

**CITY OF SPRINGFIELD  
OFFICE OF DISASTER RECOVERY & COMPLIANCE**

**REQUEST FOR PROPOSALS FOR PARTNERSHIPS FOR THE NATIONAL DISASTER RESILIENCE  
COMPETITION (NDRC)**

**ADDENDUM #2**

**Submitted Questions and Responses**

- 1. QUESTION: Where can we find the stated CDBG-NDR deadlines and regulations?**

**RESPONSE:** The CDBG-NDR NOFA is available on the HUD website

[http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/administration/grants/fundsavail/nofa14/ndrc](http://portal.hud.gov/hudportal/HUD?src=/program_offices/administration/grants/fundsavail/nofa14/ndrc)

The spending deadline listed in the NOFA is September 30, 2019, this deadline will most likely be extended, but deadline extensions will need to be submitted to HUD on a case-by-case basis.

- 2. QUESTION: Where can we find the city's stated NDR framework?**

**RESPONSE:** A brief description of the City's framework and umbrella that all projects will fall under was described briefly within the RFP. To provide more detail, attached is the current DRAFT of the executive summary for the Phase II application which also describes the City's approach/framework.

- 3. QUESTION: Where can we find a copy of the city's Phase I NDRC application?**

**RESPONSE:** The City's NDRC Phase I application can be found on the City's website

<http://www.springfield-ma.gov/planning/index.php?id=ndrc>

- 4. QUESTION: Can you please provide an updated map and/or the target neighborhoods?**

**RESPONSE:** Map is attached.

# Modeling a Resilient & Equitable Urban Watershed

## *Enhancing Protection and Strength in Vulnerable Neighborhoods*

Springfield is a low-income post-industrial City located on the banks of the Connecticut River and made up predominantly of people of color. The City experienced five presidentially-declared disasters in 2011-2013, including hurricanes, blizzards, and an EF3 tornado. The chronic stressors of poverty, aged infrastructure, inequitable access to opportunity and a limited tax base left Springfield's very-low-income neighborhoods particularly vulnerable to harm from the disasters and made them slower to recover than surrounding communities. Climate change science indicates that Springfield is likely to experience increased extreme weather events, particularly heat events and those which will include increased duration and volume of rainfall.

Drawing on strategies identified in the recently-completed regional Sustainable Communities initiative, Springfield will increase the resilience of its low-income and vulnerable residents through a portfolio of interventions, each of which is designed to provide environmental, economic and social benefits to its urban core riverfront neighborhoods. By jump-starting the recommended strategies and interventions, Springfield will serve as a model for other urbanized watersheds.

## **Project Goals & Rationale**

### ➤ **Flood & Heat Protection for Vulnerable Populations & Critical Services**

The disasters caused extreme damage and degradation to Springfield's internal waterways, flood protection systems, and dams, which has led to increased speed and volume of stormwater flow and leaves lower-lying neighborhoods and the region's only trauma hospital at increased risk of catastrophic flood. Disasters also devastated the City's tree canopy, contributing to increased heat island effect.

### ➤ **Clean and Redundant Energy**

A shift to clean energy will reduce the City's contribution to greenhousegas emissions, lowering the contribution to the cause of rising temperatures. The repetitive winter and high wind storms that Springfield experiences now—and expects to experience more frequently—interrupt power, sometimes for as long as two weeks. In addition, on an ongoing basis, the City's very-low-income population struggles to meet high utility costs and retain electric power and heat.

### ➤ **Healthy People and Neighborhoods**

Springfield residents have high rates of asthma—16%—which is exacerbated by ozone, air pollutants, and mold. Elderly and disabled residents are endangered by rising temperatures caused by the extensive loss of tree canopy. The housing stock in Springfield's riverfront neighborhoods is aged and distressed, contributing toxins to the environment, endangering residents, and leaving the housing stock particularly susceptible to harm in a disaster. The City will be strengthening and creating more livable neighborhoods by increasing access to public amenities and increasing greenspace.

➤ **Improved Business Environment**

Springfield's unemployment rate is generally about 2% above Massachusetts' rate, and the City has a skills-education mismatch: 56% of residents 25 or older do not have any education beyond high school. While the City has recently attracted a number of industries that will enhance the tax base, residents may not be in a position to benefit from new opportunity without training and implementation of effective job ladders.

## NDRC EXECUTIVE SUMMARY

Springfield, Massachusetts, located at the crossroads of New England at the confluence of four rivers, is creating a model **Urban Watershed Resilience Zone**, throughout which the City will undertake measures to improve flood protection and water quality. Two **Green Impact Nodes** within the economically distressed Zone will combine introduction of redundant energy sources, healthy homes rehabilitation, neighborhood recreation amenities, improved water flow and protection from major flood risks in a cluster of activities designed to spur further private investment and improve the lives of low-income residents. Development of the environmentally-sensitive **Springfield Innovation Center** and introduction of **green workforce training and opportunities** throughout the resilience zone will enhance the City's business environment and assist unemployed residents with jobs. The City's portfolio of projects will protect the region's only Level I Trauma Center from the risk of catastrophic flooding, will create a hydroelectric-powered elementary school which will serve as a community emergency center in any future disaster, and will improve local and regional water and air quality.

The City and its partners request \$ [REDACTED] in the National Disaster Resilience Competition (NDRC) funds to support this portfolio of resilience projects, which will leverage \$ [REDACTED] in other investments. Drawing on strategies identified in the 2012-2014 regional Sustainable Communities planning initiative, the proposed interventions will provide environmental, economic and social benefits to the City's urban core riverfront neighborhoods. By implementing the recommended strategies and interventions, Springfield will serve as a model for other urbanized watersheds in the Pioneer Valley and the northeast. The projects will significantly enhance the long-term commitment that Springfield has already made to resilience and adaptation to climate change through long-term planning, legislative and policy change.

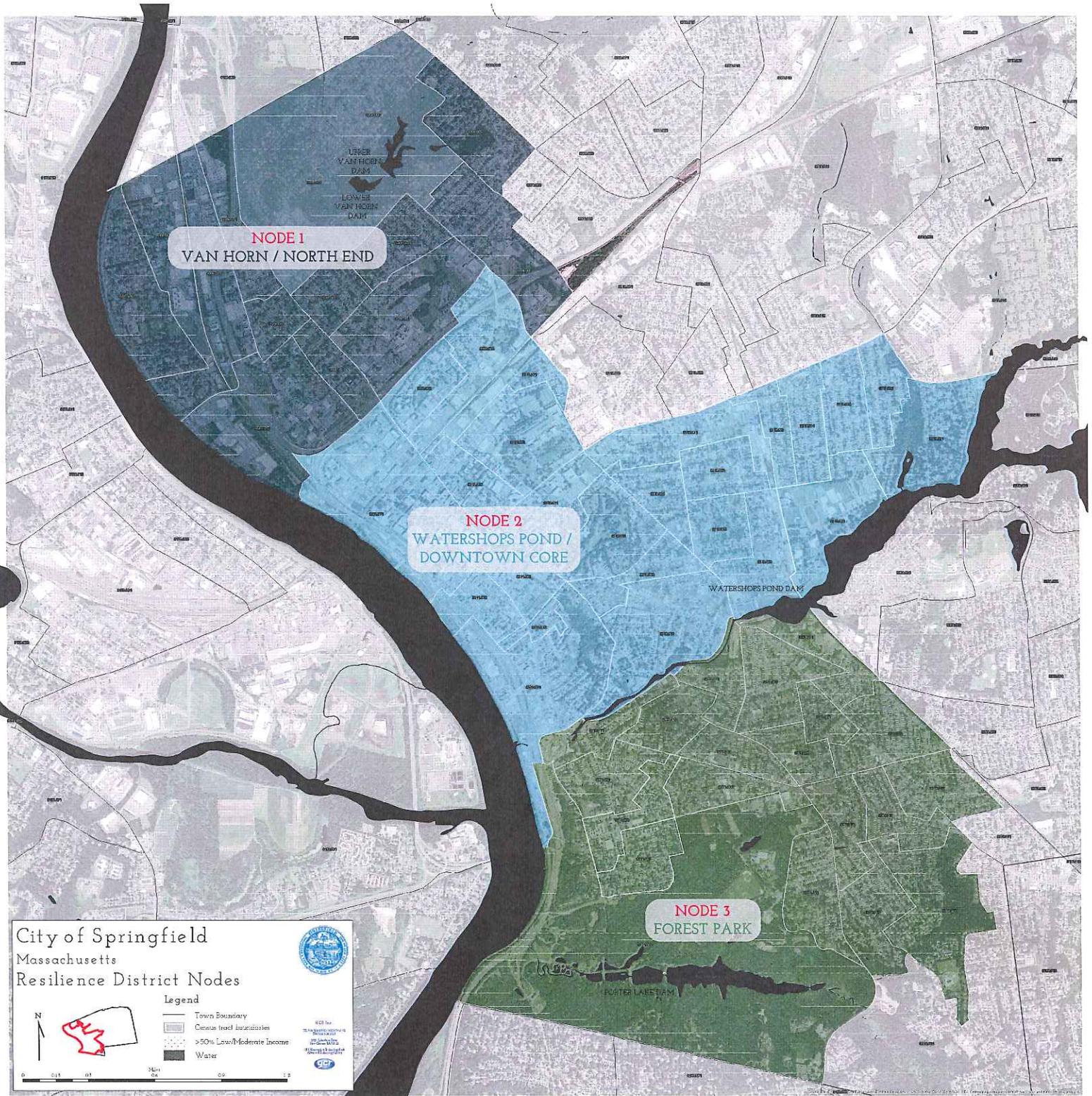
The impacts of climate change and recognition of the need to find ways to live with water and the changing physical environment became strikingly apparent for Springfield during the period 2011 through 2013, when the city experienced five presidentially-declared weather-related disasters. The most severe was an EF3 tornado—very unusual in New England—which tore a ½ mile wide, 6.2-mile long swath of destruction through the heart of downtown and the City’s residential neighborhoods. Tornado damage to structures, including leaking roofs, were exacerbated by wind and rains of Tropical Storm Irene in August 2011. Another freak storm, the October 2011 record early snowstorm, decimated the City’s tree canopy which was vulnerable because trees were still fully leafed out. Springfield’s other disasters were a 2011 blizzard and 2013 Superstorm Nemo.

Springfield is located in western Massachusetts and is the fourth largest city in New England, with a population of roughly 150,000, and a metropolitan area of almost 700,000. While the City is unique in experiencing so many disasters in such a short time, it is otherwise a prototypical northeast post-industrial city. The City was a manufacturing leader in the 1960’s, but has experienced economic decline over the last half-century, led by loss of manufacturing jobs, exacerbated by white flight, and further impacted by foreclosures, abandonment and vacancy. As Springfield lost economic ground, its economic distress has become geographically concentrated in the neighborhoods the City is designating as the Urban Watershed Resilience Zone. These neighborhoods abut the downtown area and are closest to the Connecticut River, and have poverty rates approaching or exceeding 40%. The neighborhoods are predominantly made up of people of color—reflecting the segregation of the region, the target neighborhoods include [redacted] % of all Latinos and [redacted] % of all blacks in the Springfield metropolitan area.

Springfield as a whole has a 32% poverty rate. Widespread and deep poverty negatively impacts the tax base, making it difficult for the City to contend with aged infrastructure and vulnerable residents. The City functions as a gateway city for migrant Puerto Ricans and immigrants and refugees from Vietnam, Eastern Europe, and African nations. While the City is still the employment and economic center for the region, high paid workers tend live outside the Springfield, while City residents are more likely to be in low-paying positions or are unemployed.

Poverty, unemployment, and high rates of health problems are chronic stressors that make Springfield and its residents extremely vulnerable in the face of disaster. Layered onto these stressors, climate change science indicates that Springfield is likely to experience increased extreme weather events, particularly heat events and storms which will include increased duration and volume of rainfall. Increased rain combined with environmental degradation from past disasters makes low-lying distressed neighborhoods subject to localized flooding, and overwhelms the City's combined sewer overflow outlets. CSO overflow and stormwater runoff pollutes the Connecticut River, a National Blueway that flows through four states from the Canadian border to the Long Island Sound.

Past disasters have compromised the Van Horn and Watershops Pond dams along tributaries in the City; the failure of either would lead to catastrophic flooding of very low-income neighborhoods. Springfield's extensive loss of tree canopy contributes to increased heat island effect in the City and to decreased air quality throughout the region. Poor air quality exacerbates asthma, which Springfield residents suffer from at higher-than-average rates. The ability of the City and region to recover from extreme weather events is often complicated by loss of electric power, compromising the response of hospitals and other emergency services.



City of Springfield  
 Massachusetts  
 Resilience District Nodes



Legend

- Town Boundary
- Census tract boundaries
- >50% Low/Moderate Income
- Water

