North End Community Economic Development Plan

A Road Map For The Future

North End Community Economic Development Plan

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August 24, 2017

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NORTH END COMMUNITY IMPROVEMENT COLLABORATIVE

North End Community Economic Development Plan
Executive Summary

In 2008, the North End Community Improvement Collaborative completed a four year strategic plan, which identified as a primary goal the creation of a community economic development "campaign" building upon the organization's existing work and addressing the complex and intersecting housing, workforce, and business development opportunities and challenges on the North End.

In 2010 NECIC's first North End Community Economic Development (CED) Plan was unveiled to the public. The first plan of its kind in the City of Mansfield, NECIC's CED plan was unanimously adopted by Mansfield City Council in 2011.

In 2015, NECIC began the process of updating the plan to ensure that the data, and recommendations articulated in the document were current, responsive, and aligned with, not only the realities of a post-industrial, rust belt economy, but with the dreams and visions of the people who live and work in Mansfield's North End neighborhoods.

To that end, a series of community conversations were held to gather input on the types of revitalization activities residents and stakeholders felt were needed to improve the North End. The results of these conversations were used to construct a comprehensive plan for the North End. The document serves a number of purposes: to convey the shared values of the community, to document its history, to illustrate the area's opportunities and challenges, and finally, to guide and direct all future redevelopment efforts occurring on the North End.

The North End Community Economic Development Plan consists of two distinct chapters. Chapter 1 is an Economic Base Assessment (EBA) of Mansfield's North End. The EBA has seven distinct sections:

1. Geographic and Demographic Profile
2. Income
3. Consumer Trends and Food Access
4. The North End Economy
5. Barriers To Prosperity
6. Education
7. Housing

Overall, the EBA is a collection of data and analysis that provides a "snapshot" of the state of the North End community in 2015/2016, particularly the current state of the local economy.

Chapter 2 of the document is the Community Economic Development (CED) Plan. Chapter 2 is broken into seven distinct sections:

1. Purpose and Vision
2. Historical Summary
3. Past Planning Efforts
4. Resident Input – Community Surveys
5. Plan Components
6. Target Areas
7. Appendix

Of particular importance in chapter 2 are the **Plan Components, and Target Areas.** The plan's seven component areas include: land use, housing, economic development, education, public infrastructure/transit, community spaces, and health and safety. Plan component area recommendations include:

Executive Summary Continued

Land Use Recommendations:

1. Improve the public information process.
2. Decrease housing density.
3. Create mixed-use, housing/commercially zoned districts.
4. Prohibit environmentally harmful commercial enterprises from locating in residential neighborhoods.

Housing Recommendations:

1. Increase housing code enforcement.
2. Reduce land speculation.
3. Develop affordable housing options, particularly for single childless adults, seniors, single parent families, ex-offenders, artists, residents in need of supportive housing, and youth aging out of the foster care system.
4. Continue targeted demolitions.
5. Ensure that demolitions are being done in such a way that is conducive for future new construction.
6. Increase the availability of housing related educational resources for residents including: financial literacy, personal credit, buyer readiness, foreclosure prevention, home maintenance, and tenants rights.
7. Increase the capacity of local housing practitioners to improve all aspects of local housing: affordability, availability, health, and safety etc.

Economic Development Recommendations:

1. Surveyed North End residents indicated that the most needed business on the North End is a grocery store. Moreover, residents indicated that business development efforts should focus on the following: 1) more locally owned and operated businesses, 2) businesses that create jobs, particularly those that pay a "living wage," 3) more African-American owned businesses, 4) the creation of affordable, recreation businesses for kids of all ages, 5) more businesses within walking distance of the neighborhoods.
2. Redevelop vacant commercial properties and land.
3. Encourage small business development through micro-lending, new market tax credits, etc.
4. Target resources to use the Arts as an economic development strategy.
5. Develop commercial nodes in well-traveled intersections, and target areas.
6. Prioritize workforce development.
7. Explore worker owned business ownership models

Education Recommendations:

1. Address systemic barriers to equity in education by adopting the strategies presented in the "Opportunity Youth Playbook."
2. Increase resident financial literacy.
3. Increase resident civic engagement through education.
4. Increase after-school programming for young people.
5. Increase mentor opportunities for young people including career based, vocational apprenticeships, and entrepreneurial mentorship.
6. Increase entrepreneurship by utilizing new and existing entrepreneurial educational approaches that will provide students with strategies, resources and tools to start and sustain profitable businesses.

Executive Summary Continued

Public Infrastructure/Transit Recommendations:

1. Improve and maintain streets and sidewalks.
2. Prioritize the replacement of portions of the North End's aging sewer system.
3. Improve and update street and sidewalk infrastructure to increase bicycling and walkability of neighborhoods.
4. Increase public transportation options by expanding the hours of operation, and the areas served by current bus routes.
5. Increase local match dollars to increase the federal support for public transit.
6. Prioritize a flood mitigation strategy such as the Upper Touby Run Dam Project.
7. Prioritize Brownfield remediation to improve redevelopment options and to increase property values of surrounding properties.

Community Spaces Recommendations:

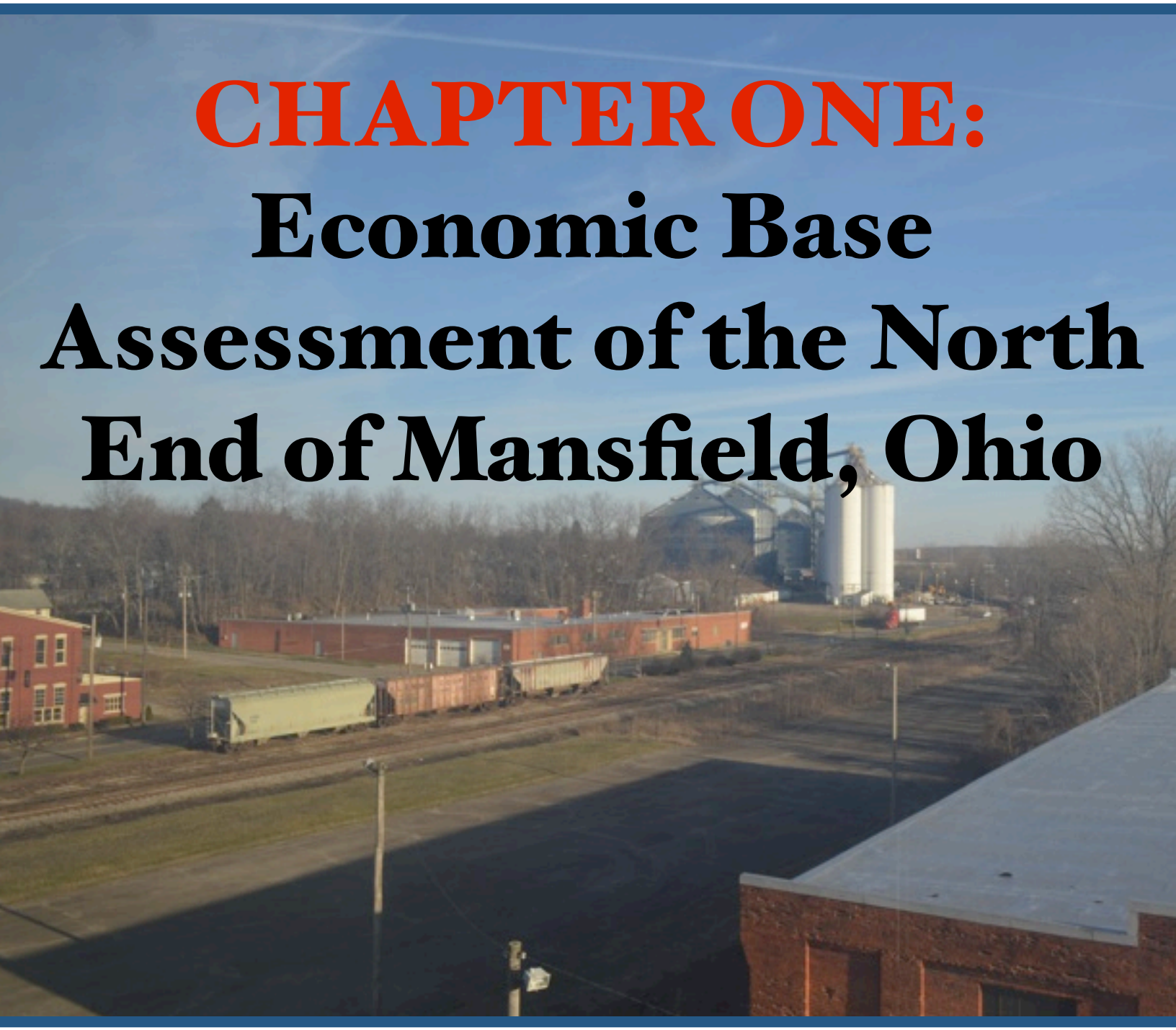
1. Maintain the natural environment.
2. Prioritize public art projects.
3. Prioritize the creation of community centers, particularly as a strategy for reusing vacant buildings.
4. Prioritize beautification throughout the North End, but particularly in entrances and major thoroughfares.

Health and Safety Recommendations:

1. Address the current opiate addiction crisis as an issue of public health, deemphasize the use of the criminal justice system as a means to treat drug addiction. There is zero evidence that the "war on drugs" is effective, the number of addicts has steadily increased in spite of decades of mass incarceration, and trillions of dollars spent to wage war on the American people. A local priority is to increase the access to residential/in-patient addiction treatment centers in Richland County.
2. Prioritize continued efforts to provide education, resources, and tools for the remediation of housing related health and safety issues like lead based paints and asbestos, so prevalent in older homes like those on the North End.
3. Prioritize decreasing minority health disparities through culturally competent community engagement, and intentional data collection by health care practitioners.
4. Prioritize violence reduction and address the underlying educational, and socio-economic conditions that lead to violent behaviors in our community.
5. Explore the viability of Instant Mutual Aid agreements between local emergency service providers to improve emergency response times across jurisdictional boundaries.

Target Areas:

1. Sixth and Bowman
2. Woodland Avenue
3. Longview Avenue
4. West Fourth Street Corridor
5. North Main Street Corridor



CHAPTER ONE:

Economic Base Assessment of the North End of Mansfield, Ohio

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Section I

Geographic and Demographic Profile

Mansfield and Richland County

Mansfield, Ohio is the county seat of Richland County, the twenty-sixth largest county in the state.[1]

Mansfield is a "blue-collar area situated in the Appalachian hills of north central Ohio. It is approximately fifty minutes north of Columbus and approximately sixty minutes south of Cleveland. Richland County is a combination of rural and urban areas, with a blending forest and rolling farmlands...Interstate 71, 13, and 30 provides direct access into Richland County, which is critical to the movement of people and commerce."[2] Mansfield was founded in 1808, and covers an area of 30.87 square miles.[3]

As of 2017, Mansfield is located in Ohio's 12th Congressional District.[4] At the State level, Mansfield is located in District 2 of the Ohio House of Representatives, and District 22 of the Ohio Senate.[5] [6] The City of Mansfield is governed by a Mayor and City Council.[7]

Figure 1: Richland County, Ohio

Figure 2: Mansfield/Richland County

Figure 3: Mansfield/Richland County Population[8]

	Population	Population by Race			Population by Sex	
		White	Black	Other	Male	Female
Richland County	124,475	108,870 (87.4%)	11,709 (9.4%)	3,896 (3.2%)	62,927 (50.5%)	61,548 (49.4%)
Mansfield	47,829	35,464 (74.1%)	10,258 (21.4%)	2,107 (4.4%)	25,207 (52.8%)	22,622 (47.2%)

Figure 4: Mansfield/Richland County Population by Age[9]

	Population by Age					Median Age
	0 to 19	20 to 34	35 to 54	55 to 74	75+	
Richland County	31,336 (25.1%)	21,950 (17.6%)	34,372 (27.6%)	27,128 (21.8%)	9,698 (7.8%)	40.9
Mansfield	10,985 (23.0%)	10,527 (22.0%)	12,960 (27.1%)	9,350 (19.5%)	4,003 (8.4%)	38.8

The North End

The North End Community Improvement Collaborative, Inc. (NECIC) defines the "North End" of Mansfield, as census tracts 6, 7, and 16 of Richland County, Ohio. As illustrated in Figure 5, census tracts 6 and 7 is the region bordered by Trimble Road on its west, North Main Street on its east, Park Avenue West on its south, and Longview Avenue on its north. So defined, this region also contains a small section of census tract 31 in downtown Mansfield.

Census Tract 16 is the region bordered by Poth Road on the north, S.R. 39/Springmill Street and S.R. 30 on the south, North Trimble Road on the west and Bowman Street on the east.

As defined, the North End encompasses an area of roughly 3.78 square miles. The region is located within the 4th and 5th City Council Wards and The Mansfield City School District.

Figure 5: The North End

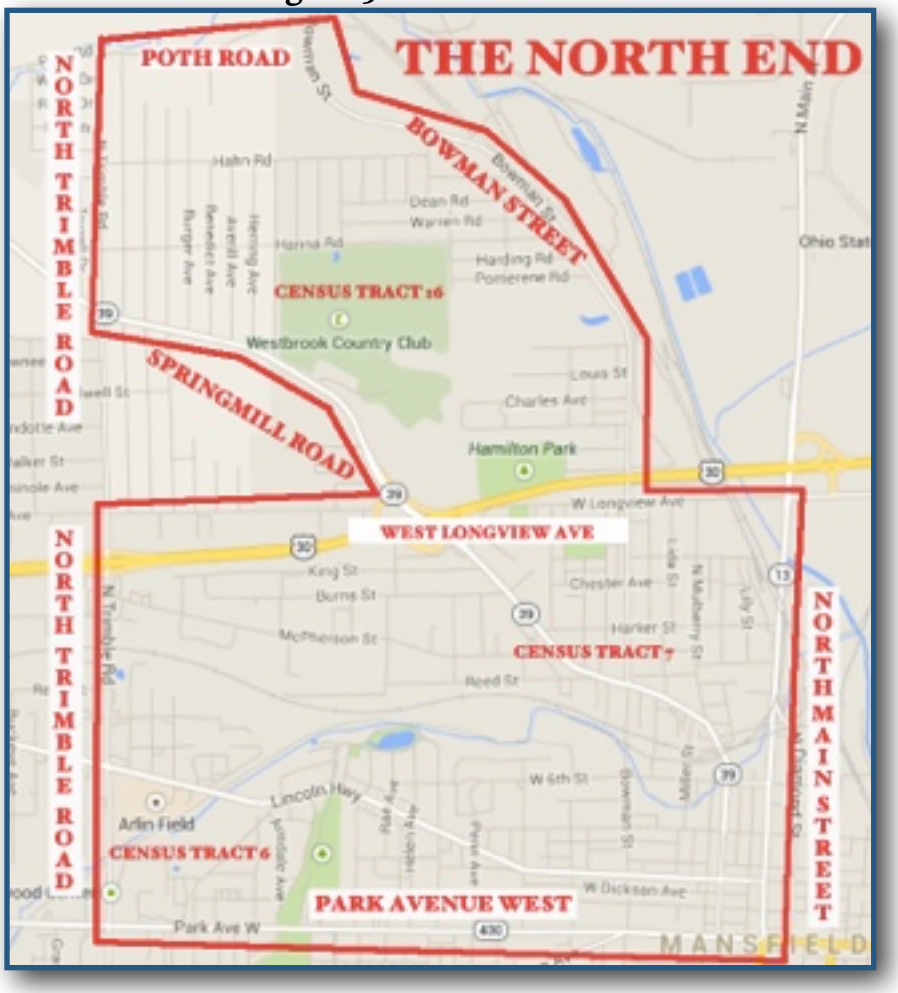


Figure 6: North End Population by Race, Sex, and Census Tract[10]

	Population	Population by Race			Population by Sex	
		White	Black	Other	Male	Female
Census Tract 6	3,273	1,809 (55.2%)	1,243 (37.9%)	221 (8.9%)	1,631 (49.8%)	1,642 (50.1%)
Census Tract 7	2,771	1,160 (41.8%)	1,446 (52.1%)	165 (6.1%)	1,316 (47.4%)	1,455 (52.5%)
Census Tract 16	1,845	1,661 (90.0%)	127 (6.8%)	57 (3.2%)	870 (47.1%)	975 (52.8%)
"North End" Total	7,889	4,630 (58.6%)	2,816 (35.6%)	443 (5.8%)	3,817 (48.3%)	4,072 (51.6%)

According to the 2010 Census, Mansfield's North End is home to 7,889 residents. As illustrated in figure 6, 58.6% of North End residents are white, 35.6% are black, and 5.8% are some other race. It is noteworthy that of the 11,709 black residents of Richland County, 87.6% (10,258) live in the City of Mansfield. Moreover, 27.5% (2,816) of Mansfield's black residents live on the North End. Despite the overall racial diversity of the target census tracts, it is important to note that census tract 16 is predominantly white (90.0%).

The median age of North End residents is 34.6 years, slightly lower than Richland County and Mansfield at 40.9 and 38.8 years respectively. As illustrated in figure 7, The North End is also home to a large number of residents under the age of 19. Roughly one third (31.1%) of the population of the North End is 19 years old or younger.

Figure 7: North End Population By Age [11]

	Population by Age					Median Age
	0 to 19	20 to 34	35 to 54	55 to 74	75+	
Census Tract 6	1,058 (32.3%)	685 (20.9%)	874 (26.7%)	547 (16.7%)	109 (3.3%)	32.3
Census Tract 7	909 (32.8%)	509 (18.4%)	752 (27.1%)	468 (16.9%)	133 (4.8%)	34.1
Census Tract 16	487 (26.4%)	331 (17.9%)	507 (27.5%)	405 (22.0%)	115 (6.2%)	40.5
"North End" Total	2,454 (31.1%)	1,525 (19.3%)	2,133 (27.0%)	1,420 (18.0%)	357 (4.5%)	34.6

As figure 8 demonstrates, in the period between 2000 and 2010, the populations of Richland County and Mansfield declined by 3.4% and 8.5% respectively. In the same period, the population of the North End shrunk by 22.1%. This is more than twice the rate of population loss as the City of Mansfield and roughly six times the rate of loss at the county level. Population loss in census tracts 6 and 7 during this period was particularly pronounced at 27.5% and 20.6% respectively.

Figure 8: Population Change [12]

	Population				Percent Change	
	2000 Census	2010 Census	2014 Estimates	2019 Projections	2000-2010	2014-2019
Richland County	128,857	124,475	121,834	121,639	-3.4%	0.1%
Mansfield	52,320	47,829	46,679	45,710	-8.5%	-2.0%
Census Tract 6	4,515	3,273	3,188	2,898	-27.5%	-9.0%
Census Tract 7	3,493	2,771	2,745	2,585	-20.6%	-5.8%
Census Tract 16	2,129	1,845	1,822	1,743	-13.3%	-4.3%
"North End" Total	10,137	7,889	7,755	7,226	-22.1%	-6.8%

Figure 9: Marital Status [13]

	Married	Married, Spouse Absent	Divorced	Widowed	Never Married
Census Tract 6	865 (35.4%)	165 (6.8%)	440 (18.0%)	113 (4.6%)	1,026 (42.0%)
Census Tract 7	693 (32.8%)	95 (4.5%)	398 (18.8%)	166 (7.9%)	856 (40.5%)
Census Tract 16	636 (43.1%)	71 (4.8%)	228 (15.5%)	147 (10.0%)	463 (31.4%)
North End Total	2,194 (36.4%)	331 (5.5%)	1,066 (17.7%)	426 (7.1%)	2,345 (38.9%)
Mansfield	16,022 (41.5%)	2,392 (6.2%)	5,646 (14.6%)	3,403 (8.8%)	13,547 (35.1%)
Richland County	51,665 (51.8%)	4,070 (4.1%)	12,018 (12.1%)	7,856 (7.9%)	28,171 (28.3%)
Ohio	4,727,844 (50.4%)	336,267 (3.6%)	1,149,694 (12.3%)	603,523 (6.4%)	2,901,264 (30.9%)
United States	129,616,757 (50.6%)	12,388,222 (4.8%)	28,224,674 (11.0%)	15,128,855 (5.9%)	83,271,524 (32.5%)

The family unit is a key factor to the economic health of a community. The social support or lack thereof provided by one's family is a crucial component of social and economic health and quality of life. In fact, according to noted marriage researchers Drs. Linda J. Waite & Maggie Gallagher, "When it comes to building wealth or avoiding poverty, a stable marriage may be your most important asset." [14]

As illustrated in figure 10, there exists a great diversity of family types in America today. In fact, families are as varied and unique as the individuals that make them up. According to the 2010 census, there are 2,085 families living on the North End. Of those North End families, 997 (47.8%) are made up of a married couple; 108 North End families (5.2%) are headed by a single male, and 980 North End families (47.0%) are headed by a single female. Furthermore, as figure 12 shows, 1,122 (34.1%) North End households have children under the age of eighteen. Of those households, 381 (34.0%) are headed by a married couple. This is roughly half the national average of 67.6%. Only 45 (4.0%) North End households with children under eighteen are headed by a single father. Most of these households are located in census tract 6. The majority (696 or 62.0%)

Figure 10: Diversity of Families [15]

Family Type	In the United States:
Two Parent	Approximately 50% of all families with youngsters under age 18 are composed of two biological parents and their children. Some 2 million children have parents who are gay, lesbian, or bisexual.
Single-Parent	Single-parent families make up 27% of households with children under age 18.
Cross Generational	Approximately 670,000 families with children under age 18 have a family member age 65 or older living with them. Roughly 2.5 million children under age 18 live with one or both parents in their grandparents' home.
Adoptive/Foster	Approximately 120,000 children are adopted each year. 6.3 children per 1,000 live in out-of-home foster care.
Never-Married	About 1.5 million unmarried couples have at least one child under age 15.
Blended	About 20% of children in two-parent households live in blended families.
Grandparents as Parents	Approximately 1.3 million children under age 18 live with their grandparents.

Figure 11: Households and Families [16]

	Total Households	Total Families	Married Couple Family Household	Male Householder, No Wife Present, Family Household	Female Householder, No Husband Present, Family Household	Non-family Households
Census Tract 6	1,165	681	364 (53.5%)	47 (6.9%)	270 (39.6%)	484
Census Tract 7	1,376	890	352 (39.6%)	30 (3.4%)	508 (57.1%)	486
Census Tract 16	747	514	281 (54.7%)	31 (6.0%)	202 (39.3%)	233
North End Total	3,288	2,085	997 (47.8%)	108 (5.2%)	980 (47.0%)	1,203
Mansfield	18,779	10,287	6,467 (62.9%)	561 (5.5%)	3,259 (31.7%)	8,492
Richland County	48,458	31,166	23,215 (74.5%)	1,698 (5.4%)	6,253 (20.1%)	17,292
Ohio	4,557,655	2,949,414	2,166,027 (73.4%)	197,510 (6.7%)	585,877 (19.9%)	1,608,241
United States	115,610,216	76,744,358	56,305,876 (73.4%)	5,435,145 (7.1%)	15,003,337 (19.5%)	38,865,858

Figure 12: Households With Own Children Under 18 Years[17]

	Average Family Size	Households With Own Children Under 18 Years			
		Total	Married Couple Family Household	Male Householder, No Wife Present, Family Household	Female Householder, No Husband Present, Family Household
Census Tract 6	3.51	306 (26.3%)	115 (37.6%)	30 (9.8%)	161 (52.6%)
Census Tract 7	2.62	560 (40.7%)	128 (22.9%)	0 (0.0%)	432 (77.1%)
Census Tract 16	3.24	256 (34.3%)	138 (53.9%)	15 (5.9%)	103 (40.2%)
North End Total	X	1,122 (34.1%)	381 (34.0%)	45 (4.0%)	696 (62.0%)
Mansfield	2.93	4,385 (23.4%)	2,037 (46.5%)	269 (6.1%)	2,079 (47.4%)
Richland County	3.00	12,545 (25.9%)	7,843 (62.5%)	911 (7.3%)	3,791 (30.2%)
Ohio	3.06	1,269,793 (27.9%)	823,746 (65.1%)	101,082 (8.1%)	344,965 (27.2%)
United States	3.24	34,165,566 (29.6%)	23,085,472 (67.6%)	2,624,246 (7.7%)	8,455,848 (24.7%)

of North End households with children under eighteen are headed by single mothers. This is more than double the national average of 24.7%. Census tract 7 is home to a particularly large number of households headed by single mothers (432 or 77.1%), more than three times the national average.

Figure 13: Richland County Group Quarters Population[18]

Group Quarters	Population
Total	6,755
Institutionalized Population	6,099
Institutional: Correctional Facilities For Adults	4,967
Institutional: Juvenile Facilities	83
Institutional: Nursing Homes	1,049
Institutional: Other	0
Non-institutionalized Population	656
Non-institutional: College Dorms	248
Non-institutional: Military Quarters	0
Non-institutional: Others	408

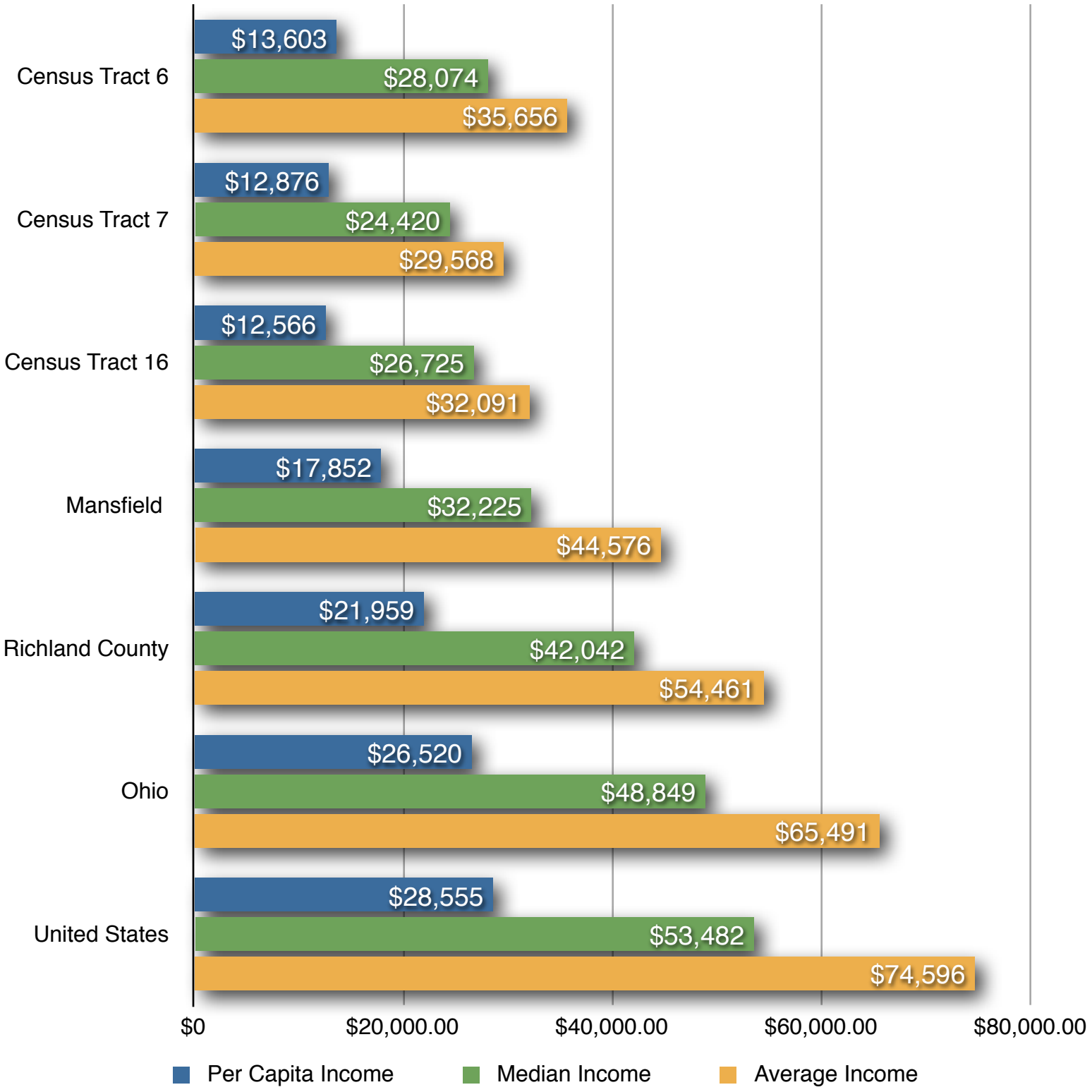
Figure 14: Correctional Institutions In Mansfield

According to the U.S. Census Bureau, there are 6,775 persons living in group quarters in Richland County. Examples of group quarters include: college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, workers' dormitories, and facilities for people experiencing homelessness. Of the 6,775 persons living in group quarters, 4,967 are incarcerated adults, and 83 are incarcerated youth. The remaining 1,725 persons are housed in another type of group quarter as illustrated in figure 13. The U.S. Census indicates that there are 125 individuals living in non-institutional group quarters on the North End.[19]

Mansfield is home to two prisons: 1) The Mansfield Correctional Institution (MANCI), and 2) The Richland Correctional Institution (RICI). MANCI is a mixed-security state prison for men. The facility opened in 1990 and has a maximum capacity of 2,558. RICI is also a mixed-security state prison for men. RICI was opened in 1998 and has a maximum capacity of 2,534. MANCI and RICI are among the top twenty major employers in Richland County. MANCI is the 10th largest employer providing 621 jobs, and RICI is the 14th largest employer providing 443 jobs for the local economy.[20] [21] [41]

Income

Figure 15: Household Income (2014 Estimate)[22]



Income is a key component to economic well being and wealth building. As illustrated in figure 15, the per capita household incomes of the census tracts that make up the North End (CT6: $13,603; CT7: $12,876; CT16: $12,566) are all less than half the per capita household income of the United States ($28,555). They are also significantly lower than the per capita household incomes of Mansfield ($17,852), Richland County ($21,959), and Ohio ($26,520). This income gap is also evident in the region's median and average household incomes. The mean and average incomes of the census tracts that make up the North End (CT6: $28K/36K; CT7: $24K/30K; CT16: $27K/32K) are roughly half that of the nation as a whole ($53,482 and $74,596).

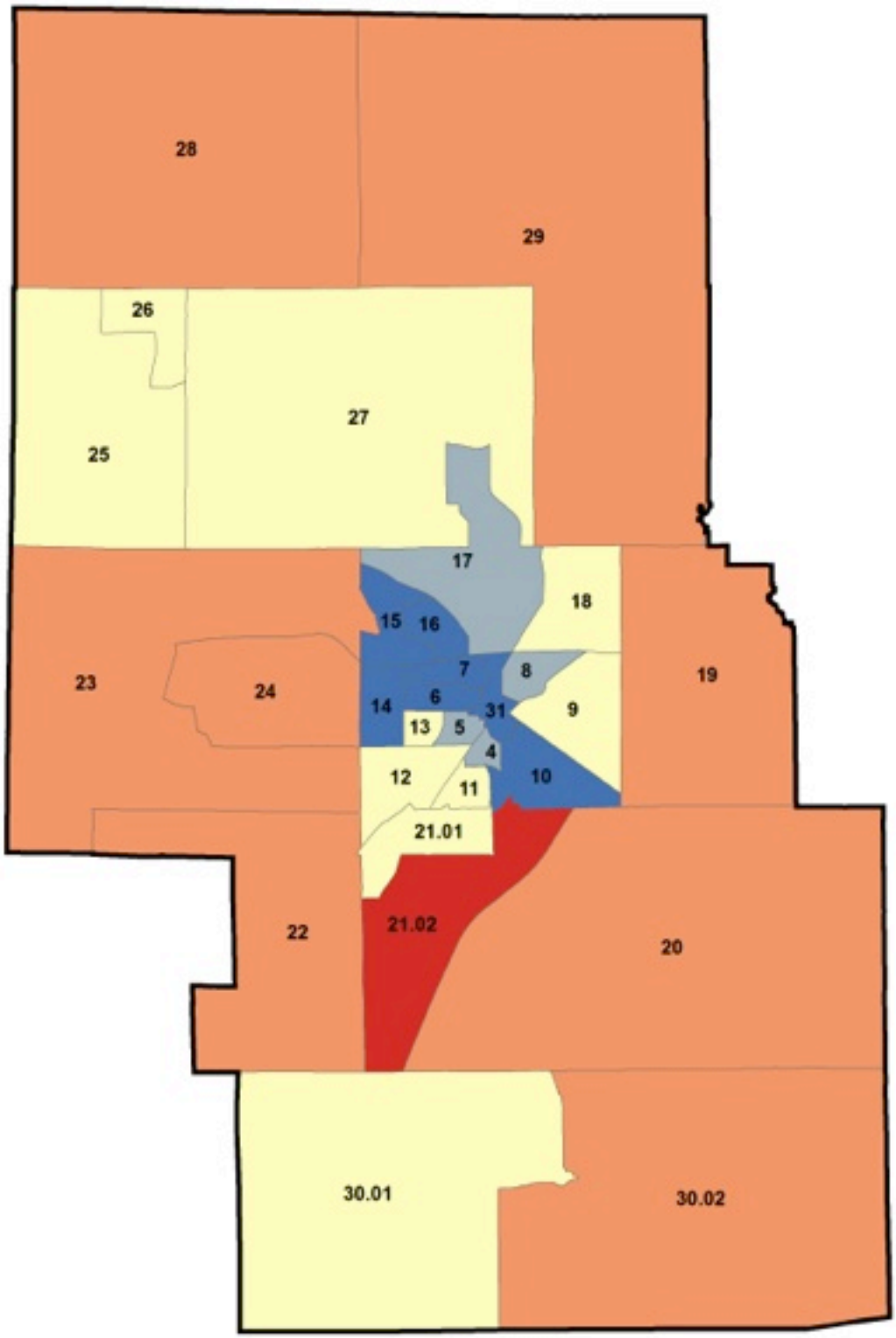
Figure 16: Household Income By Census Tract/Region[23]

This table compares census tracts 6, 7, and 16 (the North End) to all the tracts in Richland County and to those regions that contain or substantially overlap with tracts 6, 7, and 16.

Census Tract	Household Income	Census Tract	Household Income	Census Tract	Household Income
21.02	$63.7k	**25**	$48.5k	**11**	$38.0k
22	$56.4k	**Ohio**	$48.3k	**17**	$33.8k
29	$53.3k	**27**	$44.8k	**Mansfield**	$32.7k
United States	$53.0k	**30.01**	$43.5k	**8**	$32.7k
23	$52.7k	**21.01**	$42.6k	**5**	$32.1k
Midwest	$51.4k	**18**	$42.3k	**10**	$30.6k
19	$51.2k	**Richland County**	$41.8k	**6**	$28.3k
30.02	$51.2k	**9**	$40.7k	**14**	$26.2k
20	$51.1k	**26**	$40.3k	**16**	$26.2k
East North Central	$51.0k	**12**	$40.1k	**7**	$24.9k
28	$49.9k	**13**	$39.6k	**15**	$22.1k
24	$49.5k	**4**	$38.5k	**31**	$19.7k

Locally, household incomes in the census tracts that make up the North End (6, 7, and 16) are among the lowest in Richland County. As shown in figures 16 and 17, household incomes in census tract 6 ($28.3k) ranked 25th out of the 30 census tracts that make up Richland County. Census tract 16 and 7's household incomes ($26.2k, and $24.9k) ranked even lower at 27th and 28th out of 30 respectively. Only two census tracts have lower household incomes than the North End: census tracts 15 and 31. It is noteworthy that most of the census tracts with the lowest household incomes in Richland County are primarily concentrated within the City of Mansfield, while those tracts with the highest household incomes are predominantly in the outskirts of the city and/or further out in the more rural portions of the county. For example, the two census tracts with the highest household income: census tracts 21.02 and 22 make up the Village of Lexington and the surrounding area.

Figure 17: Richland County Median Household Income By Census Tract[24]



Census Tracts	Median Household Income
4	$34,674.00
5	$31,210.00
6	$28,074.00
7	$24,420.00
8	$31,714.00
9	$40,913.00
10	$25,908.00
11	$40,615.00
12	$41,422.00
13	$45,208.00
14	$26,806.00
15	$24,922.00
16	$26,725.00
17	$35,104.00
18	$41,875.00
19	$50,898.00
20	$53,654.00
21.01	$44,587.00
21.02	$64,541.00
22	$54,076.00
23	$50,776.00
24	$53,907.00
25	$45,276.00
26	$40,289.00
27	$44,071.00
28	$50,714.00
29	$52,040.00
30.01	$45,727.00
30.02	$51,875.00
31	$20,134.00

Legend

Median Household Income

- $20,134.00 - $28,074.00
- $28,074.01 - $35,104.00
- $35,104.01 - $45,727.00
- $45,727.01 - $54,076.00
- $54,076.01 - $64,541.00

Prepared by: Richland County Regional Planning Commission
Source: Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates
ACS data is based on a sample and is subject to sampling variability. Data in this map reflects the median household income in the past 12 months (in 2014 Inflation-adjusted dollars)

Figure 18: Food Stamps/SNAP Census Tract 6[25]

Subject	Census Tract 6		
	Total	Households receiving Food Stamps	Households not receiving Food Stamps
Households	1,085	579 (53.4%)	506 (46.6%)
With one or more people 60 years and over	33.4%	25.9%	41.9%
With children under 18 years	33.9%	43.5%	22.9%
Poverty Status in the past 12 months			
Below Poverty Level	35.6%	50.8%	18.2%
Disability Status			
With one or more people with a disability	31.5%	32.5%	30.4%
Race of householder			
White	62.5%	60.6%	64.6%
Black or African American	31.6%	31.4%	31.8%
Work Status			
Families	641	321	320
No workers in the past 12 months	23.4%	34.3%	12.5%
1 worker in past 12 months	41.7%	40.8%	42.5%
2 or more workers in past 12 months	34.9%	24.9%	45.0%

Figure 19: Food Stamps/SNAP Census Tract 7[26]

Subject	Census Tract 7		
	Total	Households receiving Food Stamps	Households not receiving Food Stamps
Households	1,312	669 (50.1%)	643 (49.0%)
With one or more people 60 years and over	23.9%	11.2%	37%
With children under 18 years	42.8%	62.8%	22.1%
Poverty Status in the past 12 months			
Below Poverty Level	39.9%	71.4%	7.0%
Disability Status			
With one or more people with a disability	31.6%	32.9%	30.3%
Race of householder			
White	42.7%	39.9%	45.6%
Black or African American	56.2%	58.9%	53.3%
Work Status			
Families	919	509	410
No workers in the past 12 months	27.7%	34.8%	19.0%
1 worker in past 12 months	49.3%	58.2%	38.3%
2 or more workers in past 12 months	23.0%	7.1%	42.7%

The Food Stamp Program, administered locally by the Richland County Department of Job and Family Services (CDJFS), is designed to assist low-income residents to obtain nutritious food. The U.S. Department of Agriculture issues Food Stamp Direction Cards that can be used to purchase specific staples and grocery items at participating grocery stores. Eligibility is determined by CDJFS and is based on federal guidelines including income, resources, and household size. As illustrated in figures 18 through 21, 53.4% of households in census

Figure 20: Food Stamps/SNAP Census Tract 16[27]

Subject	Census Tract 16		
	Total	Households receiving Food Stamps	Households not receiving Food Stamps
Households	833	290 (34.8%)	543 (65.2%)
With one or more people 60 years and over	38.4%	23.8%	46.2%
With children under 18 years	39.7%	64.1%	26.7%
Poverty Status in the past 12 months			
Below Poverty Level	27.3%	60.0%	9.8%
Disability Status			
With one or more people with a disability	41.5%	46.2%	39.0%
Race of householder			
White	92.4%	100.0%	88.4%
Black or African American	3.5%	0.0%	5.3%
Work Status			
Families	551	254	297
No workers in the past 12 months	34.5%	54.3%	17.5%
1 worker in past 12 months	43.9%	28.7%	56.9%
2 or more workers in past 12 months	21.6%	16.9%	25.6%

Figure 21: Food Stamps/SNAP North End Total[28]

Subject	NORTH END TOTAL		
	Total	Households receiving Food Stamps	Households not receiving Food Stamps
Households	3,230	1,538 (47.6%)	1,692 (52.4%)

Figure 22: Food Stamps/SNAP By Region[29]

Region	Households	Households receiving Food Stamps
Census Tract 6	1,085	579 (53.4%)
Census Tract 7	1,312	669 (50.1%)
Census Tract 16	833	290 (34.8%)
North End	3,230	1,538 (47.6%)
Mansfield	18,179	5,048 (28.0%)
Richland County	48,211	8,344 (17.3%)
Ohio	4,570,015	683,427 (15.0%)
United States	116,211,092	15,089,358 (13.0%)

tract 6, 50.1% of households in census tract 7, and 34.8% of households in census tract 16 received food stamps in 2014. Overall, 47.6% of North End households received food stamps in 2014.

As shown in figure 22, North End households received food stamps in 2014 at more than three times the rate of other American households. Only 13% of U.S. households received food stamps in 2014 compared with 47.6% of North End households. Similarly, North End households received food stamps in 2014 at a rate (47.6%) roughly double that of the state (15.0%), county (17.3%), and city (28.0%).

It is noteworthy that many North End households that received food stamps had at least one person in the workforce while receiving food assistance: 40.8% of households in census tract 6, 58.2% of households in census tract 7, and 28.7% of households in census tract 16 respectively. This directly contradicts the perception that

individuals receiving government assistance are not contributing to the economy. In fact, according to Charlene Neumann, Director of Richland County Job and Family Services, "In our own county the majority of people receiving food assistance are working. We have about 21,000 people on assistance and 83 percent of them are working."[30] The current economic climate in Mansfield is one of abundant part-time, low, and minimum wage jobs that, according to Neumann, don't pay "enough for individuals not to be on some form of assistance."[31]

Figure 23: Employment Status[32]

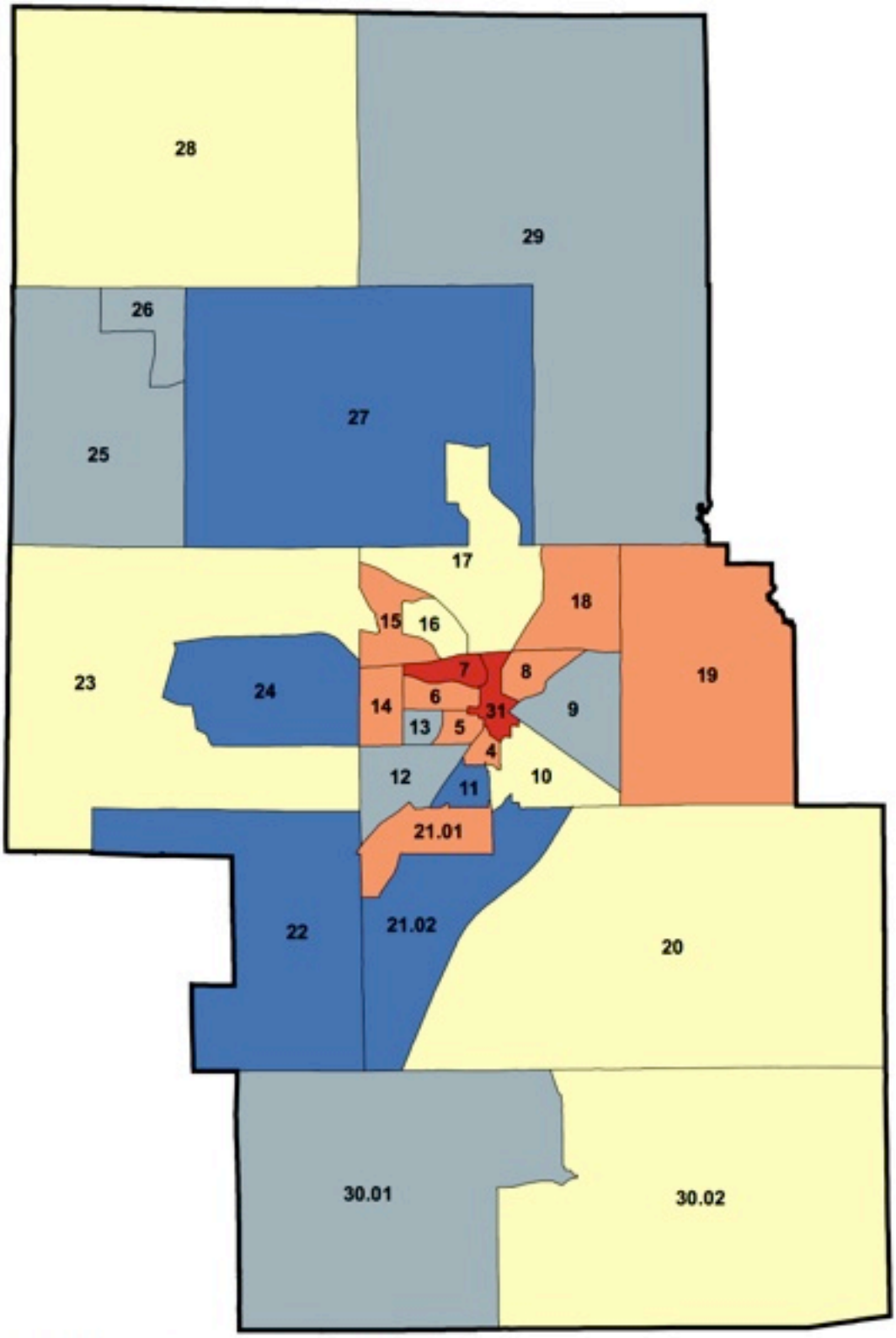
	Population 16 Years And Over	In The Labor Force	Not In The Labor Force	Civilian Labor Force	Armed Forces	Employed	Unemployed
Census Tract 6	2,453	1,322 (53.9%)	1,131 (46.1%)	1,322 (53.9%)	0 (0.0%)	1,080	449 **(18.3%)**
Census Tract 7	2,354	1,440 (61.2%)	914 (38.8%)	1,440 (61.2%)	0 (0.0%)	1,049	640 **(27.2%)**
Census Tract 16	1,567	819 (52.3%)	748 (47.7%)	813 (51.9%)	6 (0.4%)	723	174 **(11.1%)**
North End Total	6,374	3,581 (56.2%)	2,793 (43.8%)	3,575 (56.1%)	6 (0.1%)	2,852	1,263 **(19.8%)**
Mansfield	38,439	19,005 (49.4%)	19,434 (50.6%)	18,994 (49.4%)	11 (0.3%)	16,533	2,461 **(13.0%)**
Richland County	98,693	55,669 (56.4%)	43,024 (43.6%)	55,623 (56.4%)	46 (0.5%)	50,171	5,452 **(9.8%)**
Ohio	9,197,668	5,848,381 (63.6%)	3,349,287 (36.4%)	5,839,586 (63.5%)	8,795 (0.1%)	5,303,013	536,573 **(9.2%)**
United States	248,775,628	158,965,511 (63.9%)	89,810,117 (36.1%)	157,940,014 (63.5%)	1,025,497 (0.4%)	143,435,233	14,504,781 **(9.2%)**

Employment is another key factor to economic well being and wealth building of a community. The availability of jobs and entrepreneurial opportunities has a direct effect on the local economy. As figure 23 shows, the unemployment rate of Richland County (9.8%) is comparable to the national average of 9.2%. While the state and the City of Mansfield have unemployment rates similar to the nation at 9.2% and 13% respectively. As a whole, the North End's unemployment rate is considerably higher at 19.8%.

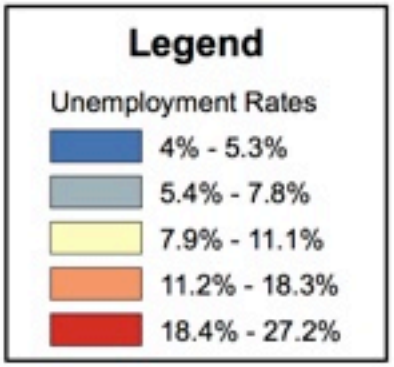
At the census tract level, while census tract 16 has an unemployment rate only slightly above the national average at 11.1%, census tracts 6 and 7 have alarming rates of unemployment at 18.3% and 27.2%. As figure 24 illustrates, census tract 7 has the highest unemployment rate in Richland County (27.2%), followed by census tract 31 (22.4%). The concentration of unemployment in Richland County follows a similar pattern to the concentration of low income households discussed above: low income households and the unemployed are primarily concentrated within the City of Mansfield, while the surrounding rural census tracts have less unemployment and higher household incomes.

As figure 25 (page 13) demonstrates, in census tracts 6 and 7 unemployment rates are the highest for black males at 18.3% and 25.9%, respectively. This is true of Ohio and the United States as well.

Figure 24: Richland County Unemployment Rate By Census Tract[33]



Census Tracts	Unemployment Rate
4	13.1%
5	17.1%
6	18.3%
7	27.2%
8	13.4%
9	7.8%
10	10.7%
11	5.3%
12	6.7%
13	6.8%
14	12.9%
15	16.9%
16	11.1%
17	10.3%
18	13.3%
19	14.1%
20	11.0%
21.01	12.7%
21.02	4.2%
22	4.0%
23	9.2%
24	5.2%
25	6.8%
26	6.6%
27	4.9%
28	9.7%
29	5.9%
30.01	7.4%
30.02	9.3%
31	22.4%



Prepared by: Richland County Regional Planning Commission
Source: Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates

Figure 25: Employment Status By Race and Sex[34]

		Employed			Unemployed			Non-Working		
		Percentage Employed of each racial group's population 16 to 64 years of age.			Percentage unemployed of each racial group's population 16 to 64 years of age.			Percentage of each racial group's population 16 to 64 years of age that is either unemployed or not in the labor force.		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
U.S.A.	White	73.3%	66.1%	69.7%	7.0%	5.3%	6.12%	26.7%	33.9%	30.3%
	Black	54.4%	59.9%	57.3%	12.4%	10.7%	11.5%	45.6%	40.1%	42.7%
Ohio	White	72.2%	66.5%	69.4%	7.7%	5.6%	6.65%	27.8%	33.5%	30.6%
	Black	50.3%	58.5%	54.6%	15.4%	11.6%	13.4%	49.7%	41.5%	45.4%
Richland County	White	67.3%	66.8%	67.1%	7.7%	6.2%	6.98%	32.7%	33.2%	32.9%
	Black	23.1%	51.1%	32.4%	6.8%	13.4%	9.02%	76.9%	48.9%	67.6%
Mansfield	White	54.2%	65.5%	59.5%	8.7%	8.1%	8.45%	45.8%	34.5%	40.5%
	Black	20.7%	53.7%	31.2%	7.2%	14.8%	9.62%	79.3%	46.3%	68.8%
Census Tract 6	White	52.4%	49.9%	51.3%	13.6%	9.6%	11.7%	47.6%	50.1%	48.7%
	Black	39.5%	52.3%	44.6%	18.3%	4.3%	12.7%	60.5%	47.7%	55.4%
Census Tract 7	White	49.5%	61.4%	56.1%	18.0%	14.0%	15.8%	50.5%	38.6%	43.9%
	Black	42.7%	67.7%	58.7%	25.9%	10.4%	16.0%	57.3%	32.3%	41.3%
Census Tract 16	White	44.5%	67.8%	58.0%	11.3%	5.4%	7.86%	55.5%	32.2%	42.0%
	Black	100.0%	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

Figure 26: Employment Among the Married[35]

Selected family employment structures as a percentage of all married couple households.

	Both Parents Work	Stay At Home Moms	Stay At Home Dads	Neither Parent Works	Both Work, No Kids*	Ladies Who Lunch*	Gents Who Lunch*	Neither Works, No Kids*
U.S.A.	27.3%	11.5%	1.5%	0.7%	26.1%	10.4%	6.2%	16.2%
Ohio	26.8%	9.2%	1.4%	0.6%	27.2%	10.6%	6.8%	17.3%
Richland County	23.0%	9.0%	1.1%	0.6%	27.5%	10.1%	7.2%	21.3%
Mansfield	22.4%	6.2%	2.4%	0.5%	25.3%	10.4%	9.4%	23.5%
Census Tract 6	24.2%	7.4%	0.0%	0.0%	8.8%	21.4%	13.7%	24.5%
Census Tract 7	20.5%	6.3%	9.7%	0.0%	21.9%	2.0%	9.7%	30.1%
Census Tract 16	31.0%	4.6%	13.5%	0.0%	10.0%	14.2%	11.7%	14.9%

*No children under 18 present in the house.

On the North End, the proportion of children raised in a household with parents who are married is less than fifty percent (see figure 11, page 4). Single mothers make up nearly fifty percent and single fathers account for about five percent. For many, marriage is seen as an antidote to poverty because two wage earners combining their pay are far less likely to fall below the poverty line. According to the New York Times, "one in eight children with two married parents lives below the poverty line; five in ten living with a single mother do." Children growing up in single parent households are also more likely to develop behavioral issues and health problems. Faced with these statistics it would seem that a marriage is the magic bullet that can end poverty, but there are other factors that make this an impractical solution. Some women living in poverty are choosing not to get married to avoid further upsetting their financial situation by introducing another poverty level income. Others want to avoid the penalizing taxes married women can face if they return to work after having children. When low income couples do get married, the likelihood of the marriage lasting is low because of the stress living in poverty puts on the relationship. This is another deterrent for marriage among the poor because divorce tends to leave both parties worse off than before they were married. While there is clearly a connection between a stable marriage and avoiding poverty, marriage is only one piece of a complex puzzle.

Figure 27: Highest Paying Jobs In The Mansfield Metropolitan Statistic Area[36]

Job	Average Annual Wage
Physicians and Surgeons, All Other	$243,750
Anesthesiologists	$234,130
Family and General Practitioners	$203,540
Chief Executives	184,400
Nurse Anesthetists	$135,610
Lawyers	$118,970
Pharmacists	$107,930
Computer and Information Systems Managers	$102,860
Construction Managers	$90,240
Financial Managers	$89,780

Figure 28: Lowest Paying Jobs (Not Including Tips) In The Mansfield Metropolitan Statistic Area[37]

Job	Average Annual Wage
Amusement and Recreation Attendants	$17,700
Nonfarm Animal Caretakers	$17,790
Lifeguards, Ski Patrol, and other Recreational Protective Service Workers	$18,150
Cooks, Fast Food	$18,230
Hosts and Hostesses, Restaurant, Lounge, and Coffee Shop	$18,290
Dishwashers	$18,380
Combined Food Preparation and Serving Workers, Including Fast Food	$18,890
Counter Attendants, Cafeteria, Food Concession, and Coffee Shop	$18,900
Bartenders	$19,020
Childcare Workers	$19,020

Figure 29: Top 20 Occupations In The Mansfield Metropolitan Statistic Area By Number Of Employees[38]

Occupation Title	Number Employed	Median Hourly Wage	Mean Hourly Wage	Annual Mean Wage
Office and Administrative Support Occupations	7,090	$13.73	$15.05	$31,310
Production Occupations	6,650	$14.31	$14.99	$31,190
Sales and Related Occupations	6,220	$10.06	$14.35	$29,840
Food Preparation and Serving Related Occupations	4,980	$8.97	$9.64	$20,050
Transportation and Material Moving Occupations	3,270	$12.68	$14.56	$30,280
Healthcare Practitioners and Technical Occupations	3,200	$26.63	$34.70	$72,180
Education, Training, and Library Occupations	3,180	$23.80	$23.63	$49,140
Retail Sales Person	2,110	$9.40	$11.24	$23,370
Healthcare Support Occupations	1,960	$10.49	$11.88	$24,710
Installation, Maintenance, and Repair Occupations	1,900	$18.41	$19.83	$41,240
Protective Service Occupations	1,660	$19.96	$19.07	$39,660
Management Occupations	1,610	$36.24	$39.42	$82,000
Construction and Extraction Occupations	1,460	$18.40	$19.50	$40,560
Combined Food Preparation and Serving Workers, Including Fast Food	1,420	$8.83	$9.23	$19,200
Building and Grounds Cleaning and Maintenance Occupations	1,410	$10.00	$11.45	$23,820
Cashiers	1,360	$9.10	$9.80	$20,380
Business and Financial Operations Occupations	1,240	$25.54	$27.65	$57,510
Registered Nurses	1,160	$28.16	$28.59	$59,470
Stock Clerks and Order Fillers	990	$11.31	$11.74	$24,430
Laborers and Freight, Stock, and Material Movers, Hand	970	$10.62	$11.63	$24,180

According to Governing.com the highest paid workers in Richland County are Physicians and Surgeons, followed by Anesthesiologists, and Family and General Practitioners (see figure 27, page 15). Figure 27 lists the top highest paying jobs in Richland County, of those listed, most require years of training, high levels of education, and advanced degrees. As such, with very few exceptions, most of these professions are not accessible to the average resident of Richland County, and are not the types of jobs that someone could "work their way" into.

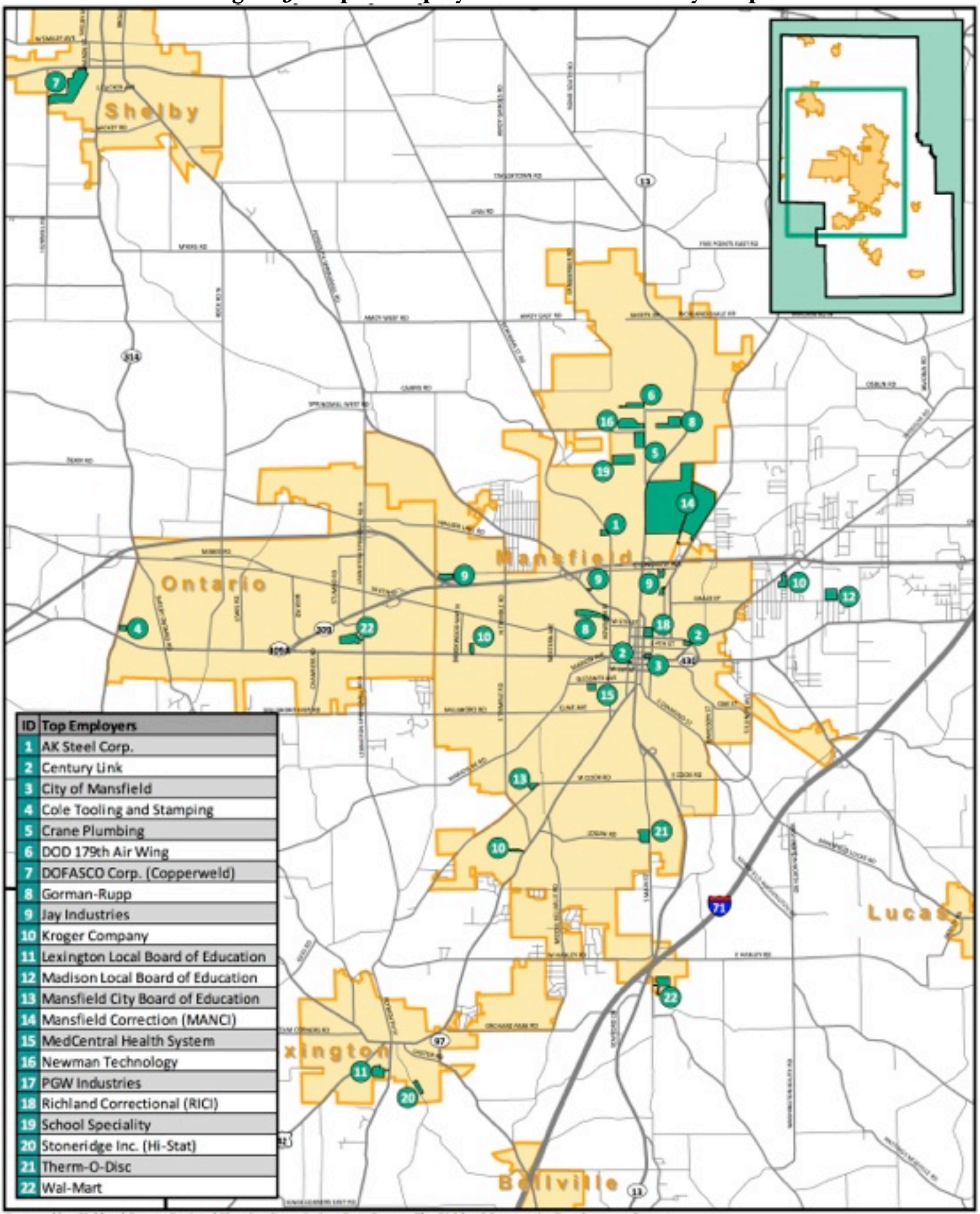
Conversely, Figure 28 lists the lowest paying jobs in Richland County, not surprisingly, they are primarily entry-level, service industry jobs. Moreover, as illustrated in figure 29, the majority of the top 20 occupations in Richland County are unskilled, low paying, hourly jobs. Most people (7.2% of working age adults) are employed in Office and Administrative Support positions making on average $13.73 per hour. Healthcare Practitioners and Technical Occupations account for the largest number of skilled professionals making a median hourly wage of $26.63. The lowest paying job set is Combined Food Preparation and Serving Workers, the average employee making only $8.83 an hour. Management level employees make a median hourly wage of $36.24, and are the highest paid of the top 20 occupations.

According to The Richland Community Development Group (RCDG), healthcare, education, manufacturing, retail stores, and correctional facilities account for most of the major employers in Richland County (see figure 30). As figure 30 illustrates, these businesses and government institutions employ anywhere from 2,500 people to less than 300. MedCentral Health System (Ohio Health) alone had, at the time of this study, over one hundred job openings ranging from food service to physician's assistant.[39] Some of these positions require higher education and certification making them unattainable for many residents, but others require only a high school degree or GED. In addition to the education requirements all applicants at OhioHealth must be able to pass a drug test, a physical exam, and be nicotine free.

Figure 30: Top 20 Employers In Richland County[40]

Company	Employment	Product/Service	City
MedCentral Health System	2,500	Healthcare	Mansfield, Shelby
Richland County Government	1,474	Government	County-wide
Newman Technology	1,100	Automotive	Mansfield
Jay Industries	943	Manufacturing	Mansfield
Gorman-Rupp	809	Pumps	Mansfield, Bellville
Century Link	800	Telecommunications	Mansfield
Therm-O-Disc	721	Thermostats	Mansfield
Mansfield City Board Of Education	700	Education	Mansfield
DOFASCO Corp. (Copperweld)	666	Seamless Steel Tube	Shelby
Mansfield Correction (MANCI)	621	Correctional Institution	Mansfield
City Of Mansfield	575	Government	Mansfield
Stoneridge, Inc. (Hi-Stat)	500	Automotive	Lexington
Modern Tool & Die Co. (MTD)	459	Distribution	Shelby
Richland Correctional (RICI)	443	Correctional Institution	Mansfield
Madison Local Board Of Education	410	Education	Mansfield
AK Steel Corp.	389	Specialty Steel	Mansfield
School Specialty	381	Distribution	Mansfield
Wal-Mart	314	Grocer/Retail	Mansfield
Lexington Local Board Of Education	313	Education	Lexington
PPG Industries	300	Automotive Glass	Crestline
Kroger Company	300	Grocer/Retail	Mansfield
Crane Plumbing	280	Plumbing Fixtures	Mansfield
DOD 179th Air Wing	275	Military	Mansfield

Figure 31: Top 20 Employers In Richland County (Map)[41]



ID	Top Employers
1	AK Steel Corp.
2	Century Link
3	City of Mansfield
4	Cole Tooling and Stamping
5	Crane Plumbing
6	DOD 179th Air Wing
7	DOFASCO Corp. (Copperweld)
8	Gorman-Rupp
9	Jay Industries
10	Kroger Company
11	Lexington Local Board of Education
12	Madison Local Board of Education
13	Mansfield City Board of Education
14	Mansfield Correction (MANCI)
15	MedCentral Health System
16	Newman Technology
17	PGW Industries
18	Richland Correctional (RICI)
19	School Speciality
20	Stoneridge Inc. (Hi-Stat)
21	Therm-O-Disc
22	Wal-Mart

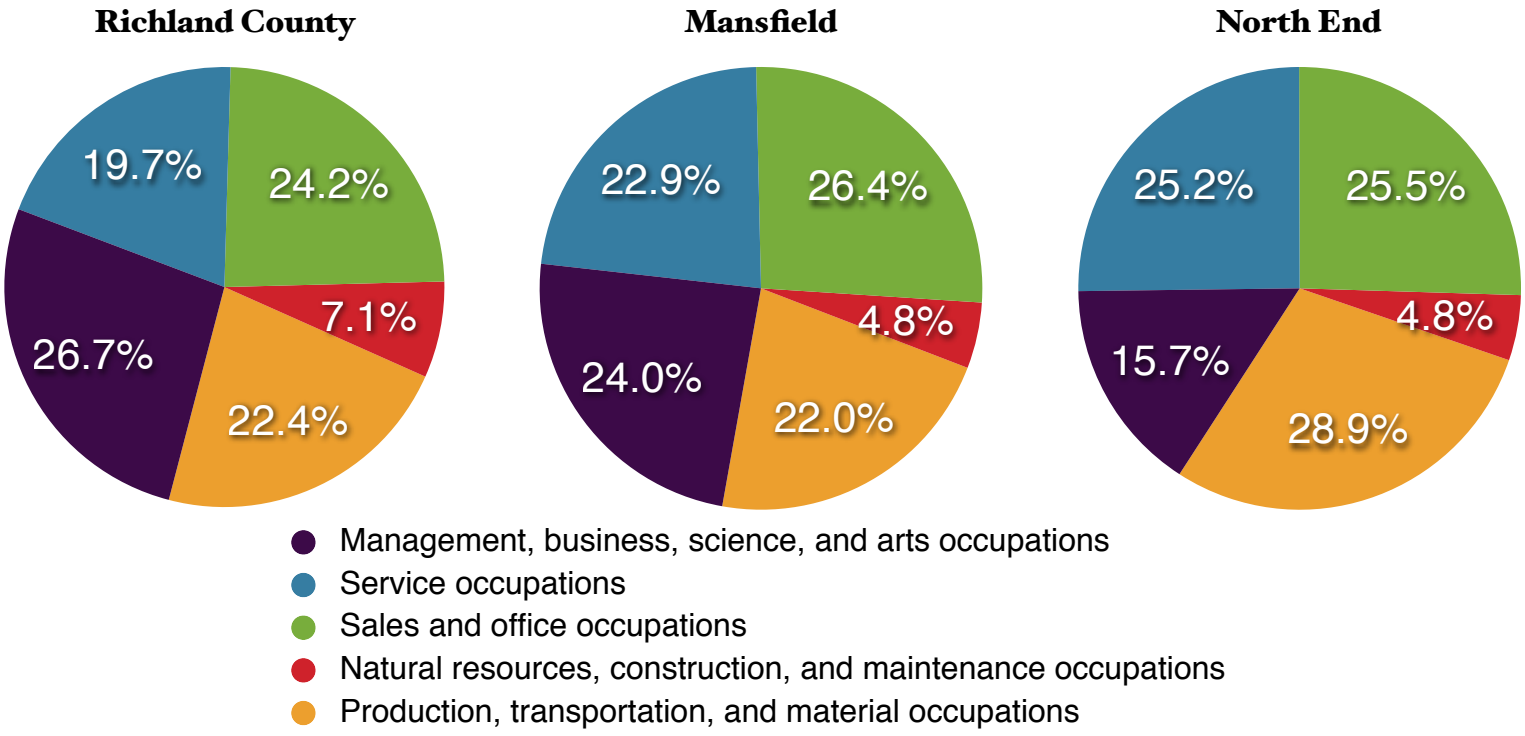
Prepared by: Richland County Regional Planning Commission, Data Source: The Richland Community Development Group

As illustrated in figures 32 and 33, North End residents over the age of 16 who are employed, are engaged in occupations at rates fairly consistent with Richland County and the City of Mansfield. The largest portion of employed North End residents (28.9%) work "Production, transportation, and material occupations."[42] This classification includes a wide range of jobs related to producing/manufacturing goods, and efficiently moving people and products from point a to point b. Examples of "Production, transportation, and material occupations" include: assemblers and fabricators, butchers and bakers, dental and opthalmic lab technicians,

Figure 32: Occupation By Sex For The Civilian Population 16 Years and Over - Richland County, Mansfield, and North End[43]

	Richland County			Mansfield			North End		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	50,632 (100%)	26,106	24,526	16,761 (100%)	8,075	8,686	2,746 (100%)	1,201	1,545
Management, business, science, and arts occupations	13,510 (26.7%)	6,053	7,457	4,017 (24%)	1,757	2,260	430 (15.7%)	133	297
Service occupations	9,970 (19.7%)	3,901	6,069	3,834 (22.9%)	1,598	2,236	691 (25.2%)	216	475
Sales and office occupations	12,229 (24.2%)	4,111	6,118	4,421 (26.4%)	1,287	3,134	701 (25.5%)	180	521
Natural resources, construction, and maintenance occupations	3,583 (7.1%)	3,420	163	808 (4.8%)	750	58	131 (4.8%)	131	0
Production, transportation, and material occupations	11,340 (22.4%)	8,621	2719	3,681 (22%)	2,683	998	793 (28.9%)	541	252

Figure 33: Percentage Of The Civilian Population 16 Years and Over By Occupation[44]



food and tobacco processors, machinists and tool and die makers, welders, woodworkers, truck, taxi, and bus drivers, railroad workers, and material moving machine operators, among others.

The next largest portion of employed North End residents (25.5%) work "Sales and office occupations."[45] This classification includes a wide range of jobs related to selling goods and services, and office administration. Examples of "Sales and office occupations" include: advertising, insurance, and real estate salespeople, cashiers, tellers, and retail salespeople, models, travel agents, wholesale and manufacturing sales reps, bookkeeping, accounting, auditing, information, material records, and general office clerks, receptionists, and postal workers.

The third largest portion of employed North End residents (25.2%) work "Service occupations."[46] "Service occupations" include healthcare support occupations, protective service occupations (law enforcement and fire fighters), food preparation and serving, building and grounds cleaning and maintenance, and personal care occupations.

The fourth largest portion of employed North End residents (15.7%) work "Management, business, science, and arts occupations."[47] Unlike the other four occupational classifications, "Management, business, science, and arts occupations" are primarily white collar professions including: managers, business and financial operators, computer and health technicians, engineers, physicians, architects, and educators.

The smallest portion of employed North End residents (4.8%) work "Natural resources, construction, and maintenance occupations."[48] This classification includes: farmers, fishing and forestry workers, construction and extraction workers, and installation, maintenance, and repair occupations.

Overall, as shown in figures 32 and 33, a smaller percentage of North End residents are employed in white collar occupations (management, business, science, and arts occupations) than residents of the city and county.[49] Moreover, there is a significantly higher percentage of North End residents employed in production, transportation, and material occupations than elsewhere in the city and county.[50]

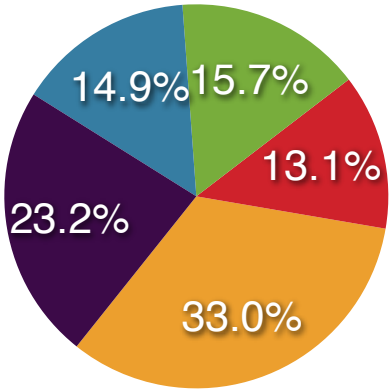
Figures 34, 35, and 36 illustrate occupations by sex for Richland County, Mansfield, and the North End. Generally speaking, a greater percentage of men are employed in production, transportation, and material occupations, and natural resources, construction, and maintenance occupations.[51] Conversely, more women are employed in service occupations, sales and office occupations, and management, business, science, and arts occupations.[52] It is noteworthy that a greater proportion of North End men (45%) are employed in production, transportation, and material occupations when compared to men in Mansfield (33.2%), and Richland County (33%) as a whole.[53] Similarly, a smaller percentage of North End men (11.1%) are employed in management, business, science, and arts occupations when compared to men in Mansfield (21.8%) and Richland County (23.2%) as a whole.[54]

A slightly higher percentage of North End women (30.7%) are employed in service occupations when compared to women in Mansfield (25.7%), and Richland County (24.7%) as a whole.[55] Furthermore, a smaller percentage of North End women (19.2%) are employed in management, business, science, and arts occupations when compared to women in Mansfield (26%), and Richland County (30.4%) as a whole.[56] It is also noteworthy that there are no North End women employed in natural resources, construction, and maintenance occupations.[57]

Figures 37 through 41 show the five general categories of occupations described above broken down into sub-categories, and sorted by sex, and geography. As illustrated in figure 37, management, business, science, and arts occupations are broken down into four sub-categories: 1) management, business, and financial; 2) computer engineering and science; 3) educational, legal, community service, arts, and media, and 4) healthcare practitioners and technical occupations.[58] Overall, North End residents are employed in the sub-categories of management, business, science, and arts occupations at rates comparable to other Richland County, and Mansfield residents, with the following exceptions: 1) there are no North End males employed in architecture and engineering, and life, physical, and social science occupations.[59] 2) In this category, a greater proportion of North End females are employed in business and financial operations, and computer and mathematical occupations than females at the county and city level.[60] 3) Finally, a greater proportion of North End workers employed in healthcare fields work as technicians for healthcare technology (68%) as opposed to working as healthcare practitioners (doctors, nurses, etc.).[61] In contrast, a greater proportion of workers at the county and city level are healthcare practitioners (64%, and 67% respectively) than are employed as healthcare technicians.[62]

Figure 34: Percentage Of The Richland County Civilian Population 16 Years and Over By Occupation, and By Sex[63]

Richland County Male



Richland County Female

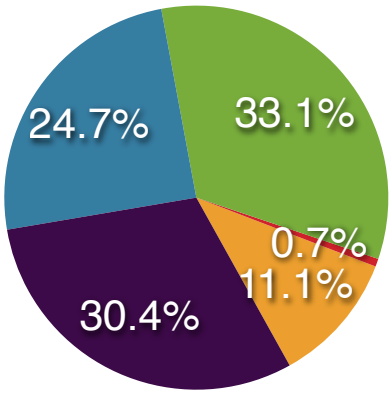
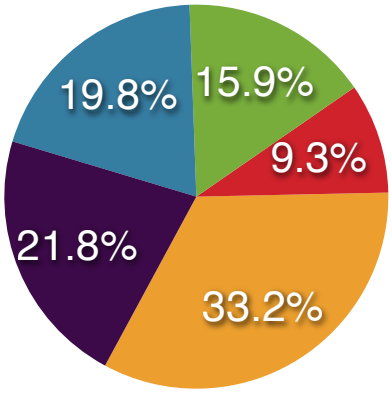


Figure 35: Percentage Of The Mansfield Civilian Population 16 Years and Over By Occupation, and By Sex[64]

Mansfield Male



Mansfield Female

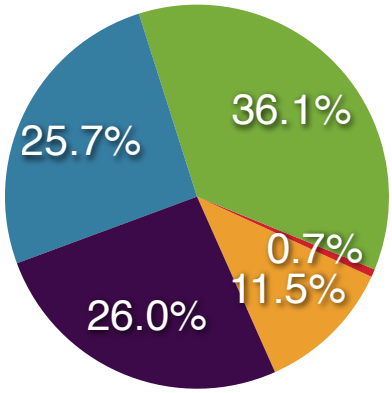
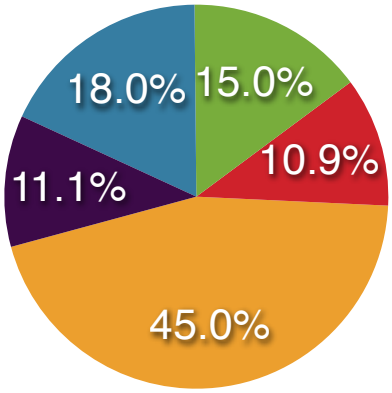
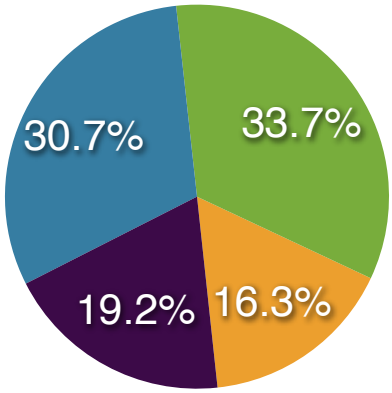


Figure 36: Percentage Of North End Civilian Population 16 Years and Over By Occupation, and By Sex[65]

North End Male



North End Female



- Management, business, science, and arts occupations
- Service occupations
- Sales and office occupations
- Natural resources, construction, and maintenance occupations
- Production, transportation, and material occupations

Figure 37: Management, Business, Science, And Arts Occupations By Sex, And Sub-Category - Richland County, Mansfield, and North End[66]

	Richland County			Mansfield			North End		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	50,632	26,106	24,526	16,761	8,075	8,686	2,746	1,201	1,545
Management, business, science, and arts occupations	13,510 (100%)	6,053 (100%)	7,457 (100%)	4,017 (100%)	1,757 (100%)	2,260 (100%)	430 (100%)	133 (100%)	297 (100%)
Management, business, and financial:	5,102 (38%)	2,977 (49%)	2,125 (28%)	1,435 (36%)	865 (49%)	570 (25%)	212 (49%)	86 (65%)	126 (42%)
Management occupations	3,794 (74%)	2,424 (81.4%)	1,370 (64.5%)	1,017 (71%)	698 (81%)	319 (56%)	129 (61%)	86 (100%)	43 (34%)
Business and financial operations occupations	1,308 (26%)	553 (18.6%)	755 (36.5%)	418 (29%)	167 (19%)	251 (44%)	83 (39%)	0 (0%)	83 (66%)
Computer, engineering, and science:	1,357 (10%)	1,086 (18%)	271 (4%)	423 (10%)	307 (18%)	116 (5%)	38 (9%)	15 (11%)	23 (8%)
Computer and mathematical occupations	499 (37%)	362 (33%)	137 (50%)	125 (29%)	68 (22%)	57 (49%)	34 (89%)	15 (100%)	19 (83%)
Architecture and engineering occupations	611 (45%)	574 (53%)	37 (14%)	214 (51%)	199 (65%)	15 (13%)	4 (11%)	0 (0%)	4 (17%)
Life, physical, and social science occupations	247 (18%)	150 (14%)	97 (36%)	84 (20%)	40 (13%)	44 (38%)	0 (0%)	0 (0%)	0 (0%)
Educational, legal, community service, arts, and media:	4,266 (32%)	1,414 (23%)	2,852 (38%)	1,275 (32%)	373 (21%)	902 (40%)	115 (27%)	12 (9%)	103 (35%)
Community and social services occupations	847 (20%)	443 (31%)	404 (14%)	297 (24%)	107 (29%)	190 (21%)	23 (2%)	0 (0%)	23 (22%)
Legal occupations	223 (5%)	66 (5%)	157 (6%)	57 (4%)	20 (5%)	37 (4%)	2 (2%)	0 (0%)	2 (2%)
Education, training, and library occupations	2,707 (63.5%)	644 (46%)	2,063 (72%)	754 (59%)	187 (50%)	567 (63%)	35 (30%)	0 (0%)	35 (34%)
Arts, design, entertainment, sports, and media occupations	489 (11.5%)	261 (18%)	228 (8%)	167 (13%)	59 (16%)	108 (12%)	55 (48%)	12 (100%)	43 (42%)
Healthcare practitioner and technical occupations	2,785 (20%)	576 (10%)	2,209 (30%)	884 (22%)	212 (12%)	672 (30%)	65 (15%)	20 (15%)	45 (15%)
Health diagnosing and treating practitioners and other technical occupations	1,791 (64%)	377 (65%)	1,414 (64%)	590 (67%)	128 (60%)	462 (69%)	21 (32%)	15 (75%)	6 (13%)
Health technologies and technicians	994 (36%)	199 (35%)	795 (36%)	294 (33%)	84 (40%)	210 (31%)	44 (68%)	5 (25%)	39 (87%)

As illustrated in figure 38, service occupations are broken down into five sub-categories: 1) healthcare support; 2) protective service; 3) food preparation and serving; 4) building and grounds cleaning and maintenance, and 5) personal care and service occupations. It is noteworthy that while the greatest proportion of workers employed in service occupations in the county, city, and the North End are employed in food preparation and serving related occupations, North End workers are employed in food service at nearly double the rate (59%) of the county and the city (32%, and 32% respectively).[67] Furthermore, North End workers are employed in healthcare support occupations at roughly half the rate (9%) of workers in the county and the city

Figure 38: Service Occupations By Sex, And Sub-Category - Richland County, Mansfield, and North End[68]

	Richland County			Mansfield			North End		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	50,632	26,106	24,526	16,761	8,075	8,686	2,746	1,201	1,545
Service occupations	9,970 (100%)	3,901 (100%)	6,069 (100%)	3,834 (100%)	1,598 (100%)	2,236 (100%)	691 (100%)	216 (100%)	475 (100%)
Healthcare support occupations:	1,715 (17%)	300 (8%)	1,415 (23%)	654 (17%)	100 (6%)	554 (25%)	62 (9%)	0 (0%)	62 (13%)
Protective service occupations:	1,262 (13%)	1,046 (27%)	216 (4%)	437 (11%)	353 (22%)	84 (4%)	40 (6%)	24 (11%)	16 (3%)
Fire fighting and prevention, and other protective service workers including supervisors	467 (37%)	379 (36%)	88 (41%)	125 (29%)	100 (28%)	25 (30%)	16 (40%)	0 (0%)	16 (100%)
Law enforcement workers including supervisors	795 (63%)	667 (64%)	128 (59%)	312 (71%)	253 (72%)	59 (70%)	24 (60%)	24 (100%)	0 (0%)
Food preparation and serving related occupations:	3,204 (32%)	1,074 (27%)	2,130 (35%)	1,218 (32%)	537 (34%)	681 (30%)	408 (59%)	128 (59%)	280 (59%)
Building and grounds cleaning and maintenance occupations:	1,973 (20%)	1,226 (31%)	747 (12%)	729 (19%)	448 (28%)	281 (13%)	130 (19%)	44 (21%)	86 (18%)
Personal care and service occupations:	1,816 (18%)	255 (7%)	1,561 (26%)	796 (21%)	160 (10%)	636 (28%)	51 (27%)	20 (9%)	31 (7%)

(17%, and 17% respectively).[69] Similarly, North End workers are also employed in protective service occupations at roughly half the rate (6%) of workers in the county and the city (13%, and 11% respectively).[70] It is noteworthy that no North End males are employed in healthcare support occupations, and under protective service occupations, there are no North End males employed as firefighters, and there are no North End females employed in law enforcement.[71]

As illustrated in figure 39, sales and office occupations are broken down into two sub-categories: 1) sales and related occupations, and 2) office and administrative support occupations. Overall, North End residents are employed in sales and office occupations at rates similar to those at the county and city level.[72] It is noteworthy that unlike men at the county and city level, North End males are employed in sales and related occupations at a rate (37%) much lower than the county and the city (58%, and 57% respectively).[73] North End males are also

Figure 39: Sales And Office Occupations By Sex, And Sub-Category - Richland County, Mansfield, and North End [74]

	Richland County			Mansfield			North End		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	50,632	26,106	24,526	16,761	8,075	8,686	2,746	1,201	1,545
Sales and office occupations	12,229 (100%)	4,111 (100%)	8,118 (100%)	4,421 (100%)	1,287 (100%)	3,134 (100%)	701 (100%)	180 (100%)	521 (100%)
Sales and related occupations:	5,097 (42%)	2,366 (58%)	2,731 (34%)	1,851 (42%)	733 (57%)	1,118 (36%)	309 (44%)	67 (37%)	242 (46%)
Office and administrative support occupations:	7,132 (58%)	1,745 (42%)	5,387 (66%)	2,570 (58%)	554 (43%)	2,016 (64%)	392 (56%)	113 (63%)	279 (54%)

Figure 40: Natural Resources, Construction, And Maintenance Occupations By Sex, And Sub-Category - Richland County, Mansfield, and North End[75]

	Richland County			Mansfield			North End		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	50,632	26,106	24,526	16,761	8,075	8,686	2,746	1,201	1,545
Natural resources, construction, and maintenance occupations	3,583 (100%)	3,420 (100%)	163 (100%)	808 (100%)	750 (100%)	58 (100%)	131 (100%)	131 (100%)	0 (100%)
Farming, fishing, and forestry occupations:	72 (2%)	49 (1%)	23 (14%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Construction and extraction occupations	1,838 (51%)	1,787 (53%)	51 (31%)	436 (54%)	432 (58%)	4 (7%)	54 (41%)	54 (41%)	0 (0%)
Installation, maintenance, and repair occupations:	1,673 (47%)	1,584 (46%)	89 (55%)	372 (46%)	318 (42%)	54 (93%)	77 (59%)	77 (59%)	0 (0%)

employed in office and administrative support at a rate (67%) much higher than the county or the city (42%, and 43% respectively).[76] Similarly, North End females are employed in sales and related occupations at a rate (46%) higher than the county and the city (34%, and 36% respectively).[77] North End females are also employed in office and administrative support at a rate (54%) lower than the county or the city (66%, and 64% respectively).[78]

As illustrated in figure 40, natural resources, construction, and maintenance occupations are broken down into three sub-categories: 1) farming, fishing, and forestry; 2) construction and extraction, and 3) installation, maintenance, and repair occupations. It is noteworthy, although not surprising, that there are no residents of Mansfield, including the North End employed in farming, fishing, and forestry occupations.[79] As for the other sub-categories, there is a slightly higher percentage of North End residents employed in installation, maintenance, and repair occupations (59%) than residents of the county or city (47%, and 46% respectively).[80] Similarly, there is a slightly lower percentage of North End residents (41%) employed in construction and extraction occupations than residents of the county or city (51%, and 54% respectively).[81]

As illustrated in figure 41, production, transportation, and material occupations are broken down into three sub-categories: 1) production; 2) transportation, and 3) material moving occupations. Overall, North End residents are employed in production, transportation, and material occupations at rates similar to those at the county and city level.[82]

Figure 41: Production, Transportation, And Material Occupations By Sex, And Sub-Category - Richland County, Mansfield, and North End [83]

	Richland County			Mansfield			North End		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	50,632	26,106	24,526	16,761	8,075	8,686	2,746	1,201	1,545
Production, transportation, and material occupations	11,340 (100%)	8,621 (100%)	2719 (100%)	3,681 (100%)	2,683 (100%)	998 (100%)	793 (100%)	541 (100%)	252 (100%)
Production occupations:	6,921 (61%)	5,143 (60%)	1,778 (65%)	2,233 (61%)	1,498 (56%)	735 (74%)	470 (59%)	288 (53%)	182 (72%)
Transportation occupations:	2,218 (20%)	1,815 (21%)	403 (15%)	717 (19%)	598 (22%)	119 (12%)	110 (14%)	83 (15%)	27 (11%)
Material moving occupations:	2,201 (19%)	1,663 (19%)	538 (30%)	731 (20%)	587 (22%)	144 (14%)	213 (27%)	170 (31%)	43 (17%)

Figures 42 through 46 show the five general categories of occupations described above broken down into sub-categories, and sorted by sex, and by the census tracts that make up the North End. At the census tract level, the following are points of interest: 1) figure 42 shows that residents of census tract 7 are employed in management, business, and financial occupations at a rate (72%) more than double those of census tract 6, and 16 (30%, and 33% respectively).[84] 2) Figure 42 also shows there are no residents of census tract 7 employed in computer, engineering, and science occupations, while 15% of census tract 6 residents, and 17% of census tract

Figure 42: Management, Business, Science, And Arts Occupations By Sex, And Sub-Category - Census Tracts 6, 7, and 16 [85]

	Census Tract 6			Census Tract 7			Census Tract 16		
	Total	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Civilian Employed Population 16 years and over	1,141	540	601	926	348	578	679	313	366
Management, business, science, and arts occupations	129 (100%)	46 (100%)	83 (100%)	191 (100%)	53 (100%)	138 (100%)	110 (100%)	34 (100%)	76 (100%)
Management, business, and financial:	39 (30%)	31 (67%)	8 (10%)	137 (72%)	36 (68%)	101 (73%)	36 (33%)	19 (56%)	17 (22%)
Management occupations	31 (79%)	31 (100%)	0 (0%)	67 (49%)	36 (100%)	31 (31%)	31 (86%)	19 (100%)	12 (71%)
Business and financial operations occupations	8 (21%)	0 (0%)	8 (100%)	70 (51%)	0 (0%)	70 (69%)	5 (14%)	0 (0%)	5 (29%)
Computer, engineering, and science:	19 (15%)	0 (0%)	19 (23%)	0 (0%)	0 (0%)	0 (0%)	19 (17%)	15 (44%)	4 (5%)
Computer and mathematical occupations	19 (100%)	0 (0%)	19 (100%)	0 (0%)	0 (0%)	0 (0%)	15 (79%)	15 (100%)	0 (0%)
Architecture and engineering occupations	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	4 (21%)	0 (0%)	4 (100%)
Life, physical, and social science occupations	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Educational, legal, community service, arts, and media:	39 (30%)	0 (0%)	39 (47%)	49 (26%)	12 (23%)	37 (27%)	27 (25%)	0 (0%)	27 (36%)
Community and social services occupations	0 (0%)	0 (0%)	0 (0%)	15 (30%)	0 (0%)	15 (41%)	8 (30%)	0 (0%)	8 (30%)
Legal occupations	0 (0%)	0 (0%)	0 (0%)	2 (4%)	0 (0%)	2 (5%)	0 (0%)	0 (0%)	0 (0%)
Education, training, and library occupations	0 (0%)	0 (0%)	0 (0%)	16 (33%)	0 (0%)	16 (43%)	19 (70%)	0 (0%)	19 (70%)
Arts, design, entertainment, sports, and media occupations	39 (100%)	0 (0%)	39 (100%)	16 (33%)	12 (100%)	4 (11%)	0 (0%)	0 (0%)	0 (0%)
Healthcare practitioner and technical occupations	32 (25%)	15 (33%)	17 (20%)	5 (3%)	5 (9%)	0 (0%)	28 (25%)	0 (0%)	28 (37%)
Health diagnosing and treating practitioners and other technical occupations	21 (65%)	15 (100%)	6 (35%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Health technologies and technicians	11 (35%)	0 (0%)	11 (65%)	5 (100%)	5 (100%)	0 (0%)	28 (100%)	0 (0%)	28 (100%)

16 residents are so employed.[86] Moreover, only 3% of census tract 7 residents are employed in healthcare practitioner and technical occupations compared to 25% in census tract 6, and 16 respectively.[87] 3) Figure 43 shows that the majority (62%, 50%, and 67% respectively) of North End residents working in service occupations are employed in the food preparation and serving related occupations sub-category.[88] It is also noteworthy that such a small proportion of North End residents are employed in protective service occupations (6%, 8%, and 3% respectively); no residents of census tracts 6 and 16 are employed in fire fighting, and no residents of census tract 7 are employed in law enforcement.[89] 4) Figure 44 shows that while residents of census tract 7 employed in sales and office occupations are equally distributed between the sub-categories of sales occupations, and office and administrative support occupations (50%, and 50% respectively), residents of census

Figure 43: Service Occupations By Sex, And Sub-Category - Census Tracts 6, 7, and 16 [90]

	Census Tract 6			Census Tract 7			Census Tract 16		
	Total	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Civilian Employed Population 16 years and over	1,141	540	601	926	348	578	679	313	366
Service occupations	342 (100%)	115 (100%)	227 (100%)	206 (100%)	48 (100%)	158 (100%)	143 (100%)	53 (100%)	90 (100%)
Healthcare support occupations:	10 (3%)	0 (0%)	10 (5%)	34 (17%)	0 (0%)	34 (22%)	18 (13%)	0 (0%)	18 (20%)
Protective service occupations:	20 (6%)	20 (17%)	0 (0%)	16 (8%)	0 (0%)	16 (10%)	4 (3%)	4 (8%)	0 (0%)
Fire fighting and prevention, and other protective service workers including supervisors	0 (0%)	0 (0%)	0 (0%)	16 (100%)	0 (0%)	16 (100%)	0 (0%)	0 (0%)	0 (0%)
Law enforcement workers including supervisors	20 (100%)	20 (100%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	4 (100%)	4 (100%)	0 (0%)
Food preparation and serving related occupations:	211 (62%)	72 (63%)	139 (61%)	101 (50%)	28 (58%)	73 (46%)	96 (67%)	28 (53%)	68 (76%)
Building and grounds cleaning and maintenance occupations:	66 (19%)	13 (11%)	53 (23%)	49 (24%)	20 (42%)	29 (18%)	15 (10%)	11 (20%)	4 (4%)
Personal care and service occupations:	35 (10%)	10 (9%)	25 (11%)	6 (3%)	0 (0%)	6 (4%)	10 (7%)	10 (19%)	0 (0%)

Figure 44: Sales And Office Occupations By Sex, And Sub-Category - Census Tracts 6, 7, and 16 [91]

	Census Tract 6			Census Tract 7			Census Tract 16		
	Total	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Civilian Employed Population 16 years and over	1,141	540	601	926	348	578	679	313	366
Sales and office occupations	335 (100%)	115 (100%)	220 (100%)	222 (100%)	22 (100%)	200 (100%)	144 (100%)	43 (100%)	101 (100%)
Sales and related occupations:	96 (29%)	7 (6%)	89 (40%)	110 (50%)	17 (77%)	93 (47%)	103 (72%)	43 (100%)	60 (59%)
Office and administrative support occupations:	239 (71%)	108 (94%)	131 (60%)	112 (50%)	5 (23%)	107 (53%)	41 (28%)	0 (0%)	41 (41%)

tract 6, and 16 vary considerably in this regard.[92] A greater proportion of census tract 6 residents (71%) work in the office and administrative support occupations, than work in sales and related occupations (29%).[93] In census tract 16 the proportion is reversed with 28% employed in office and administrative support occupations, and 72% employed in sales and related occupations.[94] 5) As described above, in figures 32 and 33, only 4.8% of employed North End residents work in natural resources, construction, and maintenance occupations.[95] Figure 45 shows that the greatest proportion of those workers live in census tract 6 and are primarily employed in the

Figure 45: Natural Resources, Construction, And Maintenance Occupations By Sex, And Sub-Category - Census Tracts 6, 7, and 16 [96]

	Census Tract 6			Census Tract 7			Census Tract 16		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	1,141	540	601	926	348	578	679	313	366
Natural resources, construction, and maintenance occupations	78 (100%)	78 (100%)	0 (100%)	34 (100%)	34 (100%)	0 (100%)	19 (100%)	19 (100%)	0 (100%)
Farming, fishing, and forestry occupations:	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Construction and extraction occupations	20 (26%)	20 (26%)	0 (0%)	34 (100%)	34 (100%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Installation, maintenance, and repair occupations:	58 (74%)	58 (74%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	19 (100%)	19 (100%)	0 (0%)

installation, maintenance, and repair sub-category (74% in census tract 6, 44% of North End total).[97] It is noteworthy that no North End residents are employed in farming, fishing, and forestry occupations, and that there are no females working in these occupations.[98] 6) Figure 46 shows that the greatest proportion of North End residents employed in production, transportation, and material moving occupations work in the production occupation sub-category (74%, 56%, and 49% respectively).[99] It is noteworthy that census tract 16 residents are employed in the material moving sub-category at double the rate (42%) of those in census tracts 6, and 7 (21%, and 16% respectively).[100]

Figure 46: Production, Transportation, And Material Occupations By Sex, And Sub-Category - Census Tracts 6, 7, and 16 [101]

	Census Tract 6			Census Tract 7			Census Tract 16		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Civilian Employed Population 16 years and over	1,141	540	601	926	348	578	679	313	366
Production, transportation, and material occupations	257 (100%)	186 (100%)	71 (100%)	273 (100%)	191 (100%)	82 (100%)	263 (100%)	164 (100%)	99 (100%)
Production occupations:	189 (74%)	131 (70%)	58 (82%)	153 (56%)	102 (53%)	51 (62%)	128 (49%)	55 (33%)	73 (74%)
Transportation occupations:	13 (5%)	0 (0%)	13 (18%)	73 (8%)	64 (34%)	9 (11%)	24 (9%)	19 (12%)	5 (5%)
Material moving occupations:	55 (21%)	55 (30%)	0 (0%)	47 (16%)	25 (13%)	22 (27%)	111 (42%)	90 (55%)	21 (21%)

Figure 47: Living Wages For Mansfield, Ohio Metropolitan Statistical Area[102]

Hourly Wages	1 Adult	1 Adult 1 Child	1 Adult 2 Children	1 Adult 3 Children	2 Adults (One Working)	2 Adults (One Working) 1 Child	2 Adults (One Working) 2 Children	2 Adults (One Working) 3 Children	2 Adults	2 Adults 1 Child	2 Adults 2 Children	2 Adults 3 Children
Living Wage	$9.39	$19.29	$25.53	$30.24	$14.84	$18.02	$20.51	$22.99	$7.42	$10.70	$13.07	$15.43
Poverty Wage	$5.00	$7.00	$9.00	$11.00	$7.00	$9.00	$11.00	$13.00	$3.00	$4.00	$5.00	$6.00
Minimum Wage	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10	$8.10

According to Dr. Amy K. Glasmeier at The Massachusetts Institute of Technology (MIT), a living wage is "the hourly rate that an individual must earn to support their family, if they are a sole provider and are working full-time (2,080 hours per year)." Figure 47 shows the living wage breakdown for residents of Mansfield. Overall, the only case where Ohio's minimum wage ($8.10) would qualify as a living wage for Mansfield residents, is when two adults with no dependent children both work full time jobs. In this case, both adults would only need to make $7.42 an hour to support themselves. **In every other family configuration (i.e. 1 Adult, 1 Adult 1 Child, etc.) minimum wage is not enough to qualify as a living wage.**

Figure 48: Percentage Of Families Whose Income In The Past 12 Months Is Below The Poverty Level[103]

	All Families	Families With Related Children Under 18 Years	Married Couple Families	Married Couple Families With Related Children Under 18 Years	Families With Female Householder, No Husband Present	Families With Female Householder, No Husband Present With Related Children Under 18 Years
Census Tract 6	34.1%	43.1%	23.9%	21.1%	51.1%	62.2%
Census Tract 7	38.0%	53.6%	19.3%	33.6%	53.1%	59.2%
Census Tract 16	33.5%	53.9%	16.7%	27.0%	58.9%	91.5%
Mansfield	20.0%	34.8%	9.2%	15.0%	42.3%	54.5%
Richland County	12.3%	22.8%	5.7%	9.8%	35.5%	46.7%
Ohio	11.6%	19.5%	4.7%	7.3%	34.4%	45.0%
United States	11.3%	17.8%	5.6%	8.3%	30.6%	40.0%

Figure 49: Percentage Of People Whose Income In The Past 12 Months Is Below The Poverty Level[104]

	All People	Under 18 Years	18 Years And Over	18 To 64 Years	65 Years And Over
Census Tract 6	45.7%	53.3%	42.8%	43.5%	39.1%
Census Tract 7	38.7%	57.4%	30.6%	32.6%	21.5%
Census Tract 16	35.4%	52.9%	27.0%	31.0%	11.3%
Mansfield	24.4%	38.2%	20.4%	23.3%	10.7%
Richland County	15.7%	23.8%	13.3%	14.8%	8.2%
Ohio	15.8%	22.8%	13.6%	14.9%	8.0%
United States	15.4%	21.6%	13.4%	14.3%	9.4%

As illustrated in figure 48, North End families are living in poverty at a rate more than triple the national average, and roughly half of North End families with children under eighteen years of age are living below the poverty line. Furthermore, families headed by single mothers with children under the age of eighteen are living in poverty at alarming rates at both the national and the local level. On the North End, in census tracts 6 and 7, 62.2% and 59.2% of families headed by single mothers with children under the age of eighteen live in poverty, and in census tract 16, a staggering 91.5% of single mothers and their children live in poverty. This is well more than double the national average of 40.0%.

As indicated in figure 49, more than one third of individual North End residents are living in poverty. Moreover, poverty amongst North End children is particularly pronounced with 53.3% of kids in census tract 6,

57.4% of kids in census tract 7, and 52.9% of kids in census tract 16 living below the poverty level. Childhood poverty on the North End is more than double the national average of 21.6%

How Poverty Affects a Neighborhood[105]

In 2014, 49 million Americans are living in poverty, the most since the late 1950s. Poverty in America is defined as earning an income less than $23,624 for a family of four. Today, 12% of American families live in poverty and of those, 36% are headed by single mothers. One in five American kids lives in poverty, and 17.6 million American households run out of money and food in any given month.

Poverty has a particularly adverse effect on the academic outcomes of children, especially during early childhood. Children aged 3 to 6 years of age living in poverty scored significantly worse on tests measuring School Readiness Skills. Those students who were living above the poverty line were more able to recognize their letters, to count to 20 or higher, to write their names, and to read words in a book than their less affluent peers. Living in poverty also negatively affects older kids as well. Students aged 16 to 24 who come from low income neighborhoods are seven times more likely to drop out of school. Incidentally, the median income of persons ages 18 through 67 who have not completed high school is roughly $25,000. In this way, inadequate education contributes to the cycle of poverty by making it more difficult for low-income children to lift themselves and future generations out of poverty. For the Mansfield City Schools where 83.9% of students are considered economically disadvantaged, the 2015-2016 district "Report Card" is shocking. Of the six components reported, five were graded as an "F"; the other was a "D".

In addition to adversely affecting low-income student achievement, poverty has a tremendous effect on a neighborhood. For instance, schools in high poverty communities are likely to be underfunded and neighborhood schools in these communities are often the first to be closed when funding runs out. Over the years, many Mansfield City School buildings have been closed or repurposed. Roughly half (8 since 1978) of those schools were located in or adjacent to the North End, where approximately 1 in 3 families live in poverty. Neighborhood schools send a powerful message to residents that their government, not only has a presence in the neighborhood, but is also invested in the community's success or failure. Closure of neighborhood schools also means that children must travel farther away, increasing commute times and complicating logistics.

Another key factor to consider is the effect of race on poverty. Minorities are disproportionately affected by poverty. Poverty rates for Ohio's Black community have increased from 26.5% in 2000 to 35.6% in 2012. This is more than double the rate for all Ohioans (16.3%). Similarly, the median household income for African Americans in Ohio was approximately $29, 000 compared to $47,000 for the state as a whole. Unemployment rates for Ohio's Black community have increased from 7.6% in 2000 to 15.2% in 2013. This is also more than double the rate for all Ohioans (7.4%). In 2013, the unemployment rate for Black recent college graduates (12.4%) was nearly twice that of other recent college graduates (5.6%). African American men working full time earn 72% of the average earnings of comparable Caucasian men and 85% of the earnings of Caucasian women. Minorities are also roughly twice as likely to receive a high cost mortgage than Caucasians. The impact of poverty among African Americans in Richland County is particularly evident and magnified in the Mansfield City Schools. Richland County is roughly 90% white, while the City of Mansfield is roughly 75% white, however, the Mansfield City Schools, where 82.6% of students are considered economically disadvantaged, is attended by 33% or one third, African American students.

One of the biggest misconceptions about poverty is that people in poverty are lazy and that they don't want to work. The fact is there are 10.4 million Americans who are classified as the "working poor." The Bureau of Labor Statistics defines the working poor as people who spend at least 27 weeks in the labor force either working or looking for work but whose incomes fall below the poverty line. Among the working poor, families with children under 18 years of age were about four times more likely than those without children to live in poverty. The largest group of working poor work in the service industry: 3.3 million, or 13.1% of all service workers live in poverty. As above, minorities are disproportionately classified as working poor: Blacks and Hispanics are roughly twice as likely to be working poor.

Consumer Trends

The following section is a description of consumer trends at the national, state, regional, and local levels. Overall, despite a person's socio-economic status, we all have the same basic needs for food, shelter, and clothing. However, when annual household expenditures are considered as a percentage of total income, it becomes clear that households earning less money spend a greater percentage of their income on these necessities.

As illustrated in figures 50 through 56, the largest percentage of household income is spent on housing and food, followed by transportation, healthcare, and other necessities. As noted above, there is an inverse relationship between the amount of money spent on each category of expenditures and the percentage of total income. For instance, on the North End the average household spends $6,509.53 or 18.9% of their income on shelter and utilities, but at a state level the average is $7,712.63 or 11.4%. Even though more money is being spent on shelter at the state level, the percentage of income being used for this purpose is lower because the average income is so much larger for the state ($67,386) than for the North End ($34,494). This is a trend that is repeated in each of the categories studied. Because of this disparity, more affluent households are able to meet their basic material needs, while retaining a much larger portion of their income for discretionary spending and savings.

Figure 50: Average Annual Household Expenditures - Shelter and Utilities[106]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$6,509.53	18.9%
Mansfield	$7,024.92	15.1%
Richland County	$7,488.28	13.3%
Ohio	$7,712.63	11.4%
United States	$10,332.39	13.5%

Figure 51: Average Annual Household Expenditures - Food and Beverage[107]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$5,686.65	16.5%
Mansfield	$6,155.13	13.2%
Richland County	$6,798.33	12.1%
Ohio	$7,053.84	10.5%
United States	$7,198.40	9.4%

Figure 52: Average Annual Household Expenditures - Vehicles[108]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$5,353.00	15.5%
Mansfield	$6,469.00	13.9%
Richland County	$7,464.00	13.3%
Ohio	$7,890.00	11.7%
United States	$9,029.00	11.8%

Figure 53: Average Annual Household Expenditures - Household Furnishings and Expenses[109]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$955.13	2.8%
Mansfield	$1,232.21	2.6%
Richland County	$1,498.13	2.7%
Ohio	$1,560.38	2.3%
United States	$1,521.35	2.0%

Figure 54: Average Annual Household Expenditures - Apparel[110]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$1,165.32	3.4%
Mansfield	$1,205.93	2.6%
Richland County	$1,329.70	2.4%
Ohio	$1,473.26	2.2%
United States	$1,607.54	2.1%

Figure 55: Average Annual Household Expenditures - Health Care[111]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$3,082.38	16.5%
Mansfield	$3,562.48	7.6%
Richland County	$3,897.69	6.9%
Ohio	$3,773.34	5.6%
United States	$3,711.17	4.9%

Figure 56: Average Annual Household Expenditures - Electronics[112]

	Average Annual Expenditure per Household	Percentage of Total Income
The North End	$1,790.48	5.19%
Mansfield	$1,928.25	4.1%
Richland County	$2,155.86	3.8%
Ohio	$2,247.56	3.3%
United States	$2,385.19	3.1%

Figure 57 shows the 2015 average annual household consumer expenditures at the national, state, regional, and local levels for a wide variety of consumer goods. Not surprisingly, with very few exceptions, households at the national level spend more annually on consumer goods than households at the state, county, city, and census tract level.

Figure 57: 2015 Consumer Expenditures (Average Household Annual Expenditures)[113]

	United States	Ohio	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16
Total Households	120,853,189	4,625,355	47,916	18,387	1,194	1,098	748
Median Household Income	$53,423	$49,573	$43,181	$33,265	$30,513	$22,994	$34,325
Total Average Household Expenditure	$51,973	$47,101	$45,205	$40,018	$35,611	$31,371	$38,904
Airline Fares	$310	$233	$224	$181	$131	$89	$183
Alcoholic Beverages purchased on trips	$46	$48	$45	$38	$39	$25	$35
Alimony Expenditures	$25	$17	$16	$13	$8	$5	$12
Alteration, Repair, and Tailoring	$6	$4	$4	$3	$2	$2	$3
Apparel and Services for Children Under 2	$74	$71	$62	$60	$72	$60	$54
Audio Equipment and Sound Components	$0	$0	$0	$0	$0	$0	$0

Figure 57: 2015 Consumer Expenditures (Average Household Annual Expenditures)[113] (Continued)

	United States	Ohio	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16
Total Households	120,853,189	4,625,355	47,916	18,387	1,194	1,098	748
Median Household Income	$53,423	$49,573	$43,181	$33,265	$30,513	$22,994	$34,325
Total Average Household Expenditure	$51,973	$47,101	$45,205	$40,018	$35,611	$31,371	$38,904
Books thru book clubs	$3	$2	$2	$2	$1	$1	$2
Books not thru book clubs	$29	$24	$23	$20	$14	$11	$19
Boys' active sportswear	$1	$1	$0	$0	$0	$0	$0
Cash contributions to charities, church, religious, educational, political and other organizations	$1,448	$1,380	$1,383	$1,222	$793	$688	$1,168
CDs, Records, Audio Tapes	$9	$7	$6	$5	$5	$4	$5
Cellular Phone Service	$925	$806	$757	$673	$686	$602	$674
Child Support Expenditures	$90	$74	$66	$59	$55	$52	$53
College Tuition	$785	$727	$636	$559	$576	$454	$497
Computers and Computer Hardware for nonbusiness use	$136	$136	$130	$109	$82	$67	$114
Computer information services	$289	$224	$212	$189	$181	$160	$191
Coolant, brake fluid, transmission fluid, and other additives	$7	$5	$5	$5	$5	$4	$6
Cosmetics, perfume, bath preparations	$164	$149	$136	$117	$102	$104	$106
Deodorants, feminine hygiene, miscellaneous personal care	$33	$35	$34	$31	$28	$26	$30
Electricity	$1,505	$1,439	$1,416	$1,329	$1,295	$1,240	$1,327
Fees for Recreational Lessons	$111	$90	$81	$64	$58	$48	$55
Finance Charges Excluding Mortgage And Vehicle	$14	$14	$13	$12	$13	$9	$11
Floor Coverings, Nonpermanent	$19	$21	$19	$15	$11	$9	$15
Food or Board at School	$42	$22	$19	$15	$13	$10	$15
Food on out-of-town trips	$260	$217	$204	$166	$134	$99	$162
Funeral Expenses	$81	$75	$77	$78	$64	$66	$77
Furniture	$376	$339	$314	$262	$211	$174	$260
Gasoline and Motor Oil	$2,620	$2,326	$2,240	$2,002	$1,950	$1,564	$1,928
Girls' Active Sportswear	$10	$11	$10	$9	$11	$10	$9
Hair Care Products	$59	$63	$60	$54	$49	$47	$51
Hospital Room and Services	$139	$174	$182	$165	$168	$140	$167
Health Care Insurance	$413	$404	$391	$336	$311	$250	$317

Figure 57: 2015 Consumer Expenditures (Average Household Annual Expenditures)[113] (Continued)

	United States	Ohio	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16
Total Households	120,853,189	4,625,355	47,916	18,387	1,194	1,098	748
Median Household Income	$53,423	$49,573	$43,181	$33,265	$30,513	$22,994	$34,325
Total Average Household Expenditure	$51,973	$47,101	$45,205	$40,018	$35,611	$31,371	$38,904
Health Maintenance Organization (not BCBS)	$439	$393	$387	$354	$325	$317	$348
Housekeeping Services	$163	$97	$89	$71	$44	$44	$67
Household Textiles	$96	$89	$86	$76	$62	$58	$76
Intracity Bus Fares	$9	$8	$8	$7	$6	$4	$7
Intracity Mass Transit Fares	$75	$40	$36	$41	$49	$50	$46
Jewelry	$71	$66	$59	$49	$44	$34	$51
Legal Fees	$151	$183	$153	$132	$131	$81	$120
Life and Other Personal Insurance	$324	$306	$295	$240	$183	$156	$243
Maintenance and Repair Services	$1,209	$777	$799	$727	$518	$448	$685
Medical equipment for general use	$3	$4	$4	$3	$2	$1	$3
Men's Suits	$24	$17	$14	$12	$2	$1	$3
Miscellaneous Fees	$3	$3	$2	$2	$2	$1	$1
Mortgage interest and charges owned dwellings	$3,150	$2,407	$2,195	$1,801	$1,662	$1,399	$1,659
Mortgage interest and charges owned vacation homes	$247	$130	$121	$94	$70	$58	$97
Movie, Theater, Amusement parks, and Other	$9	$8	$8	$6	$6	$5	$6
Natural Gas	$424	$548	$552	$529	$528	$496	$526
New Cars	$751	$628	$601	$486	$374	$254	$465
New Trucks	$826	$672	$606	$472	$335	$231	$432
New Motorcycle	$14	$16	$13	$8	$3	$1	$7
Newspaper, Magazine by Subscription	$34	$35	$38	$34	$22	$19	$34
Oral Hygiene Products, Articles	$37	$34	$34	$30	$26	$25	$29
Other Household Products	$345	$373	$377	$358	$272	$360	$361
Other Home Services	$21	$18	$17	$14	$9	$7	$14
Other Tobacco Products	$339	$357	$365	$363	$394	$390	$362
Personal Care Services	$276	$243	$238	$206	$169	$148	$193
Pet Purchase, Supplies, Medicine	$120	$120	$123	$116	$111	$117	$121
Photo Processing	$7	$7	$6	$5	$4	$3	$5

Figure 57: 2015 Consumer Expenditures (Average Household Annual Expenditures)[113] (Continued)

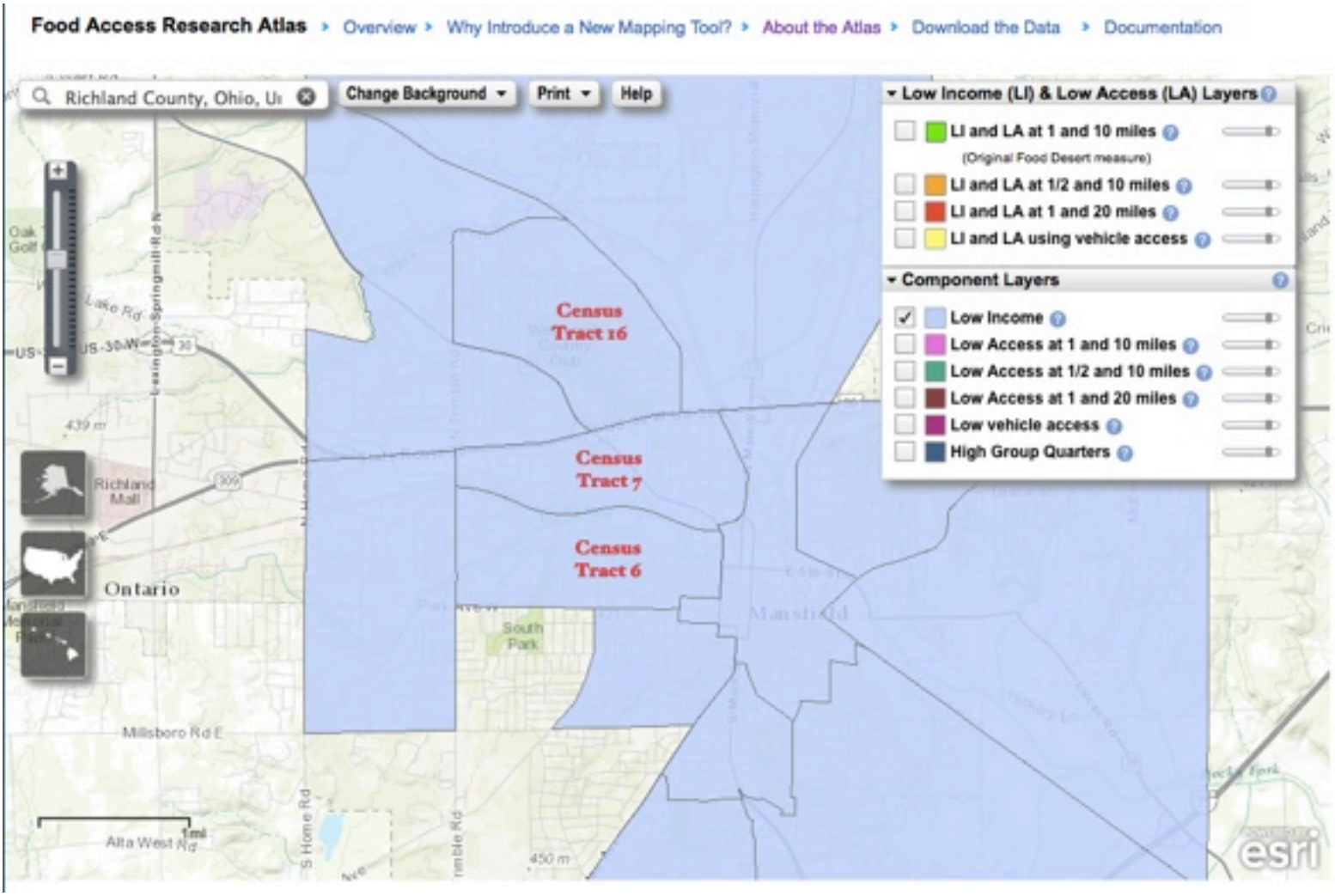
	United States	Ohio	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16
Total Households	120,853,189	4,625,355	47,916	18,387	1,194	1,098	748
Median Household Income	$53,423	$49,573	$43,181	$33,265	$30,513	$22,994	$34,325
Total Average Household Expenditure	$51,973	$47,101	$45,205	$40,018	$35,611	$31,371	$38,904
Portable Heating and Cooling Equipment	$13	$11	$11	$10	$9	$10	$10
Property taxes owned dwellings	$1,888	$1,666	$1,630	$1,396	$1,151	$1,009	$1,350
Property taxes owned vacation homes	$97	$74	$76	$66	$44	$43	$68
Rent	$3,254	$2,268	$2,281	$2,565	$2,734	$2,947	$2,585
Satellite Dishes	$1	$0	$0	$0	$0	$0	$0
Shaving Needs	$21	$21	$19	$16	$15	$13	$15
Small Electric Kitchen Appliances	$37	$28	$28	$26	$24	$22	$26
Residential Telephone/Pay Phones	$251	$257	$268	$240	$193	$195	$245
Televisions	$71	$64	$60	$53	$52	$41	$51
Tobacco Products and Smoking supplies	$339	$357	$365	$363	$394	$390	$362
Tolls or Electronic Toll Passes	$40	$13	$12	$11	$9	$8	$10
Toys, Games, Arts and Crafts, and Tricycles	$125	$92	$88	$78	$80	$67	$77
Used Cars	$824	$901	$841	$760	$695	$569	$731
Used Trucks	$835	$910	$847	$727	$679	$533	$692
VCR's and Video Disc Players	$6	$5	$4	$6	$4	$4	$4
Vehicle Insurance	$1,036	$706	$706	$646	$564	$439	$596
Vehicle Air Conditioning Repair	$0	$0	$0	$0	$0	$0	$0
Vehicle Inspection	$12	$8	$8	$8	$7	$6	$7
Video Game Hardware And Software	$74	$60	$52	$46	$46	$46	$42
Watches	$21	$17	$15	$14	$15	$13	$14
Women's Suits	$8	$8	$7	$6	$4	$2	$5

Food Access

Despite the fact that both low and high income households spend a comparable percentage of their income on food, the quality of the food they are able to access varies greatly. Low-income neighborhoods often lack full service grocery stores making convenience stores the only place to shop. These establishments generally sell only high calorie foods with little nutritional value. According to the United States Department of Agriculture (USDA), portions of Mansfield's North End are classified as a fresh food desert. The USDA defines a fresh food desert as "a low-income census tract where a substantial number or share of residents has low access to a supermarket or large grocery store." In this case, a low-income census tract is one where "the poverty rate for that tract is at least 20%...or for tracts located within a metropolitan area, the median family income for the tract does not exceed 80 percent of the greater of statewide median family income or the metropolitan area median family income."[114]

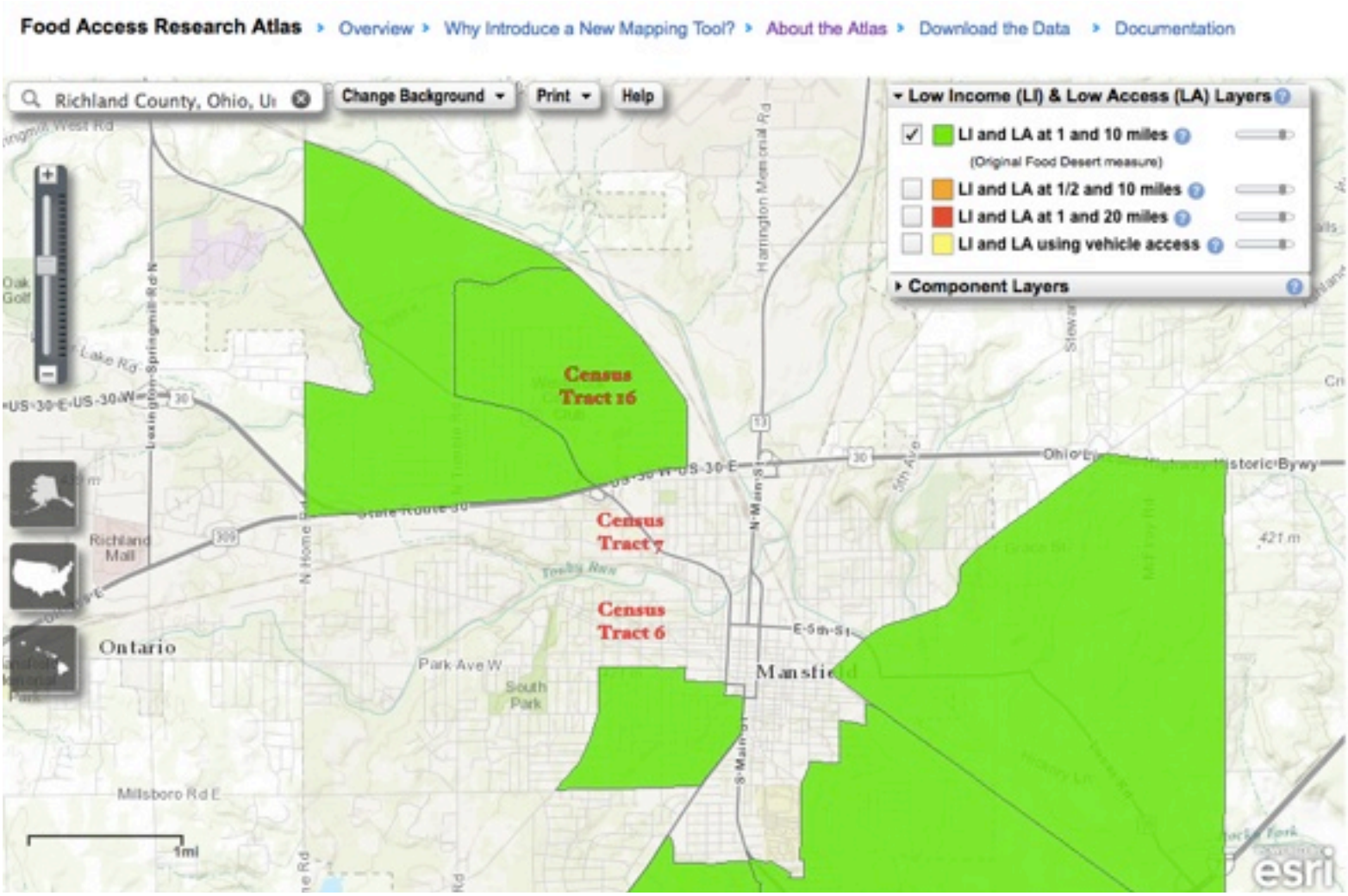
The U.S. Census Bureau indicates that, as defined by the USDA and illustrated in figure 58, **all of the census tracts that make up the North End are considered "low-income".** The poverty rates for census tracts 6, 7, and 16 are 45.7%, 38.7%, and 35.4% respectively, and the median household incomes for census tracts 6, 7, and 16 are $28.3k, $24.9k, and $26.2k, well below the median household incomes of the state ($48.3k) and the Mansfield Metropolitan Statistical Area/Richland County ($41.8k).[115] Determining the North End's "low access to a supermarket or large grocery store" is a little more complex.

Figure 58: USDA Low-Income Census Tracts[116]



Over time, the USDA has changed their definition of "low access". Originally, the USDA defined "low access" as "low-income areas where a significant number or share of residents is far from a supermarket, where "far" is more than 1 mile in urban areas and more than 10 miles in rural areas."[117] **Under these criteria, the USDA would classify census tract 16 as a fresh food desert (see figure 59).** However, under this original definition, census tracts 6 and 7 are not considered to be low access, and therefore are not considered fresh food deserts, despite the fact that they are considered low income.

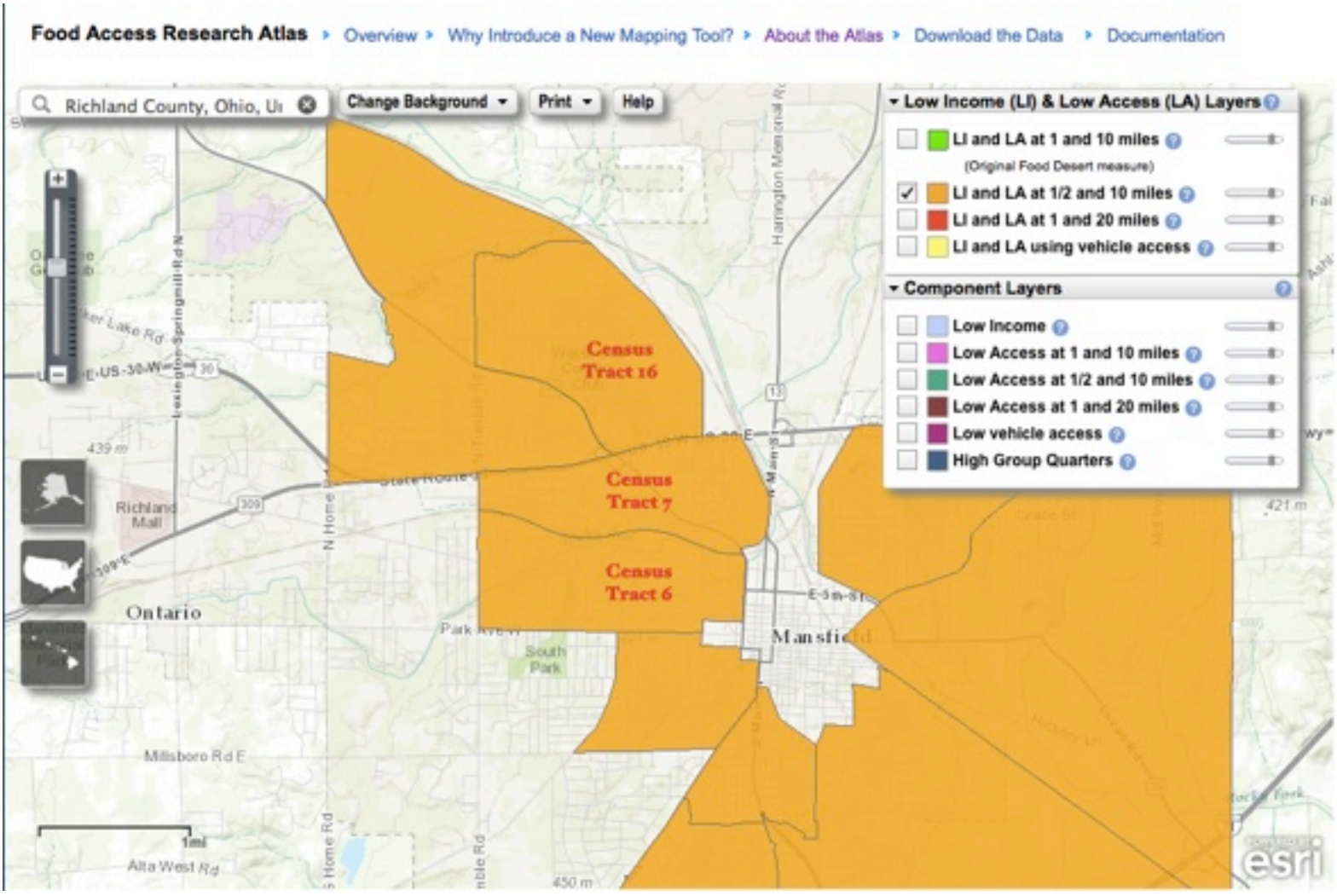
Figure 59: USDA Low-Income and Low Access at 1 and 10 miles, Census Tracts (Original USDA Food Desert Guidelines)[118]



Nevertheless, over time, the USDA has refined their criteria for a fresh food desert with additional food access indicators that use ½-mile and 1-mile demarcations to the nearest supermarket for urban areas, and 10-mile and 20-mile demarcations for rural areas. Additionally, the USDA now considers access to a motor vehicle as a key consideration when assessing access to fresh foods. Under these updated criteria, all of the census tracts that make up the North End are considered to be low income and all have low access to fresh foods at ½ mile (see figure 60). However, only census tract 6 meets the final criteria: census tract 6 has a relatively high number

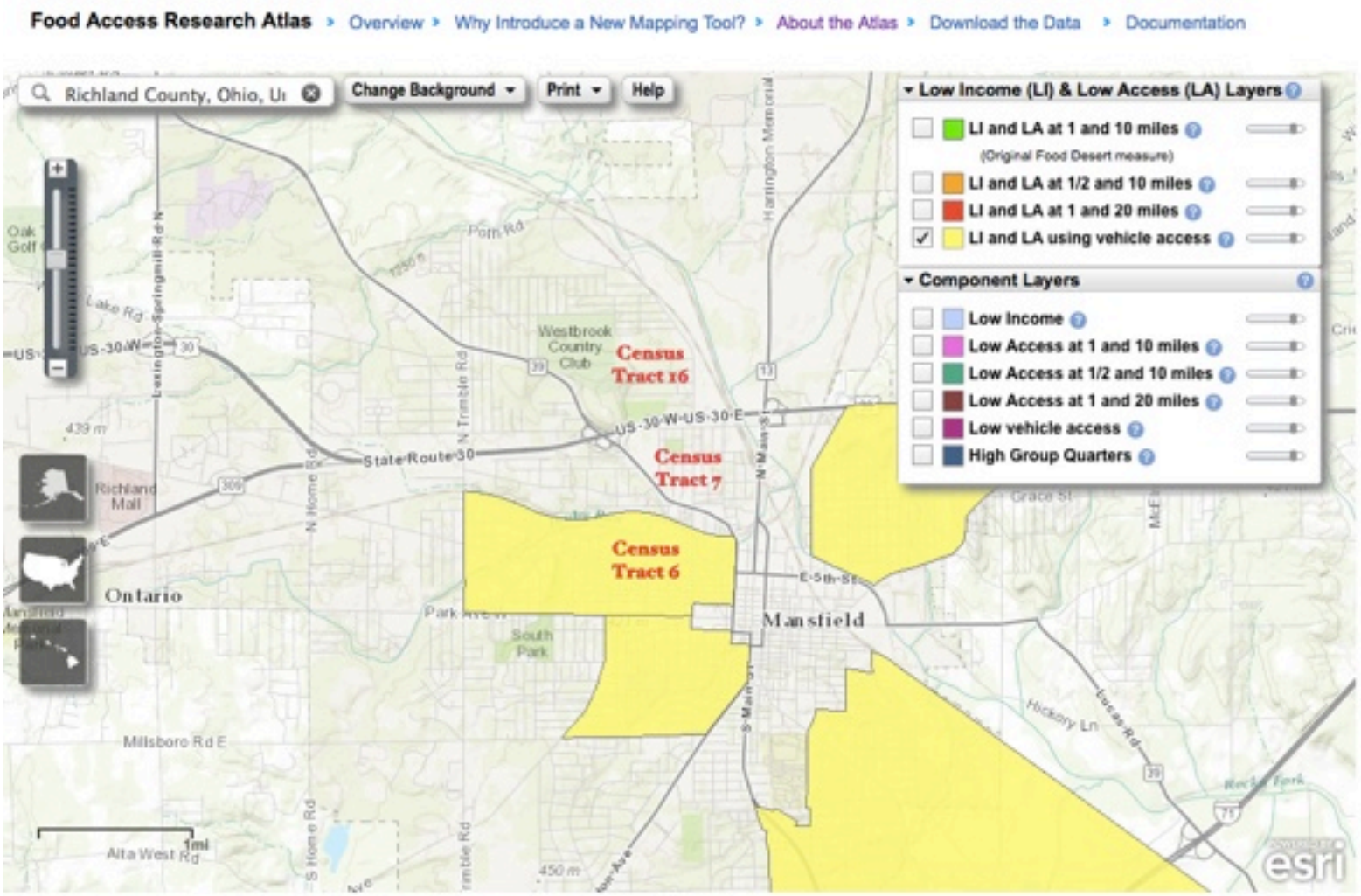
of households (235 of 1,234 total households [19.1%]) without vehicles that are more than 1/2 mile from a Supermarket (see figure 61).[119] Overall, under these updated food desert criterion, **the USDA would classify census tract 6 as a fresh food desert because it satisfies all three of the current measures: low-income, low access/½ mile from a grocery store, and a high number of households without access to a motor vehicle.** On the other hand, census tracts 7 and 16 satisfy two of the three criteria: low-income, and low access/½ mile from a grocery store. According to the USDA, unlike census tract 6, census tract 7 and 16 do not have a high number of households without access to a motor vehicle (6.8%, and 5.8% respectively).[120] Living in a fresh food desert is not just an issue of hunger, but one of overall health. People living in food deserts experience higher rates of obesity, cardiovascular disease, and diabetes.[121]

Figure 60: USDA Low-Income and Low Access at 1/2 and 10 miles, Census Tracts[122]



In addition to lacking access to healthy foods, poorer neighborhoods are often inundated with fast food restaurants. Low prices and ease of access make them an obvious choice for low income residents. Mari Gallagher, a research and consulting group, has developed **the food balance score** as another measure of a region's access to nutritious food. A food balance score is determined by dividing the average distance to a supermarket by the average distance to a fast food restaurant. An ideal food balance score is one or less (a smaller score indicates a community closer to grocery stores than fast food restaurants).

Figure 61: USDA Low-Income and Low Access using vehicle access, Census Tracts[123]



In order to calculate a food balance score for the North End, a centralized address was chosen from each target census tract (6, 7, & 16). The average distance to the four closest grocery stores and fast food restaurants to each address was calculated using Google Maps, and then divided to find the food balance score. For the North End, Kroger on Park Avenue West and Ashland Road were used as the closest grocery stores, and McDonalds and Domino's Pizza on Trimble Road, and Church's Chicken on Park Avenue West were used as the closest fast food restaurants. Overall, the results were consistently high. Census tract 16 had the farthest distance to a grocery store at approximately 5.18 miles, but because the average distance to a fast food restaurant was also high at 2.5 miles the overall food balance score was the lowest of the three at 2.07. Census tract 7 was next with an average grocery store distance of 3.93 miles and fast food distance of 1.38 miles making for a food balance score of 2.85. The highest score was census tract 6 at 3.45 with a distance of 3.9 miles to a grocery store and 1.13 miles to a fast food restaurant.

Section 4

The North End Economy

Methodology

In an attempt to quantify economic activity on the North End of Mansfield, Ohio, a preliminary list of businesses in the target area was generated on DemographicsNow. This initial list was then checked by field observation. Each individual address was verified as accurate, vacant commercial properties were recorded, business names were verified as accurate or updated, and a photograph was taken for a visual record. In some cases, businesses without a direct service component were challenging to verify, and a best guess was made based on employee traffic, and other observed activity at a site. The final, verified list was then analyzed and broken down by category. Categories were assigned using a combination of DemographicsNow data, observation, web searches, and in some cases, businesses were contacted directly via telephone or in person.

North End Businesses

Overall, there are 472 businesses on the North End that are confirmed to be in operation. A "business", in this case, is a broad definition being applied not only to for profit structures, but also to churches, non-profit organizations, associations, fraternal organizations, and government entities. Not included in this total are vacant commercial properties, and the seven businesses classified as "Unknown" that could not be verified as open. Active North End businesses were separated into twenty-seven categories most of which are singular business types reflected in the category name. North End businesses fall under the following categories:

1. Associations
2. Automotive Service
3. Banks
4. Child Care
5. Churches
6. Contractors
7. Distributors
8. Education
9. Employment Agencies
10. Government
11. Health Care
12. Hospitality
13. Manufacturing
14. Media
15. Miscellaneous
16. Non-Profits
17. Personal Services
18. Professional Services
19. Real Estate
20. Recreation
21. Religious Services
22. Retail
23. Technology Services
24. Trucking
25. Unknown
26. Warehouses
27. Wholesalers

Among these twenty-seven, there are several categories that encompass different types of businesses not evident in the category name; these include: Professional Services, Hospitality, Miscellaneous, and Personal Services. **Professional Services** includes the sub-categories: accountants, advertising, attorneys, architects, adoption agencies, auctioneers, insurance agencies, interior design, financial services, and funeral services. **Hospitality** is composed of restaurants, bars, caterers, event venues, and hotels. Included under **Miscellaneous** is any business that does not readily fit into another category; these range from taxi services to call centers. **Personal Services** includes the sub-categories salons, tattoo parlors, personal trainers, and psychics.

Upon closer inspection, it is clear that there are certain professions and businesses that dominate the North End economy while others are remarkably absent. As a whole, **Professional Services** is the largest category of businesses in the North End with roughly eighty businesses (19%) falling under this classification. Overall, attorneys account for half of the entries under Professional Services. Family law, estate planning, criminal defense, debt relief, and personal injury are the most prevalent areas of the law that North End attorneys are practicing. It is noteworthy that the majority of North End businesses classified as Professional Services are primarily located in Downtown Mansfield.

The second most prevalent type of businesses on the North End are classified as **Retail**. There are approximately sixty-two retailers (15%) on the North End selling a wide range of products from art and art supplies to automobiles, books, and DVDs. In general, the most common retail businesses on the North End are car lots, auto parts stores, drug stores, dollar/convenience stores, and drive-thrus. Retailers are scattered throughout the North End but are primarily concentrated on the major thoroughfares and border streets including Park Avenue West, North Trimble Road, and Springmill Street.

The third most prevalent type of businesses on the North End are **Contractors**. There are approximately thirty-one contractors (7%) doing business on the North End, offering services ranging from general construction, HVAC, and plumbing to concrete, appliance repair, and landscaping. Like most municipalities, the City of Mansfield keeps a list of contractors that are licensed and registered, and only those on that list are eligible to bid on city contracts. In 2015, there were 427 contractors on the City of Mansfield's list. Of those, 165 (39%) are located in Mansfield; the others are located outside of the city. Of the thirty-one North End contractors, only ten (2%) are registered

Figure 62: North End Business Categories by Prevalence

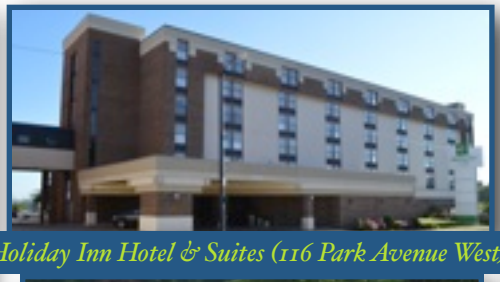
Category		Category	
Professional Services	80	Government	10
Retail	62	Miscellaneous	7
Contractors	31	Trucking	7
Hospitality	30	Unknown	7
Health Care	29	Religious Services	5
Real Estate	28	Technology Services	5
Non-Profits	27	Employment Agencies	4
Churches	26	Warehouses	4
Manufacturing	23	Childcare	3
Automotive Service	22	Banks	3
Education	18	Distributors	3
Wholesalers	14	Recreation	3
Associations	13	Media	2
Personal Services	13		

with the City of Mansfield and thereby eligible to bid on city contracts. **North End contractors on the city's list:**

1. Bo Lacey Construction
2. Bob & Bob Co.
3. CRT Landscaping
4. Dennis Caldwell Demolition Service
5. Dream Maker Bath and Kitchen
6. Dwyer Electric
7. G.P. Wiegand Construction
8. Kokosing Construction
9. Schunatz Backhoe
10. Standard Plumbing

The fourth most prevalent type of North End businesses are classified as **Hospitality**. Hospitality includes: hotels, event venues, bars, restaurants, coffee shops, and caterers. Overall, there are thirty (7%) North End businesses classified as **Hospitality**, and of those, fourteen are restaurants. Eight of these establishments are local businesses that mostly cater to casual, all American comfort food with the exception of Athen's Greek Restaurant and Fork and Fingers, a Mexican restaurant. The other six are National/International chains, which include Church's Chicken, Subway, McDonalds, Domino's Pizza, and Bob Evans. There are five bars on the North End, some of which offer full menus. All five are local establishments. Similar to retailers, North End hospitality businesses are primarily concentrated on the major thoroughfares and border streets including: Park Avenue West, North Trimble Road, and North Main Street.

Athens Greek Restaurant (41 N. Main St.)


Holiday Inn Hotel & Suites (116 Park Avenue West)

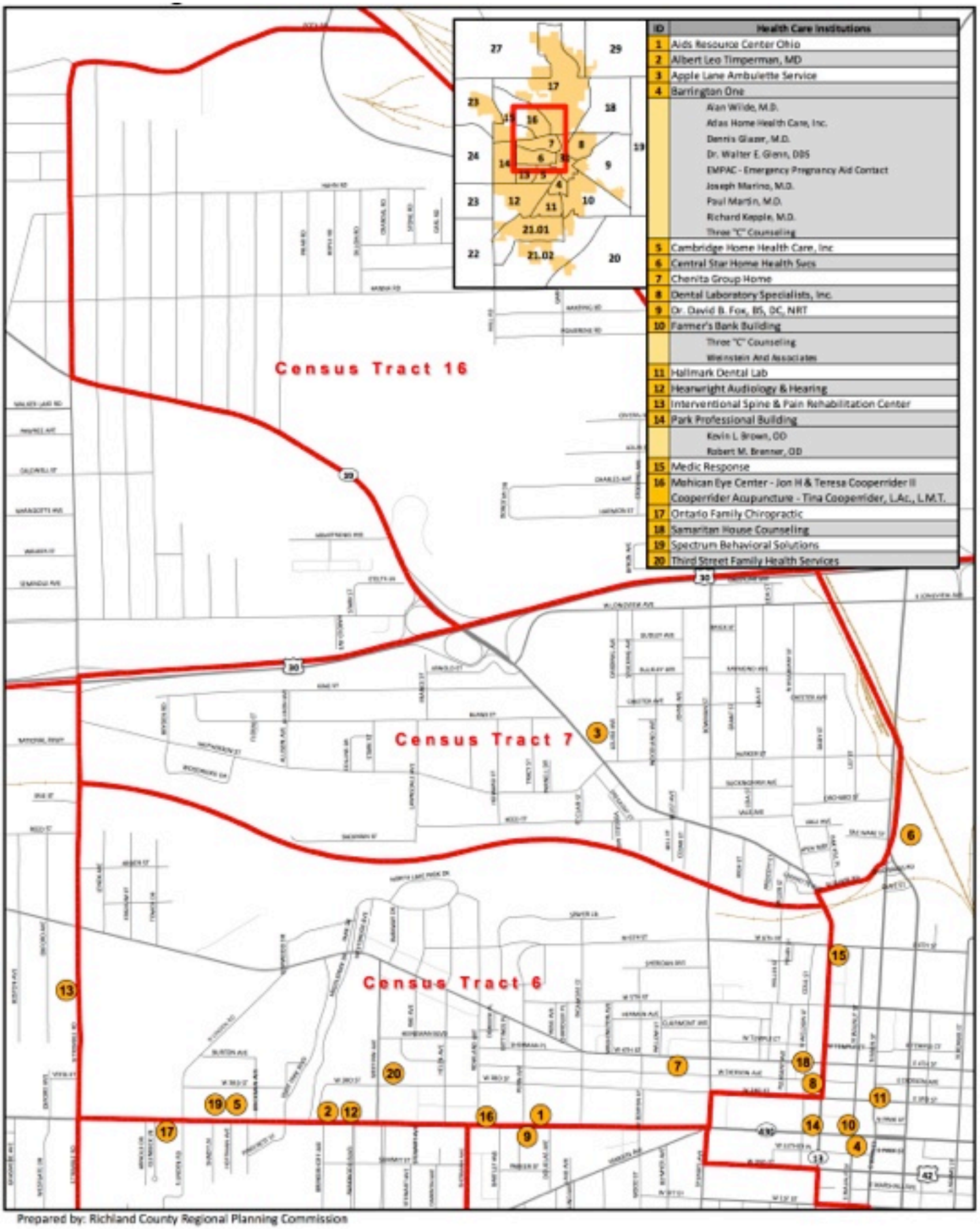

Dairy Land (800 Springmill St.)


Domino's Pizza (359 Trimble Rd.)


Third Street Family Health Services (600 W. Third St.)

The fifth most prevalent type of North End businesses are classified as **Health Care.** Health Care includes: clinics, physicians, dentists, counselors, acupuncturists, resource centers, medical labs, and chiropractors. There are twenty-nine (7%) North End businesses classified as Health Care. One of the major focal points of health related activity on the North End is Third Street Family Health Services sometimes referred to as the Third Street Community Clinic. Since 1994, the clinic has provided a wide range of health related services to low-income residents in the fields of women's health (OB/Gyn), dental, medical/pediatrics, and behavioral health. According to DemographicsNow, Third Street Community Clinic employs fifty-seven workers including approximately thirty health care professionals: social workers, counselors, nurses, nurse practitioners, medical doctors, and dentists. Despite the fact that the Third Street Clinic provides jobs in the North End, the majority of these jobs require specialized training, post-graduate, and medical degrees.

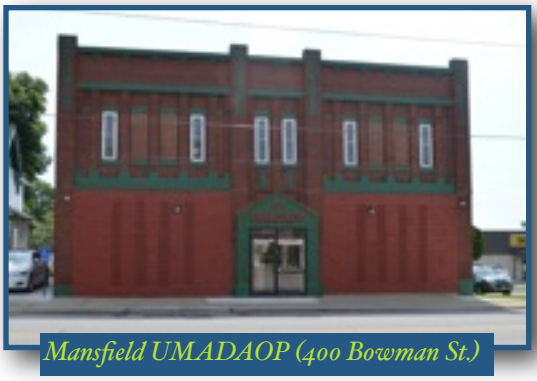
Figure 63: North End Health Care Providers



Prepared by: Richland County Regional Planning Commission

The sixth most prevalent type of North End businesses are classified as **Real Estate.** Real Estate includes: realtors, property managers, apartments, and title companies. There are twenty-eight (7%) North End businesses classified as Real Estate. Similar to the Professional Services category, the majority of North End Real Estate businesses are located downtown.

The seventh most prevalent type of North End businesses are classified as **Non-Profits.** There are twenty-seven (6%) Non-Profits located on the North End that offer a wide range of programs, and services in the following areas: performing and visual arts, history, education, housing and homelessness, drug and alcohol prevention, community and economic development, health care, public service, youth mentoring, and recreation.



Mansfield UMADAOP (400 Bowman St.)

Little Buckeye Children's Museum (44 W. Fourth St.)

Oak Hill Cottage (310 Springmill St.)

The eighth most prevalent type of North End businesses are classified as **Churches**. There are twenty-six (6%) Churches on the North End representing a variety of denominations and belief systems from Baptist, Lutheran, and Church Of God In Christ (COGIC) to Greek Orthodox, and Episcopalian. Moreover, for the purposes of this study, the classification "church" is used in the sense of "place of worship" and includes The Islamic Society of Mansfield, a local Mosque.

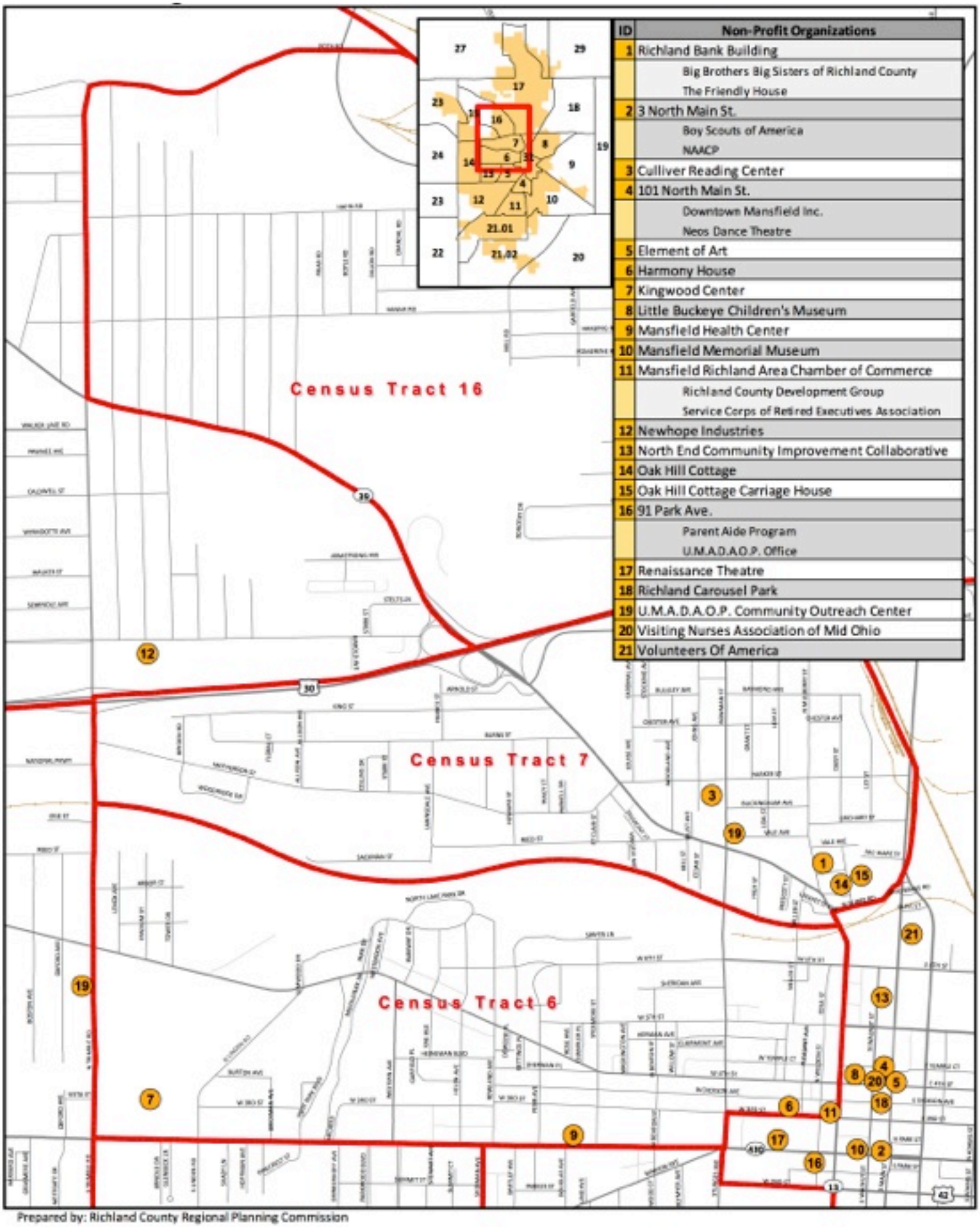
First Christian Church (200 W. Third St.)

Mt. Calvary Baptist Church (343 N. Main St.)

Dean Road Freewill Baptist Church (1169 Mill Rd.)

Providence Baptist Church (112 W. Sixth St.)

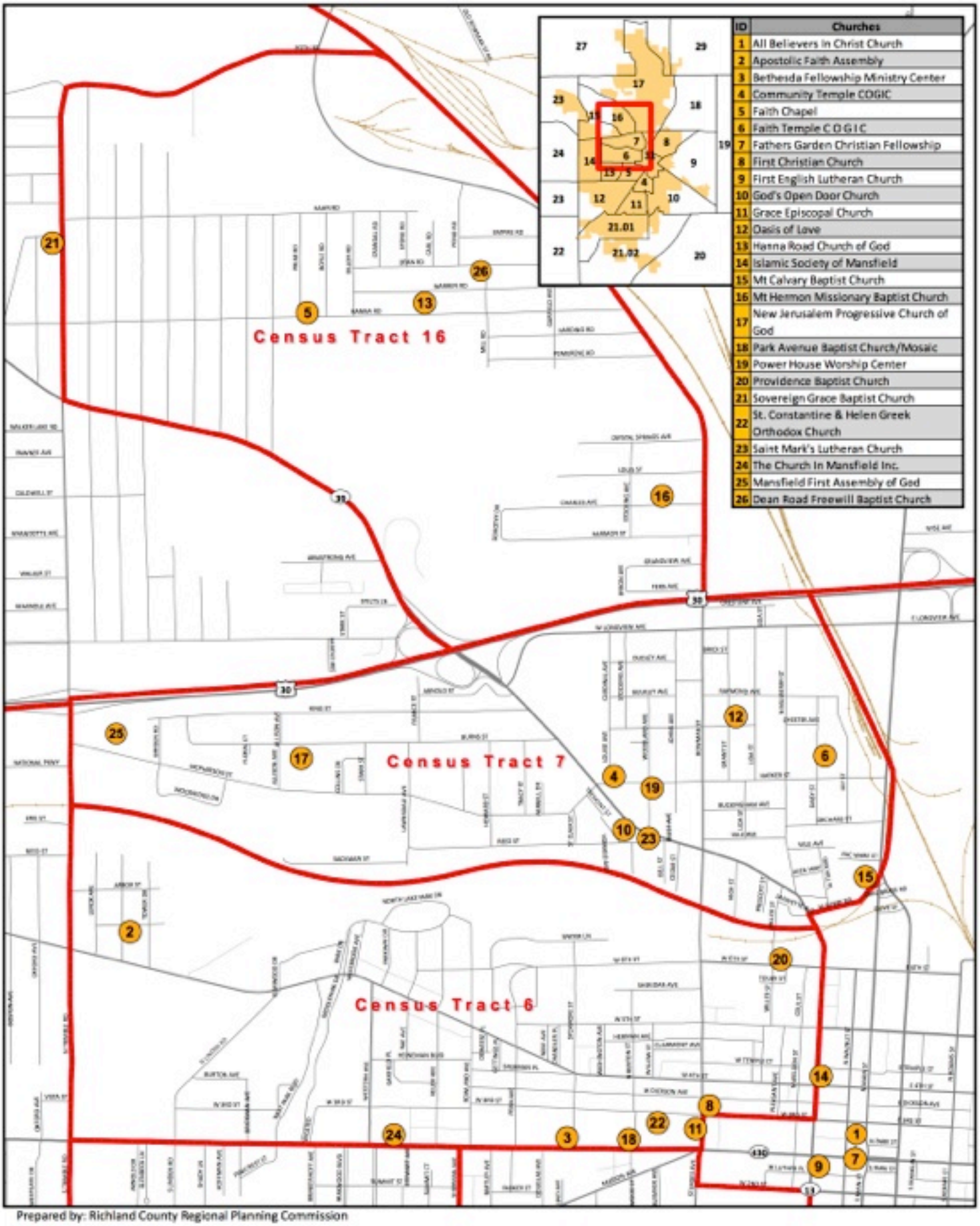
Figure 64: North End Non-Profit Organizations



ID	Non-Profit Organizations
1	Richland Bank Building
	Big Brothers Big Sisters of Richland County
	The Friendly House
2	3 North Main St.
	Boy Scouts of America
	NAACP
3	Culliver Reading Center
4	101 North Main St.
	Downtown Mansfield Inc.
	Neos Dance Theatre
5	Element of Art
6	Harmony House
7	Kingwood Center
8	Little Buckeye Children's Museum
9	Mansfield Health Center
10	Mansfield Memorial Museum
11	Mansfield Richland Area Chamber of Commerce
	Richland County Development Group
	Service Corps of Retired Executives Association
12	Newhope Industries
13	North End Community Improvement Collaborative
14	Oak Hill Cottage
15	Oak Hill Cottage Carriage House
16	91 Park Ave.
	Parent Aide Program
	U.M.A.D.A.O.P. Office
17	Renaissance Theatre
18	Richland Carousel Park
19	U.M.A.D.A.O.P. Community Outreach Center
20	Visiting Nurses Association of Mid Ohio
21	Volunteers Of America

Prepared by: Richland County Regional Planning Commission

Figure 65: North End Churches



ID	Churches
1	All Believers In Christ Church
2	Apostolic Faith Assembly
3	Bethesda Fellowship Ministry Center
4	Community Temple COGIC
5	Faith Chapel
6	Faith Temple C O G I C
7	Fathers Garden Christian Fellowship
8	First Christian Church
9	First English Lutheran Church
10	God's Open Door Church
11	Grace Episcopal Church
12	Oasis of Love
13	Hanna Road Church of God
14	Islamic Society of Mansfield
15	Mt Calvary Baptist Church
16	Mt Hermon Missionary Baptist Church
17	New Jerusalem Progressive Church of God
18	Park Avenue Baptist Church/Mosaic
19	Power House Worship Center
20	Providence Baptist Church
21	Sovereign Grace Baptist Church
22	St. Constantine & Helen Greek Orthodox Church
23	Saint Mark's Lutheran Church
24	The Church In Mansfield Inc.
25	Mansfield First Assembly of God
26	Dean Road Freewill Baptist Church

The ninth most prevalent type of North End businesses are classified as **Manufacturing**. There are twenty-three (5%) manufacturers on the North End producing a wide range of products from potato chips, Christmas lights, and trailers and truck beds, to industrial construction supplies, upholstery, machined metal products, and steel. Historically, manufacturing was the backbone of Mansfield's economy from the late 1800s to at least the 1960s and many of the neighborhoods that make up the North End came to be as housing for the myriad of working class families employed in one of Mansfield's many factories.

Jones Potato Chip Co. (823 Bowman St.)


Moritz International (665 N. Main St.)


Taylor Metal Products Co. (700 Springmill St.)


Case-Maul Manufacturing Co. (22 Harker St.)

The tenth most prevalent type of North End businesses are classified as **Automotive Service.** Automotive Service includes: truck, car, and tire repair, towing services, and gas stations. There are twenty-two (5%) Automotive Service businesses on the North End.


Don's Sunoco (585 N. Trimble Rd.)


Ace Auto Performance (157 Park Avenue West)

The eleventh most prevalent type of North End businesses are classified as **Education.** Education includes elementary, secondary, online, and post-secondary schools, district administration, and other school facilities. There are eighteen (4%) Education entities on the North End. This includes the district's only high school, Mansfield Senior High, Mansfield Middle School, the Interactive Media and Construction (IMAC) and Star Academies, Mansfield Elective and Mansfield Choice Academies, the Richland Academy School of Excellence, the Richland Academy of the Arts, the North Central State College Urban Center, the Mid-Ohio Educational

Service Center, Arlin Field, and the district's bus garage and maintenance facilities. According to the Richland Community Development Group, the Mansfield City Schools is the eighth largest employer in Richland County providing roughly 700 jobs for the local economy.[124]

Mansfield Senior High School (124 N. Linden Rd.)

Richland Academy Of The Arts (75 N. Walnut St.)

The twelfth most prevalent type of North End businesses are classified as **Wholesalers.** There are fourteen (3%) wholesalers on the North End offering a wide range of products including: HVAC and construction supplies, petroleum products, golf carts and supplies, office equipment and supplies, cleaning supplies, hydraulics, and concrete.

Ritter's Office Outfitters (35 W. Sixth St.)

GSC Enterprises (720 W. Longview)

The thirteenth most prevalent type of North End businesses are classified as **Associations.** There are thirteen (3%) Associations on the North End including labor unions, fraternal organizations, tourist and merchant organizations, and private social and country clubs.

Westbrook Country Club (1098 Springmill St.)

Order of The Sons of Italy of Ohio (144 W. Third St.)

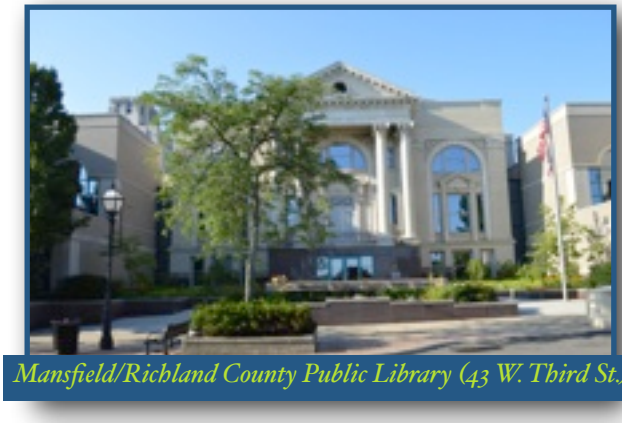
The fourteenth most prevalent type of North End businesses are classified as **Personal Services.** There are thirteen (3%) personal service businesses on the North End, the majority (69%) of which are barbershops and hair salons. Other North End businesses classified as personal service include a personal trainer, a health spa, a tattoo parlor, and a psychic.

Clippers (955 N. Trimble Rd.)

Bankz Salon and Spa (42 N. Main St.)

The fifteenth most prevalent type of North End businesses are classified as **Government.** There are ten (2%) government entities on the North End including the Mansfield/Richland County Public Library, First Call 211, the Federal Bureau of Investigation regional office, the Mansfield Metropolitan Housing Authority, the Ocie Hill Neighborhood Center, Richland County Auto Title, Richland County Engineers, and Fire Station No. 4. According to the Richland Community Development Group, Richland County and the City of Mansfield are among the top twenty employers in the county. Richland County government provides 1,474 jobs to the local economy, the second highest employer behind MedCentral Health System (now known as Ohio Health Mansfield that provides 2,500 jobs), and the City of Mansfield provides 575 jobs, eleventh of the top twenty employers in the county.[125]

First Call 211 (36 W. Third St.)

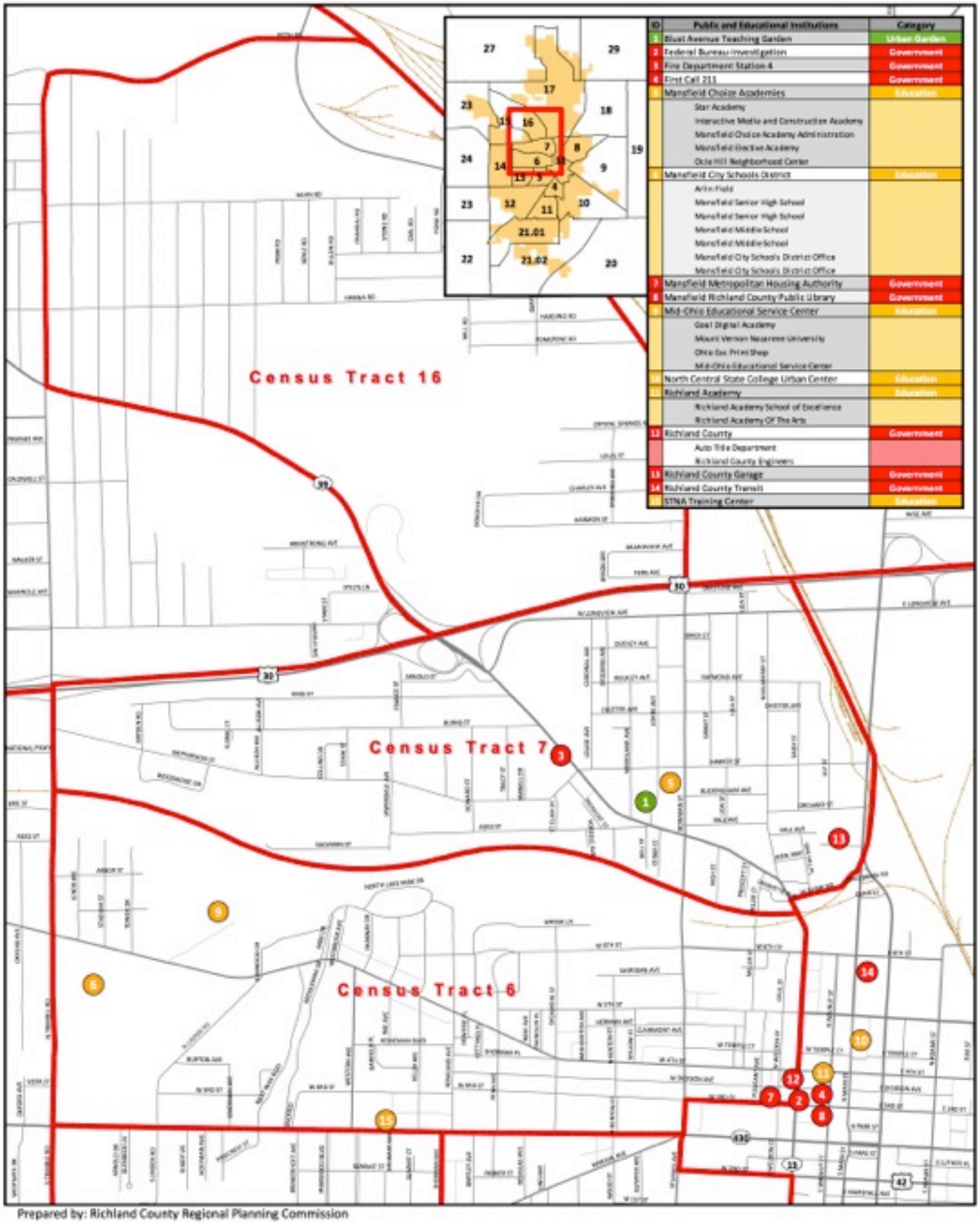


Mansfield/Richland County Public Library (43 W. Third St.)

Richland County Transit (232 N. Main St.)

Ocie Hill Neighborhood Center (445 Bowman St.)

Figure 66: North End Educational and Government Institutions



Prepared by: Richland County Regional Planning Commission

The remaining categories of North End businesses all had less than ten entries. There are seven (2%) classified as **Miscellaneous.** These North End businesses are distinct enough to not readily fall under any of the other classifications and include: Startek (a call center), UPS (a parcel delivery service), the Town and Country Co-op (a grain elevator), Effective Marketing Solutions, Inc. (a manufacturers rep), Trimble Road Storage (storage unit rentals), and Mansfield Checker Cabs (a taxi company). There were also seven (2%) North End businesses classified as **Trucking**, and seven (2%) classified as **Unknown.** Businesses classified as Unknown could not be verified as currently open, or else it was unclear exactly what goods and/or services they were offering, despite efforts to contact them. There are five (1%) North End businesses classified as **Religious Services.** This classification includes religious outreach organizations, and church offices. There are also five (2%) North End businesses classified as **Technology Services.** These include Information Technology (IT) service providers, web and software developers, and other technology providers. Additionally, there are four (<1%) North End businesses classified as **Employment Agencies**, four (<1%) classified as **Warehouses**, three (<1%) classified as **Childcare**, three (<1%) classified as **Banks**, three (<1%) classified as **Distributors**, three (<1%) classified as **Recreation**, and two (<1%) classified as **Media.**

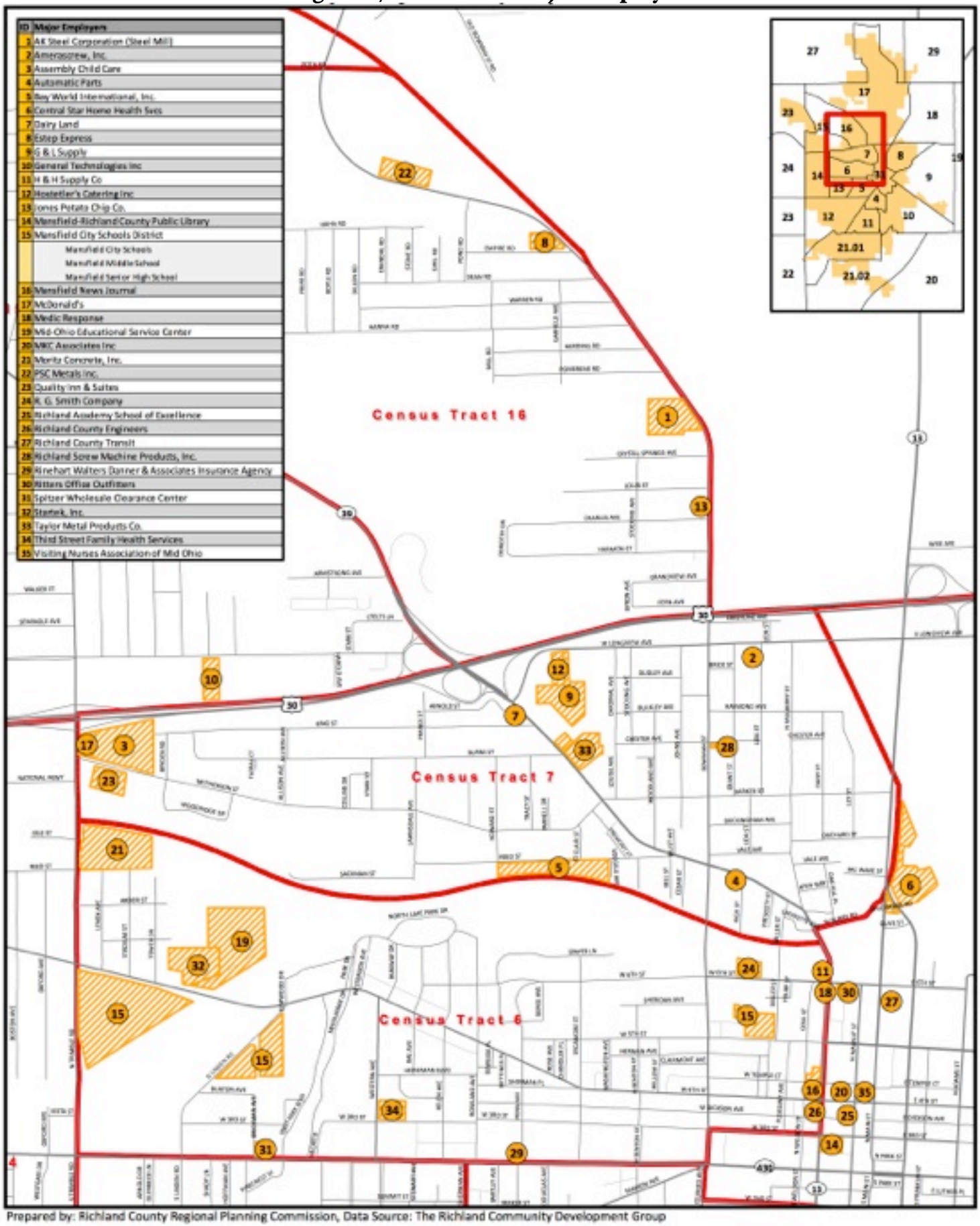
Town and Country Co-op (489 N. Main St.)

In addition to the 427 businesses described above, there are 110 **vacant commercial and/or mixed-use properties** on the North End. **This means that roughly 25% of available commercial/mixed-use properties are not currently in productive use.** It is important to note that, in some cases, commercial properties that are being used as private storage facilities may have been included in this count as there is no reliable way to verify this information.


Vacant Commercial Property (137 W. Touby Ct.)


Vacant Commercial Properties (180 to 166 Park Avenue West)

Figure 67: North End Major Employers[126]



African-American Owned Businesses

According to DemographicsNow, there are thirty-five African-American owned businesses in Mansfield, of those, fourteen or 40% are located on the North End.[127] African-American entrepreneurs own and operate a wide variety of businesses in the Mansfield community from realtors, attorneys, and insurance sales to funeral directors, contractors, beauticians and barbers.

Williams Funeral Services/Briggs Trucking (753 McPherson St.)

Downtown Wigs (46 N. Walnut St.)

Figure 68: African-American Owned Businesses on The North End

Business	Category
Platinum Status	Automotive Service
The Goose	Retail
Mightyfruit Trucking LLC	Trucking
Dennis Caldwell Demolition Service	Contractor
Kermit Caldwell Hauling and Demolition Inc.	Trucking
Williams Funeral Service	Funeral Services
Briggs Trucking	Trucking
Shafari Barber & Beauty Design	Personal Services
Small's Funeral Services	Funeral Services
Corley Law Offices	Attorney
Downtown Wigs of Mansfield	Retail
Akua Hair Clinic and Salon	Personal Services

Section 5: Barriers To Prosperity

Transportation

In low-income communities like the North End, **transportation** is a common barrier to making ends meet. Not being able to find reliable transportation to get to work, buy groceries, and keep doctor's appointments makes everyday life a struggle. According to DemographicsNow, 14.9% or approximately 453 North End households do not have access to a car, and on average each household has 1.6 vehicles.[128] If there is more than one driver per household they must share a vehicle making it difficult for all parties to make it to work and other obligations. Many people share a car with one or more persons, do not have their license for a variety of reasons, or are financially unable to afford the expense. One reason that people do not have their license is because of unpaid child support.

In Ohio, **failure to pay child support** can result in the suspension of driver's licenses as well as commercial, professional, and recreational licensing making it extremely difficult to find or maintain a job.[129] This is often just the beginning of the fight for those struggling to pay child support. After losing their license they often lose their job making it harder to afford payments, and putting them even farther behind. This trend often continues, putting them so far behind that they receive a jail sentence. Delinquent payments continue to accrue while they are in jail so upon release the problem is even worse. More often than not, this cycle is self perpetuating, making it extremely hard for those paying child support to ever get ahead.

In Mansfield, there is a bus service offered by **Richland Country Transit**, but the utility of this service is questionable for anyone not employed in a first shift job. Richland County Transit offers bus services with the first route starting at 6:30 a.m. and the last route starting at 5:00 p.m. The issue is the busses functionality for North End residents. There are 29 stops specifically on the North End.

A particularly important bus route for local workers is the route to the Airport Industrial Park. This route is only run twice a day at 6:30 a.m. and 3:30 p.m. in the afternoon, which are times incompatible with factory shift changes that usually occur three times a day. Although there are quite a few bus stops accessible to North End residents, there is still the issue of the limited time schedule to consider. Many people do not have the luxury of working only between the hours of 6:30 a.m. and 5:00 p.m. making the bus an impractical transportation choice. Even if someone is able to utilize the bus to get to and from work, it is unlikely that they will also be able to complete any errands and/or appointments within that time frame as well. There is also the issue of cost associated with Richland Transit. The regular adult fare is two dollars per ride, five dollars per day, and for a month long pass it is fifty dollars. Assuming someone uses the bus regularly, the month long pass is the most economic choice, however, for someone who is struggling financially, fifty dollars is not an insignificant amount.

Besides the Richland Transit bus service, another option for North End residents is a **taxi service**. As of 2016, Mansfield Checker Cab, the only taxi service on the North End closed permanently, leaving even less options for residents. Unfortunately for most low-income individuals, taxis cannot be considered a substitute for public transportation. Cab services are both more expensive and overall less reliable than public transportation.

In low-income communities like the North End, **transportation** is a common barrier to making ends meet. Not being able to find reliable transportation to get to work, buy groceries, and keep doctor's appointments makes everyday life a struggle. According to DemographicsNow, 14.9% or approximately 453 North End households do not have access to a car, and on average each household has 1.6 vehicles.[130] If there is more than one driver per household they must share a vehicle making it difficult for all parties to make it to work and other obligations. Many people share a car with one or more persons, do not have their license for a variety of reasons, or are financially unable to afford the expense. One reason that people do not have their license is because of unpaid child support.

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Temporary Staffing Model

According to the American Staffing Association in February 1991 there were roughly 1.2 million Americans employed by a staffing or temp agency (workers classified as "Temporary Help Employment" [THE] by the U.S. Bureau of Labor Statistics).[131] Over the last twenty-four years the number of Americans employed by a staffing or temp agency has more than doubled to nearly 3 million as of August 2015.[132]

Mansfield experienced the explosion of temporary staffing agencies first hand. As noted above, the North End is home to four such agencies, and any discussion of the local economy would be incomplete without addressing some common issues associated with the temporary staffing model.

In some cases, the way many temp services are organized allows them to avoid any responsibility to their employees. Staffing agencies are not required to provide health benefits, vacation time, maternity leave, or any of the incentives that traditional employers are legally bound to furnish. According to a 2014 New York Times article, on average, temporary employees make $3.40 less an hour than their permanent counterparts, and the likelihood of them sustaining an injury on the job was substantially higher.[133] They are not given the same amount of training, and are not treated with as much value as permanent employees making them more likely to be injured.[134] Many temporary employees hope to work full time, but the reality is that most are working closer to twenty-five or thirty hours per week making it very difficult to make ends meet and often requiring working multiple, low-paying jobs.

In fact, more and more workers are making the transition from traditional employment to entrepreneurship and independent contract employment, sometimes referred to as the "gig economy." Consider that in 2010, the IRS received roughly 82 million 1099-MISC forms (tax form for independent contractors), while in 2014 they received about 91 million.[135]

For some economists, the "gig economy" is interpreted as a loophole for avoiding labor laws. Political economist and former secretary of labor Robert Reich compares the rise of the "gig economy" to the piecework system of the 1800s that directly led to the creation of trade unions and the development of labor laws. According to Reich, in a "gig economy," "There is no economic security, there is no predictability, and there is no power among workers to get a fair share of the profits."[136] Overall, temporary and contract employees do not have job security, and are not making a living wage. These conditions are not conducive to stability as an individual or family, it makes future oriented thinking impossible, and it stunts the economy of an area because people simply have no money to spend.

Flood Plain

Flooding at the corner of North Mulberry and West Sixth Streets in 2007. (Photo: Bob Bianchi, City of Mansfield)

As illustrated in figure 69, sections of the North End are either located in or directly adjacent to areas designated by the Federal Emergency Management Agency (FEMA) as a flood plain or a flood hazard zone. Flooding during the last ten years has caused millions of dollars in property damage and created environmental health issues for the area. The flood plain prevents future redevelopment in areas that could benefit from adjacent highway and rail transportation, and requires additional development and maintenance costs for flood insurance and/or mitigation. Furthermore, from a resident perspective, if and when a major flood should ever occur, the potential exists for most of the major access roads into and out of the North End to be completely flooded, thereby stranding North End residents and impeding their access to emergency services like hospitals, police, and fire departments. In 2014, Mansfield Mayor Tim Theaker created a task force to research chronic flooding issues and to identify possible solutions. Two potential solutions were proposed: 1) obtain and demolish properties in the affected areas, or 2) create a watershed made up of four detention basins to collect excess water before it can cause any harm.[137]

Figure 69: North End Flood Hazard Zones[138]

Financial Illiteracy

Figure 70: Financial Literacy[139]

While higher wages and increased access to economic opportunities are a great place to start, assuming that simply making more money will end poverty is a gross oversimplification of many underlying issues. The fact is, many people struggle with managing their finances, leading to non-existent or poor credit ratings, higher down payments and interest rates, lack of savings and capital, and an overall inability to make ends meet. In this way, financial illiteracy is a tremendous barrier to starting a business or purchasing a home. If you cannot manage your own money, why should a bank or another lender trust you with theirs?

It is noteworthy that financial illiteracy is often generational and is sometimes rooted in cultural biases. For example, for many in the African-American community there is a long history of distrusting banks and other financial institutions (remember, many African-Americans in Mansfield purchased their homes on land contract because bank loans were hard to come by until at least the late 1960s). To this day, many African-Americans, particularly the older generations, do not have bank accounts, prefer dealing in cash, and are thereby subject to a multitude of check cashing businesses that often prey on low income individuals.

Recently, in an effort to increase financial literacy amongst young people, the Ohio Department of Education updated high school graduation requirements to include a financial education component. Since 2012, the Mansfield City Schools in partnership with Richland Bank provide classroom financial literacy for Mansfield City Schools students.[140]

Improving the economic climate of the North End must start with a commitment to financial literacy and thereby financial freedom. Educating North End residents how to manage their money will lay the foundation on which to build future investment and community wealth building.

Brownfields

Brownfields are classified by the Environmental Protection Agency as properties where re-development or reuse is complicated by the presence of environmental hazards. In general, these are abandoned gas stations, manufacturing plants, and other remnants of industry. These properties are not only hazardous to the community and environment, but also affect the property values of the surrounding area. The North End is home to six definitive brownfields, two former dry cleaners and four former gas stations. In addition to these, there are other properties that would need to be tested to determine whether or not they fit the brownfield criteria. The redevelopment of these properties is a costly undertaking, but they represent an opportunity for economic growth and new innovations. According to a 2014 study by the National Bureau of Economic Research, when brownfields are cleaned up and redeveloped, nearby property values increased on average between 5.0% and 15.2%.[141]

358 Springmill St.

336 Cedar St.

473 Sherman Pl.

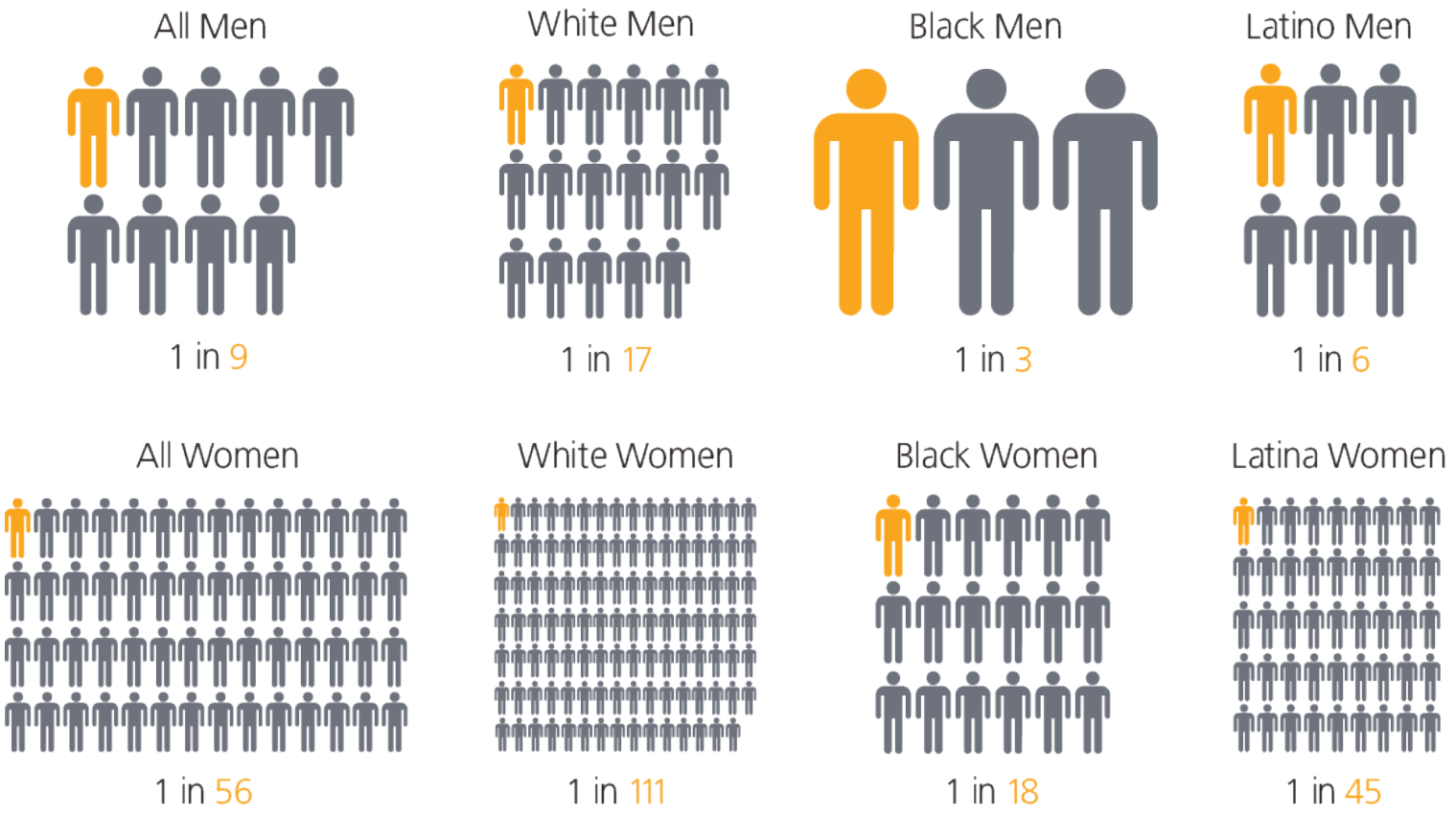
52 W. Fifth St.

Mass Incarceration/Ex-Offender Re-Entry

The United States incarcerates more of its citizens than any other country in the world. According to The Sentencing Project, "There are 2.2 million people in the nation's prisons and jails—a 500% increase over the last 40 years. Changes in law and policy, not changes in crime rates, explain most of this increase. The results are overcrowding in prisons and fiscal burdens on states, despite increasing evidence that large-scale incarceration is not an effective means of achieving public safety."[142]

As a whole, mass incarceration does not effect all communities equally. "Sentencing policies, implicit racial bias, and socioeconomic inequity contribute to racial disparities at every level of the criminal justice system. Today, people of color make up 37% of the U.S. population but 67% of the prison population. Overall, African Americans are more likely than white Americans to be arrested; once arrested, they are more likely to be convicted; and once convicted, they are more likely to face stiff sentences. Black men are six times as likely to be incarcerated as white men and Hispanic men are more than twice as likely to be incarcerated as non-Hispanic white men." [143]

Figure 71: Lifetime Likelihood of Imprisonment of U.S. Residents Born in 2001[144]



Source: Bonczar, T. (2003). *Prevalence of Imprisonment in the U.S. Population, 1974-2001.* Washington, DC: Bureau of Justice Statistics.

THE SENTENCING PROJECT

TEMP 2 HIGHER necic NORTH END COMMUNITY IMPROVEMENT COLLABORATIVE

Figure 72: State of Ohio Incarcerated Population 2014[145]

Incarceration In Ohio	
Total Corrections Population	69,709
-Prison Population	51,519
-Jail Population	18,190 (2013)
Prison Incarceration Rate (per 100,000)	444
Jail Incarceration Rate (per 100,000)	200 (2013)
Probation Population	243,282
Parole Population	16,797
Life Sentences (% of prison population)	6,075 (11.9%) (2012)
Life Without Parole (% of prison population)	408 (0.8%) (2012)
Juvenile Life Without Parole	2
Private Prison Population	5,370
Imprisonment By Gender (2014)	
Men In Prison	47,311
Women In Prison	4,208
Imprisonment By Race/Ethnicity (2014)	
White Imprisonment Rate (per 100,00)	287
Black Imprisonment Rate (per 100,00)	1,648
Hispanic Imprisonment Rate (per 100,00)	367

Racial/Ethnic Disparity In Imprisonment (2014)	
Black:White Ratio	5.7
Hispanic:White Ratio	1.3
Juveniles In Custody (2013)	
Total Juveniles In Custody	2,283
Committed	1,338
Detained	945
Diverted	3
Juvenile Custody Rate (per 100,000)	186
White Custody Rate (per 100,000)	109
Black Custody Rate (per 100,000)	550
Latino Custody Rate (per 100,000)	149
Felony Disenfranchisement (2010)	
Disenfranchised Population (% of Population)	53,842 (0.6%)
Disenfranchised African-Americans (% of Population)	25,280 (2.4%)
Corrections Expenditures (2014)	
Corrections Expenditures (in millions)	1,856

As illustrated in figure 72, in 2014 there were 69,709 persons incarcerated in the state of Ohio, with an additional 243,282 on probation and 16,797 on parole. As discussed above in section 1 (page 5), the U.S. Census Bureau estimates there were 4,967 incarcerated adults, and 83 incarcerated youths in Richland County in 2014.[146] One of the biggest challenges facing the Criminal Justice System is reintegrating formerly incarcerated individuals back into society. It is important to understand that reintegration is a complex issue that has implications and consequences that effect not just the incarcerated individual, but also their friends, families, their neighborhoods and the community at large. Moreover, the effects are further amplified because more often than not, those affected are predominantly from low income communities like the North End. According to the Urban Institute, prisoners returning from prison "rely heavily on their families for housing and support immediately after their release."[147] In fact, 23% of released prisoners in Cleveland, Ohio "cited 'support from family' as the most important factor to staying out of prison, three times those who mentioned employment (8%) or housing (7%)."[148] "Residents of neighborhoods with high incarceration rates endure disproportionate stress, since these communities face disrupted social and family networks alongside elevated rates of crime and infectious diseases."[149] In 2014, researchers from the Virginia Bioinformatics Institute used a model typically used to study infectious diseases to look at how incarceration "infects" a community. Overall, their research shows

that "proximity to an incarcerated (or 'infected') individual greatly increases the likelihood of incarceration."[150] Their report states:

> "If incarceration risk is indeed propagated through social networks, our results predict that incarceration is self-perpetuating and changes to sentencing policy may have long-term unanticipated consequences. Indeed, harsher sentencing may hinder progress towards the intended goal of decreasing crime, creating safer communities and maximizing justice to the state, victim, and offender. Our model suggests that increased sentencing for an individual has negative effects that spread through social networks to affect families and whole communities. As a consequence, increased sentence lengths may create criminals from individuals who otherwise would have avoided criminal behavior."[151]

Figure 73: Ohio Department of Rehabilitation 2011 Recidivism Rates[152]

Follow-up Period	2011
1 Year Rate (returned 1st time in 1st year)	8.92%
1-2 Year Rate (returned 1st time in 2nd year)	11.28%
2-3 Year Rate (returned 1st time in 3rd year)	7.29%
Total 3 Year Rate	27.49%
Total Number Released	22,455
% Released on Supervision	46.37%
3 Year Recidivism Rate - Type of First Return	**2011**
% Technical Violation (parole & judicial releases)	2.53%
% Post Release Control Sanction	2.84%
% New Crime	22.13%
3 Year Recidivism Rate by Sex	**2011**
Male - Technical Violation/PRC Sanction	5.48%
Male - New Crime	23.74%
Male - Total	29.22%
Female - Technical Violation/PRC Sanction	4.60%
Female - New Crime	11.19%
Female - Total	15.79%

3 Year Recidivism Rate by Release Type	2011
Parole - Technical Violation	11.40%
Parole - New Crime	17.54%
Parole - Total (N releases = 114)	28.94%
Maximum/Expiration of Sentence - Total (N releases = 2,834)	25.00%
Judicial Release - Technical Violation	19.23%
Judicial Release - New Crime	14.22%
Judicial Release - Total (N releases = 2,834)	33.45%
Post Release Control - Sanction Return	8.56%
Post Release Control - New Crime	22.28%
Post Release Control - Total (N releases = 7,450)	30.84%
Expiration of Stated Term - Total (N releases = 11,855)	23.94%

As illustrated in Figure 73, 22,455 individuals were released from Ohio prisons in 2011. Of those, nearly one third (27.49%) returned to prison within three years of their release. Men returned to prison at a rate nearly double that of women (29.22% and 15.79% respectively), and the majority of those re-offenders (23.74% of men and 11.19% of women) returned to prison because they committed a new crime.

When someone is incarcerated for a crime, they go to prison to fulfill the requirements of their sentence. In theory, "former inmates should be able to pay their debt to society, work hard and chart a new and law-abiding course toward economic stability and even improvement...Unfortunately, the reality is different. Incarceration casts a long-lasting shadow over former inmates, reducing their ability to work their way up. The obstacles they face upon leaving prison compound the wages and skills lost during the period of incarceration itself."[153] Returning inmates face a myriad of challenges including: the erosion of professional skills, the fraying of social networks crucial to reintegration, and quite often, former inmates leave prison with "substantial financial obligations including child support, restitution and other court-related fees."[154] Former inmates are thrust into an increasingly competitive labor market and are immediately at an immense disadvantage. Prospective employers view the formerly incarcerated with suspicion. Not only are there laws limiting the types of work available to the formerly incarcerated, many potential employers who might otherwise be inclined to give an ex-offender a job are very often dissuaded from doing so by potential legal and financial liabilities.[155] Overall, the stigma of incarceration is detrimental to finding a job, and not surprisingly, many former inmates return to illegal means of making a living. In fact, many return to the same illegal activities that led to their incarceration in the first place.

"Former inmates experience relatively high levels of unemployment and below-average earnings in large part because of their comparatively poor work history and low levels of education. Incarceration further compounds these challenges. When age, education, school enrollment, region of residence and urban residence are statistically accounted for, **past incarceration reduced subsequent wages by 11%, cut annual employment by nine weeks and reduced yearly earnings by 40%."**[156]

Another less direct way that mass incarceration effects the local economy and community at large is through **felony disenfranchisement.** Voting is a fundamental right in a democracy. Citizens cast ballots and directly participate in and affect the political process. In fact, universal suffrage for all mentally competent adults is one of the United State's greatest political triumphs. While voting was once the exclusive privilege of wealthy white men, today voting is a basic right held by poor and working classes, racial minorities, women and young adults. However, one group has been systematically denied participation in democracy: convicted criminal offenders. As of 2010, in forty-eight states criminal disenfranchisement laws deny the vote to all convicted adults in prison.[157] Thirty-five states also disenfranchise felons on parole, and thirty disenfranchise those on probation. Due to laws described by The Sentencing Project as "unique in the world," in eleven states, even ex-offenders who have fully served their sentences remain barred for life from voting.[158]

The scale and impact of felony disenfranchisement laws in the United States cannot be overstated, and the number of Americans disenfranchised due to a felony conviction is growing at an alarming rate. In 1998, there were an estimated 3.9 million disenfranchised U.S. citizens, including over one million who fully completed their sentences.[159] By 2010, the estimated number of Americans disenfranchised by a felony conviction jumped to 5.85 million including roughly 2.6 million who fully completed their sentences.[160] This represents a 67% increase in the number of disenfranchised citizens in a twelve-year period. "That so many people are disenfranchised is an unintended consequence of harsh criminal justice policies that have increased the number of people sent to prison and the length of their sentences, despite a falling crime rate."[161]

Due to an overwhelming racial disparity in incarceration rates, disenfranchisement among African-Americans and other racial, and ethnic minorities is particularly pronounced. According to the Sentencing Project, "More than 60% of the people in prison are now racial and ethnic minorities. For Black males in their thirties, 1 in every 10 is in prison or jail on any given day. These trends have been intensified by the disproportionate impact of the "war on drugs," in which two-thirds of all persons in prison for drug offenses are people of color."[162]

According to the American Civil Liberties Union (ACLU),

> "There are significant racial disparities in sentencing decisions in the United States. Sentences imposed on Black males in the federal system are nearly 20 percent longer than those imposed on

white males convicted of similar crimes. Black and Latino offenders sentenced in state and federal courts face significantly greater odds of incarceration than similarly situated white offenders and receive longer sentences than their white counterparts in some jurisdictions. Black male federal defendants receive longer sentences than whites arrested for the same offenses and with comparable criminal histories. Research has also shown that race plays a significant role in the determination of which homicide cases result in death sentences.

The racial disparities increase with the severity of the sentence imposed. The level of disproportionate representation of Blacks among prisoners who are serving life sentences without the possibility of parole (LWOP) is higher than that among parole-eligible prisoners serving life sentences. The disparity is even higher for juvenile offenders sentenced to LWOP, and higher still among prisoners sentenced to LWOP for nonviolent offenses. Although Blacks constitute only about 13 percent of the U.S. population, as of 2009, Blacks constitute 28.3 percent of all lifers, 56.4 percent of those serving LWOP, and 56.1 percent of those who received LWOP for offenses committed as a juvenile. As of 2012, the ACLU's research shows that 65.4 percent of prisoners serving LWOP for nonviolent offenses are Black.

The racial disparities are even worse in some states. In 13 states and the federal system, the percentage of Blacks serving life sentences is over 60 percent. In Georgia and Louisiana, the proportion of Blacks serving LWOP sentences is as high as 73.9 and 73.3 percent, respectively. In the federal system, 71.3 percent of the 1,230 LWOP prisoners are Black.

These racial disparities result from disparate treatment of Blacks at every stage of the criminal justice system, including stops and searches, arrests, prosecutions and plea negotiations, trials, and sentencing. Race matters at all phases and aspects of the criminal process, including the quality of representation, the charging phase, and the availability of plea agreements, each of which impact whether juvenile and adult defendants face a potential LWOP sentence."[163]

Disenfranchisement and racial disparities in the criminal justice system are only two pieces of a complex issue. Every year millions of American men and women are released from state, federal, and local jails. Theoretically "rehabilitated" by the state, these individuals face a myriad of barriers to reentering mainstream society. Furthermore, many former prisoners are parents to dependent children. In 2001, there were 3.2 million children dependent upon individuals on parole, or released from county, state, or federal prisons and jails. Therefore, **the challenges facing former prisoners are not experienced in isolation; barriers to reentry and all the accompanying social, economic, and psychological effects are shared and experienced by the families of former prisoners. Families that are, more often than not, low income.**[164]

Drug Addiction

Drug addiction is an immense issue of global proportions that impacts the quality of life of millions of people everyday. Drug addiction deteriorates and weakens relationships, is detrimental to physical and mental health, and for many addicts, addiction severely limits their potential to make a living and to participate in mainstream society. Furthermore, addiction is rarely experienced in isolation by the addict alone, the collateral damage of addiction is indiscriminate, affecting an addict's family and friends, and ultimately the community at large.

As illustrated in figure 74, based on a 2013-2014 national survey, 847,000 Ohioans over the age of twelve admitted to using illicit drugs in the past month (roughly 7% of the population). Over one million (1.122 million) Ohioans indicated that they used marijuana in the past year (roughly 10% of the population). Furthermore, 267,000 Ohioans over the age of twelve reported that they were abusing and dependent upon illicit drugs in the

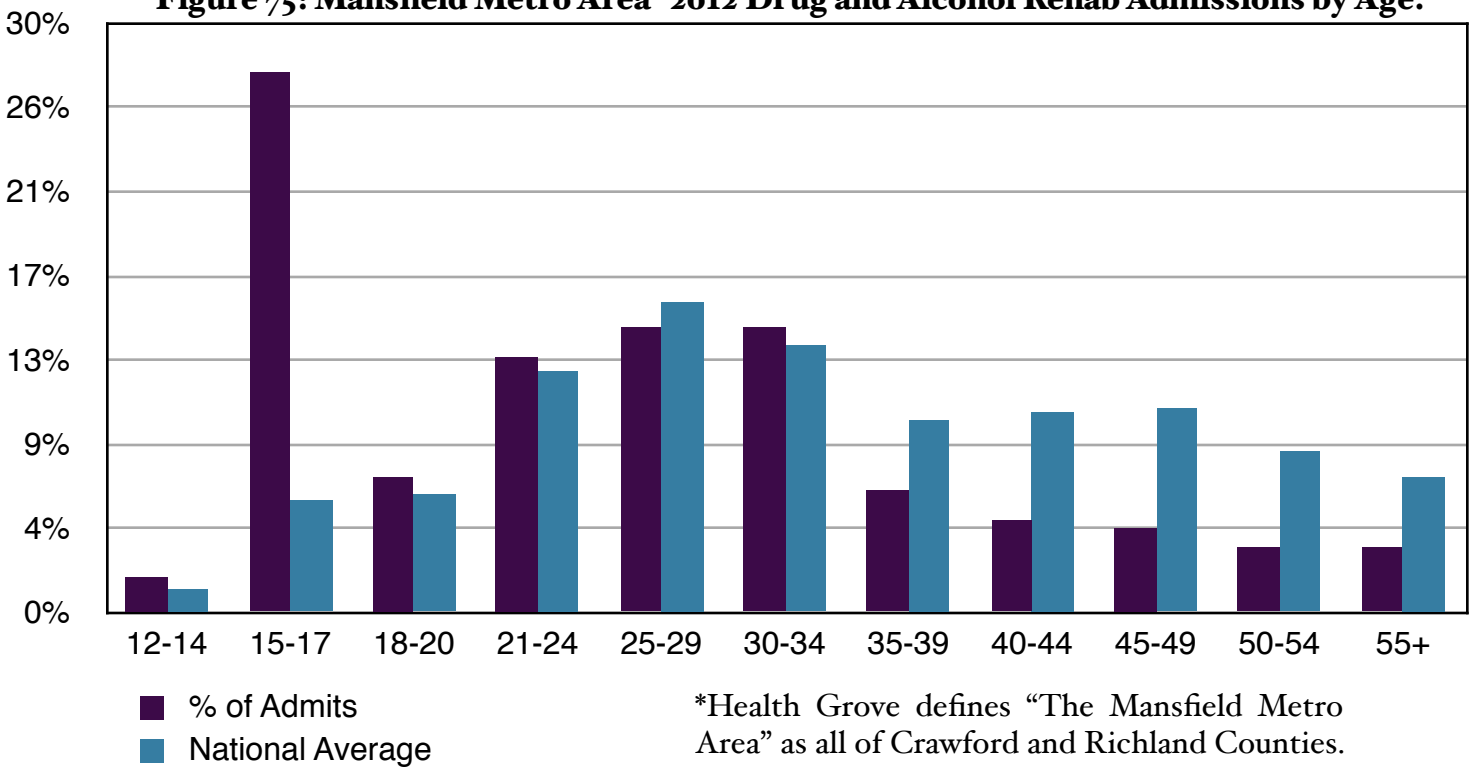
previous year (roughly 2% of the population), and 229,000 Ohioans indicated that they were needing but not receiving treatment for drug addiction (roughly 2% of the population).

According to The Ohio Department of Health (ODH), in 2014, unintentional drug overdose was the leading cause of injury-related death in Ohio, ahead of motor vehicle traffic crashes - a trend which began in 2007.[165] Unintentional drug overdoses caused the death of 2,531 Ohio residents in 2014.[166] This is the the highest number to date and is up 20% from 2013 when 2,110 Ohioans died of an unintentional drug overdose.[167] The ODH reported that "Opioids (prescription, fentanyl and heroin) remained the driving factor behind unintentional drug overdoses in Ohio. In 2014, 2,020 (79.8%) of drug overdoses involved any opioid, compared to 1,539 (72.9%) in 2013. Heroin-related deaths accounted for 1,196 (47.3%) of unintentional drug overdose deaths in 2014, compared to 983 (46.6%) in 2013." [168]

Figure 74: Selected Drug Use, Dependence, or Abuse in Ohio, by Age Group: Estimated Numbers (in Thousands), Annual Averages Based on 2013-2014 National Survey on Drug Use and Health.[169]

Measure	Age Group				
Illicit Drugs	**12+**	**12-17**	**18-25**	**26+**	**18+**
Past Month Illicit Drug Use	847	76	253	517	770
Past Year Marijuana Use	1,122	105	381	635	1,017
Past Month Marijuana Use	671	56	221	395	616
Past Month Use of Illicit Drugs Other Than Marijuana	299	29	84	186	270
Past Year Cocaine Use	134	4	47	83	130
Past Year Nonmedical Pain Reliever Use	447	45	114	287	401
Average Annual Number of Marijuana Initiates	101	41	52	8	60
Past Year Dependence, Abuse, And Treatment					
Illicit Drug Dependence	203	17	68	118	186
Illicit Drug Dependence or Abuse	267	28	89	149	239
Alcohol Dependence	302	9	62	230	293
Alcohol Dependence or Abuse	646	25	160	460	620
Alcohol or Illicit Drug Dependence or Abuse	829	45	213	570	784
Needing But Not Receiving Treatment for Illicit Drug Use	229	27	80	122	202
Needing But Not Receiving Treatment for Alcohol Use	619	24	155	440	595

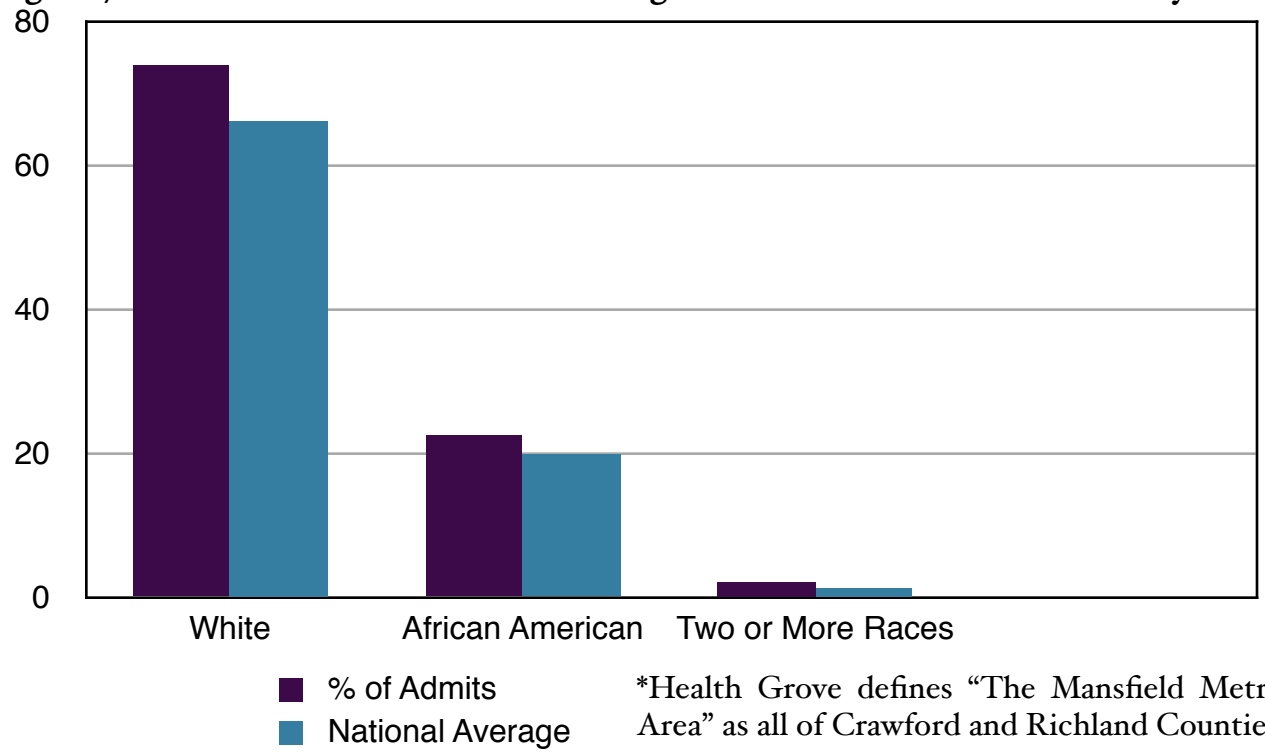
Figure 75: Mansfield Metro Area* 2012 Drug and Alcohol Rehab Admissions by Age.[170]



*Health Grove defines "The Mansfield Metro Area" as all of Crawford and Richland Counties.

As illustrated in figure 75, the largest percentage of drug and alcohol rehab admissions in Richland and Crawford counties in 2012 were patients between fifteen and seventeen years old (27.5%). This is roughly five times the national average of 5.7%. In fact, people under the age of twenty-four in Richland and Crawford counties were admitted at a higher rate than the rest of the nation. On the other hand, residents over the age of thirty-five were admitted to drug and alcohol rehab at a rate roughly half of the national average.

Figure 76: Mansfield Metro Area* 2012 Drug and Alcohol Rehab Admissions by Race.[171]



*Health Grove defines "The Mansfield Metro Area" as all of Crawford and Richland Counties.

As illustrated in figure 76, 73.9% of drug and alcohol rehab admissions in Richland and Crawford counties in 2012 were white, higher than the national average of 66.2%. African American and multi-racial patients were admitted at 22.5% and 2.2% respectively, both slightly higher than the national averages (19.9%, and 1.3%).

Over the last decade, Richland County has been in the grip of what many in the local news media and law enforcement have called a heroin "epidemic." According to the Mansfield Police Department, heroin use in Richland County has skyrocketed from three documented cases in 2000 to nearly 250 reported cases in 2012.[172] Furthermore, heroin related drug overdoses in Richland County have increased from five fatal overdoses in 2010, to forty in 2015.[173]

For many addicts today, their addiction began with a legal medication prescribed by a doctor to treat a legitimate illness. Like heroin, the most common prescription painkillers on the market (hydrocodone/Vicodin, and oxycodone/OxyContin/Percocet) are all opioids.[174] Heroin is cheaper than prescription pain killers, and because it is an opioid that produces a comparable intoxicating effect, heroin is an ideal substitute for these prescription pain medications.[175] According to Narconon, prescription pain killers can run from $60 to $100 per pill, and addicts often require multiple doses per day.[176] On the other hand, a single dose of heroin costs around $10 (this figure varies by region).[177] As law enforcement and medical regulations focus on curtailing prescription drug abuse, heroin has become much easier to acquire than prescription pills.[178] Furthermore, heroin is easier and more convenient to use.[179] Heroin comes in a ready to use powder form, whereas prescription drug manufacturers have altered their recipes so that their pills are harder to crush and process for misuse.[180]

Drug addiction's effect on the local economy is complex and paradoxical. According to the U.S. Department of Health and Human Services, in 2013, there were nearly 22 million Americans 12 and older (8.2% of the population) with a substance abuse disorder and 70% of those were employed.[181] While no such data exists for Richland County, or the City of Mansfield, one can deduce that a large portion of the currently employed local workforce are in some way addicted to drugs and/or alcohol. This directly contradicts the notion that addicts are unemployable, and have nothing productive to contribute to the local economy. Furthermore, many local employers cite the inability of applicants to pass a pre-employment drug screening as an immense barrier to hiring qualified applicants. According to a 2013 study commissioned by the Richland County Mental Health and Recovery Services Board, the anecdotal rate of pre-employment drug screen failure (reported to be as high as 70%) is a "misconception."[182] Consider the following excerpt from the study's focus group findings:

> "Participants commented on having a problem with applicants failing pre-employment screenings: Yes - 73%; No - 18%; Both Yes & No - 9%. Drug use is the most common issue for applicants failing pre-employment screenings. **However, in the focus group, participants commented that their real employee shortage stems from unqualified workers, not the failed drug tests.**"[183]

Overall, there is no question that substance abuse and drug addiction are quality of life issues that take an immense toll on the health of a community. The question remains: what is the most effective strategy to reduce or eliminate drug addiction? The answer varies widely depending upon who you ask, and the intricacies of the various political and ideological arguments, and value judgements are far beyond the scope of this discussion. **Drug addiction is a public health issue, not a criminal issue.**

The Black Market Economy

An elusive but critical sector of the local economy is the informal economy, sometimes referred to as the black market. The "black market" is defined by the New Oxford English Dictionary as "an illegal traffic or trade in officially controlled or scarce commodities." By it's very nature, the black market is extremely difficult to quantify. For the purpose of this discussion it is necessary to forgo any value judgements about the criminality of the black market economy, and instead to focus upon the fact that many residents supplement their legitimate incomes, or earn their livings entirely from the black market.

Anecdotal evidence suggests that the North End black market economy includes the following illegal enterprises:

1. Sale and/or manufacture of illegal drugs
2. Unregulated firearms sales
3. Untaxed alcohol and tobacco sales
4. SNAP/WIC Fraud
5. Copyright infringement (sale of bootleg CDs, DVDs, etc.)
6. "Boosters"/shoplifters for hire
7. Prostitution
8. Sale of clean urine for drug tests
9. Counterfeit currency
10. Theft of copper and other "scrap" materials from vacant properties
11. Un-credentialed residents skilled in a trade (i.e. unlicensed and/or uninsured handymen, barbers/hair stylists, or caterers who lack access to a commercial kitchen, etc.)

In many ways the black market is a true reflection of supply and demand in the marketplace. Laws and regulations are enacted to protect the public and consumers, and to protect property rights. However, making something like drugs or alcohol illegal does not reduce the demand for drugs and alcohol. In fact, prohibition has done little to curtail the demand for drugs. What prohibition does is provide extremely lucrative opportunities to supply the demand for illegal drugs. When you consider the sheer volume of profit that can be made from the black market, it is no wonder that people are willing to risk losing everything for what is perceived as quick and easy money. Take for example black market cocaine. In his book *El Narco: Inside Mexico's Criminal Insurgency*, Time Magazine correspondent and author Ioan Grillo traces the flow of cocaine from its source in Colombia to the streets of New York City. According to Grillo, Colombian peasants grow coca leaves that sell for $80 per bundle.[184] These bundles are then chemically processed into a kilogram of coca paste that sells for $800.[185] The coca paste is then processed again in a crystallizing lab that yields a kilogram brick of pure cocaine that sells for $2,147 in Colombia.[186] This kilo of cocaine is then smuggled across the U.S. border where it sells for $34,700.[187] That same kilo of cocaine that started out as an $80 bundle of coca leaves in Colombia is subsequently sold on the streets of New York City for $120,000.[188] This represents a 150,000% profit from farm to end user.[189] One would be hard pressed to find another business, especially a legal business, that is anywhere near as profitable.

For someone living in an environment of disinvestment like the North End, an area with blighted, unsightly and unsafe housing, high poverty and unemployment rates, low household incomes, with failing schools and public institutions, hope for the future is often in short supply. Therefore, it should come as no surprise that when faced with the choice of working a low-wage, dead-end job, or selling illegal drugs on the black market, many residents choose the highly lucrative black market despite the risk of incarceration, and/or territorial violence often associated with dealing illegal drugs.

Currently, the United States spends more than $51,000,000,000 annually to enforce the War on Drugs.[190] Despite the fact that there is growing evidence to suggest that the War on Drugs is not working, and that there

is a gradual shift in public opinion regarding the best way to address drugs in our communities. Consider a 2013 study published in the British Medical Journal that concluded: "With few exceptions and despite increasing investments in enforcement-based supply reduction efforts aimed at disrupting global drug supply, illegal drug prices have generally decreased while drug purity has generally increased since 1990. **These findings suggest that expanding efforts at controlling the global illegal drug market through law enforcement are failing.**"[191]

The failure of the War on Drugs has prompted many governments to explore changing drug policy from a law enforcement issue to a public health issue. "Portugal decriminalised all drugs in 2001, while Switzerland has pioneered the policy of heroin prescription; the US states of Washington and Colorado have legalised the sale of marijuana for recreational purposes. In May 2014, Uruguay unveiled reforms to make it the first country in the world to legalise sales of marijuana. A year later Canada's newly elected prime minister, Justin Trudeau, announced that possession of marijuana for recreational use would be legalised."[192]

Further evidence that the United States, one of the fiercest defenders of the drug policy status quo is changing its stance, came in a speech delivered by President Barack Obama at an Atlanta drug addiction conference in May 2016. **"For too long we've viewed drug addiction through the lens of criminal justice," the president said. "The most important thing to do is reduce demand. And the only way to do that is to provide treatment - to see it as a public health problem and not a criminal problem."**[193]

For some analysts, crime in our communities is not just detrimental to a healthy local economy. In many ways, crime amongst North End residents is extremely counter-productive to community organizing, democracy, and activism in general. According to Christian Parenti, author of *Lockdown America: Police and Prisons in the Age of Crisis* (2000):

> "A look at the real impacts of street crime begins to reveal that crime and the fear of crime are forms of social control. Strong-arm robbery, rape, homicide, and general thuggery in poor communities leave people scared, divided, cynical, and politically confused; ultimately these acts drive the victims of capitalism, racism, and sexism into the arms of a racist, probusiness, sexist state. **In short, crime justifies state violence and even creates popular demand for state repression. Thus, it helps to liquidate or at least neutralize a whole class of potential rebels. Crime also short-circuits the social cohesion necessary for radical mobilization."**[194]

As stated above, drugs are only one part of the North End's black market economy. Another portion of particular interest to community economic development are un-credentialed residents working in the community without some combination of proper equipment, licensure, accreditation, bonding, insurance, etc. Falling in this category are a wide variety of handy men and women, skilled contractors, as well as cooks, and caterers. There are many residents with skills and knowledge that lack the formal credentials to legitimize their business. In some cases, a person learned a skill or trade informally through a family member or friend, in other cases an individual learned a skill or trade in prison and faces barriers to employment upon release, in still other cases, a person has the formal training required but, for whatever reason, they have never taken the next step to legitimize themselves as a contractor or a properly structured business. Whatever the case may be, these individuals represent an untapped cache of economic opportunity. Efforts should be made to identify residents with marketable skills and to connect them with resources and programs designed to support their individual needs and goals. For example, there are residents who are skilled cooks that prepare meals in their home kitchens for sale to friends and family, or they provide unlicensed catering for private parties and events. While it is likely possible to turn a profit from this type of home business, there are regulations in place which prevent the home caterer from accessing certain types of contracts. Moreover, the lack of mandatory commercial grade kitchen equipment and liability insurance exposes the caterer and their clients to an immense amount of risk. For most of these unlicensed cooks and caterers the costs associated with purchasing commercial kitchen

equipment is an immense barrier to legitimizing and/or growing their business. A recent initiative, seeks to provide these entrepreneurs a much needed resource. In 2016, Mind Body Align opened the Entrepreneur's Kitchen, a commercial kitchen outfitted to support start-up and growing food entrepreneurs. For a nominal membership fee, residents can utilize the space to prepare and/or store food for their small business. In this way, an unlicensed food entrepreneur can now access bigger, and more lucrative contracts and customers without the large, up-front capital investment in a commercial kitchen.

Another example of untapped economic potential in the North End black market are unlicensed contractors, and handy men and women doing work without the required licensure, insurance, or accreditation. Much like the home cook/caterer described above, efforts should be made to identify unlicensed contractors with the desire to expand their business and their earning potential, and to connect these individuals with local resources to assist the transition from operating illegally to forming a fully licensed, insured, and accredited business. It is important to remember that many unlicensed contractors may not immediately see the value in legitimizing their businesses, and it may be a challenge to convince them otherwise. For many people, the black market is a way to supplement a social security or disability income, where eligibility is contingent upon staying below a particular income level, or where employment is prohibited. For many residents required to pay child support, undocumented (under the table) income is a means to circumvent the system, and to help make ends meet. Furthermore, for many unlicensed contractors etc., the benefits of running a cash-only, under the table operation far outweighs the effort and costs associated with legitimizing their business (paying taxes, workers comp, insurance, licensure, etc.).

Preying On The Poor

"Before we can "do something" for the poor, there are some things we need to stop doing *to* them."[195]

- Barbara Ehrenreich, author of *Nickel and Dimed: On (Not) Getting By in America*

Low income communities across the U.S. share a great many characteristics. Drive through a poorer neighborhood in any city across the country and you will likely see concentrations of the same types of businesses: liquor and convenience stores, buy-here-pay-here car lots, payday and car-title lenders, pawn shops, check cashing services, lottery vendors, and "skill game" casinos. Not surprisingly, these businesses share a similar goal: to profit from those in our society with the least to spare. According to Barbara Ehrenreich, author of *Nickel and Dimed: On (Not) Getting By in America, "*Individually the poor are not too tempting to thieves, for obvious reasons. Mug a banker and you might score a wallet containing a month's rent. Mug a janitor and you will be lucky to get away with bus fare to flee the crime scene. But as Business Week helpfully pointed out in 2007, **the poor in aggregate provide a juicy target for anyone depraved enough to make a business of stealing from them. The trick is to rob them in ways that are systematic, impersonal, and almost impossible to trace to individual perpetrators."** [196]

In fact, extremely lucrative industries have developed to separate poor people from their money. Take for example, the check cashing industry. According to the FDIC 9.6 million households representing roughly 25 million Americans (13% of the population), do not have a bank account.[197]"Most because they did not have enough money to keep a minimum balance in their account[198]." According to industry testimony before Congress, the roughly 6,500 check cashing businesses in the U.S. are part of a $100 billion dollar industry.[199]

For those that do have a bank account, especially the working poor who live paycheck to paycheck, avoiding bank overdraft fees can be a struggle. According to the Consumer Financial Protection Bureau, overdraft fees are an $11 billion industry for banks.[200] Michael Corkery, and Jessica Silver-Greenberg of the New York Times found that banks often charge overdraft fees even when customers have sufficient funds in their accounts, and

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Cash Max - 580 Park Avenue West
A North End Payday Lender

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Another example of an industry targeting the poor are payday[210] lenders. The FDIC defines payday loans as "small-dollar, short-term, unsecured loans that borrowers promise to repay out of their next paycheck or regular income payment." According to the Consumer Financial Protection Bureau (CFPB), over 15 million Americans a year take out a payday loan, with terms of interest[211] as high as 391 percent. A 2013 CFPB study concluded that "many consumers repeatedly roll over their payday and deposit advance loans or take out additional loans; often a short time after the previous[212] one was repaid. This means that **a sizable share of consumers end up in cycles of repeated borrowing and incur[213] significant costs over time.** The study also confirmed that these loans are quite expensive and not suitable for sustained use. Specifically, the study found limited underwriting and the single payment structure of **the loans may contribute to trapping consumers in debt**."

Similar to payday loans, auto title loans allow customers to borrow money against the value of their cars, with the title held as collateral. The Pew Charitable Trust indicates that more than 2 million Americans use auto title loans every year, with typical average percentage rates of 300 percent costing consumers roughly $3 billion in fees annually.[214] According to The Center for Responsible Lending, the average title loan borrower gets a loan of $951, but ends up paying back $3,093.[215][216]

A 2015 report by The Center For Responsible Lending concluded that low-income borrowers and borrowers of color are "disproportionately affected by abusive loan terms and practices" of alternative financial service providers[217][218] like those described above. Furthermore, "borrowers of color are two to three times more likely to receive an abusive loan[219] compared with a white counterpart...," and "loans with problematic terms are repeatedly concentrated in neighborhoods of color." Concentrations of payday lenders, and sub-prime mortgages in minority communities "leads to a net drain of community wealth and value that could have been spent on productive economic activity and meeting vital community needs."[220]

A major factor in economic empowerment is access to consumer credit. According to a 2015 report from the Corporation for Enterprise Development, 56% of American consumers[221] have subprime credit scores, and are thus ineligible for average or better interest rates. Moreover, the Consumer Financial Protection Bureau found that 26 million Americans, 1 in every 10 adults, are "credit invisible," which means they have no credit with national credit reporting agencies. Similarly, another 19 million American consumers have credit records treated as unscorable under the traditional model.[222] Overall, consumers with no credit are at a significant disadvantage, and in many ways face similar barriers to economic success as those consumers with bad credit.

For example, residents without consumer credit have few choices[223] when the time comes to purchase an automobile. For many low income people with damaged credit or no credit at all, their only option to purchase a vehicle is a buy here pay here car lot.[224] According to CNW Marketing Research buy here pay here car lots sold nearly 2.4 million cars nationwide in 2010, up from 1.3 million in 2000.

Consider the following case[225] from Business Week's "The Poverty Business" report. In 2005, Roxanne Tsosie, a home health-care aide in Albuquerque, N.M., went to J.D. Byrider to buy a Saturn with 103,000 miles for $7,922. She borrowed the entire amount at an interest rate of nearly 25 percent. Tsosie, a Navajo Indian and mother of four young children, believed that the $150 installment payments were to be made on a monthly basis.[226] Unbeknownst to Tsosie, her contract actually required a payment every two weeks. After three months, she gave up; J.D. Byrider kept Tsosie's $900, and repossessed her car in order to sell it again.

Unlike traditional car lots that conspicuously post the prices of their vehicles on their windshields, buy here pay here dealerships like J.D. Byrider practice what is called "opportunity pricing," where their salespeople calculate the maximum amount that a potential customer[227] can pay utilizing a special software tool called an Automated Risk Evaluator. Overall, the car being sold is irrelevant to the final transaction. The car itself, a key component of economic self determination, is simply "bait" to "saddle someone with punishing loan terms."

Preying on the poor is not limited to businesses within the private sector. According to Barbara Ehrenreich, "Local governments are discovering that they can partially make up for declining tax revenues through fines, fees, and other costs imposed on indigent defendants, often for crimes no more dastardly[228] than driving with a suspended license...a growing number of jurisdictions have taken to charging defendants for their court costs and even the price of occupying a jail cell." Take for example the case of a homeless Michigan woman, Edwina Nowlin, who was jailed in 2009 for failing to pay $104 a month to cover the room-and-board charges for her 16 year old son's incarceration. "When she received a back paycheck, she thought it would allow her to pay for her son's jail stay. Instead, it was confiscated and applied to the cost of her own incarceration."

The National Association of Criminal Defense Lawyers[229] estimates that roughly 10.5 million misdemeanors were committed in 2006. Barbara Ehrenreich contends. "If we take an extremely lowball $200 per

Section 6

Education

A community's school system and educational infrastructure are key components to the local economy. Schools are sources of community pride that are responsible for training and preparing the next generation of citizens and workers. Furthermore, the quality and effectiveness of a community's school system directly affects a region's desirability and competitiveness as a location to attract new businesses and talent. According to Tim Bartik, Senior Economist at the Upjohn Institute for Employment Research, "The main reason that education drives local economic development is that the overall skill level of the local labor force is one of the key drivers of local job growth and wage growth. If some workers get better skills, this not only benefits those workers, but also increases the employment rates and wage rates of everyone else in that local economy."[230]

Mansfield Senior High School - 124 North Linden Road

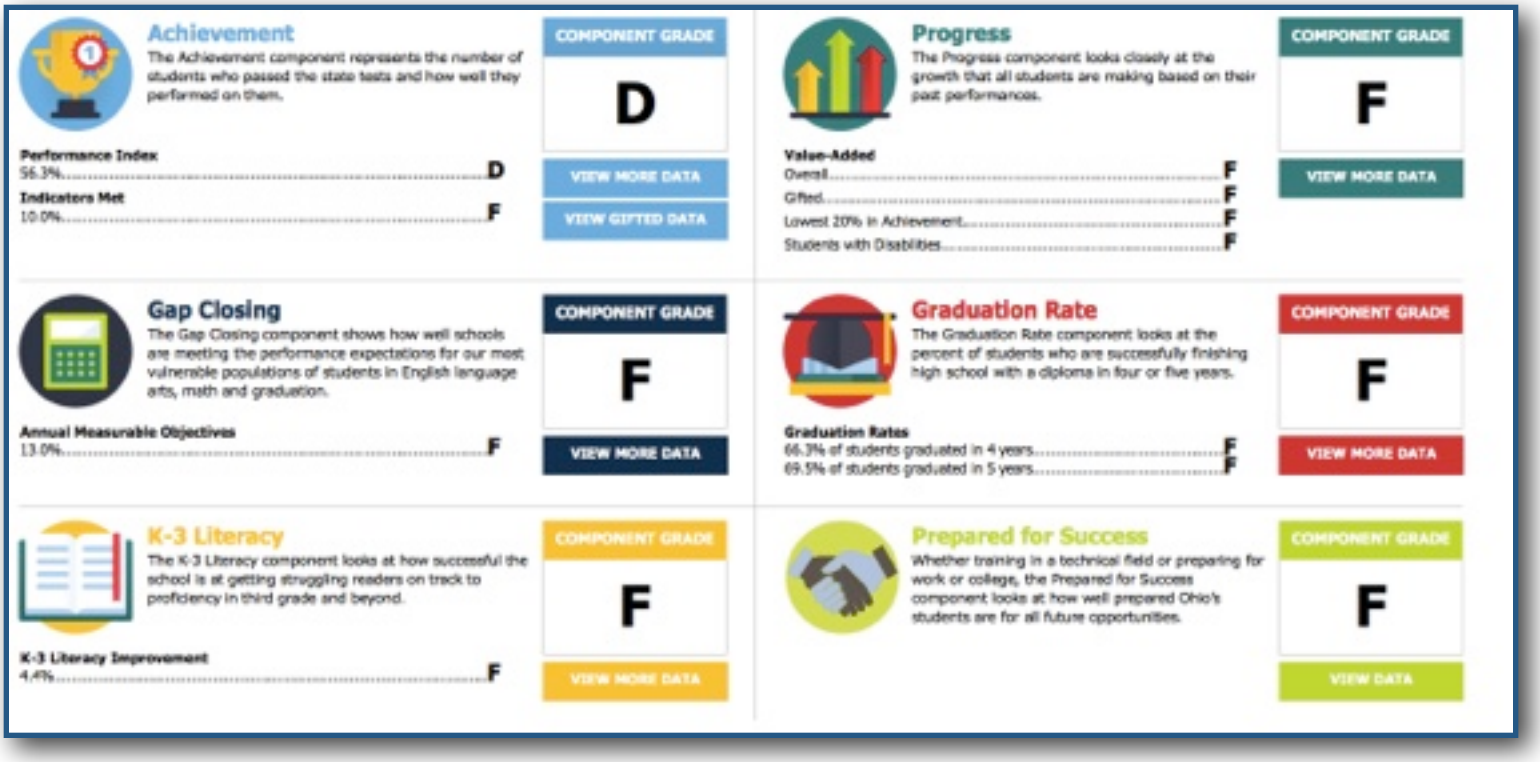
The Mansfield City Schools has an enrollment of 3,439 students. The majority of which are white (54.3%) and non-Hispanic blacks (29.9%). A small proportion are multiracial (12.3%) and a fraction are Hispanic (2.8%).[231] Overall, the attendance rate is high, at 94.9%, but **83.9% of Mansfield City School students are considered economically disadvantaged.**[232] This is a term used by the U.S. Department of Education to describe those living under the poverty level, which for a family of four would be $24,300, or a household making seventy percent or less of the Lower Living Standard Income Level which is $25,884.[233]

Living in poverty negatively impacts the ability of children to learn effectively. Hunger, chronic health issues, stressful home situations, and a lack of parent involvement all inhibit a child's ability to learn. Students from low income families are seven times more likely to drop out of school, and by the time they reach fourth grade they are already two grade levels behind.[234]

Some psychologists believe that people in poverty experience a form of psychological trauma that affects all aspects of their lives. Dr. Melinda Paige, a behavioral expert and professor in clinical mental health counseling at Argosy University in Atlanta, Georgia, contends that living in poverty has an extremely adverse effect on the brain.[235] According to Paige, the brain of a person living in poverty is constantly being inundated with high levels of cortisol, our body's primary stress hormone, and "under high cortisol loads [the amygdala] literally atrophies."[236] This constant state of heightened stress and panic results in the hyper-activation of the "fight or flight" response, and in a reduced capacity to plan, to concentrate, to think logically, and to pay attention to detail.[237] Paige contends that these poverty stress related changes in the brain are being misdiagnosed as ADHD, a

diagnosis up 43% from 2003.[238] According to Paige, students with behavioral issues often come from homes where they witness substance abuse, alcoholism, unchecked tempers, financial stress, and community violence.[239] "They're so traumatized that they're not able to focus in school, so they're diagnosed with ADHD and put on Ridalin and Adderal to make them convenient…They need treatment for [post-traumatic stress disorder], not ADHD."[240]

Figure 77: 2015-2016 Report Card for Mansfield City School District.[241]



As illustrated in figure 77, the educational outcomes for the Mansfield City School District are shocking, but not surprising, considering the socio-economic climate of the district. There are six components measured by the Ohio Department of Education: Achievement, Gap-Closing, K-3 Literacy, Progress, Graduation Rate, and Prepared For Success. The Mansfield City School District is failing five of these six components, and earned a "D" to barely pass the sixth component. Overall, the Mansfield City Schools performed so poorly that the district ranked 606th of the 608 public school districts in Ohio.[242]

Figure 78: 2015-2016 School District Comparison - Spending vs. Poverty[243]

School District	Expenditure Rank*	Expenditure Per Pupil	Operating Total	Economically Disadvantaged Students	Graduation Rate (4 Year)
South Euclid-Lyndhurst City	#1	$12,906.56	$56,287,088	55.2%	87.3%
Mansfield City	#24	$9,446.65	$45,720,957	**83.9%**	**66.3%**
Tiffin City	#110	$6,469.13	$20,422,726	46.6%	91.5%

* The Ohio Department of Education ranks school districts of similar size, in this case districts with enrollment between 2,500 and 4,999, by their expenditure per pupil. For districts of this size, Mansfield City Schools ranked #24 out of 110. South Euclid-Lyndhurst City spends the most overall, and per student, while Tiffin City Schools spends the least.

As illustrated in Figure 78, it is not a lack of funds that are the issue. Spending more per student, and as a school district as a whole does not guarantee positive academic, educational, and vocational outcomes for students. When compared to districts of similar size, The Mansfield City Schools spends more per pupil than 78% of comparable districts in Ohio, yet the outcomes and performance is often much worse.[244] Take for example, four-year graduation rates. Figure 78 compares the graduation rate of The Mansfield City Schools with two comparable districts: the district that spends the most per student, and the district that spends the least, South Euclid-Lyndhurst City, and Tiffin City respectively. Tiffin City Schools spends $6,469.13 per student and has an overall budget of $20.4 million, yet their four-year graduation rate of 91.5% is higher than South Euclid-Lyndhurst City School's rate of 87.3%, despite the fact that they spend nearly twice as much per student ($12,906.56).[245]

While there is no correlation between operating budget, spending per pupil, and the graduation rate. A pattern does emerge when you consider the number of economically disadvantaged students in a district. Tiffin City, the district that spends the least yet has the highest graduation rate, also has the smallest population of economically disadvantaged students (46.6%).[246] Conversely, The Mansfield City Schools, the district with the highest number of students in poverty (83.9%) has the lowest four-year graduation rate (66.3%).[247]

Another important factor to consider is the relatively recent preponderance of charter schools. According to the U.S. Department of Education, "Charter schools are tuition free public schools freed from regulation in exchange for greater accountability. Proponents contend that charter schools may not only provide families and students with another educational choice but also promote change in the public education system as a whole, thus benefitting all students. Educational theorists suggest that charter schools will induce systemic change by providing more educational choices, creating competitive market forces, and serving as examples from which other public schools can learn.[248]" As illustrated in figure 79, according to the Ohio Department of Education there are three charter schools in Mansfield: The Foundation Academy, The Mansfield Elective Academy, and The Richland Academy School of Excellence.

Critics of charter schools contend that they are a drain on the public school system. Charter schools are a for-profit education entity that answers to a board of directors and are operated by a management company. Public school districts are required to bus charter school students at no cost to the management company, and Public districts are required to solicit for private donations to fund school levy campaigns with no assistance from the charter school management companies, thus, charter schools suffer no loss in revenue. Charter schools are guaranteed the state funding and taxpayer portion of funding for each student whether public schools pass a levy or not. They are not required to make adjustments per legislative requirements. Furthermore, charter schools may dismiss a student for reasons beyond the control of the public district, requiring the student to return to public schools.

Figure 79: Mansfield Charter Schools

School	Grades	2015-2016 Enrollment
Foundation Academy	Pre-K to 8th	394
Mansfield Elective Academy	K to 8th	31
Richland Academy School of Excellence	K to 8th	196

To truly appreciate the educational challenges that the North End is facing it must be understood how the changing landscape of education has affected the success of children. As illustrated in figure 80, many Mansfield City School District buildings have been torn down or repurposed.[249] Transferring education from neighborhood schools to more centralized locations requires longer commute times and negates the positive impact that schools have on neighborhoods. In the words of Elaine Simmons, the co-director of urban studies at the University of Pennsylvania, "When a neighborhood loses its schools, it also loses an institution that builds relationships among local residents and binds generations, while it serves local children. Losing schools makes it all the more likely that these neighborhoods will deteriorate further".[250]

Overall, public education is a complex process that cannot be improved without addressing the underlying economic and social issues of an area. Schools can be more effective when the economic conditions of the community improve via the elimination of poverty.

Figure 80: Closed/Repurposed North End Schools[251]

School	Status	Current Use
Creveling School	Closed 1978	Ocie Hill Neighborhood Center
Empire Elementary School	Closed 1989	Demolished 2009
Fleming Falls School*	Closed 1989	Vacant
Newman Elementary School*	Closed 2014	Demolished 2016
Rebecca Grubaugh School	Closed 1978	Grubaugh Apartments
Roseland Elementary School	Closed 1989	Foundation Academy of Mansfield
John Simpson Middle School	Closed 2007	Demolished 2014
Springmill Elementary School	Closed 2010	Springmill Learning Center
Stadium Elementary School	Closed 1989	UMADAOP Community Outreach Center
West Fifth Elementary School	Closed 1989	Vacant

* Just outside the North End as defined by NECIC.

Section 7

Housing

According to the U.S. Census Bureau there are 3,908 housing units on the North End of Mansfield, with 1,675 units in census tract 6, 1,393 units in census tract 7, and 840 units in census tract 16.[252] The housing stock is comprised of primarily one and two unit dwellings, with 82.2% of homes in census tract 6, 87.2% of homes in census tract 7, and 90.2% of homes in census tract 16 respectively falling into this category.[253]

Figure 81: Housing Occupancy[254]

	Total Housing Units	Occupied	Owner Occupied			Renter Occupied		Vacant	
			#	%	% with a mortgage	#	%	#	%
Richland County	54,353	48,103	33,004	68.6%	58.0%	15,099	31.4%	6,250	11.5%
Mansfield	21,895	18,019	9,786	54.3%	56.1%	8,233	45.7%	3,876	17.7%
Census Tract 6	1,675	1,087	450	41.4%	60.4%	637	58.6%	588	35.1%
Census Tract 7	1,393	1,179	468	39.7%	50.0%	711	60.3%	214	15.4%
Census Tract 16	840	807	503	62.3%	42.7%	304	37.7%	33	3.9%
North End Total	3,908	3,073	1,421	46.2%	50.7%	1,652	53.8%	835	21.4%

As shown in figure 81, the North End has far fewer owner-occupant residents (46.2%) when compared with Richland County (68.6%) and Mansfield (54.3%) despite the fact that census tract 16's owner occupancy rate (62.3%) is on the high end, and more in line with the county's rate.[255] Census tract 16 is also an outlier when considering housing vacancy status: only 3.9% of homes in census tract 16 were vacant at the time of the census.[256] This contrasts sharply with census tract 6 where 35.1% of homes were vacant.[257] That is three times more than Richland County's vacancy rate (11.5%), and more than double the rate of the City of Mansfield (17.7%).[258]

Nevertheless, it is noteworthy that a great deal of attention and effort has been directed to address blighted and vacant properties since NECIC's inception in 2007, and particularly since the 2010 census, the primary source of housing data for this assessment. In 2013, The Richland County Land Reutilization Corporation was created to serve as a Land Bank for the County. Since that time NECIC has worked closely with the Land Bank to help ensure that blighted and vacant properties on the North End are being torn down and/or returned to productive use. "The mission of the Richland County Land Reutilization Corporation is to strategically acquire properties, return them to productive use, reduce blight, increase property values, support community goals and improve the quality of life for county residents."[259]

As illustrated in figure 82, The Richland County Land Bank demolished 267 properties throughout Richland County since 2013.[260] More than half of those demolitions (57%) have occurred in the census tracts that make up the North End.[261] Furthermore, despite a lack of good records, to our knowledge, the City of Mansfield has demolished at least 102 additional properties on the North End since 2009.[262] **Overall, at least 255 (this number is likely higher) vacant and blighted properties have been demolished on the North End, since 2009.**[263] That is roughly one third (31%) of the 835 vacant North End properties recorded in the 2010 census that have been demolished.[264] It is reasonable to predict that housing vacancy rates will be greatly reduced in the forthcoming 2020 census.

Figure 82: Housing Demolitions[265]

Area	Properties Demolished By The Land Bank (2013 to Present)	Properties Demolished By The City of Mansfield (2009 to Present)*
Census Tract 6	59 (22%)	53
Census Tract 7	78 (29%)	49
Census Tract 16	16 (6%)	0
North End Total	153 (57%)	102
Non-North End	114 (43%)	15*/Total is unavailable
Total	267 (100%)	Total is unavailable

** These numbers are a combination of two sources: 1) The City of Mansfield's website lists recent demolitions in Richland County. At the time of this report, current City demolitions totaled 21. Of which, six were demoed in census tract 6, one was demoed in census tract 7, and no demoes were recorded in census tract 16. There were fifteen demoes recorded outside of the North End. Representatives from the City indicated that records of demolitions before 2012 do not exist. 2) In 2009, NECIC completed a property by property housing assessment of census tracts 6 and 7. An effort has been made to record and update our housing assessment documents as staff and residents report demolitions in the community. Lacking a formal update to our assessment, it is likely that some demolitions were not recorded and the numbers are actually higher than recorded here.*

Figure 83: Year Householder Moved Into Unit[266]

	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16	North End Total
Occupied Housing Units:	48,103	18,019	1,087	1,179	807	3,073
Moved in 2015 or later	833 (1.7%)	359 (2.0%)	26 (2.4%)	21 (1.8%)	22 (2.7%)	69 (2.2%)
Moved in 2010 to 2014	11,688 (24.3%)	5,799 (32.2%)	417 (38.4%)	414 (35.1%)	207 (25.7%)	1,038 (33.8%)
Moved in 2000 to 2009	16,055 (33.4%)	6,081 (33.7%)	365 (33.6%)	379 (32.1%)	238 (29.4%)	982 (32.0%)
Moved in 1990 to 1999	8,085 (16.8%)	2,326 (12.9%)	88 (8.1%)	104 (8.8%)	116 (14.4%)	308 (10.0%)
Moved in 1980 to 1989	4,541 (9.4%)	1,425 (7.9%)	112 (10.3%)	99 (8.4%)	95 (11.8%)	306 (10.0%)
Moved in 1979 and earlier	6,901 (14.3%)	2,029 (11.3%)	79 (7.3%)	162 (13.7%)	129 (16.0%)	370 (12.0%)

As illustrated in figure 83, the majority (68%) of North End residents moved into their homes in 2000 or after.[267] A similar pattern emerges at the county and city level with 59% of Richland County residents, and 68% of Mansfield residents having moved into their homes in 2000 or later.[268] Overall, despite the relatively recent tenure of many householders in the North End and beyond, roughly a third of North End residents have lived in their homes for more than twenty years.[269]

As illustrated in figure 84, the North End has an aging housing stock: 40% (1,522 homes) were built before 1939, 60% (2,329 homes) were built before 1949, and 75% (2,913 homes) were built before 1959.[270] Consequently, North End homes were constructed during a time when asbestos, and lead paint were common building materials. The result is a legacy of detrimental health outcomes for residents, especially children, who cannot afford to move to newer/safer homes, and certainly cannot afford the exorbitant cost of lead and/or asbestos removal and remediation. According to the Ohio Department of Health (ODH), census tract 6 in the North End "has the greatest predicted probability of [children less than six years of age with] blood lead levels of 5 µg/dL or greater in...Richland County."[271] In other words, ODH predicts that roughly one in four (26.2%) children under six years of age in census tract 6 will have elevated levels of lead in their blood.[272] The World Health Organization (WHO) describes the adverse health effects of lead contamination as follows:

> "Lead can have serious consequences for the health of children. At high levels of exposure, lead attacks the brain and central nervous system to cause coma, convulsions and even death. Children who survive severe lead poisoning may be left with mental retardation and behavioral disorders. At lower levels of exposure that cause no obvious symptoms, and that previously were considered safe, lead is now known to produce a spectrum of injury across multiple body systems. In particular lead affects children's brain development resulting in reduced intelligence quotient (IQ), behavioral changes such as reduced attention span and increased antisocial behavior, and reduced educational attainment. Lead exposure also causes anaemia, hypertension, renal impairment, immunotoxicity and toxicity

Figure 84: Housing Age[273]

Year Structure Built	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16	North End Total
Total Housing Units:	54,353	21,895	1,675	1,393	840	3,908
Built 2014 or later	0	0	0	0	0	0
Built 2010 to 2013	158	15	0	0	0	0
Built 2000 to 2009	4,238	1,407	26	58	45	129
Built 1990 to 1999	5,156	1,567	23	146	20	189
Built 1980 to 1989	3,598	1,285	11	5	18	34
Built 1970 to 1979	7,889	2,390	7	71	68	146
Built 1960 to 1969	8,678	3,304	264	181	52	497
Built 1950 to 1959	9,011	3,787	133	188	263	584
Built 1940 to 1949	4,623	2,813	290	225	292	807
Built 1939 or earlier	11,002	5,327	921	519	82	1,522

to the reproductive organs. The neurological and behavioural effects of lead are believed to be irreversible.

There is no known safe blood lead concentration. But it is known that, as lead exposure increases, the range and severity of symptoms and effects also increases. Even blood lead concentrations as low as 5 µg/dl, once thought to be a "safe level", may result in decreased intelligence in children, behavioral difficulties and learning problems."[274]

Figure 85: Home Values[275]

Value	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16	North End Total
Owner Occupied Housing Units:	33,004	9,786	450	468	503	1,421
Median (dollars)	$102,500	$78,700	$35,700	$38,600	$41,200	n/a
Less than $50,000	4,676 (14.2%)	2,308 (23.6%)	290 (64.4%)	324 (69.2%)	350 (69.6%)	964 (67.8%)
$50,000 to $99,999	11,298 (34.2%)	3,881 (39.7%)	93 (20.7%)	117 (25.0%)	138 (27.4%)	348 (24.5%)
$100,000 to $149,999	8,522 (25.8%)	1,949 (19.9%)	25 (5.6%)	15 (3.2%)	0 (0%)	40 (2.8%)
$150,000 to $199,999	4,976 (15.1%)	1,051 (10.7%)	35 (7.8%)	12 (2.6%)	9 (1.8%)	56 (3.9%)
$200,000 to $299,999	2,236 (6.8%)	397 (4.1%)	7 (1.6%)	0 (0%)	0 (0%)	7 (0.5%)
$300,000 to $499,999	964 (2.9%)	122 (1.2%)	0 (0%0	0 (0%)	0 (0%)	0 (0%)
$500,000 to $999,999	225 (0.7%)	29 (0.3%	0 (0%0	0 (0%)	0 (0%)	0 (0%)
$1,000,000 or more	107 (0.3%)	49 (0.5%)	0 (0%0	0 (0%)	6 (1.2%)	6 (0.4%)

As illustrated in figure 85, the value of homes on the North End is significantly lower than homes elsewhere in Mansfield and Richland County. In fact, the median value of homes in Richland County ($102,500) is nearly three times the median value of homes in the census tracts that make up the North End (36k, 39k, and 41k respectively); Mansfield median home values ($78,700) are roughly double.[276] Overall, the majority (67.8%) of North End homes are worth less than $50,000.[277]

According to the U.S. Department of Housing and Urban Development (HUD), "Families who pay more than 30 percent of their income for housing are considered **cost burdened** and may have difficulty affording necessities such as food, clothing, transportation and medical care. An estimated 12 million renter and homeowner households now pay more than 50 percent of their annual incomes for housing. A family with one full-time worker earning the minimum wage cannot afford the local fair-market rent for a two-bedroom apartment anywhere in the United States."[278]

Figures 86 through 88 show housing costs for renters, and homeowners with and without a mortgage, as a percentage of household income. As illustrated in figure 86, **31% of North End homeowners with a mortgage are considered cost burdened.**[279] Although slightly higher, North End homeowners with a mortgage are cost burdened at a rate similar to the county and city (29.4%, and 29.4% respectively).[280] It is noteworthy that 41.5% of homeowners with a mortgage in census tract 6 are cost burdened.[281]

As illustrated in figure 87, **9.6% of North End homeowners without a mortgage are considered cost burdened.**[281] As above, this rate of cost burdened homeownership is similar to those at the county and city level (10.0%, and 9.4% respectively).[282] Similarly, homeowners in census tract 6 without a mortgage are cost burdened at a rate roughly double (21.3%) the rest of the county and city.[283]

Figure 86: Selected Monthly Owner Costs As A Percentage Of Household Income - With A Mortgage[284]

	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16	North End Total
Housing Units With A Mortgage:	19,037	5,460	272	229	215	716
Less than 20.0%	8,675 (45.6%)	2,564 (47.0%)	100 (36.8%)	109 (47.6%)	85 (39.5%)	294 (41.1%)
20.0% to 24.9%	2,778 (14.6%)	714 (13.1%)	54 (19.9%)	31 (13.5%)	50 (23.3%)	135 (18.9%)
25.0% to 29.9%	1,996 (10.5%)	575 (10.5%)	5 (1.8%)	42 (18.3%)	19 (8.8%)	66 (9.2%)
30.0% to 34.9%	1,414 (7.4%)	358 (6.6%)	0 (0.0%)	0 (0.0%)	6 (2.8%)	6 (0.8%)
35.0% or more	4,174 (21.9%)	1,249 (22.9%)	113 (41.5%)	47 (20.5%)	55 (25.6%)	215 (30.0%)
Not computed	100	34	0	5	0	5

As illustrated in figure 88, **51.2% of North End renters are classified as cost burdened.**[285] This is only slightly higher than the rates for the county and city (47.1%, and 49.4% respectively).[286] It is noteworthy that renters in census tracts 7, and 16 are particularly cost burdened at 63.9%, and 53.7% respectively.[287]

Figure 90 shows fair market rent for the Mansfield Metropolitan Statistical Area/Richland County. According to HUD, fair market rent for a two-bedroom apartment in Mansfield is $681.[288] As illustrated in figure 89, in order for a person to afford a $700 monthly rent payment, they would need to make $13.46 per hour or $28,000 annually.[289] Furthermore, this same worker would need to work 66 hours per week at the current minimum wage ($8.10) to afford a $700 rent payment.[290]

Figure 87: Selected Monthly Owner Costs As A Percentage Of Household Income - Without A Mortgage[291]

	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16	North End Total
Housing Units Without A Mortgage:	13,748	4,241	272	229	281	782
Less than 10.0%	5,821 (42.3%)	1,656 (39.0%)	79 (44.4%)	96 (42.7%)	101 (35.9%)	276 (35.3%)
10.0% to 14.9%	3,158 (23.0%)	1,048 (24.7%)	18 (10.1%)	65 (28.9%)	80 (28.5%)	163 (20.8%)
15.0% to 19.9%	1,727 (12.6%)	538 (12.7%)	15 (8.4%)	44 (19.6%)	39 (13.9%)	98 (12.5%)
20.0% to 24.9%	1,085 (7.9%)	381 (9.0%)	28 (15.7%)	20 (8.9%)	14 (5.0%)	62 (7.9%)
25.0% to 29.9%	588 (4.3%)	219 (5.2%)	0 (0.0%)	0 (0.0%)	10 (3.6%)	10 (1.3%)
30.0% to 34.9%	383 (2.8%)	183 (4.3%)	38 (21.3%)	0 (0.0%)	26 (9.3%)	64 (8.2%)
35.0% or more	986 (7.2%)	216 (5.1%)	0 (0.0%)	0 (0.0%)	11 (3.9%)	11 (1.4%)
Not computed	119	51	0	9	0	7

Figure 88: Selected Monthly Renter Costs As A Percentage Of Household Income[292]

	Richland County	Mansfield	Census Tract 6	Census Tract 7	Census Tract 16	North End Total
Occupied Units Paying Rent:	13,955	7,680	551	662	285	1,498
Less than 15.0%	2,033 (14.6%)	1,009 (13.1%)	106 (19.2%)	82 (12.4%)	23 (8.1%)	211 (14.1%)
15.0% to 19.9%	2,065 (14.8%)	939 (12.2%)	50 (9.1%)	57 (8.6%)	42 (14.7%)	149 (9.9%)
20.0% to 24.9%	1,546 (11.1%)	763 (9.9%)	76 (13.8%)	17 (2.6%)	24 (8.4%)	121 (8.1%)
25.0% to 29.9%	1,745 (12.5%)	1,180 (15.4%)	127 (23.0%)	83 (12.5%)	43 (15.1%)	253 (16.9%)
30.0% to 34.9%	1,391 (10.0%)	758 (9.9%)	25 (4.5%)	56 (8.5%)	26 (9.1%)	107 (7.1%)
35.0% or more	5,175 (37.1%)	3,031 (39.5%)	167 (30.3%)	367 (55.4%)	127 (44.6%)	661 (44.1%)
Not computed	1,144	553	86	49	19	154

Figure 89: Ohio Rental Housing Affordability[293]

Monthly Rent	Hourly Wage Necessary To Afford*	Annual Salary Necessary To Afford*	Hours Per Week At Minimum Wage ($8.10) To Afford*
$300	$5.77/hour	$12,000/year	28 hours/week
$400	$7.69/hour	$16,000/year	38 hours/week
$500	$9.62/hour	$20,000/year	47 hours/week
$600	$11.54/hour	$24,000/year	57 hours/week
$700	$13.46/hour	$28,000/year	66 hours/week
$800	$15.38/hour	$32,000/year	76 hours/week
$900	$17.38/hour	$36,000/year	85 hours/week
$1,000	$19.23/hour	$40,000/year	95 hours/week

** Calculation assumes renter spends no more than 30% of their income on rent (the generally accepted standard of affordability).*

Figure 90: Fair Market Rent Mansfield Metropolitan Statistical Area[294]

Year	Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
2017	$502	$512	$681	$939	$1,019
2016	$484	$492	$658	$910	$950
Percent Change	3.7%	4.1%	3.5%	3.2%	7.3%

As illustrated in figure 91, the census tracts that make up the North End (6, 7, and 16) experienced housing foreclosures at rates among the highest in Richland County. The foreclosure rate in census tract 3 (the area around Hedge's School) was the highest in the county at 18%.[295] Census tracts 6, and 7 were next with foreclosure rates of 16%, and 15.9% respectively.[296] Census tract 16 was the fifth highest in the county with a foreclosure rate of 13.7%.[297] It is noteworthy that foreclosure rates on the North End were roughly double the rate of Richland County (8.0%).[298]

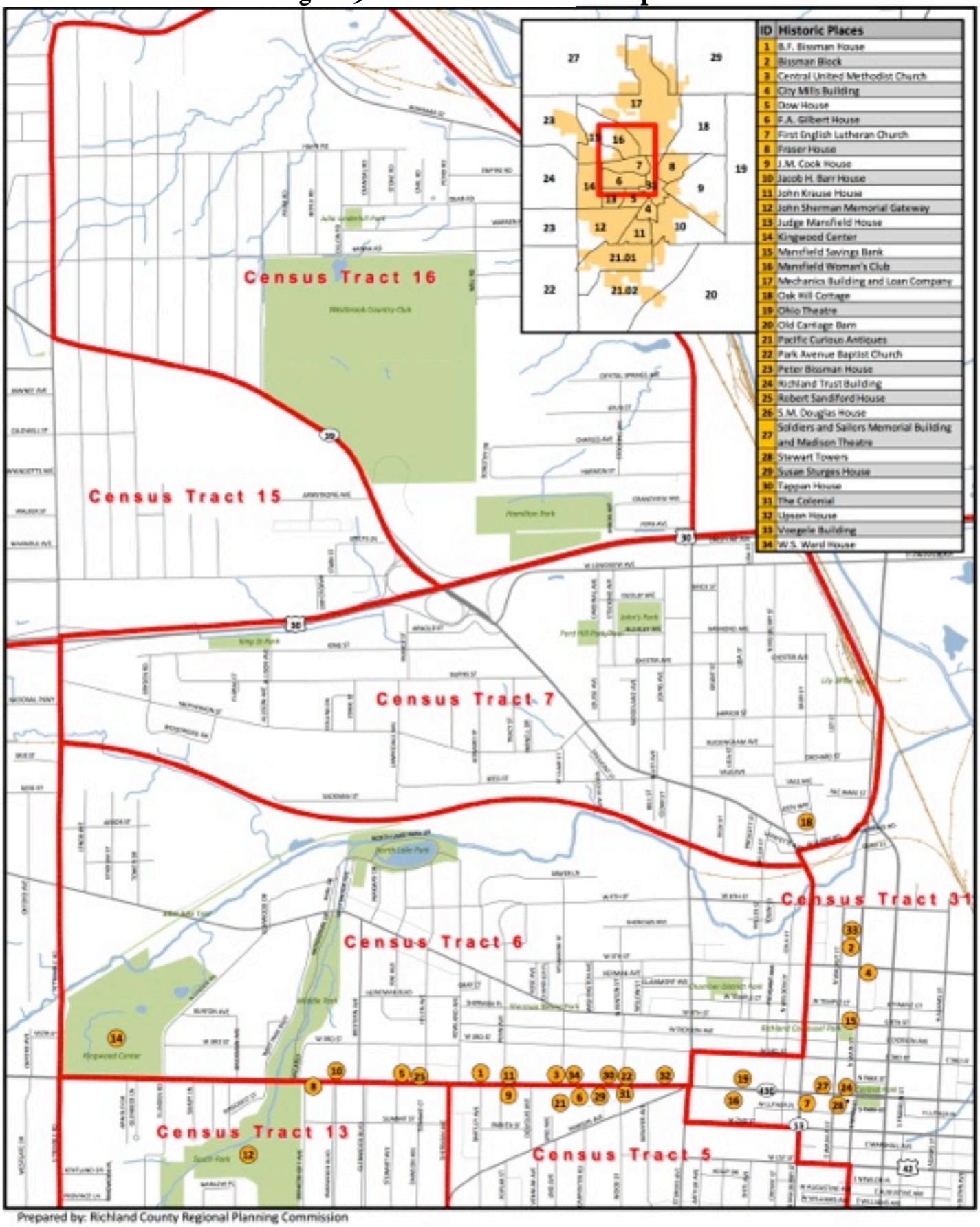
Figure 91: Foreclosure Rate By Census Tract/Region[299]

This table compares census tracts 6, 7, and 16 (the North End) to all the tracts in Richland County and to Richland County and the City of Mansfield as a whole.

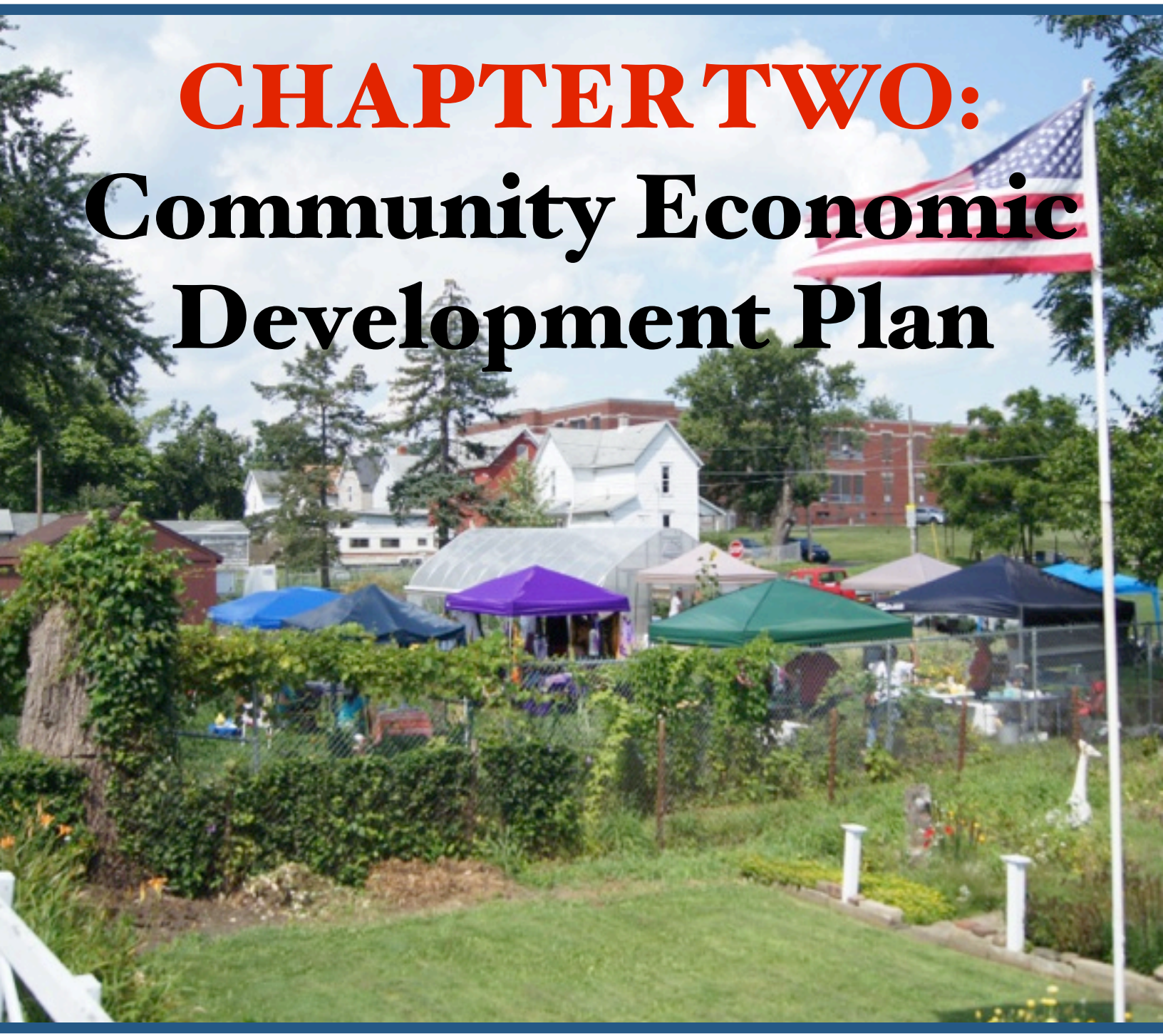
Census Tract	Foreclosure Rate	Census Tract	Foreclosure Rate	Census Tract	Foreclosure Rate
3	18%	**28**	9.8%	**30.02**	6.5%
6	16%	**Mansfield**	9.8%	**27**	6.3%
7	15.9%	**13**	9.3%	**12**	6.3%
8	13.7%	**14**	9.3%	**22**	6.2%
16	13.7%	**26**	9.1%	**20**	6.2%
2	13.0%	**18**	8.9%	**21.01**	5.9%
4	12.6%	**25**	8.3%	**21.02**	5.9%
9	11.0%	**Richland County**	8.0%	**23**	5.8%
10	10.6%	**11**	7.6%	**30.01**	5.5%
15	10.3%	**29**	7.5%	**1**	0.0%
17	10.2%	**19**	7.2%		
5	10.1%	**24**	6.5%		

According to the U.S. Department of the Interior National Park Service, there are 34 properties within or just outside of the North End on the National Register of Historic Places.[300] As illustrated in figure 92, the majority of these homes are located on Park Avenue West, and North Main Street, the southern and eastern borders of the North End. Census tract 6 is home to a historic district known as Sherman's Estate, site of the former home of Senator, and Secretary of State John Sherman, a long-time Mansfield resident. Also in census tract 6 is Kingwood Center (figure 92, point #14), a public botanical gardens housed on the former estate of Charles Kelley King, an electrical engineer who made his fortune working with the Ohio Brass Company. The gardens opened to the public in 1953 following the death of Mr. King the previous year.[301]

Figure 92: North End Historic Properties[302]



ID	Historic Places
1	B.F. Bissman House
2	Bissman Block
3	Central United Methodist Church
4	City Mills Building
5	Daw House
6	F.A. Gilbert House
7	First English Lutheran Church
8	Fraser House
9	J.M. Cook House
10	Jacob H. Barr House
11	John Krause House
12	John Sherman Memorial Gateway
13	Judge Mansfield House
14	Kingwood Center
15	Mansfield Savings Bank
16	Mansfield Woman's Club
17	Mechanics Building and Loan Company
18	Oak Hill Cottage
19	Ohio Theatre
20	Old Carriage Barn
21	Pacific Curious Antiques
22	Park Avenue Baptist Church
23	Peter Bissman House
24	Richland Trust Building
25	Robert Sandiford House
26	S.M. Douglas House
27	Soldiers and Sailors Memorial Building and Madison Theatre
28	Stewart Towers
29	Susan Sturges House
30	Tappan House
31	The Colonial
32	Upson House
33	Voegele Building
34	W.S. Ward House



CHAPTER TWO:
Community Economic Development Plan

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NORTH END COMMUNITY IMPROVEMENT COLLABORATIVE

Purpose and Vision

The North End Community Economic Development Plan (CEDP) is a blueprint for rebuilding the social and economic infrastructure of community. Using community economic development principles, resident-driven community development efforts are linked with economic activities to create sustainable change.

The plan takes the saying "if you build it they will come" one step further by ensuring that what is being built is designed in partnership with the community; and those who make financial investments to build it can be assured that "they will come." Additionally, those who appropriate funding and regulate what can be built must be willing partners in its development.

To this end, the primary purpose of the North End CEDP is to identify opportunities for redevelopment and to create cohesive strategies for their implementation. Recommendations and subsequent actions are guided by a common vision established throughout the planning process.

In the North End Community, we envision a thriving commerce and commercial sector that provides local services to those who live, work and worship in the community; housing that is safe, affordable and architecturally cohesive; employment opportunities that are available for all skill levels, cultural and recreational assets that are accessible to all residents; and systems that are in place to holistically support the needs of residents during each stage of their lives.

The North End Community Improvement Collaborative, Inc. (NECIC)
Our Story

In 2006, concerned residents and leaders of Mansfield's North End came together to address their neighborhood's decline. The loss of jobs from closing factories, a shrinking tax base, the closing of neighborhood schools and recreational opportunities, and overall disinvestment combined to physically, financially, and spiritually devastate this community. The devastation is manifest in vacant houses and lots, an abundance of trash and blight and startling social and educational outcomes for our children. The people of this community refused to accept these conditions and The North End Community Improvement Collaborative, Inc. (NECIC) was formed as a response.

The Fran and Warren Rupp Foundation wanted to be a part of a bold solution. They were the founding financial supporters of this resident-driven initiative. The foundation has demonstrated a long-standing commitment to the neighborhood and through the years, has supported a wide range of organizations serving the North End community.

Turning planning on its head, residents created the vision for our neighborhood. Involving hundreds of people and three years of work, this process resulted in the 2010 *North End Community Economic Development Plan*, which outlined comprehensive strategies regarding: land use, housing, economic development, education, public infrastructure/transit and community spaces. Our plan also identified five specific target areas, with recommendations for their future redevelopment. We believe that our plan is a "road map" for the physical, economic, and human development of a vibrant, diverse, empowered community, where people can live, shop, work, and play in safety and comfort. In 2011, NECIC's first CED Plan was unanimously adopted by Mansfield City Council as a guide for all future redevelopment in the North End. Five years later, in 2016, NECIC began the process again in order to update and revisit our plan resulting in this document.

Overall, NECIC's work hinges on the community's greatest asset – the rich diversity, talent and willpower of residents. The North End of the future will be formed from the intricate combination of individual actions of people and organizations that produce the spirit and tangible results sought by residents.

NECIC's Vision

As a result of our efforts over the last twenty years, the North End in 2028 is a community of significant prosperity and innovation. While in 2008, we were considered a drain on the local economy; today we are the leading engine of economic vitality, arts, and positive youth and civic engagement within the city of Mansfield.

NECIC's Mission

To improve the quality of life and economic landscape of the North End community.

Asset Based Community Economic Development

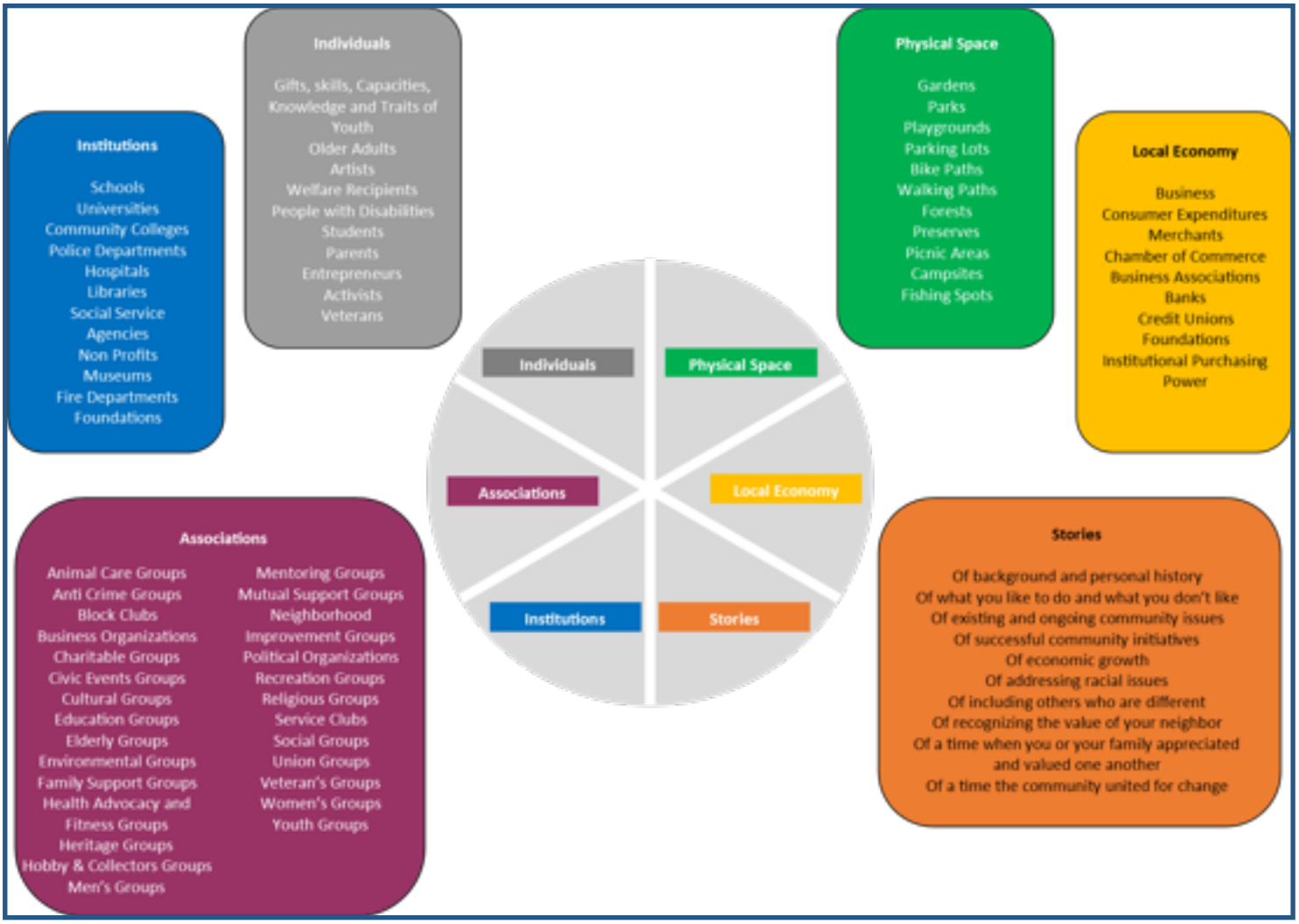
NECIC practices **Asset Based Community Development** (ABCD). We focus on the assets of the community as opposed to the deficits. Building on the skills of local residents, the power of local associations, and the supportive functions of local institutions, asset-based community development draws upon existing community strengths to build stronger, more sustainable communities for the future.

In addition to ABCD, NECIC also practices **Community Economic Development** where community driven strategies and projects are created and implemented to promote economic sustainability. NECIC recognizes that community development by itself is not sustainable, as it often lacks the financial resources to support its activities. Economic development on the other hand, cannot succeed without community support. Thus, Community Economic Development is the marriage of the two.

Figure 1:Traditional Community Development
vs.
Asset Based Community Economic Development

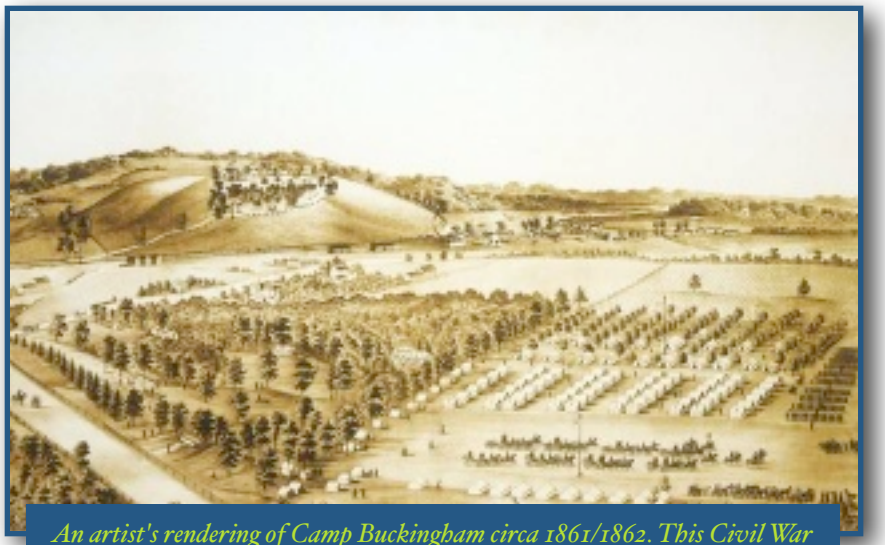
Traditional Development	ABCD
Needs, deficiencies, and problems	Capacities, assets, dreams, strengths
Negative mental map	Optimistic mental map
Client mentality	Citizen participation
Resources go to social service agency	Minimizes bureaucracy, resources to community
Undermines local leadership	Builds local leadership and confidence
Dependency	Empowerment
Separates community	Builds connections
Outside in	Inside out

Figure 2: Sample Community Assets Map



Historical Summary

Mansfield, Ohio was founded in 1808, a European settlement carved out of Indian territories. The site for the nascent city was chosen due to its proximity to an abundance of natural resources like fresh water and fertile farmland. In the peace following the War of 1812, Mansfield developed into an important agricultural center.



An artist's rendering of Camp Buckingham circa 1861/1862. This Civil War camp was located between Springmill (pictured in the foreground, on the left), and Bowman Streets. Today, this is the site of Taylor Metal Products, including a portion of the North End neighborhood, and Johns Park. Visible in the background is the hill that is the site of Westbrook Country Club today.

Over time, Mansfield gradually shifted from agriculture to industry becoming a hub of railroad travel and a center for the manufacture of a wide variety of items from farm machinery and implements, to stoves and appliances, to beer and cigars. It was the rapid growth of the city's industries that led to the development of neighborhoods like the North End, which provided housing for the necessary workforce. By the 1950's, industry in Mansfield reached its peak and the last half of the twentieth century was a period of gradual decline resulting in a deterioration of many portions of the city including the North End.

Despite this period of decline, post-industrial Mansfield still retains many of the assets that made it such an enticing location for industry in the past. Mansfield is centrally located between two major cities (Cleveland and Columbus) and boasts an extensive highway system, an airport, a railroad system, an eager workforce, and a wide range of nationally recognized cultural, educational and recreational opportunities. It is up to us, the heirs of Mansfield's rich history to work together, to foster creativity and innovation toward utilizing these existing assets for the future prosperity of the North End and Mansfield as a whole. This plan represents a small step in that direction. * For a more thorough and detailed presentation of the history of Mansfield and the North End see the Appendix of this plan (page 143).

Empire/AK Steel Company. The steel mill was a key employer in Mansfield, and many North End residents earned their living there. The neighborhood pictured on the left (Grandview Avenue, Crystal Springs, and Louis Street, etc) is part of the northernmost section of the North End.

Past Planning Efforts

Through the years there have been many community development efforts made by the City of Mansfield and its citizens. Unfortunately for the purposes of this plan, many of them are not well documented. However, evidence exists that indicates the downtown area, Lexington Avenue (south side) and Park Avenue (west side) have benefited substantially as a result of these efforts. New builds and renovations have occurred in these areas. With rare exceptions, no new build projects have occurred in the North End since the late seventies, early eighties. (Exceptions include: Mechanics Bank on Trimble Road, City of Mansfield Chamber District homes, CCEDEC homes, and the transition apartments on Grandview Avenue.) Furthermore, community development efforts that are evident in the downtown, southern and western areas of the city stopped there. No expansion of these beautification, upgrade, renovation or new build efforts occurred in other neighborhoods. The following are examples of past and current planning efforts. Note, see NECIC's 2010 *North End Community Development Plan* for planning efforts before 2009.

1. **Mansfield, Ohio Five-Year Consolidated Plan (2009-2014):** Identified **The Chamber District** as a Mansfield Neighborhood Revitalization area. Goals included:

    1. Stabilize blighted neighborhood by rehabilitating older homes.
    2. Provide incentives for affordable housing to persons with limited resources.
    3. Offering the opportunity for persons above the medium income level wishing to move back to the inner city incentives to do so.
    4. Development of a mixed income area and racial mixture.
    5. The development of new single family housing units for homeownership.
    6. Encourage non-profit and religious organizations to revitalize areas and homes.
    7. Encourage property owners to improve businesses and existing homes.
    8. Encourage downtown housing.
    9. Encourage improvement of rental properties.
    10. Encourage infill housing.
    11. Eventually increase tax base and make affordable housing more available.

2. **Mansfield, Ohio Five-Year Consolidated Plan (2014-2019):** Identified the following priorities:

    1. **Homeless Strategy:** There is a need for housing opportunities for homeless persons and persons at-risk of becoming homeless. **Goals:** Support the Continuum of Care's efforts to provide emergency shelter, transitional housing, and permanent housing. Assist providers in the operation of housing and support services for the homeless and persons at-risk of becoming homeless.
    2. **Other Special Needs Strategy:** There is a need for housing opportunities, services, and facilities for persons with special needs. **Goals:** Promote housing opportunities and recommendations for the elderly, persons with disabilities, and persons with other special needs. Increase the supply of housing for the elderly, persons with disabilities, and persons with other special needs through rehabilitation and new construction.
    3. **Community Development Strategy:** There is a need to improve the community facilities, infrastructure, public services, and the quality of life in the City of Mansfield. **Goals:** Improve the City's public facilities and infrastructure through rehabilitation and new constructions. Improve and increase public safety, programs for youth, the elderly and the

disabled including recreational programs, city services throughout the City. Remove and correct slum and blighting conditions throughout the City.

4. **Housing Strategy 1:** There is a need for additional affordable, decent, safe, and sanitary housing for homebuyers, and homeowners. **Goals:** rehabilitate the existing housing stock in the community, including emergency repairs and handicap accessibility. Increase the supply of owner occupied housing units. Assist low-income homebuyers to purchase a home through housing counseling, down payment and closing cost assistance. Promote fair Housing through education and information.
5. **Economic Development Strategy:** There is a need to increase employment, self-sufficiency, educational training, and empowerment for residents of the City of Mansfield. **Goals:** support and encourage new job creation, job retention, and job training opportunities. Support business and commercial growth through expansion and new development. Plan and promote the development and redevelopment of vacant commercial and industrial sites.
6. A**dministration, Planning, and Management Strategy:** There is continuing need for planning, administration, management, and oversight of federal, state, and local funded programs. **Goals:** provide program management and oversight for the successful administration of federal, state, and local funded programs. Provide planning service for special studies, environmental clearance, fair housing, and compliance with all federal, state and local laws and regulations.

3. **Richland County Economic Development Strategic Plan 2014:** Identified the following priorities:

1. Diversification of economic base: small and large firms, diverse industries, etc.
2. Develop a pool of resident entrepreneurs.
3. Ontario should foster local businesses to complement their existing retail corridor.
4. Foster light industry at Shelby Industrial sites.
5. Remediate brownfield sites.
6. Increase utilization of Mansfield Lahm Airport through educational programming.
7. Develop Farm Finance tools, and increase education.
8. Encourage buying locally
9. Develop infrastructure for outsourced R&D to new firms organized around the Kehoe Center's resources.
10. Diversify housing opportunities: attract and sustain young professionals.
11. Increase and/or sustain housing affordability.
12. Increase availability of student housing in Ontario.

4. **DIRECTION *LOOKING FORWARD* 2040: Long Range Transportation Plan For Richland County.** The following goals were identified:

1. **Goal #1** Safety: Transportation modes and facilities in the region will be safe for all users.
2. **Goal #2** Economic Vitality: A regional transportation system that supports and furthers economic vitality.
3. **Goal #3** System Preservation and Reliability: Preserve, operate, and manage an efficient transportation system.
4. **Goal #4** Public Involvement: Public participation in the Long Range Transportation Plan and other MPO planning activities that reflect the needs of the region, particularly those that are traditionally underserved
5. **Goal #5** Quality Of Life: Enhance quality of life and promote sustainability.

Resident Input: Community Surveys

The recommendations and strategies described in the following sections are derived from three sources: 1) data and statistics outlined in the first section of this document, *The Economic Base Assessment of Mansfield's North End*; 2) informal conversations and interactions with residents and stakeholders, and 3) formal surveys of residents and stakeholders.

Between November 2016 and January 2017, NECIC collected 358 surveys including 160 North End residents, 176 non-residents (those that live outside of the North End), and 22 stakeholders (small North End business owners; police officers; representatives from County and City government; banking; social service; and higher education.) Three audience-specific paper surveys were developed, which were then used to gather input at four public input workshops. Surveys were also completed at the North End elder program, Citizen Action Meetings, and other NECIC events. Furthermore, community partners Mansfield City Schools, and UMADAOP helped survey Mansfield City School students, as well as their respective employees, and other constituents. The surveys were also made available online, and were shared widely through NECIC's email and social media networks.

Resident Survey Results Summary

Residents were asked to list at least **three things that they like most about their neighborhood.** Overall, North End residents like the following (the top four responses):

1. The neighborhood is quiet.
2. The people/neighbors.
3. The neighborhood is close to parks (Johns, North Lake, and Hamilton), and to downtown.
4. Proximity to friends and family.

Residents were also asked to list at least **three things that they like least about their neighborhood.** Overall, North End residents dislike the following (the top four responses):

1. The people
2. Drugs
3. Vacant/run down properties
4. Crime

Businesses needed in the community; the top responses are as follows:

1. Grocery Store
2. Stores/shopping (non-specific)
3. Restaurants
4. No businesses are needed
5. Youth recreation businesses

Some **recurring themes** include:

1. A need for locally owned and operated businesses.
2. New business should create jobs, particularly high wage jobs.
3. A need for African-American owned businesses.
4. A need for affordable, recreation businesses for kids of all ages.
5. A need for businesses in walking distance.

Resident Survey Results Summary Continued

Changes in the neighborhood (positive or negative) within the last five years:
Positive changes within the last five years:

1. No positive changes
2. Demolition of abandoned buildings**
3. Road improvements
4. Residents taking better care of their homes
5. More businesses opening
6. Less crime**

Negative changes within the last five years:

1. Drugs
2. No negative changes
3. Crime**
4. Blight
5. Demolition of abandoned buildings**
6. Shootings
7. Loss of neighborhood grocery stores

**It is noteworthy that North End residents identified demolition of abandoned properties, and crime as something simultaneously positive *and* negative.

Improving Local Parks:

Overall, surveyed North End residents would like the parks to be kept clean, and better maintained. They would like to see some of the older features replaced and/or updated, and safety in the parks is a concern. Furthermore, respondents would like to see the parks utilized as venues for community programs, and organized activities, particularly for young people.

When a property is demolished, what should be done with the vacant lot?

Overall, the majority of surveyed North End residents would like vacant lots beautified and maintained, transformed into a garden, or public park. Moreover, surveyed North End residents would like to see new construction replace demolished properties. For many in the sphere of government, social service and non-profits, a great deal of focus has been placed on demolishing blighted structures, and rightly so. It is important to remember that while blight elimination is a key component to community revitalization, from the resident perspective, too much demolition without new construction can be perceived as further evidence of disinvestment, and a lack of caring by public officials.

Land Use

Land use within the North End is varied, ranging from parcels zoned low density residential to industrial. In most cases, the Mansfield Codified Ordinances mandate building standards to protect residents from incompatible land uses and dictate design standards to ensure consistency with past/current architecture (e.g. building heights). However, in some cases, due to pre-code constructions, there remain areas of the North End where the quality of life of residents is directly impacted by siting commercial and industrial operations adjacent to neighborhoods. Overall, flexibility will be required moving forward to respond to changes in the city's demographics, housing needs, and employment trends. Balancing the need for zoning ordinances that simultaneously protect the health, safety, and property rights of residents and business owners, and that are dynamic and flexible enough to encourage innovation, entrepreneurship, and community economic development.

Land Use Recommendations

Public Information Process: In order to minimize the potential negative impact on residents, and to potentially increase citizen buy in, efforts should be made to improve the public information process when land use/zoning changes are made in the North End.

Housing Density: As illustrated in figures 3 through 5, Currently, the housing stock on the North End is zoned primarily low density residential (R1-R2), with high density accounting for only a small portion of the housing stock. There are concentrations of parcels in the northwest quadrant of census tract 7 that are currently zoned high density, although the current housing stock is primarily single family.

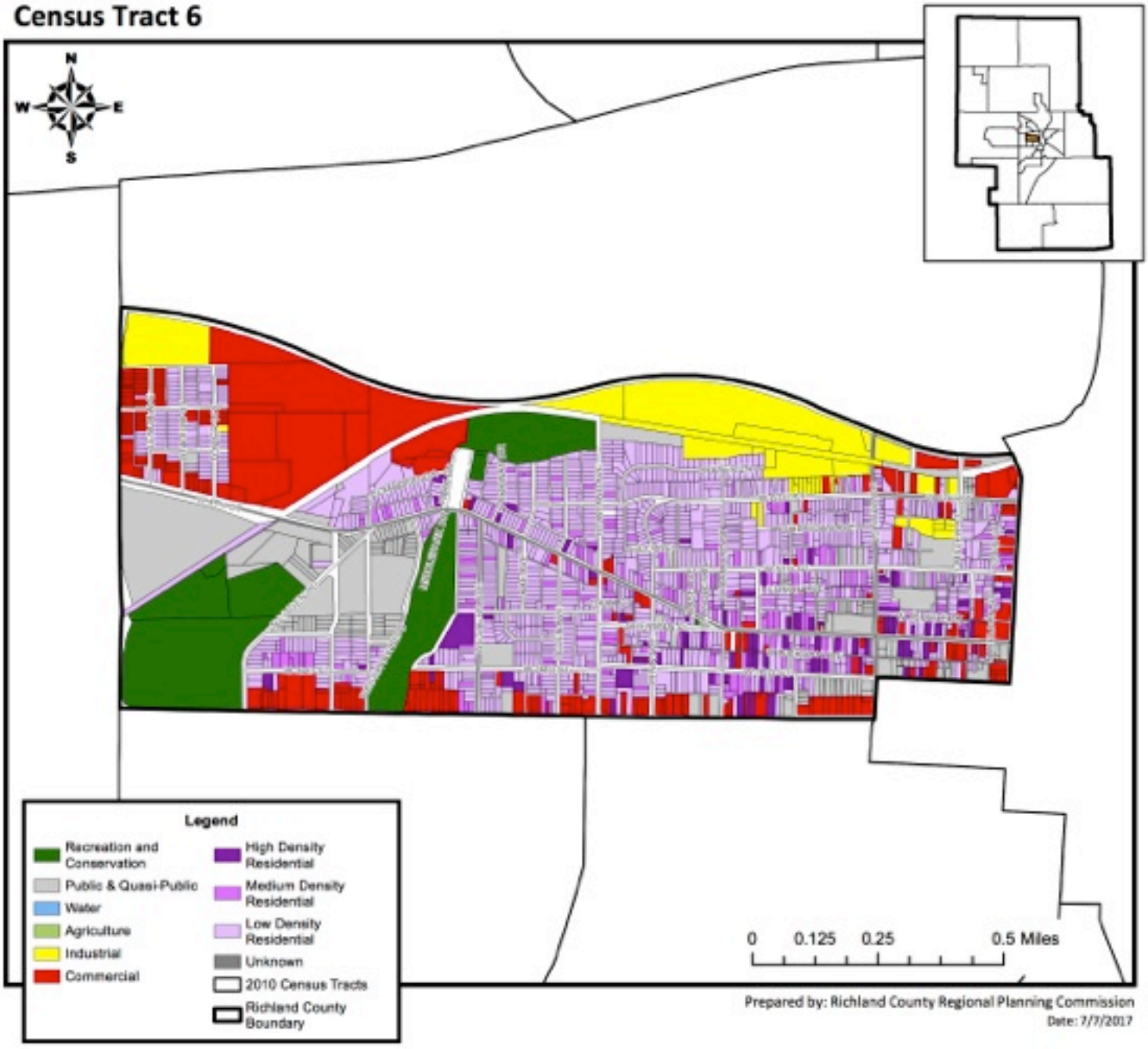
With the population of the city gradually declining over the past several years (with this trend expected to continue) and the number of vacant parcels increasing, an opportunity exists to decrease housing density. Current residential zoning classification should limit new multi-unit developments to eight to twelve units and increase the square footage requirements for "build-able" lot size. As with all zoning codes, there should be opportunities for variances in cases where the ordinance prevents development consistent with neighborhood plans (i.e. tiny/container housing).

Land Use Recommendations Continued

Mixed Use Districts: Retail uses within residential districts are currently limited to home-based businesses with minimal customer traffic. With the need for small business creation to bolster the local economy, ordinances that define the types of business uses within residential districts should be evaluated. Specifically, in residential districts adjacent to business districts, zoning should allow mixed housing/ commercial. The Fourth Street corridor from Bowman to Walnut, and downtown are examples of areas that will support this type of use.

Commercial Uses: In sections of the neighborhood that are primarily residential, automobile repair/ body shops and other uses that could create harmful environmental issues should be prohibited.

Figure 3: Land Use Census Tract 6



Land Use Recommendations Continued

Industrial Uses: Industry provides much needed employment for area residents and strengthens the tax base; however, industrial uses located adjacent to residential property should be limited. Any permits for the expansion of existing industrial facilities should mandate that the buffer between the uses be of a distance to prevent noise and environmental pollution, high traffic volume and other factors that impact the livability of adjacent residents. The heavy industrial zoned parcels along Longview Avenue from Bowman Street to North Main Street should be down zoned from I-2 to I-1. This will limit any negative impacts to the residential uses along Bowman Street while encouraging future light industrial growth.

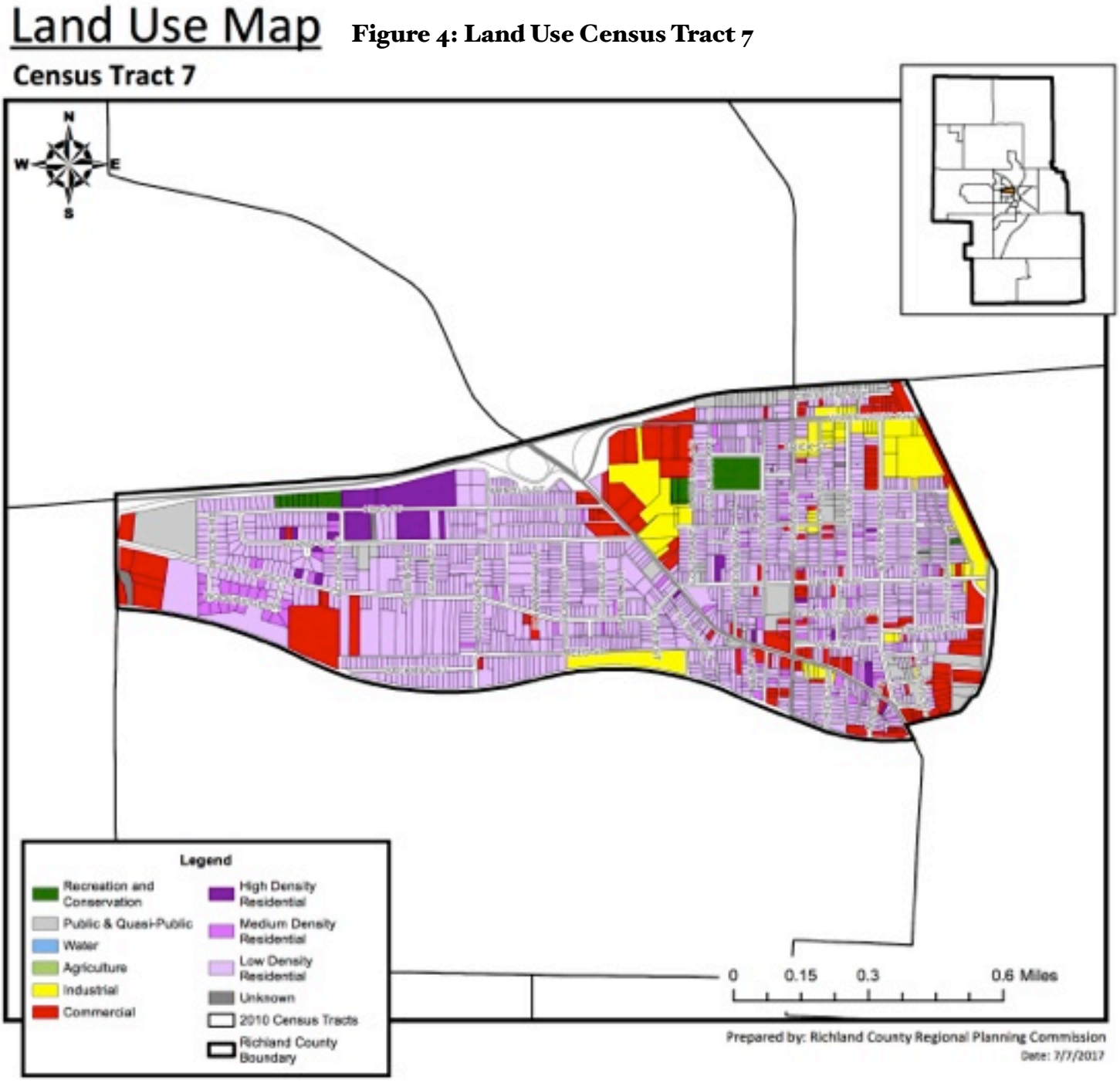


Figure 4: Land Use Census Tract 7

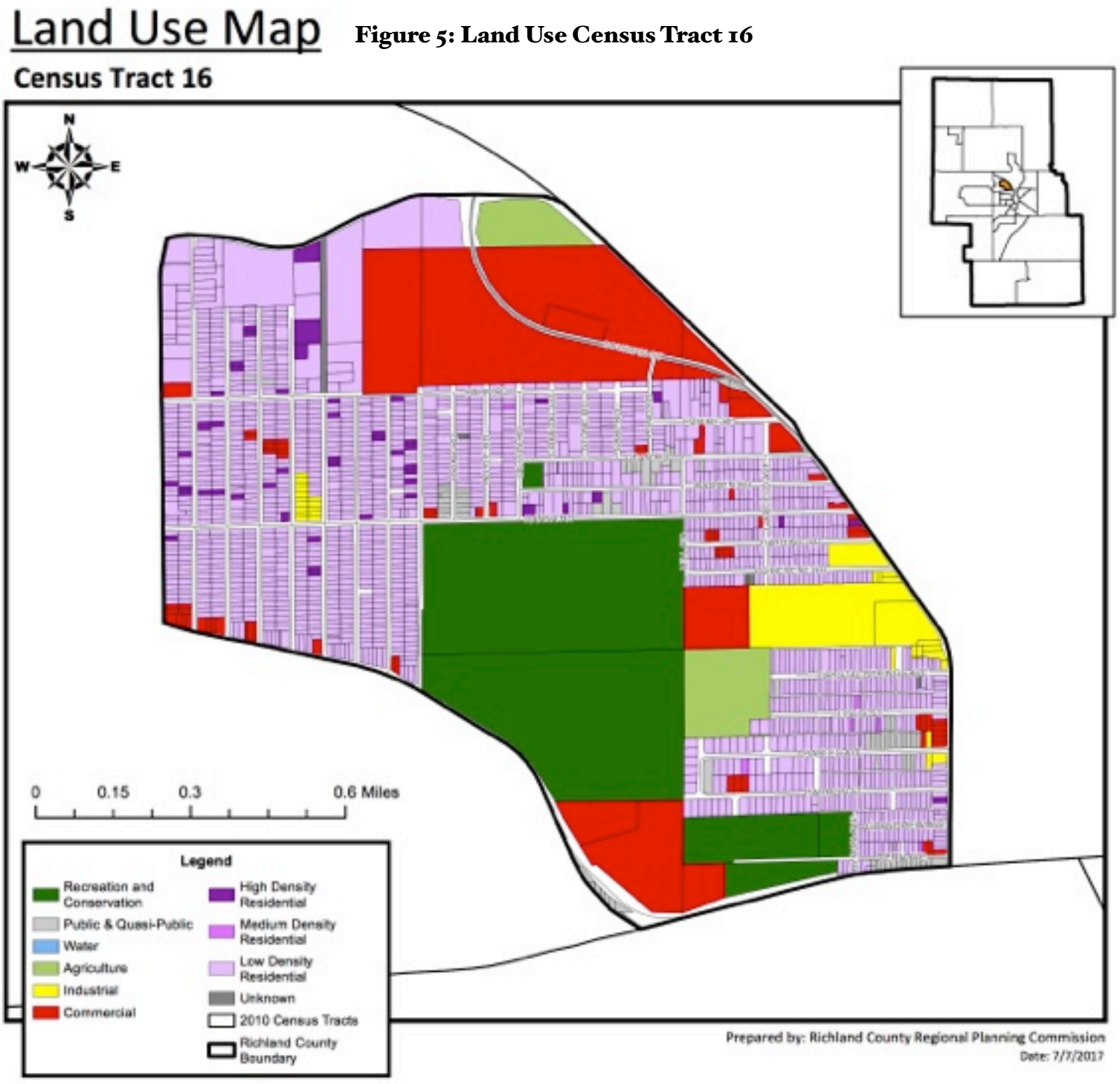


Figure 5: Land Use Census Tract 16

Current Land Use Projects

Town and Country Granary - Since 2011, NECIC has been convening residents and officials from the Town and Country Co-Op Granary to help resolve long standing resident concerns related to living in a neighborhood next to the recently expanded granary facility. Resident concerns include: air quality related to the large quantity of dust and debris generated, and the increase in semi-truck traffic through a residential neighborhood.

Current Land Use Projects Continued

State Route 30 Improvement Project - Since 2014, NECIC has assisted The Ohio Department of Transportation (ODOT) with raising public awareness and gathering North End resident and business stakeholder feedback regarding impending improvements to U.S. Route 30. Because Route 30 runs directly through the North End, forthcoming changes have the potential to affect a great many North End residents and businesses. According to ODOT, "The project is intended to improve pavement conditions and improve safety on US 30 from SR 13 to Fifth Avenue. The project will remove the existing interchange at SR 13 and SR 545 and provide a new US 30 Interchange, a new North-South Connector Road and a new East-West Connector Road, as well as provide safe access for residents and businesses to and from US 30." Moving forward, NECIC will continue in its role as a convener of residents, stakeholders, and ODOT to ensure that resident input and concerns are considered and addressed.

Housing

The poor condition of the housing stock has reduced property values, weakened the tax base, diminished the quality of life for residents and increased the need for government intervention. In response, a number of strategies must be implemented.

Housing Recommendations

Housing Code Enforcement: Code enforcement, a basic service that must be provided, is an effective tool to prevent housing deterioration and hold owners accountable for the condition of their properties. Given the magnitude of properties with code violations, resources need to be increased to build the City's capacity to provide the service. One strategy worth exploring is a rental licensing/vacant property registration, which could potentially create a 'business line' to generate revenue to support increased housing code enforcement.

Land Speculation Reduction: Each time a tax forfeited or foreclosed property is sold at auction for less than the value of the land, it reduces adjacent property values and often times results in properties remaining vacant and deteriorated for long periods of time. This creates safety issues, reduces the tax base and discourages future investment. Continued vigilance is needed on the part of the land bank to minimize speculation, and to advance the stabilization of neighborhoods.

Affordable Housing Development: Public/non-profit and for-profit partnerships must be established to address the affordable housing needs of residents. There are several groups that need special consideration including (but not limited to) single childless adults, seniors, single parent families, ex-offenders, artists, residents in need of supportive housing, and youth aging out of the foster care system. To this end, additional affordable housing models, both rental and ownership, must be implemented. A model

Housing Recommendations Continued

worth exploring is the Cass Community Social Services Tiny Homes Project in Detroit, MI. New housing development must align with the architectural style of existing properties.

Targeted Demolitions: Over the last five years, a comprehensive strategy (PRIDE Levy, and Land Bank) has been implemented to select and prioritize which properties to demolish. Resources must be directed towards "pockets" of blight rather than using a scattered site approach. The targeted demolitions, as well as any housing development projects should be focused on specific areas, with corridor streets receiving priority.

2009
502 Woodland Avenue

2010
502 Woodland Avenue

2015
502 Woodland Avenue

New Construction: While a great deal of effort has gone into tearing down vacant and blighted properties throughout the North End and beyond, it is important for policy makers and leaders to remember focusing solely on demolition, while absolutely necessary, can be perceived by the public as a loss. Efforts should be made to ensure that demolition is done in a way that is conducive to future development and new construction.

Preservation/Rehabilitation: One of the community's assets is its architecturally significant housing stock. With the population of the North End unlikely to increase to a level where a large number of new units will be needed, the rehabilitation of the existing housing stock is the most practical option. Pursuing a balance between preservation and new construction will also help prevent an increase in density. Further, grant and loan funds must be made available to existing homeowners and landlords to engage in rehabilitation activities.

Education: The low home ownership rates, high foreclosure rates, large number of renters living in unhealthy, substandard housing and the volume of properties in disrepair suggests a lack of knowledge around financial literacy, personal credit, buyer readiness, foreclosure prevention, home maintenance, and tenants rights. Increased educational resources must be made available for residents, especially as it relates to the health implications of substandard housing. Further, trainings on affordable housing programs for community-based organizations will increase the community's capacity to address housing challenges on the North End.

Professional Capacity Building: In the current environment of changing National funding priorities, public, private, and non-profit housing practitioners should develop collaborative solutions to address local housing issues, and set the stage for future housing development.

Current Housing Projects

Senior Housing: North End residents have expressed a desire to age in place. The age and condition of the majority of the housing stock on the North End is not conducive to the elderly or to individuals with disabilities. Consequently, many North End elders either leave the neighborhood or live in unhealthy and unsafe conditions. NECIC is currently exploring the development of affordable, senior housing on the North End.

Alternative Housing: North End residents have expressed a desire for the construction of new housing, and many are open to exploring the feasibility of tiny houses. The Cass Community Social Services (CCSS) Tiny Homes Project in Detroit, Michigan is successfully utilizing tiny houses as a means for low-income workers to become homeowners. According to information on their website, the monthly cost for the homes is $1 per square foot (i.e. $300/month for a 300 square foot home). At this rate a person earning as little as $10,000 annually could pay off their tiny home in seven years. CCSS contends that once the tiny house has been purchased, the buyer would then own an asset worth roughly $40,000 to $50,000 (Detroit Market Value).

Cass Community Social Services Tiny House in Detroit, Michigan. Source: Detroit.Curbed.com; Photo Credit: Michelle and Chris Gerard Photography.

Demolitions: A top priority of North End residents is the demolition of blighted, and vacant properties. To that end, NECIC has worked closely with County Land Bank and the City of Mansfield to help ensure that properties on the North End are being torn down, and where possible, those properties are being brought back into productive use. Overall, at least 255 (this number is likely higher) vacant and blighted properties have been demolished on the North End, since 2009.

Downtown Housing: Downtown housing development is currently being explored by private entities. Conversations have included designation as a Historic District and upper floor rehabilitation.

Economic Development

Good Ground, A Non-Profit, Social Enterprise, Food Truck At The North End Farmers' Market.

The economic base of the city is intrinsically tied to the livability of the neighborhoods. Strengthening this base will improve the housing stock, attract new residents, increase school success, reduce crime and contribute to the health of children and families.

As the City moves beyond its history as a major industrial hub of mid-Ohio, new strategies for increased economic development are emerging. From small businesses to health care related industries, increased resources are becoming available to support growth in these sectors. Through collaboration among community economic development organizations and the public and private sectors, the city can once again become a hub of economic activity within the region.

Fortunately, the North End of the city is rich in assets, both social and economic. Leadership from the non-profit sector, elders, faith-based groups and our community's young adults have begun the process of devising community driven strategies that connect with economic development opportunities. Collectively, a number of recommendations have emerged to ensure the economic growth of the neighborhoods and city as a whole.

Economic Development Recommendations

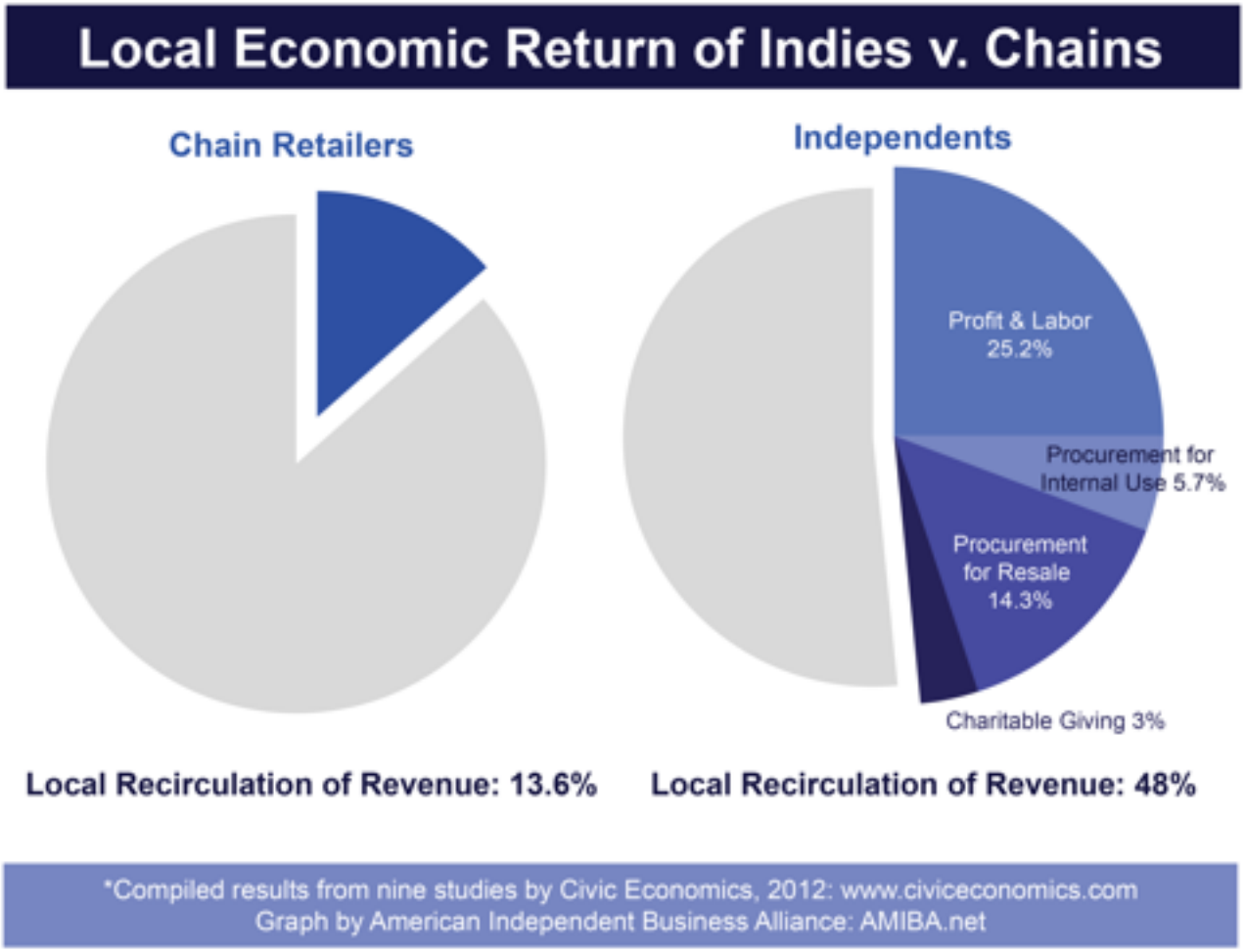
What Residents Said: Surveyed North End residents indicated that the most needed business on the North End is a grocery store. Moreover, residents indicated that business development efforts should focus on the following: 1) more locally owned and operated businesses, 2) businesses that create jobs, particularly those that pay a "living wage," 3) more African-American owned businesses, 4) the creation of affordable, recreation businesses for kids of all ages, 5) more businesses within walking distance of the neighborhoods.

Land/Building Reutilization: The North End has many buildings available for redevelopment, particularly along the commercial corridors (North Main Street, Park Avenue West, West Fourth Street, Springmill Street, etc.) Uses could include: retro-fitting industrial properties to accommodate green technology businesses; locating work force development projects and creating small business incubators. Vacant commercial spaces can also accommodate new business endeavors. In their current condition however, many of the vacant buildings are deteriorated and ill-maintained. Targeted code enforcement, neighborhood clean ups and "adopt a vacant store front" activities would make the properties more attractive to potential investors.

Small Business Creation: Small businesses account for a significant portion of economic activity and employment. With the decline of large industry, the small businesses sector provides an alternative for economic growth. To promote the growth of small businesses and capture the entrepreneurial spirit of local residents, business development and micro enterprise programs should be developed in partnership

"On average, 48% of each purchase at local independent businesses was recirculated locally, compared to less than 14% of purchases at chain stores."

Figure 6:



with North Central State, the Small Business Administration and the private sector. Efforts must be undertaken to increase the number of minority owned businesses, potentially through the use of new market tax credits.

Micro lending and other financial services will also need to be made available to support small business efforts. Additional sources of funding can be leveraged through Community Development Financial Institution programs through the State and Federal government. Dedicating resources to promote small business ownership will support the local economy and ensure that money spent in the community-stays in the community.

Economic Development through the Arts: The city is uniquely positioned to use the arts as an economic development engine (in the immediate future) if resources are directed to target such initiatives. This market "niche" will benefit from the creation of live/work spaces located near downtown. The North End has properties along the Fourth Street Corridor that can easily accommodate both the housing and retail space required to support this form of economic development.

Economic Development Recommendations Continued

Further, a concentrated effort should be made to showcase the artistic talents of residents in downtown Mansfield while generating revenue for future arts programming, building upon existing arts and entertainment venues, and filling the void of youth activities.

Commercial Nodes: Currently, commercial nodes are situated along the perimeter of the North End. There are however, vacant commercial buildings and lots at well-traveled intersections, which could support increased economic activity. Besides the target areas articulated in this plan, the intersection of Springmill and Bowman Streets is an example of a prime location for redevelopment. Efforts should be taken to incorporate pedestrian friendly design elements to encourage residents to shop locally.

Workforce Development: Several opportunities exist in the realm of workforce development to support unemployed/underemployed residents. Workforce Development will continue to be a key community priority due to stagnant wages and increasing costs of living. Industry recognized training to fill local jobs is critical, and there are several institutions positioned to effectively deliver hands on training. However, even individuals who are employed full-time often find themselves unable to make ends meet without the aid public assistance for medical coverage, childcare, housing and other supports. Additionally, technological advances in local manufacturing present "skills gaps" in which the current needs of employers and skill level of the labor force are mismatched. Post-secondary institutions have worked closely with county workforce programs to address these concerns. However, at a very basic level, workers find themselves in the workforce and also on public assistance resulting in missed time from work for social service appointments, etc.

Workforce programming is often heavily institution driven and deficit based and are offered from a social service perspective. Expectations for quick, positive outcomes are sometimes unrealistic given the nature of the challenges these workers face. Workforce programs should include financial literacy/education, immediate access to transportation and childcare resources, and support for unexpected emergencies, i.e. auto repairs, which could result in missed time from work or jeopardize employment altogether. Conversations about workforce development and support for workers must include the workers themselves who can best inform decision makers about the challenges they face, so that public resources are intentionally targeted to address barriers and eliminate them quickly. Currently, only the employers and agencies are actively building workforce programming without the direct participation of those who these programs aim to serve. This is contrary to a business model in which businesses make great efforts to thoroughly understand the needs of their customers.

Publicly funded programs should make a concerted effort to meet funding requirements while simultaneously addressing local needs. They should also take stock of the community's assets in this area, a practice that is rarely utilized. Focusing solely on needs magnifies the problems, but focusing on assets magnifies the solutions. Additionally, utilizing curricula for soft skills training that meets employer needs and addresses employee challenges must be a key component of any workforce training.

Workforce Development programs should bring together the benefits of the public and private sectors and address gaps in services, reduce the impact of low wages, and work toward the mutually beneficial goal of eliminating barriers to securing and maintaining long-term employment. They must provide the tools necessary for low-income workers to evaluate their options, assess their resources, increase their assets and make sound career and educational decisions providing a path to prosperity.

Economic Development Recommendations Continued

Explore Worker Owned Business Ownership Models: According to the National Center for Employee Ownership:

> "Employee ownership is where most or all employees at a business, including those who are not managers or executives, have an ownership stake in the company. While there are thousands of employee-owned companies in the United States today, they are not the norm. At the majority of privately held companies, ownership is concentrated with the company's founders, their friends and families, key employees, and outside investors. Employees at these traditional companies work for a paycheck, benefits, and possibly profit sharing. At employee-owned companies, employees have an additional benefit, equity, which allows them to share in the wealth and assets that their work is helping to create.
>
> In the United States, employee ownership comes in many forms, including cooperatives, employee stock ownership plans (ESOPs), and widely distributed stock options.
>
> Employee ownership allows workers to benefit from the wealth they create. In the United States, wages have remained stagnant for decades. Individuals who own stock, on the other hand, have increased their wealth manifold in the same period. Employee ownership bridges the gap between capital ownership and wages, grounding wealth with the people who are driving the company's success. In a recent PBS article, Chris Mackin, a leader in the employee ownership field, wrote:
>
> > 'Unwealthy people own few, if any, assets. Theirs is wage-dependent, income-based universe. They live from paycheck to paycheck. If assets are the key discriminant that sustains the wealthy, why is it that the most commonly invoked solutions to economic inequality tend to focus on income enhancing measures such as minimum wage campaigns, payroll tax credits and job training? That's not where the real money is.'
>
> This asset-based approach to tackling inequality and poverty echoes the sentiments of Louis Kelso, the political economist who invented the ESOP. In his book, *The Capitalist Manifesto*, Kelso argued that concentrating ownership in the hands of few is unsustainable, and that wider distribution of capital ownership is the solution. In his words, **"For more capitalism to survive, there need to be more capitalists.**
>
> In practice, employee ownership has proven a powerful economic tool. According to academic studies, employee-owners have 2.5 times greater retirement accounts, receive 5%-12% more in compensation, and are four times less likely to be laid off. Companies that adopt an employee ownership plan fare better as well. ESOP companies are 25% more likely to stay in business, increase sales and productivity 2-5% per year after the ESOP is adopted, and have 25% higher job growth over a 10-year period. With its many confirmed benefits, employee ownership has political support from both sides of the aisle."

In the interest of economic vitality, wealth building, and the economic self-determination of residents, NECIC should work with local businesses and entrepreneurs to explore the viability of worker owned business models. An area of particular interest is the so called "silver tsunami", wherein an aging workforce, particularly those workers with specialized skill sets, are poised to retire in larger and larger numbers

resulting in a potential shortage of skilled laborers. Furthermore, locally owned companies should explore employee ownership models as a means to transfer ownership from owners who are reaching retirement age to their long time employees as an alternative to shutting down altogether or transferring ownership to a larger, non-local corporation. In this way, not only is there more wealth and benefits to go around, but ownership is retained at the local level.

Current Economic Development Projects

Temp2Higher: A key component to economic self-sufficiency, wealth building, and financial independence is access to employment. In February 2016 NECIC launched Temp2Higher a temporary staffing service with the intent of generating program income/profit to be reinvested in community and workforce development activities. Temp2Higher combines the best practices of the staffing industry and workforce development sector using a unique person-centered focus. Temp2Higher's ultimate goal is transitioning temporary workers to permanent full time employment in ninety-days.

NECIC identified temporary staffing as a community practice that has typically been viewed in a negative light, however, we recognize that if indeed that is the mechanism that local employers utilize to address their challenges of high turnover, less productivity and barriers, we should figure out how to make it benefit low income individuals. As a non-profit, we are able to work not only with the employers and provide suggestions for the development of an Employer Resource Network (ERN). The ERN, a collaborative endeavor, will support businesses who share cost of a "success coach" who is stationed onsite at their businesses to work with employees needing referrals for various services (housing, re-certifying for JFS benefits, medical or other social service appointments). The coach works with service providers to help address barriers to employment so that the individual will not have to miss work. Effective implementation benefits local employers by creating access to resources that lead to improved retention, and lower hiring costs.

West Fourth Street Grocery Store: As mentioned above, our surveys indicated that the top choice among North End residents for new business development is a grocery store, particularly a locally owned, neighborhood store within walking distance. To that end, NECIC has been working closely with a local entrepreneur as he redevelops the former E&B Market site on West Fourth Street into a neighborhood grocery store.

Former E & B Market site at 359 West Fourth Street, currently being redeveloped into a neighborhood grocery store in a USDA Fresh Food Desert.

North End Farmers' Market: The North End Farmers' Market is a part of NECIC's North End Local Foods Initiative (NELFI). Established in 2014, the North End Farmers' Market focuses on providing fresh, healthy food for North End residents, as well as boosting the local economy by helping North End residents launch their own small market business.

The North End Farmers' Market at the Blust Avenue Teaching Garden.

Entrepreneurial Alliance: Convened at the Richland County Foundation, several organizations providing support for entrepreneurship have come together as the Entrepreneurial Alliance. These organizations have a specific focus on providing access to tools and services needed to shore up local entrepreneurial efforts including providing access to capital, opportunities to showcase entrepreneurial endeavors, gain customers, and other supportive services.

Workforce Development Initiatives/Agencies: The Richland County Workforce Development Resource map, developed by JumpStart, Inc., lists many workforce development resources. Resources include:

- North Central State College (NCSC)/Kehoe Center
- Ohio State University - Mansfield
- Pioneer Career and Technology Center
- Richland County Job and Family Services
- Richland County Foundation
- Workforce Partnerships of Central Ohio
- Catalyst Service, Inc.
- Richland Community Development Group (RCDG)
- North End Community Improvement Collaborative, Inc.
- Richland County Youth and Family Council
- Mansfield City Schools/Adult Education
- UMADAOP
- Madison Adult Career Center

Current Economic Development Projects Continued

Economic Development Initiatives/Agencies: The Richland County Economic Development Resource map, developed by JumpStart, Inc., also outlines economic development, and entrepreneurship and innovation resources. The following organizations primarily support the retention, and expansion of existing businesses, and the growth of a thriving entrepreneurial culture:

- Braintree Business Development Center
- Appleseed Microfinance Loan Program
- Tech Sprout Grant Program
- City of Mansfield Economic Development Department
- Downtown Mansfield, Inc.
- JobsOhio
- JumpStart, Inc.
- MAGNET, Manufacturing Advocacy and Growth Network and The Incubator
- Destination Mansfield
- North Central State College (NCSC)/Kehoe Center/Urban Center
- Ohio State University - Mansfield
- Regional Manufacturing Coalition
- Richland Area Chamber of Commerce and Educational Foundation
- Young Entrepreneurs Academy
- Richland Community Development Group (RCDG)
- Richland County Foundation
- Richland County Regional Planning
- Small Business Development Center at NCSC
- SCORE, North Central Ohio
- SunDown RunDown Mansfield
- Team NEO
- North End Community Improvement Collaborative, Inc.
- North East Ohio Trade and Economic Consortium
- North Central Ohio Regional Information and Technology Alliance

"Food and Agriculture as a Systems Intervention in Rust Belt Communities" is an ambitious new collaborative project led by the Ohio State University Mansfield that seeks to leverage a local sustainable food system (including urban and nearby rural agricultural diversification) as a full-system approach to addressing the systemic crises of deindustrialization in Mansfield, Ohio. This project will use a robust, data-driven, multi-disciplinary approach to assembling a local food production system in order to create economic opportunity, enhance and improve educational outcomes, address diet-related health crises, advance environmental remediation and protection, and provide a foundation of food security for Mansfield and Richland County.

"Reaching Urban School Settings with Teaching and Learning Gardens: *RUSS Teaching and Learning Gardens" is the education catalyst in this project. This program is designed to begin to address the educational challenges and diet-related health issues that overlap in a large segment of Mansfield's student population. It will do so by constructing three preliminary RUSS Teaching and Learning Gardens at three locations in Mansfield (on campus, in a nearby elementary school, and in a community teaching garden near downtown) and implementing a social justice pedagogy training and support program for the educators who will use these gardens.

These trainings will allow the gardens to be used as experiential learning spaces for cross-curricular and near-peer learning activities through the school year. RUSS Teaching and Learning Gardens expose educators and students to sustainable urban food production and healthy food literacy as the context of their cross-curricular learning activities.

Education

A community's school system and educational infrastructure are key components to the local economy. Schools are sources of community pride that are responsible for training and preparing the next generation of citizens, entrepreneurs, and workers. Furthermore, the quality and effectiveness of a community's school system directly affects a region's desirability and competitiveness as a location to attract new businesses and talent.

School systems are microcosms of the greater community and are affected by the factors that influence the neighborhood. The educational recommendations speak to the need to bolster success for students, with specific approaches in place to address the unique needs of students from families with ongoing financial instability, and students of color. In particular, the challenges impeding the future success of African American male students require very targeted and specific interventions.

Education Recommendations

Address Systemic Barriers to Equity in Education: Adopt the strategies presented in the "Opportunity Youth Playbook," including but not limited to:

- Eliminate zero-tolerance policies in early childhood education
- Prioritize and address the needs of children with incarcerated parents.
- Design innovative and culturally competent curricula that boys of color find relatable
- Implement small-group instruction and other pedagogies that promote active engagement.
- Minimize learning loss and maximize opportunities during the summer months.
- Employ strategies such as educational technology and media solutions
- Become a mentor, ensure that there are quality mentor programs in the area, and incorporate mentoring as a part of education, community, and youth development programs.
- Develop intentional approaches to increase parental involvement at every academic level.

Aside from formal educational goals, the following recommendations include opportunities for residents to become educated in other areas that directly affect their quality of life and economic condition. These opportunities include, but are not limited to:

Financial Literacy, with a specific focus on building, monitoring, and improving credit. Banking, saving, home and auto financing, healthcare and long term planning information, other financial tools and resources are necessary for individual and families to make sound financial decisions.

Civic Education: Understanding public sector roles and resource related to schools, housing, code enforcement, public safety, allocation of public resources for community and economic development.

After School Programs: Providing sports/athletic opportunities, homework assistance/tutoring, life skills and adult and peer mentoring.

Mentoring: Beyond youth mentoring, specific educational mentoring support includes career based mentoring/vocational apprenticeships, and entrepreneurial mentoring.

Food Education: Providing information and education to help residents make informed health and financial decisions related to food, such as: where food comes from, how to grow and/or sell food, understanding the components of our food economy, and the health impacts of food choices. This is a crucial component to impacting our local economy by intentionally keeping our food dollars in local circulation.

Entrepreneurship: Utilizing new and existing entrepreneurial educational approaches will provide students with strategies, resources and tools to start and sustain profitable businesses.

Current Education Projects

Real Opportunities for Achievement and Readiness (R.O.A.R): R.O.A.R. is a mentoring program for Mansfield City School students in grades 7 - 12. NECIC staff works to connect students with qualified community members who serve as mentors. Staff also connects area artists, chefs, gardeners, and more to work with students in a team-mentoring environment through mini-modules - weekly classes that allow students to learn new skills and discover their talents. R.O.A.R. has five primary objectives for participants: 1) setting goals to be prepared for 21st century careers, 2) building character, 3) developing pathways to achievement, 4) building a sense of resiliency, and 5) belief in a positive future.

Mansfield Senior High School student, and R.O.A.R. program participant Jalen Jacocks.

Blust Avenue Teaching Garden: Built on the site of three blighted properties, the Blust Avenue Teaching Garden is a great example of land reuse. The Blust Avenue Teaching Garden was launched in 2015 with the following goals: 1) teach people of all ages to grow food for home, community, and market, 2) increase economic opportunities and promote self-sufficiency, 3) expand fresh food access in the middle of a USDA Fresh Food Desert, 4) promote healthy lifestyles and outdoor physical activity, 5) beautify and reuse vacant lots, creating new community spaces, 6) promote environmental sustainability, and 7) connect residents and build community relationships.


Students from the Culliver Reading Center at The Blust Avenue Teaching Garden.


Students from the Culliver Reading Center at The Blust Avenue Teaching Garden.

Non-Profit Capacity Building: Classes for new and emerging non-profit organizations that address: governance, partnerships, strategic planning, program development and evaluation, financial management, and fund development.

Raising Richland Gardening Classes/Workshops: Gardening workshops and classes for members of the county-wide community garden network.

Current Education Projects Continued

Workforce Development Classes: Utilizing the "Bring Your "A" Game To Work" curriculum, the trainings build upon seven foundational work ethic behaviors focused on building work ethic and soft skills.

My Brothers Keeper: The My Brother's Keeper initiative addresses persistent opportunity gaps faced by boys and young men of color and ensures that all young people can reach their full potential.

To be a My Brothers Keeper community, the Mayor of Mansfield accepted the Federal challenge, and along with businesses, organizations, and foundations, are taking important steps to connect young people to mentoring, support networks, and the skills they need to find a good job, become an entrepreneur, or go to college and work their way into the middle class.

My Brother's Keeper is focused on six milestones:

1. Getting a Healthy Start and Entering School Ready to Learn
All children should have a healthy start and enter school ready – cognitively, physically, socially, and emotionally.

2. Reading at Grade Level by Third Grade
All children should be reading at grade level by age 8 – the age at which reading to learn becomes essential.

3. Graduating from High School Ready for College and Career
All youth should receive a quality high school education and graduate with the skills and tools needed to advance to postsecondary education or training.

4. Completing Postsecondary Education or Training
Every American should have the option to attend postsecondary education and receive the education and training needed for the quality jobs of today and tomorrow.

5. Successfully Entering the Workforce
Anyone who wants a job should be able to get a job that allows them to support themselves and their families.

6. Keeping Kids on Track and Giving Them Second Chances
All youth and young adults should be safe from violent crime; and individuals who are confined should receive the education, training, and treatment they need for a second chance.

Public Infrastructure/Transit

The built environment is only as good as its foundation. Well maintained streets, sidewalks, public utilities, transportation routes and public right of ways are the building blocks for sustainable development. The natural environment that supports the foundation must also be in good health to promote sustainable growth.

Public Infrastructure/Transit Recommendations

Street and Sidewalk Maintenance: While the city streets in Mansfield as a whole are fairly well maintained, the sidewalks have fallen into disrepair. This creates safety hazards and adds to blighted conditions, especially on the North End. Public resources, although limited, must be used to improve the condition of the streets and sidewalks. Special consideration should be given to creating handicap accessible sidewalks, especially in the areas of greatest need, including the Ocie Hill Neighborhood Center and other locations where elderly and persons with disabilities frequent.

Public Utilities: The sewer system on the North End is aging, decreasing livability standards and potentially creating health issues. Sewer systems, especially in areas of new development, must be replaced.

Pedestrian/Bike Considerations: Initiatives to increase non-motorized forms of transportation are underway in most communities throughout the United States. To increase the number of residents walking and biking, a number of measures should be undertaken, including adding bike lanes as a component of road reconstruction projects (where applicable), increasing the width of sidewalks to create a greater separation between pedestrians and automobiles and improve street crossings through the use of inexpensive crosswalk markings.

Public Transportation: Fortunately, the North End is served by a number of bus routes operated by Richland County Transit (RCT). However, the limited hours of operation create barriers for low-income individuals who depend on public transit for mobility. For instance, the current schedule (roughly between 7:00 am and 6:00 pm, Monday through Friday) is really only conducive for someone who works a first shift job, and hardly leaves any time for a working person to run basic errands like buying groceries and household goods, let alone medical, and social service appointments. In order to better serve the needs of riders, and to promote increased ridership service should be expanded both in terms of geography and hours of operation. Additional improvements to increase ridership including bus shelters and benches should be installed at major transit stops. Continued work must be done to ensure that public transportation planning is intentional in meeting local workforce needs and addressing the quality of life needs for residents in the North End and beyond. This includes conversations with riders ,employers, public officials, planning entities, and workforce and economic development entities.

Public Infrastructure/Transit Recommendations Continued

Increase local match dollars to increase the federal support for public transit: The expansion of both hours and routes requires an increase in local match funding, there should be deliberate focus on ensuring that each political subdivision benefitting from local transit work together to raise the local funding needed to adequately address the needs of the local workforce and community.

Flood Mitigation: A large portion of the North End is located within a flood plain. Over the years, flooding has caused millions of dollars in property damage and created environmental health issues. Further, the flood plain prevents future redevelopment in areas that could benefit from access to highway and rail transportation. In an effort to address the flooding, The City of Mansfield is currently exploring the construction of a dam in North Lake Park (see current projects below for a full description). In its role as transformative convener, NECIC must ensure that residents and stakeholders are informed, updated, and involved in all aspects of the project. Moreover, it is crucial that a balance is achieved between the potential future economic development benefits of any flood mitigation strategy, and ensuring that low-income residents, and small businesses are not disproportionately burdened by the cost of a flood mitigation strategy, such as the proposed dam.

Brownfield Remediation: It is likely that a number of former industrial sites, vacant gas stations, and dry cleaners are contaminated and will need remediation to allow for future redevelopment. Federal and State resources should be sought to encourage business growth, with the City of Mansfield taking the lead to ensure this activity occurs.

Current Public Infrastructure/Transit Projects

Mansfield City Bike Loop: On June 16, 2015, Mansfield City Council passed an ordinance approving the creation of a 5.7 mile Inner City Bike Loop through the painting of pavement markings knows as "Sharrows" and the installation of signage. Richland Moves!, a local education and advocacy group that meets monthly to discuss active transportation projects, continues to offer support and organization on this project.

Figure 7: Mansfield Bike Loop Map

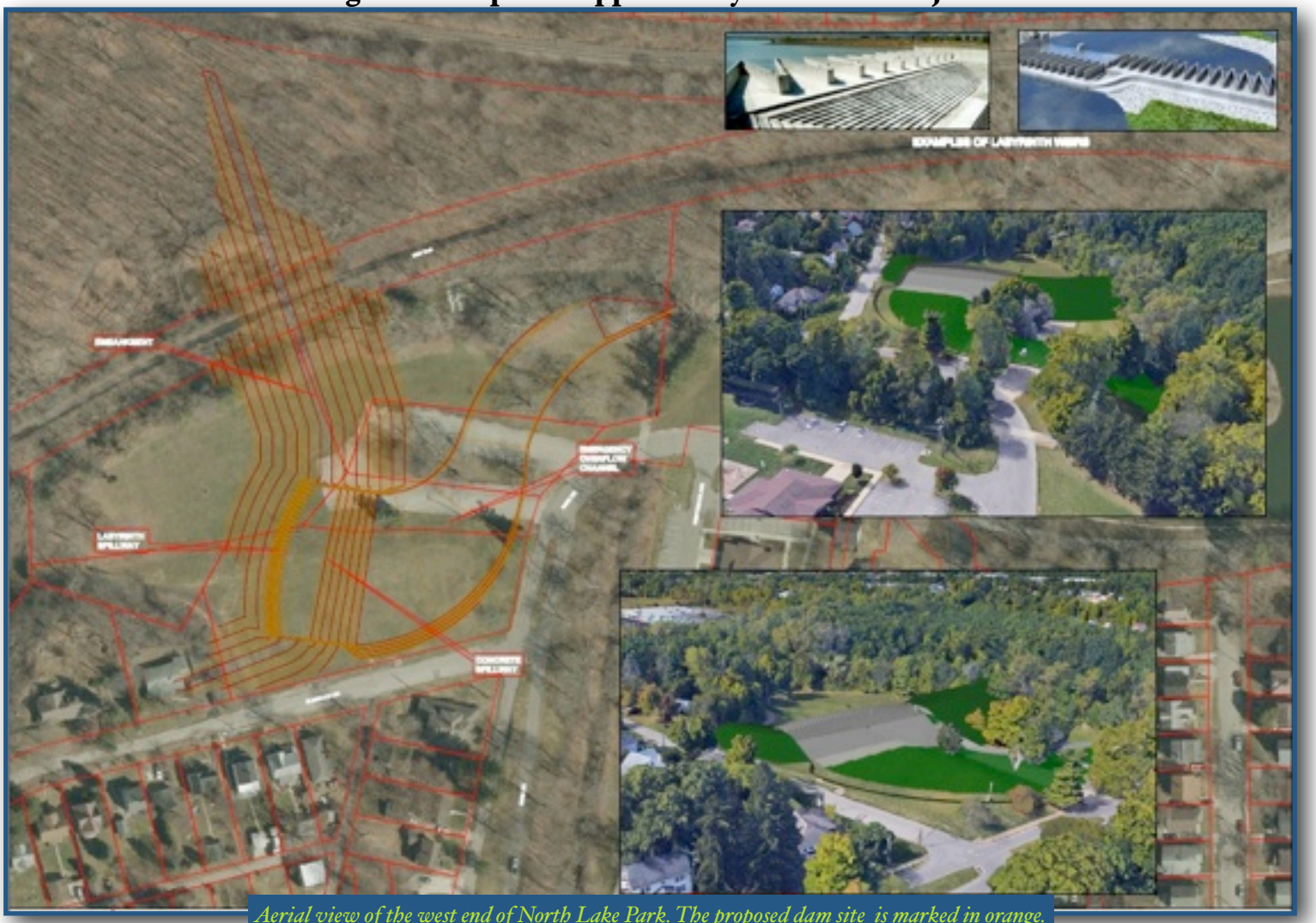
Pavement markers called "sharrows" mark the bike loops path.

Current Public Infrastructure/Transit Projects Continued

Richland Moves: Residents have expressed interest in exploring strategies to make Mansfield and Richland County more bicycle and pedestrian friendly. This interest manifest itself in the creation of Richland Moves, a community group whose mission "is to enhance mobility and accessibility by improving awareness, safety, convenience and comfort of walking and biking in urban, suburban and rural neighborhoods."

Upper Touby Run Dam: In an effort to address the flood plain, The City of Mansfield is exploring the construction of a dry dam in North Lake Park on a portion of stream called Upper Touby's Run. The proposed dam will mitigate future flooding issues, particularly "hundred-year floods," and will be 30-35ft. high and 903ft. long when completed. While the project does not have a set total, it is currently estimated to cost $14.5 million dollars and will take four years for completion. The project includes the Upper Touby detention basin, South Park Detention basin, a mass fill at 309 N. Main Street, Sixth Street bridge repairs, Miller Street Bridge elimination, and Mulberry Street bridge repairs. There is a potential to receive a $2 million grant from FEMA for "Pre-disaster mitigation," but the rest of the bill will be charged to residents', and business and property owners' utility bills as a part of a 30-year bond.

Figure 8: Proposed Upper Touby Run Dam Project



Aerial view of the west end of North Lake Park. The proposed dam site is marked in orange.

Current Public Infrastructure/Transit Projects Continued

Workforce Transportation: To meet the needs of local jobseekers and employers, several conversations, workgroups and committees have convened with the purpose of getting individuals to work that are reliant on public transportation. Local employers have stressed the importance of addressing the limited routes and hours, and have had, in some cases to not run 2nd and 3rd shifts due to the lack of available transportation. Planning entities (Richland County Regional Planning, the Richland County Transit Board, the Richland County Foundation and other elected officials, non-profit and social service organizations) have joined businesses in this discussion about how transit challenges are impacting our local economy.

Community Spaces

The spaces in which residents gather, whether it is a park, business district or community center define the character of an area and create a sense of belonging among people who may not normally interact. On the North End, a wealth of assets exist for citizens to take advantage of, including Johns, North Lake and Middle parks, Kingwood Center, the public library, historic downtown and the Blust Avenue Teaching Garden. There are also opportunities available to re-utilize portions of the Ocie Hill Neighborhood Center and vacant lots for additional communal and recreational spaces.

The Blust Avenue Teaching Garden was created on land formerly occupied by three dilapidated, vacant, homes (411, 413, and 417 Blust Avenue). See full description above under "Current Education Projects" page 24.

Community Spaces Recommendations

Maintain the Natural Environment: The parks and trails offer ample space for families to gather and individuals to engage in physical activities. The natural environment is a "valued added" for the neighborhood and should be promoted to keep current and attract new residents to the area. Keeping the parks safe, accessible, and free of litter and debris is a top priority of surveyed North End residents. Other top resident concerns include: excessive quantities of goose waste in North Lake Park, the potential loss of green space in North Lake Park following the completion of the Upper Touby Dam flood mitigation project described above. The Friends of Mansfield Parks (FOMP), Friends of North Lake Park, neighborhood watch and local youth groups should all be part of these conversations moving forward.

Community Spaces Recommendations Continued

Public Art: Given the thriving arts community in the city, using the arts as a means to improve the aesthetics of community spaces and highlight the cultural and historic character of neighborhoods within the North End is a logical next step in improving the public realm. Sculpture, mosaics, murals and other art mediums can be used as incentives for people to take advantage of open spaces and re-utilize vacant lots. Mankind Murals, Inc., The Mansfield Art Center, and other local arts organizations, along with the business community should collaborate on gateway projects and public art installations in various locations in the North End. Efforts should be made to include North End artists, residents, and young people in the planning, siting, and execution of public art projects.

Community Centers: As the local economy endures ebbs and flows, community centers, often housed in former school buildings have provided affordable or free after school and summer programming. Sometimes deemed an unessential service by some, continued advocacy for these programs and centers are critical. In their absence, particularly in the North End, we have see spikes in violence and lowered academic performance. Local city and school officials have access to specific financial resources and/or buildings, and should explore partnerships with community groups offering to provide programming for youth. While there are several small faith and community based initiatives, programs can continue to serve neighborhoods through creative partnerships.

Beautification: The entrances into and corridor streets on the North End are lacking in character and are often filled with weeds and trash. This fuels the perception that the area is blighted. Planting trees, shrubs and flowers along North Main Street, using large flower planters at major intersections and outside of commercial building and locating trash receptacles throughout the neighborhood will provide visual reminders that the North End is going through a process of redevelopment. Reutilizing vacant lots and unused space in alleys and along narrow streets as community gardens are one example of community beautification.

Current Community Spaces Projects

Mankind Murals, Inc.: Mankind Murals is a local non-profit organization whose mission is to improve the Mansfield community through public art. Over the last couple of years, Manskind Murals in partnership with local agencies, residents, and artists has helped to beautify areas throughout the city of Mansfield including prominent locations on the North End.

Mural underneath the West Fourth Street bridge on the B&O Bike Trail, sponsored by Mankind Murals and painted by artist Mark Calloway. Photo Credit: teeplestravel.com.

Current Community Spaces Projects Continued

UMADAOP Community Outreach Center: Located on the western border of the North End in the former Stadium Elementary School at 215 North Trimble Road, The UMADAOP Community Outreach Center provides early intervention services such as mentoring activities, enrichment programs, and educational support for young people.

Officer Barnes of the Mansfield Police Department attends an NECIC Citizen Action Sector Meeting at the Blust Avenue Teaching Garden.

Health and Safety

Health and safety are key components to quality of life. From the food people eat, to where they live, work, worship, and recreate, the social, cultural, and economic environment of a community all effect a person's overall health and well being.

Health and Safety Recommendations

Opiate Crisis: The widespread opiate addiction in Richland County is heavily concentrated in Mansfield's North End and presents challenges in several areas of focus within this plan. From providing adequate education for youth on the dangers of drugs, to accessing available treatment and recovery programs, and organizations charged with providing services for opiate addictions. Efforts should be made to increase access to residential/in-patient addiction treatment centers in Richland County. There is a pronounced absence of options locally, particularly for low-income individuals.

Safe and Healthy Housing: (asbestos, lead paint, etc.) Local public health practitioners continue to provide education, resources and tools for remediation of housing dangers such as asbestos and lead. This is a persistent concern for North End residents, whose houses were largely constructed prior to the 1950s. Lead paint poses a particular danger to young children, negatively impacting their overall physical health, as well as their learning and academic potential.

Minority Health Disparities: Recent local efforts to decrease minority health disparities revealed a lack of data available to address systemic issues that may lead to disparate health outcomes. Deploying culturally competent approaches to engage minority community members is crucial to being able to address those challenges along with intentional data collection and tracking among healthcare providers and organizations.

Violence Prevention/Reduction: Crime was mentioned as the #4 concern of North End Residents in response to what is liked least about the North End neighborhood. Efforts to work collaboratively with residents, law enforcement, schools, faith based organizations and other non-profit and community organizations should continue, with a deliberate focus on addressing violent crime. Current efforts such as the Focused Deterrence program with the Mansfield Police Department and the Mansfield Community Against Violence should be continued and expanded as the most violent offenders are identified and given an opportunity to remain in the community with no tolerance for future violent behavior. Underlying

causes of violence should be taken seriously, and addressed through the provision of stable employment and other necessary supports.

Instant Mutual Aid: In emergency services, mutual aid is an agreement among emergency responders to lend assistance across jurisdictional boundaries. This may occur due to an emergency response that exceeds local resources, such as a disaster or a multiple-alarm fire. Mutual aid may be ad hoc, requested only when such an emergency occurs. It may also be a formal standing agreement for cooperative emergency management on a continuing basis, such as ensuring that resources are dispatched from the nearest fire station, regardless of which side of the jurisdictional boundary the incident is on. In the interest of ensuring the fastest response time for emergency service calls, particularly in areas near jurisdictional boundaries, safety services should work with concerned residents, and stakeholders to explore the feasibility of an Instant Mutual Aid initiative between Mansfield emergency services, and those of surrounding jurisdictions (Madison Township, Springfield Township [Ontario], etc.).

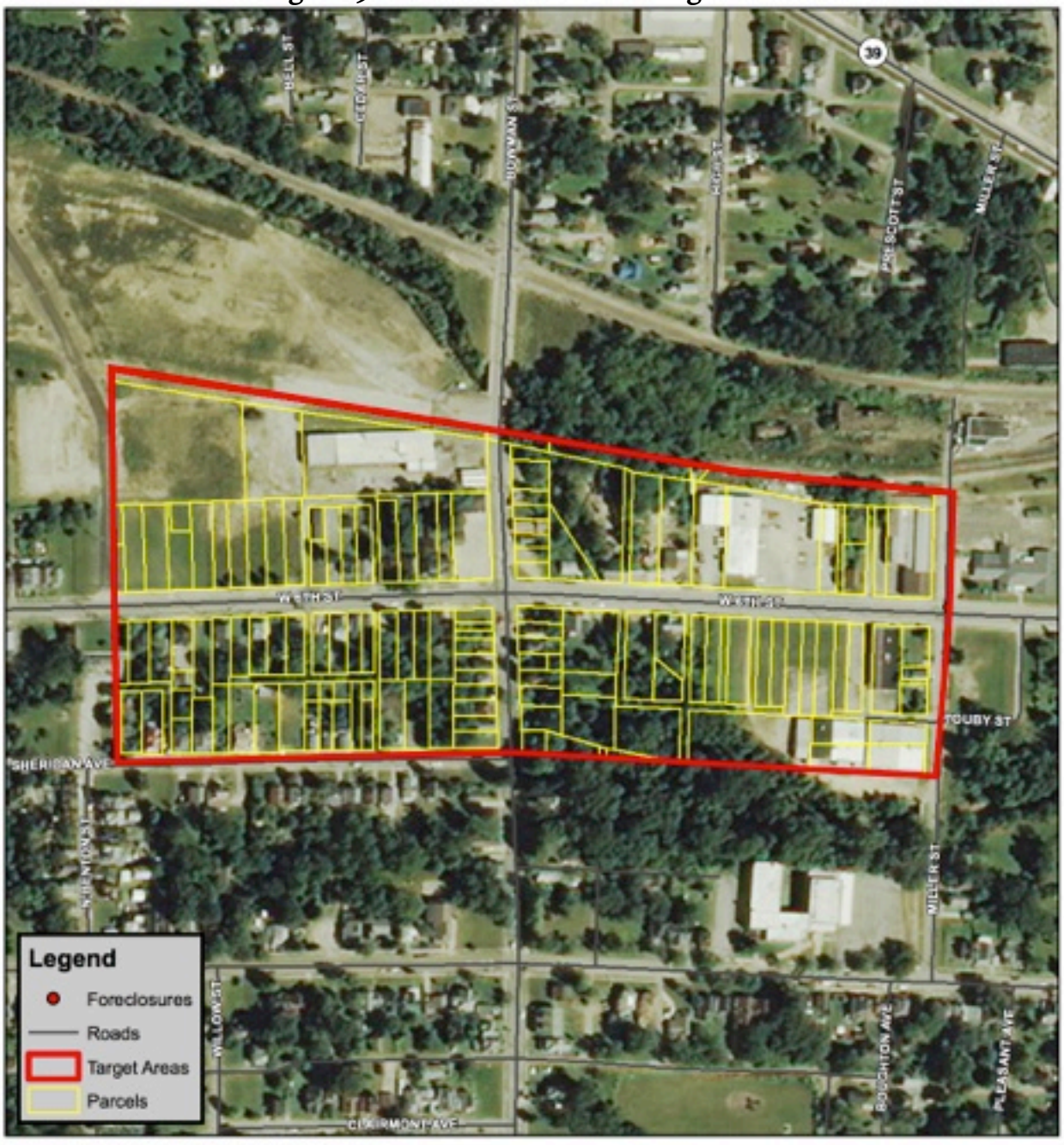
Current Health and Safety Projects

1. **Mansfield Community Against Violence (MCAV):** In response to community violence and supporting citizen-led initiatives, NECIC is acting as Transformative Convener for the Mansfield Community Against Violence (M-CAV). M-CAV is the community portion of a focused deterrence effort to reduce violent crime, utilizing a data-driven, transparent, and accountable approach. In this method, violent offenders are supported by the community and offered alternatives to violent behavior. It's not the offender that community members want removed, it's the violence. However, as all residents have a right to be safe, when offenders reoffend in this program, the community seeks the maximum penalty.

Target Area 1 - Sixth and Bowman

The borders of target area one are the Norfolk & Southern Railroad tracks to the north, Sheridan Avenue to the south, the western edge of the Gorman-Rupp property (the larger building foot prints south of the railroad tracks) on the west and the eastern border is one block east of Sixth Street. The Sixth and Bowman target area is primarily low density residential in the southern portion, with light industrial concentrated in the northern portion. Located in the heart of a FEMA designated Flood Plain, new development has been non-existent, and many businesses have left the area (Jones Potato Chips, Rable

Figure 9: Sixth and Bowman Target Area



Prepared by: Richland County Regional Planning Commission

Target Area 1 Sixth and Bowman Continued

Machines, etc.). The Gorman-Rupp Company recently relocated, and demolished a major light industrial facility in the northwest portion of the area.

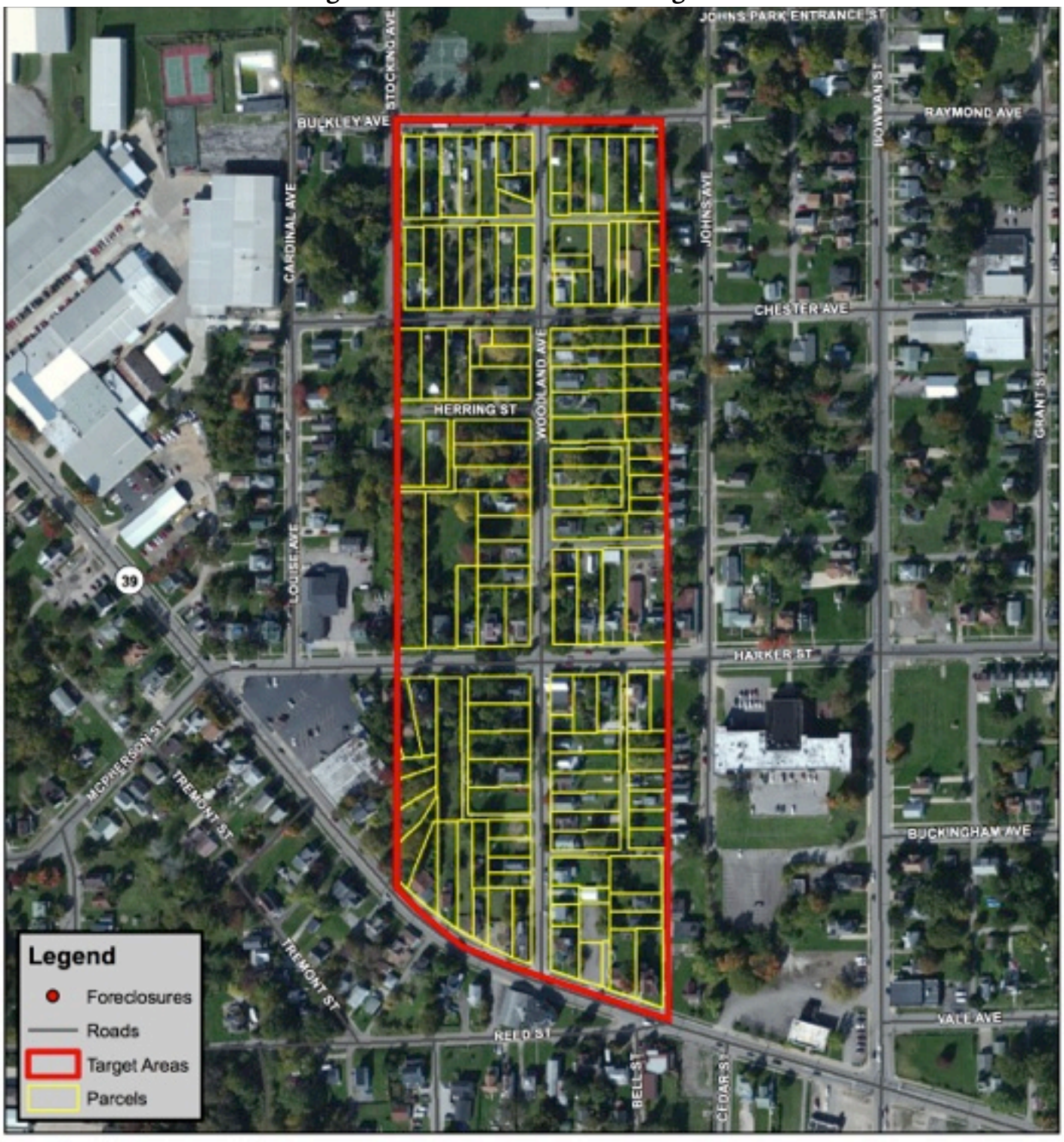
Surveyed North End residents indicated that when a structure is torn down, ideally, new development/ construction would occur. In lieu of new construction, residents would prefer areas beautified and preserved as community gathering spaces such as a park, an athletic field/court, a community garden, etc. Contingent upon completion of a major flood mitigation initiative like the Upper Touby Run Dry Dam Project described above, figure 10 below illustrates some potential future uses for the Sixth and Bowman target area.

Figure 10: Two Options For Sixth and Bowman

Target Area 2 - Woodland Avenue

The borders of the target area are Bulkley Avenue on the north, Springmill Street on the south, Stocking/Louise Avenues on the west and Johns Avenue on the east. The area, commonly held as the neighborhood's "true" North End, is adjacent to a large park, and the Ocie Hill Neighborhood Center. The land use is predominantly single family residential, with the condition of the housing stock eroding at an alarming rate. A number of the parcels in good condition are new single-family homes built within the last

Figure 11: Woodland Avenue Target Area



Prepared by: Richland County Regional Planning Commission

ten years. Unless strategies are put in place to arrest the decline of adjacent properties, this investment could be lost.

The influx of federal funds in 2009 through the Neighborhood Stabilization Program were not allocated for redevelopment activities in the Woodland Avenue target area, thus any future federal, state and local investment must be prioritized for this section of the North End.

Contiguous vacant and /or vacant and boarded properties along Chester Avenue, Herring Street and Woodland Avenue are prime locations for redevelopment. Assembling these and adjacent properties in poor condition will create opportunities for new housing development.

A community planning process identified the lack of and need for senior housing options on the North End. Targeting the Woodland Avenue area for senior housing will address an identified housing need and improve the property values of remaining residential units.

Woodland Avenue facing north from Springmill Street.

Target Area 3 - Longview Avenue

The approximate borders of target area three are: Crestline Avenue/State Route 30 on the north, the south side of Longview Avenue on the south, Bowman Street to the west and North Main Street to the east.

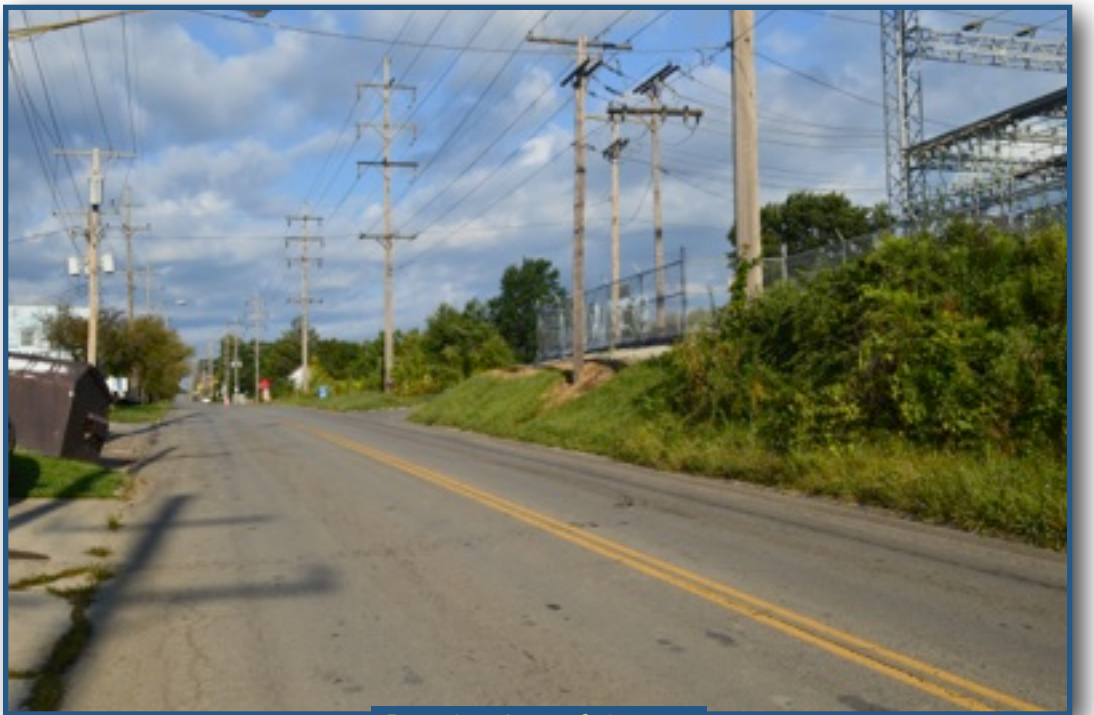
Overwhelmingly, the land use is commercial and industrial, with very few residential uses located along Bowman Street.

Figure 12: Longview Avenue Target Area

Prepared by: Richland County Regional Planning Commission

Once a major hub of industrial activity, the target area currently has a number of vacant and/or abandoned warehouses with several of the properties potentially brownfield sites. Despite the current property conditions and potential environmental concerns, Longview Avenue holds promise for new light industrial development. Access to both rail and highway transportation will attract new industry and allow current businesses to expand. Tax incentives, workforce development funding and brownfield restoration resources must be leveraged to encourage redevelopment.

Longview Avenue facing east.

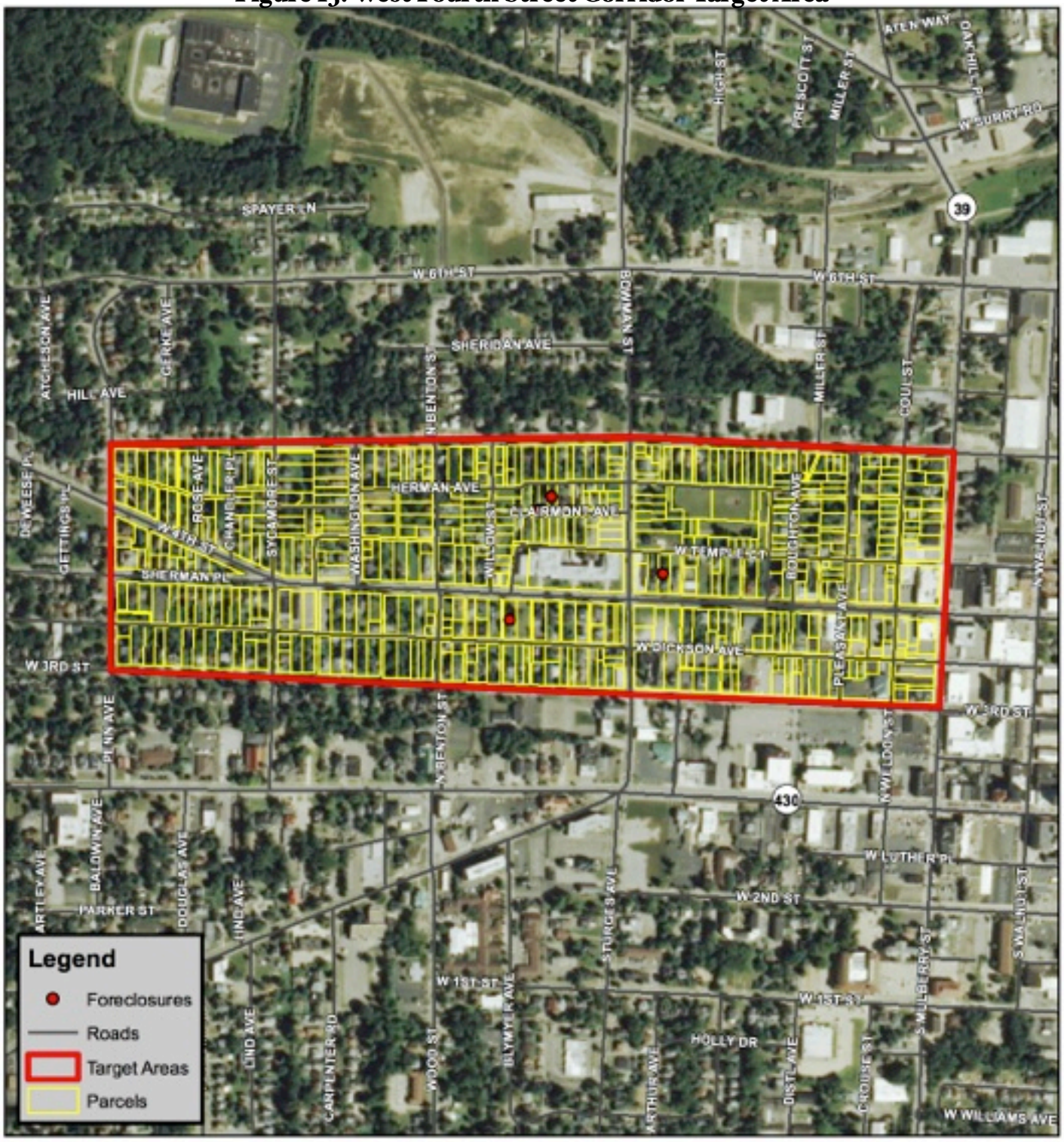


Longview Avenue facing west.

Target Area 4 - West Fourth Street Corridor

The approximate boundaries of target area four are both sides of West Fourth Street between Sycamore Street in the west and North Main Street in the east. Comprised of a mix of land uses, the Fourth Street Corridor's western boundary to Bowman Street is primarily low density residential, with the eastern portion transitioning from residential to commercial from Bowman Street to North Main Street. There are

Figure 13: West Fourth Street Corridor Target Area



Prepared by: Richland County Regional Planning Commission

three moderately traveled arterial streets; Fourth, Bowman and North Main Streets that connect traffic to major arterial streets and highways.

Located adjacent to downtown and within three miles of a major employment hub, the target area has the potential to attract new investment. Recent demolitions have opened opportunities for redevelopment, particularly on the former John Simpson Middle School site at Fourth and Bowman. Moreover, redevelopment has begun on the former E&B Grocery Store site at Fourth and Sycamore, which, when completed, will bring a locally owned, source for fresh food to an area considered a fresh food desert by the USDA.

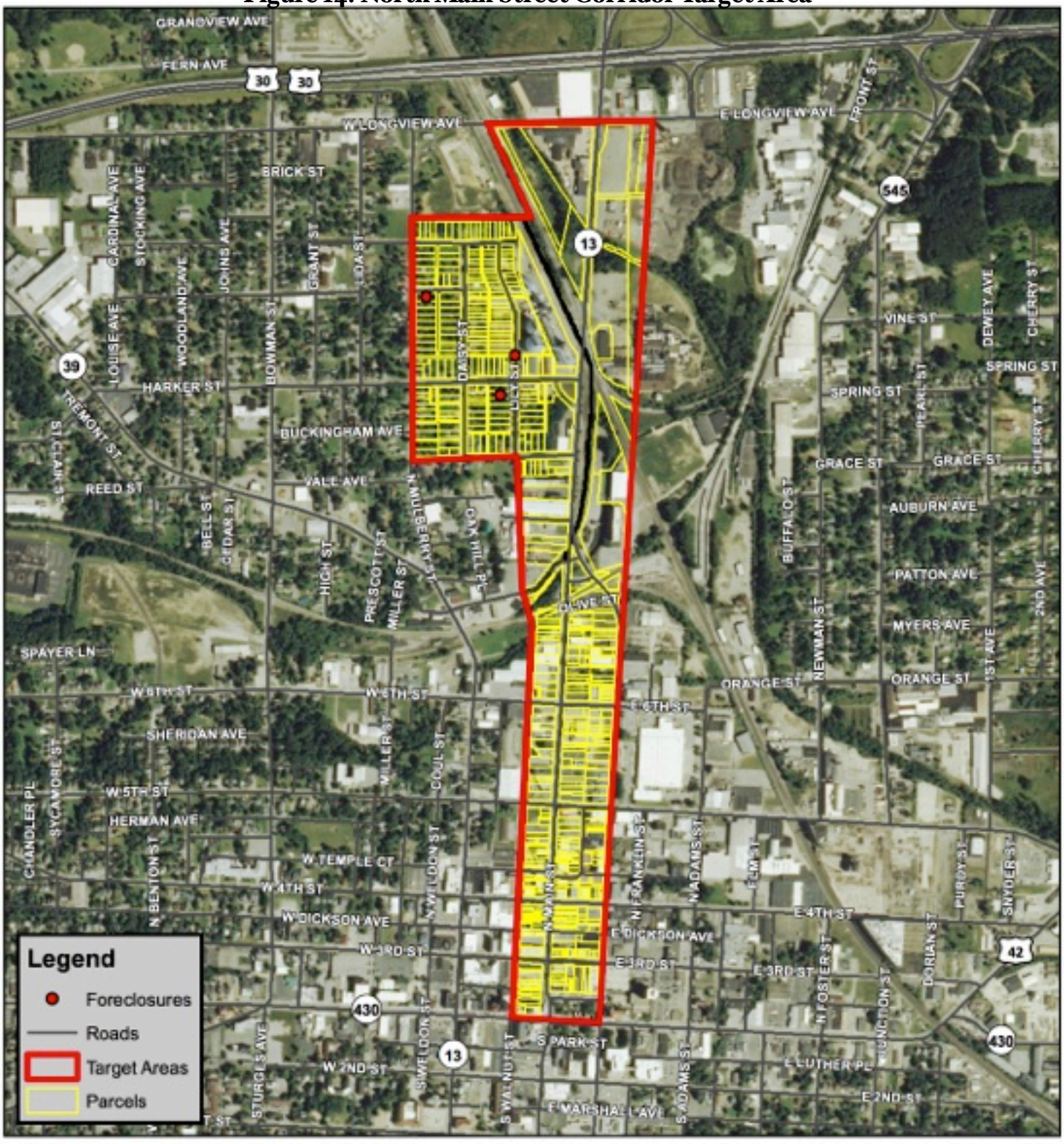
Renovations underway on the former E&B Market .

West Fourth Street facing east toward downtown.

Target Area 5 - North Main Street Corridor

The approximate boundaries of target area five are North Main Street between Longview Avenue on the north and Park Avenue West on the south. Additionally, the target area includes the blocks of Harker, Raymond, Lily and Daisy Streets.

Figure 14: North Main Street Corridor Target Area



Prepared by: Richland County Regional Planning Commission

North Main Street is a critical point of access into the city and North End and is often the first impression people have of the community. Unfortunately, North Main Street between State Route 30 and downtown is aesthetically an eyesore, with properties on the adjacent blocks in ill-repair or in need of targeted code enforcement.

North Main Street facing north.

North Main Street facing south.

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A History Of Mansfield And The North End

Beginnings

The story of the North End is inextricably tied to the history of Ohio, Richland County and the city of Mansfield. Between 100 B.C. and 500 A.D. the region today known as Ohio was the home of the Adena and Hopewell tribes, the so-called "mound builders." Following their demise, Ohio became home to a wide range of other Native American groups including Wyandots, Hurons, Mohicans, Mohawks, Munsees, Mingos, Senecas, Delawares, Eries, Caughnawagas, Shawnees, and others. By the 18th century these native groups began witnessing a slow but steady influx of English and French traders, soldiers, and missionaries who were destined to change Ohio's future forever.

On August 3, 1795 the U.S. government and a coalition of Native Ohio tribes signed the treaty of Greenville at Fort Greenville (present day Greenville, Ohio). By way of this treaty, the U.S. exchanged approximately $20,000 in trade goods for 25,000 square miles of Indian lands including large portions of modern Ohio. This treaty led to a period of relative peace in the region that lasted until 1811. It was this combination of newly acquired territory and relative peace, which ultimately opened up the Ohio region to European settlement. Included in this territory were the future sites of Richland County and the city of Mansfield.

In the spring of 1807, Jacob Newman the first permanent European settler in Richland County constructed a cabin on the bank of the Rocky-Fork River three miles southeast of present day Mansfield. On June 11, 1808, it was Newman who assisted surveyors James Hedges and Joseph H. Larwill in laying out the location for the city of Mansfield. The site was chosen due to its proximity to the "Big Spring" which provided settlers with a source of fresh water. Hedges and Larwill named the new town Mansfield after Surveyor General Jared Mansfield who had commissioned their work.

Did You Know...

One of Mansfield's most famous characters from the pioneer period was John Chapman, better known as the legendary **Johnny Appleseed**. Much of what we know about Chapman comes to us via accounts of people who knew the man, as Johnny Appleseed left no writings of his own. According to legend, Appleseed was a Swedenborgian Missionary and most famously a planter of apple orchards for the use of his fellow pioneers. In Mansfield, Johnny is probably most famous for his run for reinforcements during the War of 1812. On August 13, 1812 Native Americans killed Levi Jones at the foot of North Main Street hill sending waves of panic through the community. It was Appleseed who made his way through the wilderness to Mt. Vernon in neighboring Knox County to rally troops that were stationed there to help defend Mansfield's population.

The original plat of Mansfield (Figure A1) consisted of 276 lots bounded by Adams, Fourth, Mulberry, and First streets. By the start of the War of 1812 there were twelve families living in the Mansfield settlement, and during the course of the war settlement ground to a halt.

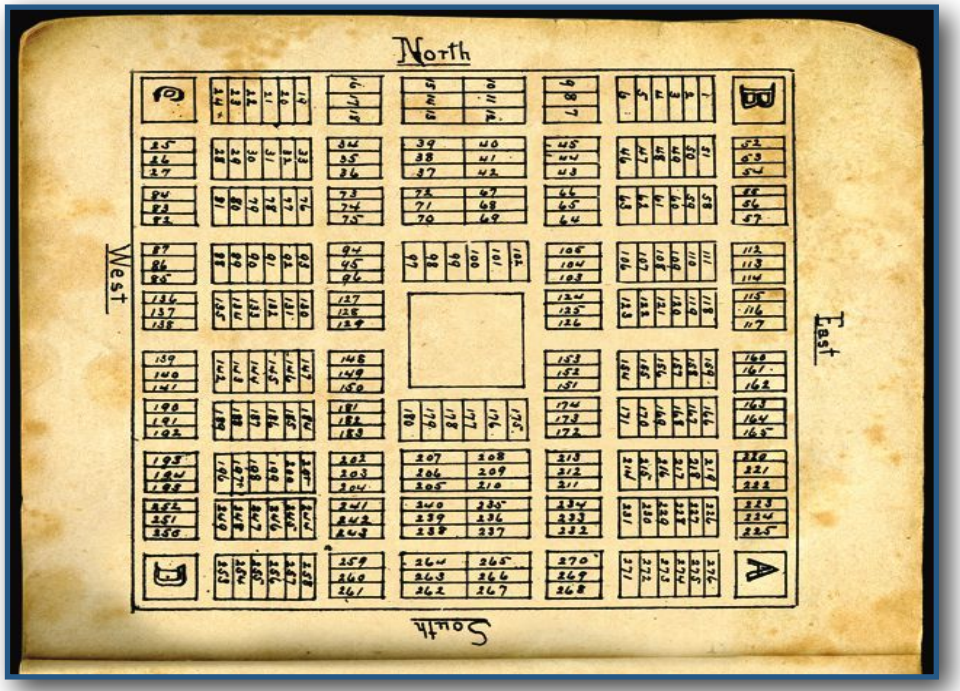


Figure A1: Original Plat Map Of Mansfield

In 1812, two blockhouses were constructed on Mansfield's public square to provide a safe haven for settlers in the event of an Indian attack (Figure A2). These blockhouses also provided Mansfield with public spaces serving as courthouse (1813-1816), jail, and schoolhouse and often as a makeshift church. The public square was also the location of Mansfield's first post office. More of a public meeting space than an office; in those early days a large white-oak log located on the public square served as a locale for the pickup and distribution of local mail as well as for news from abroad. At that time, a Mr. Facer and a Mr. Hatfield delivered the mail from Cleveland and Sandusky City to Mansfield, Mount Vernon, and Columbus. Early settlers eagerly awaited the arrival of Facer or Hatfield to hear the news of the world, which was often read aloud to a crowd from atop the great white-oak log.

Did You Know...

Touby's or **Toby's Run** is a creek that runs through the heart of the North End. It was named after a Native American fisherman of the Huron tribe who had traveled to Mansfield to meet his niece, a survivor of the Greentown Massacre. Soldiers pursued the pair and on their way out of town and they shot Toby dead in a creek bed. From that point on the creek came to be called Toby's Run. It is noteworthy that at some point the German influenced spelling of Touby came to be used interchangeably with the more traditional spelling.

Figure A2: Artist's Rendering Of A Blockhouse On Mansfield's Public Square.

In 1817, the construction of the first road into Mansfield allowed settlers much greater access to the region and facilitated the rapid settlement of Mansfield and Richland County. By 1820 the population of Richland County was 9,816 and by 1830 it reached 24,007.

By the 1830's, Mansfield's public square was the center of economic activity with a farmer's hay market and the first store/emporium/saloon at the corner of North Park Street and Main Street (the site of the old Reed's building). During this period the first stagecoach line opened moving people and goods from Sandusky to Norwalk to New Haven to Mansfield to Mount Vernon to Delaware, making a round trip once a week. In 1831 Neal Morr & Co. opened a daily stagecoach line and further increased access to Mansfield. Likewise, the decade between 1836 and 1846 witnessed a revolution in transportation, as the first Ohio railroads were being chartered and constructed during this period.

On June 19, 1846 the first passenger train arrived in Mansfield from Sandusky. With the opening of this vital route to Lake Erie, Mansfield established a monopoly on the grain trade, which lasted until 1853. This event also necessitated the construction of the first grain depot at the foot of the Walnut Street hill. In the period between 1846 and 1870 a variety of Ohio railroad companies established new routes, all the while expanding and improving existing routes. In this way, Mansfield became a centralized hub of railroad travel with ever expanding connections to all points of the compass. The arrival of the railroads would gradually change Mansfield from a center of agricultural innovation and prosperity to a center of industry. It was this industrialization and the events of Civil War that mark the beginning of North End development.

Did You Know...

The North End is home to one of Mansfield's architectural and historical landmarks: **Oak Hill Cottage**. John Robinson a Superintendent of the Sandusky City and Mansfield Railroad constructed Oak Hill Cottage in 1847 on a hill overlooking the city and the adjacent railroad tracks. Built in the Gothic Revival style, the cottage still stands today and is a registered historical landmark. Through the years some have speculated that a secret tunnel, which linked the basement of the home with the hill below, was used as a stop on the Underground Railroad. However, to this day no evidence has ever surfaced that would indicate that the tunnel was ever used for such a purpose.

Figure A3: Illustration From Harper's Weekly (1861) Depicting Sherman's Battery Of Light Artillery.

stationed there providing enterprising locals with a captive market for a wide variety of goods and services including food and firewood. On December 17th and 18th, 1861, under the command of John Sherman, the aptly named Sherman Brigade (Figure A3), which consisted of the sixty fourth and sixty fifth regiment and battery marched to the local train depot, boarded a series of trains and left Mansfield's North End to fight on the side of the Union in the Civil War. Many familiar North End street names like Grant St., named after General Ulysses S. Grant and Harker St. named after Colonel Charles Garrison Harker originate from this period (Figure A5).

Before the Civil War, the area now called the North End was largely undeveloped forest interspersed with farmland. Maps from that period show large sections of the area divided into "additions" like Johns Addition named after the land's owners, in this case the Johns family. In 1861, President Abraham Lincoln called for the enlistment of men to fight the Confederacy in the Civil War. Several thousand men from throughout Richland County came to Mansfield to sign on for service. Recruits were enlisted on the public square while the city's north side became home to a series of military camps to house the influx of recruits.

Of these camps, Camp Buckingham was located in the area we call the North End today. By November 9, 1861 there were 1,713 men

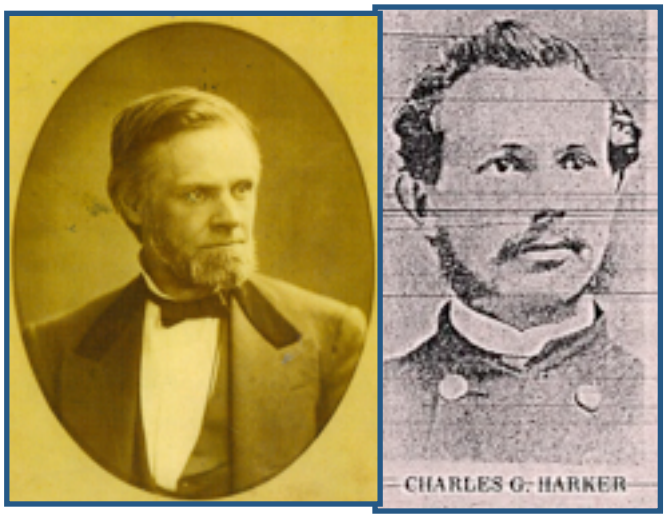


Figure A4: John Sherman (Left) and Col. Charles G. Harker (Right)

Did You Know...

In the period before the Civil War many Mansfield residents supported the abolition of slavery on moral and religious grounds. In 1857 former slave, noted orator, and abolitionist leader **Frederick Douglass** stopped in Mansfield for a speaking engagement. Douglass was registered at the Wiler House Hotel located on North Main Street in the North End. In the period between 1820 and 1940 Douglass was the only African American ever permitted to stay at the Wiler House.

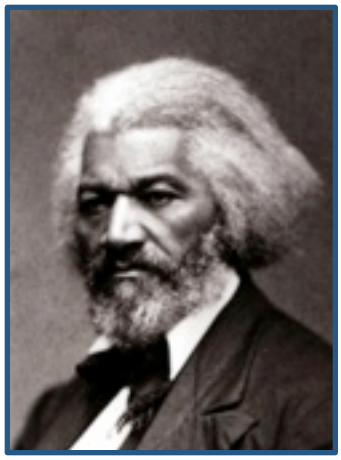


Figure A5: Source Of North End Street Names

North End Street	Source Of Name
Blust Avenue	Named after the founder of a North End Churn Factory (c.1880's).
Bowman Street	Named after Civil War, 2nd Company Captain George Bowman.
Buckingham Street	Named after Civil War Adjutant General C.P. Buckingham.
Grant Street	Named after Civil War General-in-Chief Ulysses S. Grant, 18th President of The United States.
Harker Street	Named after Civil War Colonel (later Brigadier General) Charles Garrison Harker (Figure A4).
Heineman Boulevard	Named after prominent Mansfielder A.J. Heineman who along with John Sherman donated large tracts of land in the North End for Sherman-Heineman Park.
Johns Avenue	Named after the Johns family who owned a large portion of the North End in the late 1800's i.e. Johns Addition.
Park Avenue (Market Street)	Originally called Market Street due to the old public market formerly located on the square. Following the formation of Sherman-Heineman Park on the city's western border, the name was changed to Park Avenue to indicate its access to the newly formed parks.
Sherman Avenue/ Sherman Place	Named after former North End resident, Republican Senator John Sherman (Figure A4).
Springmill Street	So named because it was initially the direct route to Shelby and Spring Mills (located about midway between Mansfield and Shelby).
Stocking Avenue	Named after the Z.S. Stocking family, which owned a large portion of the North End.
Trimble Road	Named after William S. Trimble who mysteriously disappeared in 1865. Trimble's body was subsequently discovered in 1882 near the Spring Mill. He had wandered five miles from his home and committed suicide.
Touby Court	Named after "Touby" of Touby's Run fame.

The industrialization of Mansfield began with the railroads and continued through the Civil War era. As early as 1840 the Mansfield Machine Works was manufacturing steam engines, mill machinery, saws, pumps and other items (Figure A6). In the 1850's Blymyer, Day & Co. operated the first major factory in Mansfield producing machinery, farm implements, tools, and in 1858 Cook's Sugar Evaporator (Figure A7) which was used to process maple syrup and to process sugar from sorghum.

In the era following the Civil War, Mansfield experienced a period of increasingly rapid industrialization. Because most of Mansfield's railroad tracks were situated north of the city particularly in an area known as the flats, much of Mansfield's industry followed suit and located their factories in close proximity to the railroads. It is important to note that while much of this industry was located outside the technical boundaries of the North End, it is ultimately the North End's close proximity to these industrial sites that would drive future North End development.

Figure A6: Mansfield Machine Works

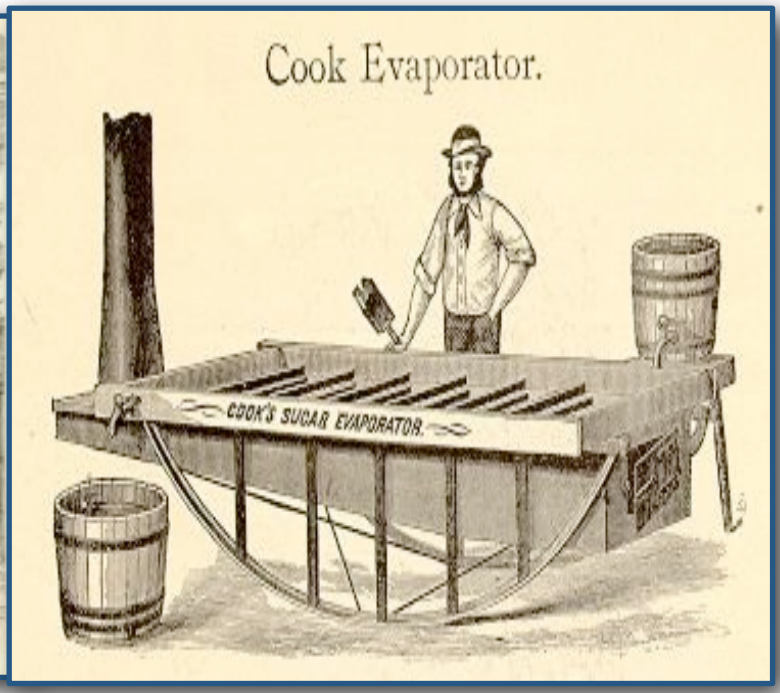


Figure A7: Cook's Sugar Evaporator

One significant example of early North End industry is the Aultman, Taylor & Co. factory whose expansive plant spanned acres of the North End and the adjacent flats (Figure A8). Aultman, Taylor manufactured steam engines, threshers and a wide variety of other farm machinery. According to Richland County historian A.A. Graham, Mr. Aultman and Mr. Taylor weighed the advantages and disadvantages of a wide number of sites for their factory and finally chose Mansfield due to its central location, its proximity to abundant quality lumber, its railroad facilities representing the three biggest railroad companies of the time, and its proximity to various railroad depots that facilitated the loading and unloading of freight on the factory site. By 1914 Aultman, Taylor employed 900 workers and was a national player in the farm machine industry. Another example of early North End industry was Hicks, Brown & Co. a major flourmill that specialized in the manufacture of "new-process" flour (Figure A9). At its peak in the late nineteenth century, Hicks, Brown was a nationally known company, which supplied huge quantities of flour to many east coast urban centers including Boston and Philadelphia.

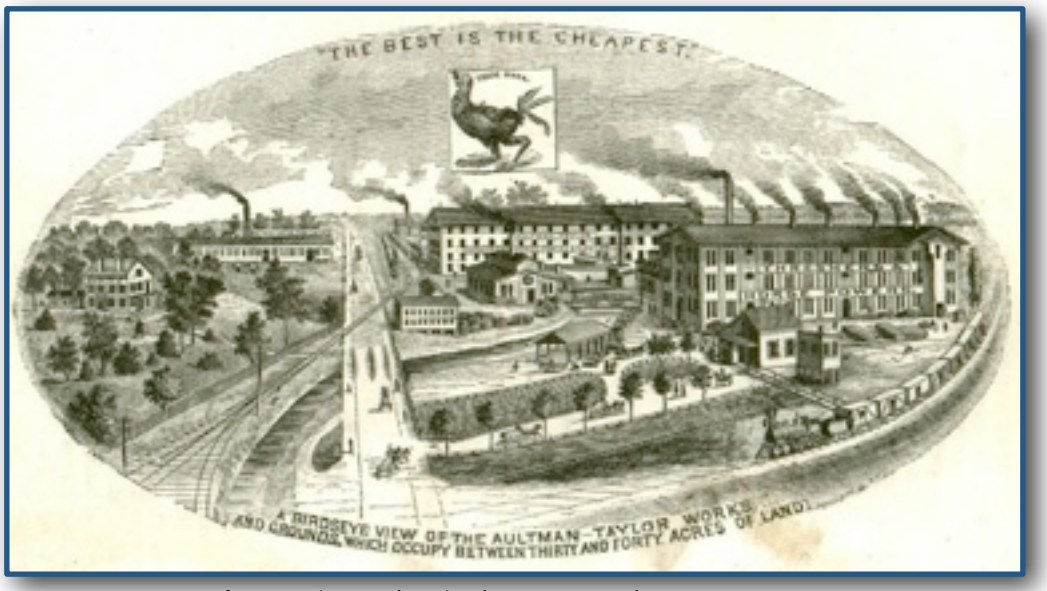


Figure A8: The Aultman Taylor Factory

North End Development

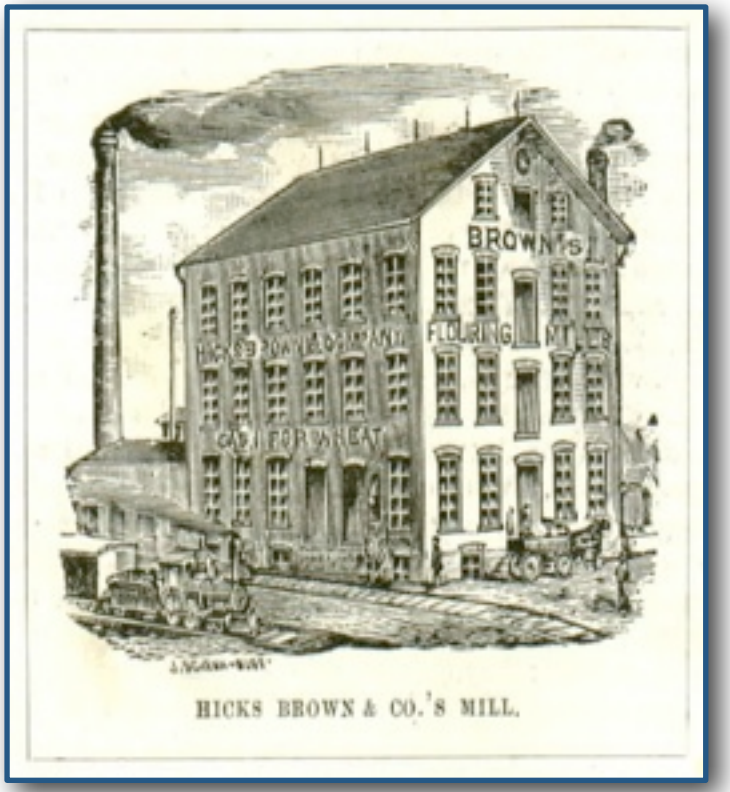


Figure A9: The Hicks Brown Mill

Although it is difficult to say exactly when settlement of the North End began, it is clear that by the 1850's people were settling in this portion of the city. With the exception of some of the larger North End farms, most North End development was centered along the region's eastern boundary North Main Street and somewhat later along the North End's southern boundary Park Avenue West (West Market Street). It should also be noted that the western portion of the North End was developed much later than the eastern portion. In fact, by the 1920's Mansfield residents raised concerns that the proposed site for the Mansfield Senior High School building at West Park Boulevard (adjacent to the school's present site) was too far on the outskirts of town for students to attend classes there. It is safe to say that despite the advent of streetcars in the 1880's, which moved people along the city's main thoroughfares (Main Street, Market Street, Fourth Street etc.)(Figure A10). Mansfield at the turn of the twentieth century was a very compact city where residents both rich and poor chose to live in very close proximity to their places of employment.

Did You Know...

In the nineteenth century, Mansfield was right in the center of **Underground Railroad** activity in Ohio. According to one estimate more than 40,000 run away slaves managed to escape bondage through Ohio's Underground Railroad system. Several of the most frequently used routes passed directly through Mansfield. For example one Ohio route ran from Portsmouth to Columbus, Delaware, Mt.Gilead, Iberia, Mansfield, Greenwich, Norwalk, Oberlin and ended in Sandusky. In Richland County there are three confirmed stations on the Underground Railroad: the Beer Farm formerly the farm of John P. Finney, the farm of James R. Gass, and the farm of Matthias Day Jr.

Figure A10: Trolley Car At Casino Park (North Lake Park) c. 1900

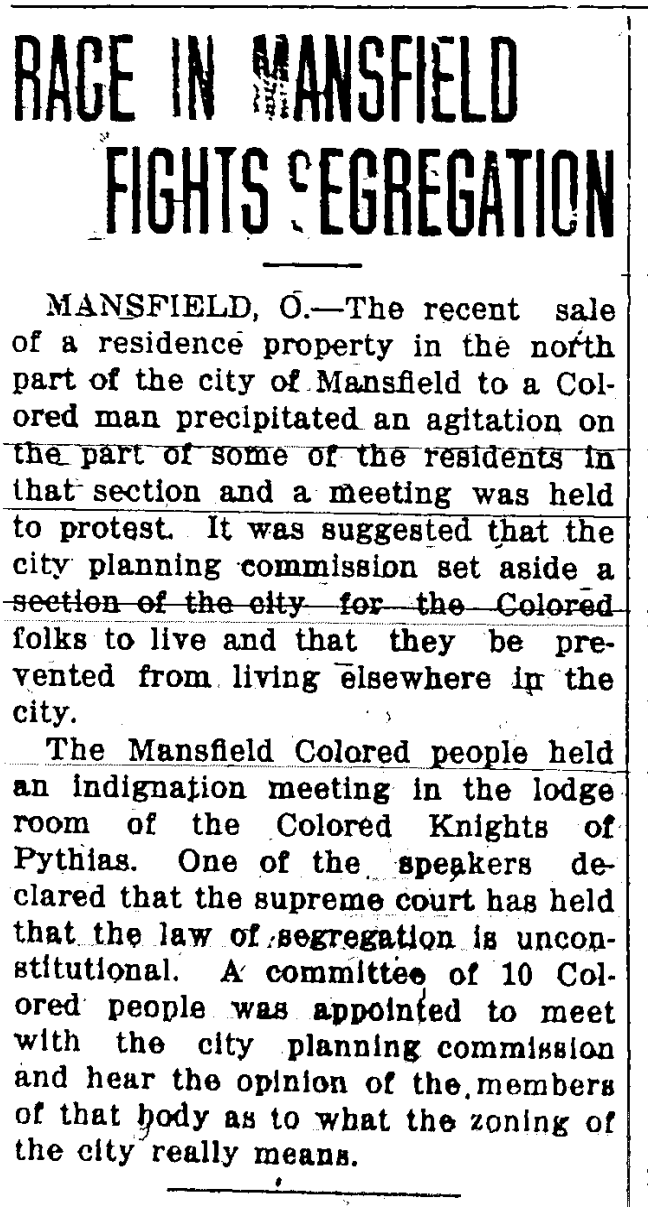
During the course of Mansfield's industrialization many of the city's most prominent citizens occupied the North End's southernmost border Park Avenue West then known as West Market Street. U.S. Senator John Sherman lived and worked on his estate, which was demolished and divided up for residential development following his death in October 1900 (Figure A11). This area is now known as the historic Sherman Estate district of the North End. It was Senator Sherman and A.J. Heineman another prominent Mansfield resident who in 1887 donated approximately 80 acres of land to the city to form what was then known as Sherman-Heineman park. Since then Sherman-Heineman park was divided into three adjacent parks now known as South Park, Middle Park, and North Lake Park. It was around this time that West Market Street was extended and renamed Park Avenue West to correspond with this development on the city's western border. Another prominent Mansfield resident who settled on the southwestern border of the North End was Charles Kelley King. King amassed his fortune working as an electrical engineer for the Ohio Brass Company and in 1926 constructed a 47-acre estate and gardens now known as Kingwood Center. Following King's death Kingwood Center was opened as a public garden in 1953 and has since become a world-renowned tourist attraction.

Figure A11: A Work Crew Prepares To Begin Cutting West Third St. Through Between Sycamore And Penn. By The End Of The Year (1903) John Sherman's Mansion In The Background Will Be Torn Down.

In sharp contrast to famous Mansfield residents like Sherman and King the average Mansfield resident left behind little in the way of public records particularly for the earliest portion of the city's history. Demographically speaking the earliest inhabitants of Mansfield were primarily Anglo-Saxon farmers. By the 1830's German carpenters, stonemasons, and ironworkers also began to settle in the region. The early decades of the twentieth century brought African

Americans and southern and eastern Europeans, Italians, Greeks, Yugoslavs and others to Mansfield most often in search of new employment opportunities.

Industrialization changed Mansfield into a commercial center and the resultant influx of commercial activity required a bevy of new businesses to provide goods and services to traders from near and far. This meant the growth of hotels, restaurants, saloons and entertainment venues and in many cases it was these service industries and the railroads that provided new employment opportunities to African Americans who were faced with the tyranny of racial discrimination. With few exceptions, the earliest African American's to settle in Mansfield were employed in support roles as domestics and unskilled laborers. Black men were often employed as freight and baggage handlers on the railroads or in the local hotels while black women labored as cooks and maids. When World War I erupted in 1914 the resultant labor shortage opened some manufacturing jobs to blacks. However, most blacks and other more recent immigrants were very often assigned to the most dangerous and unpleasant tasks in their respective factories. The first notable company in Mansfield that recruited, housed and maintained black workers was the Davey Brothers Co. owners and operators of the Mansfield Sheet and Tin Plate Co. Due to rampant housing discrimination some of Mansfield's earliest black neighborhoods were organized by companies like the Davey Brothers on the outskirts of town near the borders of the North End. "The Company Line," "the Camps" and "the Watchworks" are all examples of Mansfield's earliest African American neighborhoods. Despite evidence of gradual and limited integration of blacks throughout the city of Mansfield, many of the descendants of these early communities eventually settled on the North End an area in close proximity to Mansfield industry and jobs.



RACE IN MANSFIELD FIGHTS SEGREGATION

MANSFIELD, O.—The recent sale of a residence property in the north part of the city of Mansfield to a Colored man precipitated an agitation on the part of some of the residents in that section and a meeting was held to protest. It was suggested that the city planning commission set aside a section of the city for the Colored folks to live and that they be prevented from living elsewhere in the city.

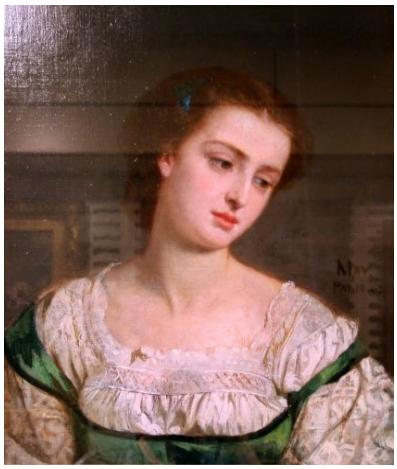
The Mansfield Colored people held an indignation meeting in the lodge room of the Colored Knights of Pythias. One of the speakers declared that the supreme court has held that the law of segregation is unconstitutional. A committee of 10 Colored people was appointed to meet with the city planning commission and hear the opinion of the members of that body as to what the zoning of the city really means.

Figure A12: Cleveland Advocate, November 17, 1917

It should be noted that unlike in the south where segregation and "Jim Crow" laws explicitly and legally defined former African American slaves and their descendants as second class citizens, racism and segregation in northern cities like Mansfield was more subtle and less overt. One Mansfield historian described it as "silent segregation" by which Mansfield's African American residents faced discriminatory employment practices, segregated schools, and housing discrimination. One excellent example of overt racism is an article dated November 1917 from the Cleveland Advocate in which white residents of Mansfield's north side "suggested that the city planning commission set aside a section of the city for the Colored folks to live and that they be prevented from living elsewhere in the city" (Figure A12). In the period between 1910 and 1930 Mansfield's African American population had risen from 105 in 1910 to about 900 in 1930. By 1930 color lines existed in all Mansfield restaurants, theaters, and other public accommodations.

Did You Know...

The North End was home to one of Mansfield's first institutions of higher learning. The **Mansfield Female College** a Methodist seminary for young women was opened on November 7, 1855. The short lived college was a four-story brick building located on a two-acre lot on Park Avenue West, between Park Avenue and Third Street adjacent to the present site of the Renaissance Theatre. Despite the fact that 113 students were enrolled in the first year, by 1860 the Mansfield Female College was closed due to financial difficulties. The building was subsequently used as a boarding house and has since been demolished.



Peak And Decline

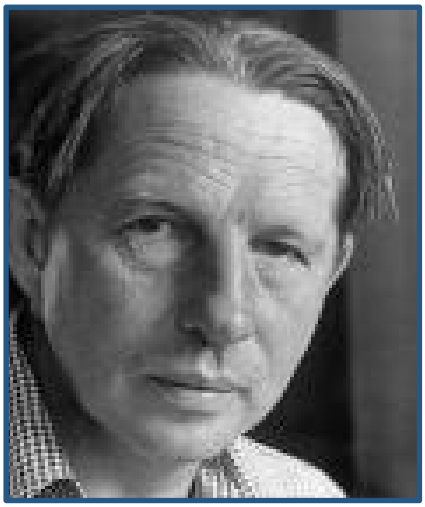
The period between 1930 and 1950 was arguably the pinnacle of Mansfield's industrial growth. Although much of the industry that came to define the city's economic prosperity was located outside the borders of the North End, the neighborhood's growth was directly related to the growth of many of the neighboring factories that provided employment for North End residents. Companies like the Tappan Stove Co., Ohio Brass, Westinghouse, Mansfield Tire and Rubber, the Gorman-Rupp Co., Empire Detroit Steel, and others all contributed to Mansfield's overall prosperity and provided many Mansfield residents with good paying jobs. Take Westinghouse for example, in 1919 the Mansfield factory employed 600 workers, at its peak during World War II Westinghouse employed 8,000 workers, and by the 1950's Westinghouse employed 7,500 workers.

Like the railroads before, the advent of the automobile changed Mansfield and the rest of the country in ways that were previously unimaginable. Just as the railroads had driven Mansfield's industrial development toward the flats and the areas, which provided quick and easy access to train depots, the

Did You Know...

According to some, the North End was the site of the **first professional baseball game** ever played. On June 1, 1869, the Mansfield Independents faced the Cincinnati Red Stockings on a field located south west of North Lake Park. The Cincinnati Red Stockings prevailed and went undefeated for an amazing 154 consecutive games. When the National League was formed in 1876 all of the small town teams including the Independents became the minor leagues. The independents later changed their name to the Haymakers and once listed Hall Of Fame left fielder Ed Delahanty on its roster

Did You Know...



Louis Bromfield (1896-1956) Pulitzer Prize winning author, conservationist, and scientific agriculturist was born and raised in Mansfield and resided for a time on West Third Street in the North End. Bromfield's childhood memories of playing at the Oak Hill Cottage provided the inspiration for "Shane's Castle" in his 1924 novel *The Green Bay Tree*. Besides Bromfield's literary achievements, his most enduring legacy is his six-hundred-acre Malabar Farm State Park that was his home until his death in 1956. In 1945 Malabar Farm hosted the wedding of Bromfield's close friends Humphrey Bogart and Lauren Bacall. Today Malabar Farm continues Bromfield's legacy pursuing sustainable farming techniques and playing host to hundreds of visitors every year.

automobile slowly changed Mansfield from a compact city with a vibrant and bustling downtown and Main street corridor to a microcosm of urban sprawl.

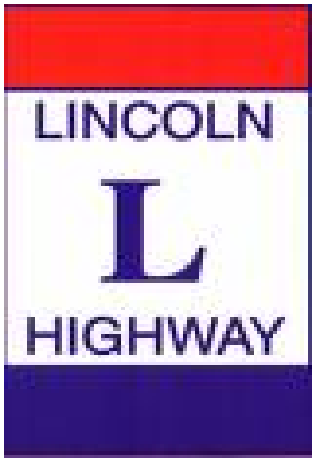
However, the automobile is only one part of the story. By the 1950's and 1960's economic changes, globalization coupled with geopolitical and technological shifts began to deemphasize the spatial attributes of Mansfield away from a centralized downtown and surrounding neighborhoods like the North End. This shift is exemplified in two coincident trends: 1) a reduction in industrial employment needs due to increased automation of jobs and 2) the emergence of cheaper locations to set up factories, which involved the movement of industry and commerce from cities to suburbs, from region to region, and from the U.S to other nations. For Mansfield in the period between 1960 and 2000 this meant the growth of

Did You Know...

The Ocie Hill Neighborhood Center has a long and storied history. In 1886, a four-room schoolhouse known as the Bowman Street School was constructed at the corner of Bowman and Harker Streets. Through the years the school was modified and added to many times, becoming larger and more modernized through the years. In 1951 the building was renamed the H.L. Creveling Elementary School after its former principal. Following the buildings closure as a school it became the MOIC building only to be renamed the Ocie Hill Neighborhood Center following Mr. Hill's death in 1997. Ocie Hill was a prominent member of Mansfield's African American community and was among other things the first African American elected to Mansfield's City Council where he served an unprecedented fifteen terms.

suburbs like Lexington and Ontario while downtown Mansfield and the surrounding neighborhoods slowly decayed.

Mansfield like other postindustrial cities is now suffering the long-term costs of deindustrialization. The result of a failure to shift from a manufacturing based economy to a more diverse economy. The city's reliance upon heavy manufacturing has left a twofold legacy for today's planners to overcome. First, deindustrialization has meant a lowering of educational levels. In Mansfield's industrial past a high paying job could be had with no more education than a high school diploma, while today's high paying occupations demand a college education at the very least. This lack of education on the part of many residents is hampering the community's ability to grow new jobs. The second legacy of deindustrialization is environmental. The northeastern portion of Mansfield (the area east of and adjacent to the North End neighborhood) is littered with contaminated industrial brownfields, which are impeded by financial and regulatory restrictions to redevelopment. These brownfields create a ripple effect on adjacent portions of the city discouraging new investment, devaluing the downtown and proximate neighborhoods, and suppressing property values.



Did You Know...

The original route of the first transcontinental highway from New York to San Francisco passed directly through Mansfield's North End. In 1913, the **Lincoln Highway** was completed addressing the nations dire need for an improved system of roads and serving as the first national memorial to president Abraham Lincoln. The official route of the Lincoln Highway underwent many revisions and changes throughout the years and the portion that ran through Mansfield was no exception. Originally the route ran the length of Fourth Street until in 1928 it was shifted south to Park Avenue West to Western Avenue where it reunited with Fourth Street and continued on to Crestline and points further west. Today the Lincoln Highway is associated with U.S. Route 30, which runs along the northern border of the city.

Improvement

The future of the North End and the city of Mansfield is wide open and improvement is right around the bend. Planners and residents are moving forward to address and correct harmful policies, and to step from the shadows of deindustrialization and its legacy described above with earnest creativity and a desire to work together to affect change in our neighborhoods and throughout the city of Mansfield. In this way citizens are recognizing the value of their communities as places for civic, economic, and cultural interchange, for connection and growth, and for building the kind of society that recognizes the worth and value of all individuals.

This Plan represents one small step taken to improve the North End community: an articulated summary of the type of place we want to create for our children, our neighbors and ourselves. Working together, it is possible to enhance and support what is working, to correct what is not, and to build a framework that will help us make our place a better place to live in, visit, and enjoy.

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