land (Buildings) Within the Elm Street Neighborhood

Most property tax assessments are broken down into two categories; Land (grass, dirt and trees natural to the area) and Improvements to the Land (houses, driveways, garages, landscaping, etc.) This number is the total value of ALL the Land and Improvements to the Land within the Elm Street community. This calculation should NOT include PUBLICLLY owned property. The data can be obtained by working closely with your County Tax Assessment office (or equivalent).

### G-3) Number of Homeownership Program Participants

### G-4) Number of Businesses in The Elm Street Area

Physically count the number of businesses who have a physical presence in the Designated ES community. They type of business and the number of employees that are located in the ES community would be additional information you may consider collecting as part of this measure.

### G-5) Total Number of Secondary Structures in The Elm Street Area

List the location and describe the use of all secondary structures. For the purpose of ES secondary structures are any structures on a parcile of land other than the primary structures. (i.e garages, sheds, cartage houses, etc.)

### H-1) Image

Although there is no REQUIERD measure, Elm Street communities should develop a measurement they feel would be a good indicator of success for their communities in regards to Image. The annual survey is a tool the community can use to obtain information regarding image. (For example—how do you feel about your community—good, indifferent, bad?)

### H-2) "Media Mentions" inventory

Count the number of time your ES community is mentioned in the media. This includes both positive and negative mentions and all forms of media from local news papers to radio to television clips. It is best to keep a "scrapbook" containing all the media mentions.

### I-1) Number of People Desiring to Stay Living in the Elm Street Neighborhood

This data can be collected via the Annual Neighborhood Survey.

### I-2) Number of People Identifying with the Character of the Community

This data can be obtained though the annual survey.

### I-3) Number of Neighborhood Special Events

Total number of special events held in your ES community whether directly sponsored my ES or not.

### I-4) Number of Neighborhood "Icons"

List and describe the ions in your ES community. For the purpose of ED and icons is a person, place, or thing that is universally recognized to be representative and/or associated with your ES community. (i.e. a famous artist or a historic building)

### J-1) Attendance Rates at Board and Committee Meetings

This data can be collected throughout the year by incorporating a sign-in sheet or an attendance list in to the Board and Committee Meetings Minutes.

### J-2) Number of Volunteer Hours Recorded

The total number of volunteer hours donated/worked by anyone other then the Elm Street Board and Committee members, in order to advance the Elm Streets mission.

### J-3) Non-Elm Street Dollars Raised in Support of the Revitalization Effort

All dollars raised in support of the Elm Street program not-including monies from the Elm Street Program itself. You can however include other state money such as CDBG, HOME, and matches from other state program and non-profits.

### J-4) Total Value of In-kind Services

The total valued of the donated in-kind services the Elm Street organization accepted in the year.

### J-5) Reserved for Future Use

### J-6) Number of Members of Local Elm Street Organization

List a the members of your ES organization the the interest they represent. (i.e. Jim Fleet from Jim's Bank and Trust)

### J-7) Number of Local Organizations Within your ES community

List all organizations with a physical presence in your ES community. This would include non-profits,

### J-8) Number of Youth Programs and Participation Rates



# ELM STREET



## RESOURCES

### ANNOTATED BIBLIOGRAPHY

### **DESIGN**

### Gindroz, Ray, and Karen Levine, eds.

The Urban Design Handbook: Techniques and Working Methods. W. W. Norton, 2003.

Pittsburgh's own UDA has shared with us all the techniques these urban designers have developed to help people understand place. This should be an essential book for every Elm Street leader.

### Jacobs, Allan B.

Great Streets. San Francisco, MIT Press, 1994. Compares hundreds of streets around the world and shows how design and other elements make some of them great.

### Urban Design Associates

The Architectural Pattern Book: A Tool for Building Great Neighborhoods. W. W. Norton, 2004.

### Walters, David, and Linda Brown

Design First: Design-Based Planning for Communities. Architectural Press, 2004.

Excellent case examples of neighborhoods in smaller cities.

### Housing Rehabilitation

Delvac, William F., Susan Escherich and Bridget Hartman United States Dept. of Interior, National Park Service, Preservation Assistance Division and National Trust for Historic Preservation, Dept. of Public Policy.

Affordable Housing Through Historic Preservation:

A Case Study Guide to Combining Tax Credits.

Washington, DC: Government Printing Office, n.d.

Escherich, Susan M., Stephen J. Farneth and Bruce D. Judd United States Dept. of Interior, National Park Service, Preservation Assistance Division.

Affordable Housing Through Historic Preservation: Tax Credits and the Secretary of the Interior's Standards for Historic Rehabilitation. Washington, DC: Government Printing Office, n.d.

### Feilden, Bernard

Conservation of Historic Buildings. Architectural Press, 2003.

### Foulks, William G., ed.

Historic Building Façades: The Manual for Maintenance and Rehabilitation. John Wiley & Sons, 1997.

### Weaver, Martin E.

Conserving Buildings: Guide to Techniques and Materials. John Wiley & Sons, 1997.

### **Revolving Funds**

### Zeigler, Arthur P.

Revolving Funds for Historic Preservation: A Manual of Practice. Ober Park Associates, 1975. The classic handbook. Out of print, but Amazon usually has used copies.

### Zoning

Duerksen, Christopher J., and R. Matthew Goebel Aesthetics, Community Character, and the Law. PAS Report 489/490. American Planning Association Planning Advisory Service, 2000.

### Glassford, Peggy

Appearance Codes for Small Communities. PAS Report 379. American Planning Association Planning Advisory Service, 1983.

### Kelly, Eric Damian

Enforcing Zoning and Land-Use Controls. PAS Report 409. American Planning Association Planning Advisory Service, 1988.

### Meshenberg, Michael J.

Language of Zoning. PAS Report 322. American Planning Association Planning Advisory Service, 1976. Zoning has its own language. Make sure you're on top of the subject with this classic glossary of zoning jargon.

### **NEIGHBORS AND ECONOMY**

### Grogan, Paul S., and Tony Proscio.

Comeback Cities: A Blueprint for Urban Neighborhood Revival. Boulder, CO, Westview Press, 2000.

Find out how cities are rebuilding themselves one step at a time. *Comeback Cities* takes a look at the accomplishments of community development organizations over the last generation and how this work has helped revive poor urban neighborhoods.

### Kretzmann, John P., and John L. McKnight

Building Communities from the Inside Out: A Path Towards Finding and Mobilizing a Community's Assets. Evanston, IL, 1997

Excellent overview of asset-based community development.

### Kromer, John

Neighborhood Recovery: Reinvestment Policy for the New Hometown. New Brunswick, NJ, Rutgers University Press, 2000.

Kromer served as Philadelphia's director of housing. His practical perspective addresses the issue of helping distressed urban communities recover from a generation of economic loss and reposition themselves for success in today's economy. His framework includes home ownership and financing; community-based organizations; resident job training; and more.

### Slavitt, Lesley, and Susan Escherich, eds.

National Park Service and United States Dept. of Interior. *Preserving and Revitalizing Older Communities: Sources of Federal Assistance.* Washington, DC: Government Printing Office, 1993.

### Homeownership

### White, S. Mark

Affordable Housing. PAS Report 441. American Planning Association Planning Advisory Service, 1992.

### Mosena, David, and Welford Sanders

Changing Development Standards for Affordable Housing. PAS Report 371. American Planning Association Planning Advisory Service, 1982.

This report looks at how communities can change their development ordinances to support affordable housing.

### **CLEAN, SAFE AND GREEN**

### Whyte, William H., Jr.

The Social Life of Small Urban Spaces. Conservation Foundation, 1980.

Updated edition of a classic available from Project for Public Spaces. http://www.pps.org

### Project for Public Spaces

How to Turn A Place Around: A Handbook for Creating Successful Public Spaces. New York: Project for Public Spaces, 2003.

### Municipal Research & Services Center of Washington

Infill Development: Strategies for Shaping Livable Neighborhoods. Report No. 38, 1997.

Free publication with tips for reducing crime through design.

### http://www.mrsc.org/publications

### National Vacant Properties Campaign

National Vacant Properties Campaign: Creating Opportunity from Abandonment. Washington, DC: Smart Growth America, 2004. http://www.vacantproperties.org

### Zelinka, Al, and Dean Brennan

SafeScape. Chicago: American Planning Association, 2001. An engaging examination of how the urban built environment affects personal safety. Strategies for making safer, better communities.

Rastorfer, Darl, Gerri Spilka, and J. Blaine Bonham, Jr. Old Cities/Green Cities. PAS Report 506/507. American Planning Association Planning Advisory Service, 2002. Every older city faces the challenge of vacant land scattered among houses in residential areas. This report provides a look at strategies and programs that provide green areas among urban renewal and redevelopment.

### Traffic Calming & Parking

### Hoyle, Cynthia L.

*Traffic Calming.* PAS Report 456. American Planning Association Planning Advisory Service, 1995. Successful techniques to slow or divert traffic and make your community's streets more inviting to pedestrians, cyclists, and children.

### Burden, Dan

Streets and Sidewalks, People and Cars: The Citizens' Guide to Traffic Calming. Local Government Commission Center for Livable Communities, 2000.

A workbook to help people in an ever-evolving process to understand the important role streets play in connection with the growth and development of our neighborhoods. Every street is part of a network of roadways that connect people and goods.

### Community Gardening

American Community Gardening Association.

### http://www.communitygarden.org

Everything you ever wanted to know.

### Boston Urban Gardeners

Handbook of Community Gardening. New York, MacMillan, 1983.

Paperback classic.

### Huff, Barbara

Greening the City Streets: The Story of Community Gardens. New York, Clarion, 1990.

A photo essay tracing the urban gardening movement in the United States.

### Neighborhood Safety

Mann, Stephanie, with M.C. Blakeman

Safe Homes, Safe Neighborhoods: Stopping Crime Where You Live. Nolo Press, 1994.

Learn to set up a neighborhood watch group; many tips for reducing crime.

### **IMAGE AND IDENTITY**

### Special Events

Sutherland, Kathleen, and Deborah Yantis

Neighborhood Event Planning: It's More Than a Party. Lively, short guide for volunteers, produced in San Jose CA, but useful for any neighborhood.

# http://www.strongneighbor-hoods.org/PAC/ndc/event%20planning%20workshop.pdf

### Communications

<u>Dillman, Don A., and Priscilla Salant</u> *How to Conduct Your Own Survey.* 1994.

Basic reference book, but published prior to internet boom. For face-to-face surveys and phone surveys, is still very useful.

### SUSTAINABLE ORGANIZATION

Alliance for Nonprofit Management

The alliance is a membership organization that acts as the association for individuals and organizations that work to improve nonprofit management capacity. Their website, while it offers some members-only sections, also has a strong "Frequently Asked Questions" section with extensive overviews of, among others, the complex issues of accounting and risk management. The alliance can be found online at

### http://www.allianceonline.org/FAQ

### Carlson, Mim.

Winning Grants Step-by-Step. Alliance for Non Profit Management, 2002.

Four star rating by Amazon. Comes with a CD-Rom.

Community Organizing Toolbox.

This online resource explains community organizing—its definition, history, benefits, and case studies.

### http://www.nfg.org/cotb/

Guide to Special Events Fundraising.

This book, written by Canadian consultant Ken Wyman, covers many aspects of special events. It is available free online at

### http://www.pch.gc.ca/progs/pc-cp/pubs/e/ Specev1.htm#Introduction

Leader-to-Leader Institute

(formerly the Peter F. Drucker Foundation for Nonprofit Management). The institute provides nonprofit management information online at http://www.pfdf.org and offers trainings and materials for a fee. The institute focuses primarily on issues of leadership, vision/mission, management, measurement, and innovation/change.

MAP (Management Assistance Program) for Nonprofits. MAP works in the Minneapolis-St. Paul area to increase the nonprofit organizations' capacity to achieve mission-driven results. The organization also a free management library that is accessible online at <a href="http://www.managementhelp.org/">http://www.managementhelp.org/</a> and offers many topics, such as financial management, leadership, human resources, and volunteers, to name a few.

### Nonprofit Guides.

Nonprofit Guides provides free web-based grant-writing tools for nonprofits. These include tips and samples of an inquiry letter, proposal, budget, and more. These can be found at <a href="http://www.npguides.org/index.html">http://www.npguides.org/index.html</a>

Nonprofit Management Education Center,

Learner Resource Center.

Housed within the University of Wisconsin Extension program, the center provides a library of free web-based articles, a free web-based organizational assessment tool, and a bibliography of relevant publications.

### http://www.uwex.edu/li/learner/index.htm

Nonprofit Works.

Nonprofit Works provides training and technical assistance to nonprofit organizations, typically for a fee. The organization also offers free downloadable forms, including grant research spreadsheets, budgets, board member nominations and applications, and website development lists.

http://www.nonprofitworks.com/downloads/default.asp

### **LEADERSHIP**

### Cogan, Elaine

Successful Public Meetings: A Practical Guide. 2nd ed. Chicago, APA Planners Press, 2000.

### Doyle, Michael, and David Straus

How to Make Meetings Work. New York, Jove Paperback, 1982.

The classic primer on facilitated workshops and meetings. How to be a good facilitator. How to be a good recorder. How to solve problems in groups.

### The Enterprise Foundation

A Guide to Community Planning: Neighborhood-Planning Initiatives an Overview of Developing and Managing that Works. Atlas Books, 1999.

### Fisher, Roger, and Alan Sharp

Getting It Done: How to Lead When You're Not in Charge. New York, Harper, 1998.

No-nonsense guide to successful persuasion and influence, essential qualities for collaboration.

### Fisher, Roger, and William Ury

Getting to Yes: Negotiating Agreement Without Giving In. New York, Penguin Books, 1983.

The design books, 1703.

The classic popular bood on negotiating. Much of life is negotiation, and most meetings involve it.

### Tannen, Deborah

You Just Don't Understand: Women and Men in Conversation. New York, Ballantine Books, 1990.

A classic in the field of interpersonal communications.

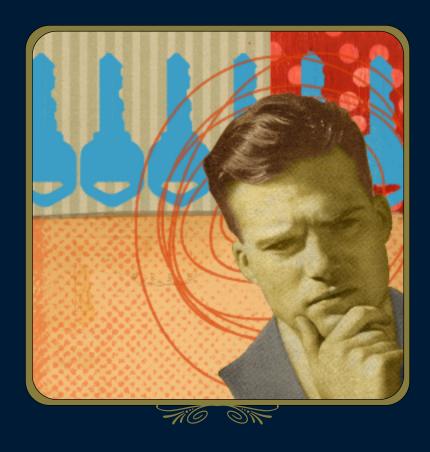


# ELM STREET



DCED GUIDELINES & APPLICATION





# ELM STREET



### ELM STREET PROGRAM MEASUREMENT AND PERFORMANCE EVALUATION MATRIX

CLEAN, SAFE & GREEN	DCED Program Measurements Required from Local Organization	PDC Recommended Program Measures
A CLEAN	A-1: Friendly Spaces & Neglected Places Inventory	A-3: Keep PA Beautiful Litter Index
A. CLEAN	A-2: Number of Public Trash Recepticles in the Elm Street Neighborood	
	B-1: Crime-Related 911 Calls from the Elm Street Neighborhood	B-5: Number of Active Neighborhood Block Watches
D CAFE	B-2: Part 1 Crimes Committed Within the Elm Street Neighborhood	B-6: Number of Street Lights Out of Operation
B. SAFE	B-3: Part 2 Crimes Committed Within the Elm Street Neighborhood	B-7: Current Foot-Candle Power Reaching Street Level
	B-4: Nuisance Properties Mitigated	B-8: Intersections Perceived To be Unsafe Due to Traffic
C. GREEN	C-1: Number of Trees in the Public Right of Way	C-3 Street Tree Survey
C. GREEN	C-2: Number and Acres of public GREEN space	
DESIGN	DCED Program Measurements Required from Local Organization	PDC Recommended Program Measures
	D-1-a: Number of Façade Projects Completed with Elm Street Funding	D-3: Number of Code Violation Registered (Annually)
D. FACADES	D-1-b: Number of Façade Projects Completed with Private/Other Funding	D-4: Parcel Specific Land Use Inventory
	D-2: Number of Building Permits Approved Within the Elm Street Neighborhood	D-5 : Number of Historic Structures
A. STREETSCAPES	E-1: Linear Feet of Streetscape Improvements	D-6: Neglected Streets and Allys
NEIGHBORS AND ECONOMY	DCED Program Measurements Required from Local Organization	PDC Recommended Program Measures
E MEIOLIDODO	F-1: "Third Place" Inventory	F-3: Neighborhood "Physical" Institutions
F. NEIGHBORS	F-2: Reserved for Future Use	F-4: Average Years as a Resident
	G-1: Housing Statistics	G-3: Number of Homeownership Program Participants
	G-1-a: Average Household Rents	G-4: Number of Businesses in The Elm Street Area
	G-1-b: Average Home Sales Prices	G-5 Total Number of Structures in The Elm Street Area
G. ECONOMY	G-1-c: Average Time on Market of Houses Sold	
	G-2: Property Values	
	G-2-a: Total Assessed Value of Land Within the Elm Street Neighborhood	
	G-2-a: Total Assessed Value of Buildings Within the Elm Street Neighborhood	
MAGE & IDENTITY	DCED Program Measurements Required from Local Organization	PDC Recommended Program Measures
H. IMAGE	H-1: Reserved for Future Use	H-2: "Media Mentions" Inventory
LIDENTITY	I-1: Number of People Desiring to Stay Living in the Elm Street Neighborhood	I-3: Number of Neighborhood Special Events
I. IDENTITY	I-2: Number of People Identifying with the Character of the Community	I-4: Number of Neighborhood "Icons"
SUSTAINABLE ORGANIZATION	DCED Program Measurements Required from Local Organization	PDC Recommended Program Measures
	J-1: Attendance Rates at Board and Committee Meetings	J-5: Number of Members of Local Elm Street Organization
J. SUSTAINABLE ORGANIZATIONS	J-2: Number of Volunteer Hours Recorded	J-6: Number and Members of Local Organizations
J. SUSTAINABLE ORGANIZATIONS	J-3: Non-Elm Street Dollars Raised in Support of the Revitalization Effort	J-7: Number of Youth Programs and Participation Rates
	J-4: Reserved for Future Use	