

Bank Row Urban Renewal Plan

Greenfield, Massachusetts



Approved October 22, 2008 by DHCD

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Commonwealth of Massachusetts
**DEPARTMENT OF HOUSING &
COMMUNITY DEVELOPMENT**

Deval L. Patrick, Governor ♦ Timothy P. Murray, Lt. Governor ♦ Tina Brooks, Undersecretary

October 22, 2008

William Martin, Chairman
Greenfield Redevelopment Authority
Greenfield Corporate Center
101 Munson Street
Greenfield, MA 01301

**Re: Bank Row Urban Renewal Plan
Amendment # 1 - Approved**

Dear Mr. Martin:

The Department of Housing & Community Development (the Department) has reviewed the Town of Greenfield's September 2, 2008 request for approval of Amendment #1 to the Bank Row Urban Renewal Plan. The proposed amendment:

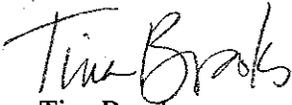
- Changes the status of five parcels, 51-16, 51-20, 51-21, 51-22, and 51-23 from "not to be acquired" to "to be acquired."
- Changes the use of Parcel 51-20 from "commercial" to "parking."
- Modifies Section 1, Tables 1, 2, and 3, and Figures B, D-2, and G to reflect these changes.

The changes to the Bank Row Urban Renewal Plan under Amendment #1 will expand the area available for a future parking facility and consolidate ownership of this land to facilitate the planning, design, and construction of the facility. Please be advised that the Department agrees with the recommendation of the Parking Analysis submitted in support of Amendment #1 that a parking management strategy should be developed prior to initiating construction of the proposed parking facility.

The Department has determined that the proposed amendment is a Major Plan Change. The documentation submitted in support of the amendment satisfies the requirements under 760 CMR 12.03, "Plan Changes."

The Department approves the requested Major Plan Change as submitted. Please contact David Haynes, Regional Services Representative, at (617) 573-1336 if you have any questions.

Sincerely,


Tina Brooks
Undersecretary

cc: Karen Cullen, Senior Planner, Concord Square Planning & Development
Eric Twarog, Senior Planner, Planning Department, Town of Greenfield
Gregory Bialecki, Undersecretary, Dept. of Business Development

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Section 1. Executive Summary

The Town of Greenfield (Town), acting by and through the Greenfield Redevelopment Authority (GRA), in accordance with the powers granted to it under Massachusetts General Laws, Chapter 121B, has determined that a certain area within its jurisdiction constitutes a decadent, substandard or blighted open area, and has prepared this plan to undertake an urban renewal project within a prescribed project area in order to address these conditions. The Bank Row Urban Renewal Plan (hereinafter called the Bank Row URP) proposes to carry out activities that will remove certain decadent conditions that exist in the Town's central business district. The Bank Row URP is intended as a tool to strengthen and revitalize the project area; to preserve important downtown structures; to assemble a site for a regional transportation center; to encourage sound growth; to support private redevelopment efforts; and to undertake public improvements. The Bank Row URP endeavors to revitalize the Downtown through building preservation, physical improvements, transportation enhancements, private investment and job creation, thereby enhancing the quality of life for Greenfield residents.

Downtown Greenfield is a major employment and commercial center for Franklin County and the Bank Row URP will support revitalization efforts that will benefit residents throughout the region. There are an estimated 10,509 workers in Greenfield and over 40% are from other Franklin County towns (2000 Census Journey to Work data). In addition, downtown Greenfield represents a destination point for visitors to the region and the proposed revitalization efforts will support a vibrant pedestrian oriented center offering a mix of retail stores, restaurants, medical offices, housing, and entertainment. On average, approximately 20,000 vehicles per day which travel by the Bank Row Urban Renewal Area reflecting the high visibility of this location as both the center of Greenfield and the region. In addition, transit services for the region flow through this central location bringing workers and residents to the downtown for jobs and services. Residents of the densely developed neighborhoods surrounding the Bank Row URP are within walking distance.

History/Background. To understand Greenfield and to shape a realistic vision for its future, it is important to look at its history, as traced by sources that include W. Leon Weeks and the Greenfield Heritage Trail Committee. Settled in 1686 and incorporated in 1753, Greenfield quickly established a pattern of economic development that featured

diversification, commercial and industrial growth and agricultural decline. During the period from the 1830s to the mid-1860s that pattern continued to evolve. The large railroad yard in nearby East Deerfield, servicing major north-south and east-west rail traffic, accelerated the town's growth. The nation's first cutlery factory was developed in Greenfield and by 1869 it employed 400 workers. In 1895, an electric railway system was completed between Greenfield and Turners Falls and was later extended to Lake Pleasant, Deerfield and towns downriver.

Today downtown Greenfield serves as a vibrant center for a town population of some 18,000 and a county population of approximately 72,000. Its strength is derived from its success in meeting community expectations as a good place to live, work and shop and as an entertainment venue.

But the Downtown's pivotal role is not new. According to local history, and interviews conducted in preparing the Downtown Master Plan of 2003, downtown Greenfield, including the designated urban renewal area, played a vital role in the town's economic and cultural life through World War II. By all accounts, it was a bustling and beautiful district that formed the heart of a community and a county. In the 1930s and '40s, for example, the Downtown boasted 50 passenger trains a day, four hotels, three anchor stores, streets flanked by elm trees, and people making their homes on the upper floors of buildings throughout it.

The Main Street district, the crossroads of Greenfield, was significant from the Colonial Period to the late Industrial Era, circa 1930, which brought great growth and prosperity to the town. Greenfield steadily outpaced its neighbors in economic growth, largely because of its prominence as a railroad hub for the Connecticut River Valley, a role that also influenced the density of development along Main Street.

The stock market crash of 1929 affected Greenfield less than much of the rest of the country because of its diversified industrial and agricultural base and many skilled workers. The re-arming of Europe for war in 1938 and 1939 caused a boom for locally manufactured products. Tap-and-die manufacturing increased and the town ultimately earned a worldwide reputation for that industry. At the height of World War II, Greenfield Tap and Die employed more than 4,000 people, and was the largest firm of its type in the world, although even before the end of the war a decline in military orders slowed the factories, forcing numerous layoffs.

Then, after World War II, the development of new traffic corridors drew traffic away from downtown Greenfield. The regional railroad system declined as trucks took over a larger share of commercial transport. Meanwhile, the precision-manufacturing industries that had provided steady employment for local residents found it difficult to

compete in a global marketplace and either closed their doors, reduced their workforce, or moved to cheaper labor markets. These factors contributed to an economic decline for the town.

Greenfield had the highest per-capita income in Massachusetts after World War II, with the railroad alone employing 500 people. The heyday has passed but there is still a viable economic foundation and active industrial base. Starting as primarily agricultural, the Town's economy has diversified to include light manufacturing, heavy-tool industry, retail trade and a variety of professional, governmental and other service uses.

By the early 1950s, the town had freed itself from the recession, employment had risen and new housing had increased greatly. Construction of Interstate 91 brought new opportunities for development, such as the opening of Phoenix Mutual Life Insurance Co. offices. Establishment of Greenfield Community College in 1962 added another important element to the town's development.

However, new businesses quickly developed on the outskirts of Town on larger parcels adjacent to I-91 and Route 2. At the same time, better automobile access led to new suburban residential development and parts of Greenfield began to take on the character of a bedroom suburb for people working in Northampton, Brattleboro, Vt., and other larger centers.

Moreover, during the 1970s and '80s, Greenfield developed a reputation as a community tolerant of alternative lifestyles, which led to the establishment of such downtown resources as a cooperative natural foods market, independent crafts shops and bookstores, a lively folk music scene, specialty shops for outdoor gear and a variety of small restaurants. These small independent businesses, together with traditional services such as banking, professional offices and municipal government have helped to maintain a successful downtown business district.

Many Greenfield natives and residents who know about or remember Greenfield's thriving past can see the town's potential for a true renaissance. Others may focus on its problems – and there are problems.

Four major issues were identified by the Town of Greenfield when it undertook its comprehensive Downtown master planning process in 2001. These issues, which still exist today, include:

- Leakage of potential sales from Downtown to competing, outlying areas.
- Increasing vacancies in ground-floor storefronts, and on upper floors of downtown buildings.

- Deteriorating historic buildings in the center of town.
- A need to comprehensively address a variety of issues, including transportation and parking, which affect Downtown.

The Bank Row URP will address the identified issues through the implementation of a series of redevelopment actions targeted at the center of the town. Those actions will: preserve key historic structures and facilitate their redevelopment through public assembly and disposition; encourage ground-floor retail and upper story residential use through redevelopment controls; promote a more vibrant town center which will serve as a catalyst for development in the downtown and attract customers and businesses from outside the area.

Crime has not been identified as a major issue for the project area, although it is generally understood that people's perceptions of crime are higher in areas where traffic is sparse and building occupancy low. Loitering and other reasons for negative ideas and attitudes concerning safety, particularly for seniors, were noted in the visioning workshop for the Master Plan, which was held in February 2002.

The problems noted here did not spring up overnight; they occurred gradually, the result of retailers moving to malls, the deleterious effect of wear and tear on once venerable structures, and the inevitable effects of increased dependence on and devotion to the private automobile.

The visioning session also noted the following weaknesses in the Downtown:

- A lack of a coherent plan and consensus
- Negative perceptions on the part of observers, mostly outside the Town
- A lack of evening activities
- A need for more market-rate housing
- Vacant or underused upper floors
- An excess of office space at ground level, which breaks up retail flow
- A need for better aesthetics and maintenance.

Through the implementation of this urban renewal plan, town officials and the Greenfield Redevelopment Authority can begin to address and remedy problems and shortcomings. They can begin to make Greenfield what it can be: a community with active and diversified retail, restaurants and entertainment venues; restored facades; renovated and reused buildings; more housing; more green space; an expanded town common; and more and better parking.

While the Bank Row URP was initially conceived to target five historic buildings, as detailed below, the plan also is expected to stimulate development of other properties in the project area. Uses for the targeted properties might be expected to include retail; business and professional offices; personal and consumer service establishments; restaurants; mixed residential/business uses and theaters. Given such potential, the future of the town's economy looks bright indeed, and this urban renewal plan represents a crucial step toward making Greenfield not only a more attractive place to visit, shop and play, but also a better place to work and to do business.

It is expected that the redevelopment of these historic buildings, long viewed as an obstacle to redevelopment, will act as a catalyst for the revitalization of other properties within the URP and, eventually, throughout downtown Greenfield.

Officials and residents envision a Greenfield rich in historical character but also strong in the features of modern life -- civic spaces, reliable transportation and full accessibility; a Greenfield with ample cultural offerings, a pedestrian- and bicycle-friendly environment; more jobs and better schools. They want Greenfield to become a destination and/or stopping point for travelers and a first choice for young homebuyers.

This vision can be achieved, beginning with renewal of the properties described in this plan and expanding outward to touch and transform the broader urban renewal area and the Downtown in general.

Great strides already have been made. Town officials are considering various programs and initiatives that will enforce building codes, enhance historic facades, make buildings more accessible, develop public-private partnerships, encourage economic development, create jobs and improve traffic patterns. Moreover, there are several projects under way or planned for the downtown area, including a senior center, an assisted living facility, possible expansion of the courthouse, and a regional transportation center.

In the past few years, at least six commercial buildings in the Downtown have been restored through private efforts. The town also has carried out a number of downtown revitalization efforts and has received state and federal aid for more streetscape improvements. These are all highly positive results. During 2006, a number of new

small businesses opened in the downtown including a Thai Restaurant and indoor golf facility. A Bart's ice cream (a local favorite) store is planning to open in the Spring. In addition, the Court House is planning an expansion which should bring more pedestrian traffic into the downtown. A regional corridor management planning process for the Eastern section of the Mohawk Trail Scenic Byway started in 2006. When completed, it will likely identify projects to promote tourism in downtown Greenfield and will provide access to Federal Scenic Byway funding.

On the other hand, efforts to encourage Main Street/Bank Row owners to rehabilitate and fill their buildings have not been successful. Several of the more important building facades are layered with unsympathetic modern materials and some have experienced minor incompatible renovations. Also, five of the six properties targeted for rehabilitation by this plan have been periodically tax delinquent since 1993, with one property's delinquency dating back to 1990, and, given the lack of investment and commitment by the current owners, it is clear that the buildings must be sold to private redevelopers before further deterioration renders rehabilitation unreasonable and these buildings are lost forever.

The town has taken steps to achieve renovation and reuse of these structures. It has aggressively pursued back-taxes and even foreclosed on the Garden Theater property, which recently was nominated for listing among the state's "ten most endangered historic resources for 2004." However, Massachusetts law allowed the owner to pay back-taxes at the last minute and thereby "redeem" the property and he chose to do so. That owner still holds the property but has not acted to remedy its problems. Unless action is taken within a reasonable time frame, the theater will continue to deteriorate and may reach a point where it requires demolition. That outcome is probable for the other properties as well.

This situation mandates public intervention in the form of urban renewal. The fact is that when private owners fail to preserve, protect and improve their properties, particularly historic properties, it may be necessary for the public sector to intervene -- especially when the fate of those properties have a significant impact on the town and the region. In this case the properties are highly visible and their condition reflects negatively on the Downtown in general, making this action essential. Public intervention will demonstrate to the market that the Town is serious about reversing this trend and will help to stimulate further private investment that otherwise might be hindered or adversely impacted by the current negative perceptions concerning the area. The role of the downtown as a place for people to live, work, and gather is critical to the overall health of the community, and the Town must take the first step toward making that role a reality through meaningful and targeted urban renewal actions. As such actions inspire further renewal and revitalization throughout the Downtown, developers

will see that the public sector is committed to redevelopment and will begin to view the area's rich history and beautiful buildings as opportunities that must be seized.

Urban renewal is a crucial redevelopment strategy because it allows municipalities to:

- Revitalize deteriorated areas by providing an economic environment needed to attract and support private investment
- Redevelop blighted target areas into a variety of uses
- Encourage sound growth
- Expand the municipal tax base
- Acquire, assemble and dispose of land, including through the use of eminent domain
- Leverage private investment
- Create a more vibrant and sustainable town-like atmosphere

This urban renewal plan will provide the framework and tools, including site control, necessary to ensure timely redevelopment. In addition, the GRA will consider the new tools available under MGL Chapter 43D, Expedited Permitting, and is interested in working with the Town and the Franklin Regional Council of Governments to determine if one or more of the properties would benefit from being designated as a Priority Development Site.

Overview. The Bank Row URP project boundary comprises approximately 7.5 acres in a two-block area in Greenfield's Downtown center. The boundary was selected, based on the input of property owners, to support the targeted objectives of the plan and was vetted through a citizen participation process (see Section 12). DHCD staff members were consulted on the boundary designation and after a DHCD site visit, the boundary was finalized. The area is located along the south side of Downtown's Main Street, just west of Hope Street, to Bank Row; on the east side of Bank Row, on both sides of Olive Street, and includes the block located along the west side of Hope Street near its intersection with Olive Street. (See Figure A-1 Project Locus Map.) The Bank Row URP boundaries contain several of Greenfield's most important historic assets, and the preservation of certain neglected historic properties is cited as one of the compelling reasons for proposing this plan.

Five historic buildings addressed by the URP, which are strategically located in the heart of the Downtown at the corner of Main Street and Bank Row, overlooking the Town Common, have been vacant or underutilized for many years. Until recently, the majority of them had been tax delinquent. While they are not the only ones capable of reuse or redevelopment, these five buildings meet a number of criteria that reflect their potential to contribute to overall Downtown renewal: visibility, location and adjacencies, types of space, architectural merit and amount of space.

The Bank Row URP endeavors to undertake certain actions that will result in the rehabilitation and preservation of these community assets, which play an important role in defining the architectural and historic character of downtown Greenfield.

These five buildings are among 16 located in the Bank Row URP project area, which contains a mix of one-, two- and three-story commercial structures with primarily retail and office tenants. Numerous vacancies exist within these 16 buildings -- particularly on the upper floors and mostly in the five historic buildings that are a focus of this plan.

While the project area has many positive attributes, including the quaintness of its buildings, the uniqueness of its shops, and striking mountain views, the area is hampered by the blighting effect of these five decadent properties, which create an unfavorable impression of the Town center. Further, the condition of these properties continues to deteriorate without apparent correction by the owners, making it more and more difficult for the private sector to redevelop the area without public intervention. These five buildings, which the town always has wanted to be preserved and not demolished, were the initial impetus for advancing this plan.

Because these properties have been fundamentally ignored by the current owners for so long, they have had a negative impact on adjacent properties in the URP. Upper floor vacancies and owner and investor disinvestment are evident. Public intervention will ensure that these five assets not only are redeveloped in a manner that will guarantee they are preserved, but also that their reuse will help to foster redevelopment of Greenfield, rather than discourage it. Certainly, these buildings are not solely responsible for the decadent conditions in the urban renewal area, but they embody the area's problems, and, because of their prominence and high visibility, they represent the likely and logical place to start reclaiming this district for the future. The Allen Block building, owned by the estate of Sebastian Ruggeri, would be the first priority for development given its prominent location at the corner of Main Street and Route 5/10. The Allen Block building, once restored physically and filled with active uses, could unlock the private development and revitalization potential of the rest of the Bank Row URP and the Downtown. Concentrating on this focused effort in the initial phase will increase chances of success for timely implementation of the URP.

As noted, the redevelopment of the five buildings in question is bound to stimulate new activity and investment and act as a catalyst for broader downtown reinvestment and/or revitalization. Positive activity inspires more of the same. In a residential neighborhood, when some homeowners improve their property, it often prompts others to do likewise: no one wants to be left behind, and it is always wise to capitalize on the investment of others. The same is true in commercial areas: When vacant and/or underutilized structures are rehabilitated, that activity encourages others to become involved. Therefore, if these five buildings are restored and reused, it is probable that private investors will be motivated to invest in and revitalize other properties in the area.

A major element of the Bank Row URP is the establishment of design guidelines and a design review process to ensure that all proposed redevelopment is consistent with the objectives of the plan. That development includes the public and private activities planned for the disposition parcels and any other development that may occur within the urban renewal area. The design guidelines will ensure that all redevelopment activities undertaken within the project area will be a positive addition to it and to the Downtown. They will also maintain high standards that will assure private property owners and potential developers that development within the Bank Row URP area will be compatible with the plan's goals, design intent and architectural quality. That assurance, in turn, will encourage development of desired uses and an attractive urban environment.

At the same time, the guidelines – which include standards for rehabilitation, lighting, signage and building materials reflecting the characteristics of existing buildings - will help to preserve the character and historic assets of the Downtown, as they were intended to do. Uniformity of streetscape improvements also will help to achieve a look that is in keeping with the area's history and appearance.

The Town will utilize technical and financial resources, such as Community Development Block Grant funding, to encourage redevelopment activities within the Bank Row URP. The Town will continue to advance local initiatives by, for example, implementing an expanded convenient off-street parking program, developing a building facade and signage program, working with property owners to reuse underutilized space on upper floors, and helping to fund and implement other goals of the Downtown Master Plan.

Urban renewal efforts, including use restriction and the taking of property as necessary, absolutely are needed to save the five historic buildings targeted by the URP, to give new life to the urban renewal area overall, and to bolster the image and livability of the Downtown. Without the improvements called for in the URP, the Downtown's

competitive position as a business destination and community center will weaken in the face of increasingly strong competition from retailers outside it.

Another reason for undertaking the Bank Row URP is to facilitate the assembly of a strategically located development parcel for a new regional transportation center and to support future redevelopment adjacent to it. The proposed Franklin Regional Transportation Center (Franklin RTC) project will involve the development of a centralized facility to serve Franklin County. That transportation center will occupy a key downtown location in the county's largest town, Greenfield, and will be owned and operated by the Franklin Regional Transit Authority (FRTA).

Greenfield currently serves as the centralized location for accessing intra-county, inter-county, Interstate and paratransit bus travel services. However, there is no existing facility to serve as the transportation center. Buses currently converge in the downtown area, queuing in front of Greenfield Town Hall in a random fashion as space allows. There is no indoor or sheltered waiting area for transit riders. Bus tickets must be purchased at various stores in the Downtown for intercity travel, and from the FRTA and the Greenfield Montague Transit Authority (GMTA) for local services. However, these arrangements generally depend on riders knowing where and how to purchase tickets in advance, and require the purchases to be made at locations that are not convenient to the bus stop at Town Hall.

A Feasibility Study prepared for the GMTA by Gannett Fleming and Kay Nordstrom Engineering Inc. in June 2002 evaluated the need for a centralized transit facility in Greenfield. The study identified and evaluated 11 potential sites for the transit facility; developed a program for public transit uses; and estimated preliminary costs to develop and construct such a facility at several of the potential locations. This study was updated in fall 2004, resulting in the selection of a preferred site.

The selected site is located at the corner of Bank Row and Olive Street, less than a quarter-mile from the current bus "hub" in front of Greenfield Town Hall. Readily visible from the Town Hall, the site is adjacent to rail, being located at the point where north-south and east-west tracks converge in downtown Greenfield. It is intended that, should future passenger-rail possibilities result from other transportation planning work currently under way, this site would provide excellent and centralized passenger-rail access. The site provides adequate space to construct a passenger-rail platform, as well as additional parking for rail passengers.

The FRTA plans to utilize funding from the Federal Transit Administration (FTA), earmarked under the Transportation Equity Act for the creation of the proposed transit project. The FTA encourages transit agencies to undertake joint development projects in

connection with transit development projects -- with "joint development projects" defined by FTA as any income-producing activity with a transit nexus. Projects can include commercial, residential, industrial, or mixed-use developments that are induced by transit projects, or that enhance their effectiveness. These projects also can include private, for-profit, and non-profit development activities usually associated with transit systems that are new or are being modernized or extended, or with new intermodal transit facilities or investments in existing transit facilities. The FRTA is evaluating a joint development project as part of the proposed transit project.

The FRTA, in partnership with the Town of Greenfield and the Greenfield Redevelopment Authority, is planning to utilize FTA funding to undertake development of the transit center and to stimulate private development that will support the transit uses on property that will be assembled for the new facility. Possible joint development components that will be examined include commercial development, a community senior center, community meeting space, parking, or other uses that will produce the greatest level of social, economic and financial benefit for both the transit system and the Greenfield community. The establishment of a new regional transportation center with transit, bus – and, in the future possibly passenger-rail service, within a short walk of the historic buildings targeted by the URP will support additional pedestrian activity and new business and housing development in these vacant or underutilized structures. The regional transportation center will further enhance a pedestrian oriented downtown and will increase employment and service opportunities for residents of Greenfield and the surrounding communities of Franklin County that are served by existing transit routes operated by the FRTA. A Federal earmark already has been secured to fund the acquisition and relocation of the Toyota of Greenfield dealership, which is seeking a larger location for their operations. A request for additional funding has been prepared and submitted by the FRTA and the Franklin Regional Council of Governments for the cost of design, engineering, and construction of the Regional Transportation Center.

The Bank Row URP also provides for future acquisition of the property located at 30-66 Olive Street, which contains three buildings. Two obsolete structures will be demolished and one will be made available for redevelopment.

Furthering the Town's decision to undertake the Bank Row URP was the February 2003 completion of a yearlong comprehensive Downtown master planning effort by a team of professional consultants led by Goody, Clancy & Associates. (A copy of the Downtown Master Plan Executive Summary is provided in Appendix A.) The Greenfield Downtown Master Plan focused on five tasks: public visioning, building and land use inventory, market analysis, transportation and parking analysis, and the integration of findings into a master plan, which included an action plan and an implementation strategy. The Downtown Master Plan identified the following goals:

- To preserve the Downtown's historic character
- To create a lively community center
- To develop a strong and active mix of ground-floor retail uses
- To promote entertainment venues
- To develop downtown housing
- To provide access to and reuse of upper floors
- To create a parking committee to better manage and utilize parking resources
- To provide more parking where needed
- To encourage public-private partnerships in order to develop key properties and projects.

One recommendation of the master plan is to undertake revitalization of the Court Square/Town Common area. Located at the intersection of Main Street and Federal Street/Bank Row, the Court Square/Town Common is both visually and symbolically the heart of the Greenfield community. Specifically, the redevelopment strategy recommended in the master plan calls for preparation of an urban renewal plan for the Downtown area that will address a broad range of immediate and long-term issues and concerns such as deteriorating and underutilized buildings. The immediate concerns stated in the master plan suggest the need for an urban renewal plan that would target the five historic properties at Main Street and Bank Row: 353-367 Main Street; 349-351 Main Street/1-5 Bank Row; 9-11 Bank Row; 21-23 Bank Row; and 25-27 Bank Row, before further deterioration renders rehabilitation infeasible.

The master plan included a market analysis, prepared by a market research sub-consultant, which identified types of retail, restaurant, office, commercial, residential and cultural uses that might be appropriate for these five properties. The plan also acknowledged that a new intermodal transportation facility was being considered and several sites were being evaluated. It further stated that such transportation improvements were essential to the future vitality of downtown Greenfield. The market analysis contained financial worksheets pertaining to the proposed renovations and operations for each property. A copy of the market analysis is provided in Appendix B.

The Town already has begun to implement several master plan priorities. These include developing a design review committee and considering changes to the zoning bylaws to make the Downtown more attractive; advancing discussions on the creation of a parking committee to better manage and utilize parking resources; and preparing this urban renewal plan aimed at the reuse and renovation of key downtown properties.

Need for This Project. The Bank Row URP is intended to achieve redevelopment in an area that is adversely affected by five deteriorated but historically significant buildings located at a prominent corner in the Main Street Historic District, which was listed in the National Register of Historic Places in 1988. These buildings, built between 1820 and 1928, include the Garden Theater, which is individually listed in the National Register as well.

All of the properties have been tax delinquent over the years. Until recently, the same individual, now deceased, owned four of the five properties. Just prior to his death, that individual, Sebastian Ruggeri, conveyed one of his four properties to a local not-for-profit development corporation, the Franklin County Community Development Corporation (CDC). The CDC has paid the delinquent taxes and has begun to stabilize the deteriorated building, located at 9-11 Bank Row. The CDC intends to renovate the structure if funding is secured. The property would be acquired only if those private redevelopment efforts failed. The three remaining Ruggeri-owned structures, at 349-351 Main Street/1-5 Bank Row and 21-23 and 25-27 Bank Row, are in an estate and the delinquent taxes recently were paid.

The three properties in the Ruggeri estate are vacant, except for a bank ATM service machine located on the ground floor of 349-351 Main Street/1-5 Bank Row. There are no known plans to redevelop these deteriorating properties and no formal efforts under way to sell them. If public action is not undertaken, these buildings could continue to deteriorate and could be lost forever.

The fifth building, the Garden Theater located at 353-367 Main Street, is owned by Ronald Goldstein, an out-of-town descendent of the theater's original developers. The Town foreclosed on the property in January 2000 for nonpayment of property taxes and then managed the building for about a year. In January 2001, Mr. Goldstein was successful in redeeming the property because of a redemption period provided under state law. He still owns the building today. The building has three sections: a two-story retail/office building with a finished brick façade that is visible from Main Street; a one-story lobby behind the retail/office section; and an auditorium in the rear. The auditorium was altered in 1989, when a single theater was converted into seven theaters. The street-level retail space is occupied by moderate-revenue businesses; the second floor remains vacant. The seven theaters are operating, but deferred maintenance is

evident. Several occupants of the building indicated that its roof leaks. Once again, there are no known plans by the owner to redevelop or sell the property. Without public intervention, this historic building, too, may be lost forever.

The five historic properties along Main Street/Bank Row have played an important role in defining the architectural and historic character of downtown Greenfield. The buildings are all situated without setbacks, providing visual interest for pedestrians along Main Street and Bank Row and the immense potential for active retail trade along a lively streetscape. As stated, owner neglect over the years has resulted in continued deterioration, and without timely intervention, these properties could reach a condition that would make redevelopment no longer economically viable. This would be a tremendous loss to the community. The Bank Row URP endeavors to undertake certain actions that will result in the rehabilitation and preservation of these significant community assets.

The current mix of ground floor retail and office uses in the Bank Row URP include: a bank ATM, a movie theater, a nail shop, a frame shop, a second hand store, a dance studio, a tailor, and a computer repair service. Much of the space on the upper levels is vacant. Retail efforts will be focused on improving the quality and diversity of the existing mix of retail, creating a more vibrant shopping experience and promoting economic growth within the Downtown.

The Market Analysis that was prepared for the Downtown Master Plan indicates that there is sufficient leakage of retail activity to justify several additions to the Downtown supply. Specific uses that were identified as being under-represented in the Downtown include footwear, children's and men's apparel, personal care and beauty supplies, women's clothing, and gift shops. These uses are all appropriate for ground floor spaces in the Bank Row URP.

On the office front, where there was a 12 percent vacancy rate on upper floors, more aggressive marketing efforts will be required to fill that space. Flexible space with shared reception and kitchen facilities, joint conferencing, and off-street parking have been suggested as a way to attract either start-up businesses or businesses that are scaling back. Also being targeted and promoted for vacant upper story space is residential use. The Market Analysis notes that the 55 to 65 age group is growing. That group is increasingly looking for the quality of life that can be found in a downtown center.

Meanwhile, although the Town of Greenfield serves as the centralized location for accessing intra-county, inter-county, interstate and paratransit bus travel services, there is no existing facility to serve as a transportation center. Buses currently converge in the

downtown area, queuing in front of Greenfield Town Hall in random fashion as space allows. There is no protected area at the site for bus users. Bus tickets are purchased at various stores in the Downtown for intercity travel, and from the FRTA and GMTA for local services. However, these arrangements generally depend on riders knowing where and how to purchase tickets in advance.

Table 1. Bank Row Urban Renewal Plan - Description of Subject Properties Greenfield, Massachusetts September 2005				
<i>Address</i>	<i>Historic Name</i>	<i>Year Built</i>	<i>Description</i>	<i>Current Use</i>
353-367 Main Street	Garden Theater Block	1928-1929	Two-story, Colonial-Revival style theater with retail and office space at front	Movie theater with street facade, retail/office space. Upper-story office space is vacant.
349-351 Main Street/ 1-5 Bank Row	Allen Block	1827	Three-story brick building, one of the oldest commercial buildings in the Downtown	Vacant - except for ATM on ground floor
9-11 Bank Row	First National Bank & Trust of Greenfield	1929	One-story Art Deco-style bank	Vacant – owner has initiated building stabilization and has plans to redevelop the building.
21-23 Bank Row	Frank A. Pond Block	1874	Three-story Victorian-style commercial building	Vacant
25-27 Bank Row	Siano Block	1921	Three-story brick commercial building	Vacant
11 Olive Street	Hapco Building	1900	One-story brick and cement block commercial building	Vacant
Olive Street	NA	NA	Municipal Parking Lot consisting of four parcels	Parking lot
12 Olive Street	NA	1940	Split -level commercial building	Automobile dealership
30/ 54/66 Olive Street	Pierce Lumber Co. (30 Olive Street)	30 Olive – 1860 +/- 54 Olive – 1900 +/- 66 Olive – 1900 +/-	30 Olive– 3-story warehouse 54 Olive– 2-story commercial 66 Olive – single-story garage	Numerous tenants
Mill Street	NA	NA	Vacant Land	Vacant parcel abutting Railroad tracks

Over the past several years, transit services have grown throughout Franklin County. Several new routes have been added, including the G-Link between Greenfield and Gardner, and the Valley Route between Greenfield and Northampton. These services

provide more and better connections to schools, employment, services and shopping. Recent ridership numbers indicate that 40 percent of riders who use the G-Link use it to go to and from work. Development of a regional transportation center for Franklin County will support the continued operation of these important services and their expansion to the broader community. It also will provide a source of pedestrian traffic to support new shops, restaurants, and services in existing underutilized structures, including the site directly adjacent to the 12 Olive Street site that has been selected for the proposed regional transportation center. Located at 30-66 Olive Street, that adjacent site is slated for future acquisition and redevelopment.

However, with redevelopment of existing structures, reuse of underutilized space, the development of a regional transportation center, and the planned expansion of the courthouse facility, issues surrounding parking facilities are becoming more important. Studies have concluded that while there may be a sufficient number of parking spaces overall in the downtown, their distribution means there is a lack of sufficient parking that is convenient to the Bank Row buildings, the Theater, and the proposed transportation facility. The purchase of 11 Olive Street, currently a vacant one-story retail building adjacent to the Town owned parking lot, would enable the construction of a larger and more efficient parking structure which would serve all of these future uses. Furthermore, purchase of the Town owned parking lot by the GRA will consolidate ownership, thus facilitating the planning, design, and construction of any parking facility at the site.

Urban Renewal Actions. The Bank Row URP will focus on the redevelopment of a vital downtown area, fostering the preservation and restoration of prominent downtown properties and stimulating revitalization of the town center.

- *Rationale:* The Bank Row URP seeks to undertake certain activities that will strengthen and revitalize the Town's core central business district, eliminate substandard and deteriorated building conditions, further the priorities established and adopted in the Downtown Greenfield Master Plan, and create a regional transportation center.
- *Eligibility:* In order to qualify for urban renewal designation, the subject area must meet at least one of several statutory eligibility tests. Based on an initial assessment of the 7.5-acre Bank Row URP boundaries, the area will qualify under the statutory eligibility criterion of "decadent." This finding is detailed, documented and submitted as part of this plan.
- *Objectives:* The objectives of the Bank Row URP are:

1. To strengthen and revitalize the central business district through public actions that support and encourage private development and investment.
 2. To preserve and restore important downtown structures.
 3. To remove impediments to land disposition and development.
 4. To rehabilitate and reuse vacant, deteriorated and underutilized properties.
 5. To create a livelier town center by upgrading the visual and physical conditions through building rehabilitation and facade improvements.
 6. To encourage transit-oriented development and a vibrant village-like neighborhood where people can live, work and play.
 7. To improve substandard structures and discourage incompatible uses, obsolete structures and blighting influences.
 8. To control land uses and development in conformity with planning, zoning and other applicable regulations of the Town of Greenfield.
 9. To increase local employment through development of vacant and underutilized parcels and increased utilization of existing buildings.
 10. To encourage, through urban-design guidelines, actions that will improve significantly the quality and quantity of pedestrian activity throughout the area.
 11. To support and expand the development of essential public facilities and services, including transportation and parking.
- **Elements:** The Bank Row URP will involve public intervention through the use of eminent domain within an area that has been determined to be decadent. This will serve to facilitate the preservation and rehabilitation of five deteriorated properties and the development of a regional transportation center, including the possible redevelopment of an additional building, located at 30 Olive Street, all of which will achieve the objectives of this plan. Intervention also will involve the relocation of 11 commercial occupants, 10 to 12 artist studios and a municipal skateboard park. The plan also involves public improvements to support the development and establishment of design guidelines and standards for the redevelopment of acquired properties, resulting in a vibrant, pedestrian-oriented, mixed-use development. Basic plan elements include:

Project Boundary: 7.5 Acres

Parcels:

- Total number of parcels: 20
- Improved parcels to be acquired: 8
- Unimproved parcels to be acquired: 5

Buildings:

- Total number of buildings 16
- Number of buildings with deficiencies 7 (44%)
- Number to be cleared -- spot clearance only 4
- Number to be retained without treatment 7
- Number to be acquired for rehabilitation 6

Relocation:

- Residential occupants 0
- Commercial occupants 11
- Artist studios 10 – 12

Public Improvements:

- Municipal parking lot upgrades and/or the development of a future parking structure at the Olive Street lot and including 11 Olive Street
 - Streetscape improvements including decorative lights, sidewalk upgrades and trees
 - Transportation enhancements for the transit center
- **Design Standards:** The Bank Row URP contains development controls, which include design guidelines, rehabilitation standards and a design-review process for disposition parcels and other projects that may be undertaken within the urban renewal area. These standards are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historic significance; by promoting an attractive and livable community center; and by preventing alterations that are incompatible with the existing environment or are of inferior quality or appearance. These design requirements augment the requirements set forth in the zoning bylaws.
 - **Zone Changes:** No zoning changes are proposed. The current “Central Commercial” zoning shall apply to all disposition parcels within the Bank Row URP, subject to additional regulations and controls for disposition parcels as

provided for in Section 4. Central Commercial zoning is consistent with planned redevelopment activities. Appropriate permitted uses within this zone include:

- Retail
 - Business and professional offices
 - Personal and consumer service establishments
 - Restaurants
 - Mixed residential/business uses
 - Theater
 - Bus passenger terminals.
- *Duration of Plan.* The regulations and controls contained in the Bank Row URP will remain in effect for a period of 20 years from the date of approval of the Bank Row URP by the state Department of Housing and Community Development (DHCD). This timeframe is reasonable and necessary, given that these plans generally are accomplished in phases over a period of similar duration. A 20-year span also will provide opportunities to revisit the plan and make modifications and adjustments as needed.

Proposed Redevelopment Actions. The Downtown Greenfield Master Plan provides the framework for this urban renewal plan and the redevelopment actions proposed by it. Implementation of the Bank Row URP will result in public and private redevelopment actions envisioned in the Master Plan. The public actions necessary to stimulate private redevelopment efforts include:

- Revitalization of the Court Square/Bank Row area, a highly visible location where vacant and derelict buildings create a negative image of the Downtown as a whole.
- Development of an urban renewal plan to provide the framework and tools, including site control, necessary to ensure timely redevelopment.
- Implementation of a redevelopment strategy for key downtown properties that is based on identified market opportunities.
- Creation of a development site to support the construction of a regional transportation center and joint development project.
- Development of design guidelines that will address facades and storefronts, signs, lighting and streetscape elements in order to create an attractive and cohesive environment.

- Implementation of streetscape improvements to support redevelopment efforts.

The GRA will dispose of properties specified above for redevelopment in accordance with the objectives set forth in this plan, which include the types of permitted uses and minimum design and rehabilitation standards. The exact composition of the mixed-use development to occur within the Bank Row URP ultimately will depend on the designated private or public-sector redeveloper. However, the GRA and town officials will promote uses for the five properties that reflect their history, size, structure, footprints and distinguishing features with the aim of developing retail, restaurant and entertainment uses that will expand business activity and attract more people to the Downtown.

They also will encourage the development of office and/or housing uses as appropriate. On the residential side, they will focus on artist lofts, empty-nester housing and student housing, rather than on conventional apartments. In terms of business space, the Downtown Master Plan Market Analysis identified the potential need for pre-retirement space for office workers ages 55 to 65 who want to spend more time at home and reduce overhead costs accordingly. This space would allow tenants to share rent and resources.

Meanwhile, retail uses could include footwear, the most underrepresented category in town, as well as other categories with ample sales potential lost to businesses outside town, such as children's and men's apparel, personal care/beauty and laundry/cleaning supplies.

There also appears to be a need for more restaurants, specifically good dinner restaurants, an ice-cream parlor and a coffee shop, as well as more entertainment venues.

Town officials have envisioned the following potential uses for the properties as follows:

- 353-367 Main Street. Garden Theater Block: Ground-floor arts and entertainment focused retail, such as arts-oriented goods and crafts, coffee shop, delicatessen, bakery, etc. Multipurpose cultural/entertainment uses in the theater. Cultural and arts office space and possibly live-work lofts on the upper floor.
- 349-351 Main/1-5 Bank Row, Allen Block: Ground-floor retail including food establishments such as a coffee/ice cream shop with professional offices or housing on upper floors.

- 9-11 Bank Row, First National Bank & Trust of Greenfield: Festival marketplace including retail and restaurant space.
- 21-23 Bank Row Pond Block: Distinctive retail (e.g., clothing, arts, crafts, antiques) on first floor with office suites above.
- 25-27 Bank Row, Siano Block: Distinctive retail (e.g., shoes, jewelry, restaurant, ice-cream parlor) on first floor, residential units above.
- 30 Olive Street: Ground floor arts and entertainment focused retail, such as arts-oriented goods and crafts, coffee shop, delicatessen, bakery, etc. Cultural and arts office space and possibly live-work lofts on upper floors.

Financial Plan. The estimated cost of implementing the activities contemplated by the Bank Row URP is \$ 5 million to \$6 million. Due to the significant costs of executing the plan, the Bank Row URP has been developed with four phases, which allows for its implementation to be undertaken as project funding is secured. To encourage private investment, property tax incentives and other financial incentives will be offered, possibly including facade improvement loans and Community Development Block Grant funds. A detailed budget and a financing plan for the phased implementation of the urban renewal project are provided in Section 5.

Community and Economic Benefits. The Bank Row URP will stimulate economic development by providing a viable means for private redevelopment of these vacant and underutilized assets. Redevelopment of these buildings -- with supporting private investment, increased pedestrian activity and an enhanced streetscape image, will combine to create a vibrant town center. Redevelopment will stimulate new activity and investment in the surrounding area and will act as a catalyst for broader downtown reinvestment and revitalization.

The private-sector investment in the renovation of the five historic buildings is estimated at \$8 million to \$9 million, depending on the specific end use and the level of rehabilitation undertaken for each property.

In addition, the proposed Franklin RTC will involve the construction of an approximately 10,000-square-foot building and will centralize all transit operations in the region. The projected cost of the facility, including site improvements, is \$2.7 million. The transit center will sell tickets and will provide rest rooms, waiting areas sheltered from the weather, concession space such as a coffee shop to serve those waiting, and

office space for transit administrators and operators. It also will offer joint development possibilities to enhance the business and service environment of the downtown Greenfield area. Six bus berths and two paratransit berths will allow direct boarding of passengers. Parking to support the center will be provided on site, and will consist of approximately 60 spaces, including the required handicapped spaces.

Additional area will be available for up to 20,000 square feet of joint transit/development use. A master plan, including conceptual building design and site layout, is being developed by the FRTA. This additional joint development activity will result in additional investment of \$2 million.

Finally, future redevelopment of the 30 Olive Street building is projected at \$2.25 million, resulting in total private investment exceeding \$12 million.

In addition to private investment in construction, it is estimated that new development of these underused properties will create up to 126 jobs, based on the amount of new space to be developed. This actual number will depend on the ultimate reuse of the redeveloped properties. Office use will generate more direct employment, while residential use will result in increased demand for downtown goods and services, stimulating more indirect employment.

Relocation interviews undertaken in preparing a relocation plan for Phases 1 through 4 (see Section 8) determined that there are nine commercial occupants in the six buildings scheduled for acquisition during those four phases. Additionally, there are one commercial occupant and 10 to 12 artist studios in the two buildings scheduled for acquisition in a future phase, including the property at 30-66 Olive Street. It is estimated that the acquisition of these properties will result in the displacement of jobs from the site. Many businesses interviewed during the preparation of the relocation plan expressed a desire to remain downtown and it is believed there will be adequate inventory to accomplish this. Therefore, the GRA is confident that the 30 jobs will be retained once businesses are relocated to other downtown sites.

To summarize, the Bank Row URP is designed to facilitate job creation and retention in Greenfield, with the goal of accommodating 100 percent of the relocated businesses within the Town. If, in fact, this goal is accomplished, the plan would result in the retention of the 30 relocated (full-time) jobs plus the creation of approximately 126 full-time jobs.

Principles of Sustainable Development. The Bank Row URP is consistent with, and will advance the Commonwealth of Massachusetts' "Principles of Sustainable Development," as summarized below:

Principle 1 - Redevelop First. This urban renewal plan will result in public actions to stimulate public and private revitalization efforts within the project area and Downtown, taking advantage of its existing infrastructure while preserving Greenfield's character and historic assets. The plan contains design standards for development and construction that will foster a distinctive and attractive redevelopment with a strong sense of place.

Principle 2 - Concentrate Development. The Bank Row URP supports targeted development within a two-block area in the center of downtown Greenfield. The project will conserve land resources, integrate land uses and enhance the urban environment. It will involve the rehabilitation/preservation of key community assets. It also will involve the assembly and creation of a development parcel that will make possible a mixed-use transit-oriented development project, to include a regional transportation center, in the Downtown's center. The plan also will enhance the aesthetic environment through the creation of a pedestrian-friendly development with inviting storefronts, a lively streetscape, new outdoor spaces and attractive streetscape improvements.

Principle 3 - Be Fair. This project will benefit public-transit users, shoppers and tourists of various economic and ethnic groups, enhancing life for all of them. It especially will benefit those who live in or near the Downtown. It will provide the public with a centralized, indoor location housing regional transit services. Community participation in project planning and implementation will ensure social, economic, and environmental justice and there will be adequate opportunities for public participation in the planning and approval process.

Principle 4 - Restore and Enhance the Environment. This project will revitalize an area where certain properties have been neglected by the owners, resulting in deterioration and underutilization. The ongoing pattern of tax delinquency/tax foreclosure and related disinvestment has resulted in the steady deterioration of the five historic buildings that are a primary focus of this plan. Without public intervention, these properties will continue to deteriorate to a point where rehabilitation may no longer be feasible. More than 44 percent of the existing buildings are out of repair, physically deteriorated, functionally obsolete or in need of major maintenance or repair. There are numerous vacancies within the buildings, particularly on the upper floors.

The GRA fully supports environmental responsibility and green design. The GRA will require all developers to evaluate their designs utilizing the LEED (Leadership in Energy and Environmental Design) Green Building Rating System, a voluntary,

consensus-based national standard for developing high-performance, sustainable buildings. The LEED program, developed by the U.S. Green Building Council, provides a complete framework for assessing building performance and meeting sustainability goals. Based on well founded scientific standards, LEED emphasizes state-of-the-art strategies for sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality. LEED recognizes achievements and promotes expertise in green building through a comprehensive system offering project certification, professional accreditation, training, and practical resources.

LEED certification distinguishes building projects that have demonstrated a commitment to sustainability by meeting the highest performance standards. The GRA strongly encourages developers to meet at least the minimum level for project certification.

Principle 5 - Conserve Natural Resources. The Bank Row URP focuses on the redevelopment, preservation and utilization of existing community resources and, by minimizing demolition and new construction, will preserve natural resources. Further, the plan will create additional pedestrian-oriented streetscape enhancements in the heart of the Downtown, helping to create a truly walkable neighborhood. This project also seeks to utilize existing infrastructure, including streets and utilities, and to maximize public transportation linkages, thereby preserving irreplaceable natural resources.

Principle 6 - Expand Housing Opportunities. The Bank Row URP envisions the potential for housing on the upper floors of the commercial buildings that will be preserved and rehabilitated as a result of the plan. Further, revitalization of the Downtown will create additional demand for housing. The surrounding downtown environment can support apartments and/or condominiums and, as private parties seek to meet the needs of those who wish to live downtown, it is expected that residential development will occur. The Town will work to ensure that quality housing for people of all backgrounds and income levels is a component of any downtown housing redevelopment effort.

Principle 7 – Provide Transportation Choices. Given that a regional transportation center is a key element of the plan, increased access and use of public transportation options will be a primary benefit. The new development contemplated in this urban renewal plan, public and private alike, will focus on transit-oriented development (TOD) - a mix of land uses, such as residential, office, shopping, civic and entertainment uses, within easy walking distance of a transit station. This mix of uses, combined with thoughtfully designed community spaces, will form a vibrant

village-like neighborhood where people can live, work and play. Further, such settings are compact in size, pedestrian-friendly in design, and they can be customized to offer a wide variety of housing options with convenient access to services, jobs and plenty of ways to get around. Moreover, the plan calls for improved vehicular movement, access and egress within the Downtown.

Principle 8 – Increase Job Opportunities. The Bank Row URP aims at retaining existing businesses while attracting new retail, service and institutional activities to the Downtown. The planned regional transportation center and related uses, and the customer base they generate, will help existing buildings to grow and expand, draw new businesses, create 126 jobs and preserve the 30 jobs that exist at the site. It is also anticipated that the project will serve as a catalyst for other Downtown development projects, further expanding investment and job opportunities.

Principle 9 - Foster Sustainable Businesses. This plan will support economic development consistent with regional and local objectives. In addition to fostering economic growth in the Downtown, the GRA will seek to attract sustainable natural-resources based businesses, thereby maintaining reliable and affordable energy sources and reducing dependence on imported fossil fuels. The Bank Row URP will support “smart growth” principles by providing people with shopping, entertainment, transportation and living choices, based on sustainability principles, in a compactly designed, walkable and mixed-use setting.

Principle 10 - Plan Regionally. The Bank Row URP calls for development -- including a regional transportation center -- that will have a positive effect on Greenfield and on surrounding communities. The project will provide expanded transportation to those living in and outside Greenfield. Likewise, the transportation project will serve as catalyst for redevelopment activities in and around the transit center, generating new revenue and potential economic investment.

Community Participation Process. This plan is the result of an extensive public participation process undertaken through the Citizens Advisory Committee (CAC) made up of 10 individuals representing local residents, businesses and institutions and community organizations. The CAC was appointed by the GRA and included a diverse mix of people who had expressed an interest in the project, people who specifically volunteered for the committee, and people selected by the GRA to provide broader representation. Other interested individuals who were not members of the CAC frequently attended its monthly meetings. The CAC reviewed and discussed each plan element and has submitted, in Section 12, a summary report supporting adoption of the Bank Row URP.

Summary. This plan addresses the need for expanded retail, business, office and residential spaces; the need to restore and renovate landmark buildings – or lose them; the need to increase the tax base and sales revenues, bolstering the economy; and the need to attract people to the Downtown in order to achieve the aforementioned goals.

Greenfield needs to act now to prepare for its future. This urban renewal plan, if implemented, will pave the way for additional, broader revitalization within the Downtown, draw people to the Downtown and attract businesses as well as those who patronize them. It represents a significant step toward enhancing the image of the community, preserving its historical appearance, improving its current and future economy and positioning it for a successful and prosperous tomorrow.

Table 2. Bank Row Urban Renewal Project - Summary of Plan Elements Greenfield, Massachusetts September, 2005				
<i>Project Area</i>	The Bank Row Urban Renewal Project area comprises 7.58 acres, which encompass 20 properties located in two downtown blocks along Bank Row, Main Street, Hope Street, and the B&M Rail line.			
<i>Acquisition</i>	Thirteen Parcels: Five parcels with historic buildings will be acquired for rehabilitation Three parcels will be acquired to support the development of a regional transportation center Five parcels will be acquired to support a parking facility that increases supply more efficiently			
<i>Properties To Be Acquired</i>	353-367 Main Street 1-5 Bank Row /349-351 Main Street 9-11 Bank Row 21-23 Bank Row 25-27 Bank Row	11 Olive Street Olive Street Parking Lot (four parcels) 12 Olive Street 30-54-66 Olive Street (3 buildings) Mill Street – vacant railroad parcel (Negotiated Acquisition)		
<i>Relocation – Affected Commercial Occupants</i>	<u>Phase 1</u> Bank of America - ATM	<u>Phase 2</u> Brad’s Place Baseball Treasurers GNetTek Garden Theater The Framery Design Nails Arif’s Tailor	<u>Phase 3</u> None	<u>Phase 4</u> Toyota of Greenfield Salvation Army 10 –1 2 occupants at 30 Olive Street Town Skateboard Park
<i>Spot Clearance - Four Buildings</i>	11 Olive Street 12 Olive Street 54 Olive Street 66 Olive Street			
<i>Street Discontinuances</i>	None			
<i>Zone Changes</i>	None			
<i>Public Improvements – Streetscape Improvements</i>	Municipal parking lot upgrades, including future parking structure (including 11 Olive Street) Sidewalk improvements Decorative street lights Street trees			
<i>Disposition Parcels</i>	Disposition Parcel 1-A 353-367 Main Street Disposition Parcel 1-B 349-351 Main Street/1-5 Bank Row Disposition Parcel 1-C 9-11 Bank Row Disposition Parcel 1-D 21- 23 Bank Row Disposition Parcel 1-E 25- 27 Bank Row Disposition Parcel 2-A South Side and 30 Olive Street (possibly as two disposition parcels)			

Section 2. Project Area Characteristics – 760 CMR 12.02 (1)

The figures presented in this section of the Bank Row URP illustrate specific existing and proposed characteristics of the project area:

- **Figure A-1. Project Locus Map.** This figure depicts the location of the Bank Row URP in the context of the Town of Greenfield and its designated census tracts.
- **Figure A-2. Project Boundary and Topography.** This figure illustrates the boundaries of the project area and the topography.
- **Figure B. Buildings to be Cleared/Buildings to be Rehabilitated.** Figure B illustrates the six buildings that have been proposed for preservation/rehabilitation. In addition, the spot clearance of four buildings is necessary to support the objectives of the Bank Row URP. The clearance area is shown on Figure B.
- **Figure C. Existing and Proposed Property Lines & Parking.** Figure C shows both the existing and proposed building footprints, as well as property lines and public parking areas. There are no proposed changes.
- **Figure D-1. Existing Land Uses.** Existing land uses are shown on Figure D-1.
- **Figure D-2. Proposed Land Use.** Land uses proposed by this plan are shown on Figure D-2.
- **Figure E. Zoning Existing and Proposed.** The current and proposed zoning is shown on Figure E. There are no zone changes proposed by this plan.
- **Figure F. Thoroughfares and Rights of Way – Existing and Proposed.** Existing thoroughfares and rights of way are shown on this figure. There are no proposed changes.
- **Figure G. Parcels To Be Acquired.** The thirteen properties proposed for acquisition by the Bank Row URP are shown on Figure G.
- **Figure H. Disposition Parcels.** The six disposition parcels are shown on Figure H.

- **Figure I – Buildings to be Rehabilitated.** The six buildings to be rehabilitated are shown on Figure I.

The Bank Row URP proposes to undertake public redevelopment actions within a 7.5-acre urban renewal area in the heart of downtown Greenfield. The specific activities to be conducted include property acquisition, commercial relocation, spot clearance, disposition and building preservation/rehabilitation. These actions are necessary to acquire five deteriorating historic structures in order to prevent further deterioration and to make the properties available for redevelopment. Urban renewal actions are also necessary to assemble and create a viable development parcel for a proposed regional transportation center, and to facilitate the future redevelopment of an adjacent site, including a sixth building located at 30 Olive Street.

A listing of properties in the 7.5-acre urban renewal area is provided in Table 3, along with the actions contemplated by the Bank Row URP.

Once the GRA has completed site acquisition activities, it will solicit proposals for the private redevelopment of the five historic properties it has acquired on Bank Row and Main Street. The GRA also will work with the FRTA to finalize and implement a master plan for the development of a regional transportation center, which will incorporate a joint development use expected to involve the redevelopment of another existing building. The FRTA will be the developer of the proposed transit center.

Prior to the designation of a preferred developer in connection with the disposition of any property for private redevelopment, the GRA will review and evaluate documentation in order to ensure that any potential redeveloper possesses both the financial capacity and qualifications to undertake redevelopment.

Designated developers will be required to enter into a Land Disposition Agreement (LDA) with the GRA that shall be in accordance with the provisions of 760 CMR 12.05 and shall be approved by the Department of Housing and Community Development (DHCD). As part of the LDA, the designated developer will be required to comply with the requirements set forth in the Bank Row URP.

All redevelopers will be required to commence and complete all proposed improvements within a reasonable time frame and in accordance with a schedule approved by the GRA prior to its disposition of the property.

A redeveloper may not sell, without approval of the GRA, any or all of its interest in the project area property prior to the completion of all proposed improvements.

**Table 3. Bank Row Urban Renewal Area - Property Listing
Greenfield Massachusetts
September 2005**

<i>Map Block</i>	<i>Address</i>	<i>Owner</i>	<i>Parcel Area</i>	<i>Bldg Description Gross SF</i>	<i>Assessed Value FY 05</i>	<i>Action To Be Acquired Not To Be Acquired</i>
51-1	44 Hope Street	Tadeus Kosciusko Society of Greenfield	.11 Acres	2-story lodge 12,916 SF	\$224,100	NTBA
51-2	36 Hope Street	Montague Street Realty Company	.21 Acres	2-story 11,701 SF	\$237,700	NTBA
51-3	34 Hope Street	Montague Street Realty Company	.23 Acres	Paved parking	\$74,700	NTBA
51-10	361 Main Street	Western Mass Theatre Inc.	.63 Acres	Theater with retail 48,872 SF	\$484,100	TBA
51-11	3 Bank Row	Estate of Sebastian Ruggeri	.08 Acres	3-story commercial 10,120 SF	\$202,000	TBA
51-12	9 Bank Row	Franklin County CDC	.16 Acres	Single-story commercial 12,994 SF	\$61,400	TBA
51-13	15 Bank Row	Connecticut River Watershed Council	.11 Acres	2-story commercial 10,468 SF	\$279,700	NTBA
51-14	21 Bank Row	Estate of Sebastian Ruggeri	.06 Acres	3-story commercial 9,132 SF	\$98,200	TBA
51-15	25 Bank Row	Estate of Sebastian Ruggeri	.05 Acres	3-story offices 9,880 SF	\$252,000	TBA
51-16	ES Bank Row	Town of Greenfield	.393 Acres	Paved parking	\$66,400	TBA
51-17	39 Bank Row	Mohawk Office Equipment Inc.	.19 Acres	Single-story commercial 8,960 SF	\$189,600	NTBA
51-18	45 Bank Row	Joseph and Karen Ohare	.15 Acres	Single-story commercial 6,174 SF	\$177,400	NTBA
51-20	11 Olive Street	Pernal Realty Trust	.15 Acres	Single-story commercial 5,300 SF	\$169,300	TBA
51-21	NS Olive Street	Town of Greenfield	.171 Acres	Parking	\$56,200	TBA
51-22	NS Olive Street	Town of Greenfield	.057 Acres	Parking	\$27,900	TBA
51-23	NS Olive Street	Town of Greenfield	.074 Acres	Parking	\$11,400	TBA
51-25	33 Olive Street	Warren D Thomas Jr.	.1 Acres	Parking	\$102,800	NTBA
29-6	30 Olive/ 54- 66 Hope Street	Michael Sissman	1.94 Acres	3 buildings 34,805 SF	\$432,700	TBA
9-36A	12 Olive Street	Montague Street Realty	1.8 Acres	Auto dealership 13,832 SF	\$543,100	TBA
29-36B	Mill Street	Boston – Maine Railroad	.315 Acres	NA	\$38,900	Negotiated Acquisition

The area to be addressed by the Bank Row URP has experienced significantly lower income levels and higher rates of unemployment and poverty in comparison to the region and the state. The area is within Census Tract 413 located in the southern portion of the downtown Greenfield area. According to the 2000 U.S. Census, residents in this Census Tract had a per capita income of \$16,365 in 1999 dramatically less than the State per capita income of \$25,952 and significantly less than the Franklin County Region and the entire downtown Greenfield area, described as the Census Designated Place (CDP). Median household income for Census Tract 413 was \$24,430 for that same year which was less than 50 percent of the state median income level and considerably lower than that of the region. The Greenfield CDP has also experienced significantly lower income levels than the County and State, but not as low as Census Tract 413.

**Table 4. Bank Row Urban Renewal Area – 2000 Census Economic and Income Data
Greenfield Massachusetts
September 2005**

Geography	Per Capita Income in 1999	Percent of State Per Capita Income	Median Household Income in 1999	Percent of State Median Household Income	Number of Unemployed Persons in 2000	Unemployment Rate	Population Below Poverty Level in 1999	% Population Below Poverty Level
Census Tract 413	16,365	63.1%	24,430	48.4%	160	5.9%	1,071	21.5%
Greenfield CDP	18,108	69.8%	30,939	61.3%	371	5.2%	2,072	15.7%
Franklin County	20,672	79.7%	40,768	80.7%	1,780	4.5%	6,634	9.4%
Massachusetts	25,952	100.0%	50,502	100.0%	150,952	4.6%	573,421	9.3%

Source: U.S. Census Bureau, 2000 Census, SF3 Sample Data

Note: All income and poverty data reflects 1999 figures reported by Census survey respondents.

Unemployment data reflects 2000 figures.

These lower income levels relate to other important information provided by the 2000 U.S. Census, according to which Census Tract 413 had an unemployment rate of 5.9 percent, which was higher than the Greenfield CDP (5.2 percent), the County (4.5 percent) and the State (4.6 percent). Similarly, the percentage of population (for whom this was determined) living below the poverty level in Census Tract 413 in 1999 was more than twice the State rate of 9.3 percent. The poverty rate was 21.5 percent for Census Tract 413 and 15.7 percent for the Greenfield CDP.

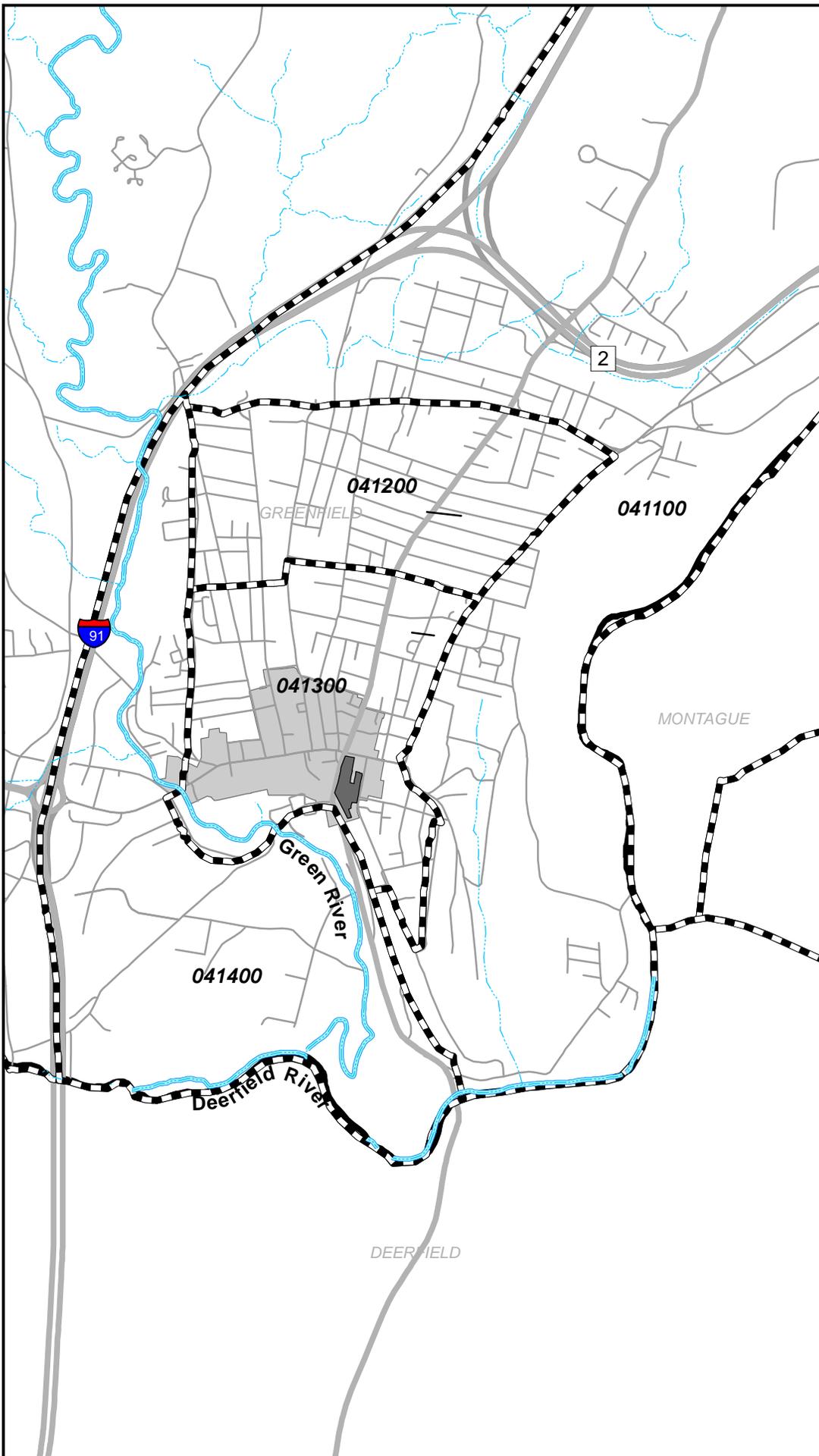
Employment and income data more recent than 2000 is not available for areas smaller than the town level. However, another negative trend is the Town's loss of population between 2000 (18,168) and 2005 (17,834) equaling a -1.8 percent rate of change according to the U.S. Census Population Estimates Program. In comparison, the County and State

had minor increases of 1.1 percent and 0.8 percent, respectively, for the same time period. These economic conditions reflect the need for reinvestment in this depressed area of the downtown and the necessity of an Urban Renewal Plan for the Bank Row area which is critical to supporting business and housing opportunities.

Figure A-1

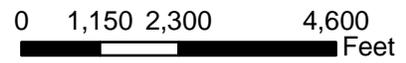
Project Area
Locus Map

Bank Row Urban Renewal Plan

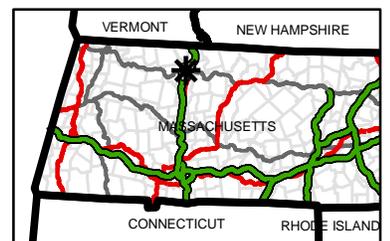


Legend

- Census Tracts
- Central Commercial Zone
- Urban Renewal Area
- Major Highways
- Streets
- Rivers
- Streams



Locus Map
Greenfield

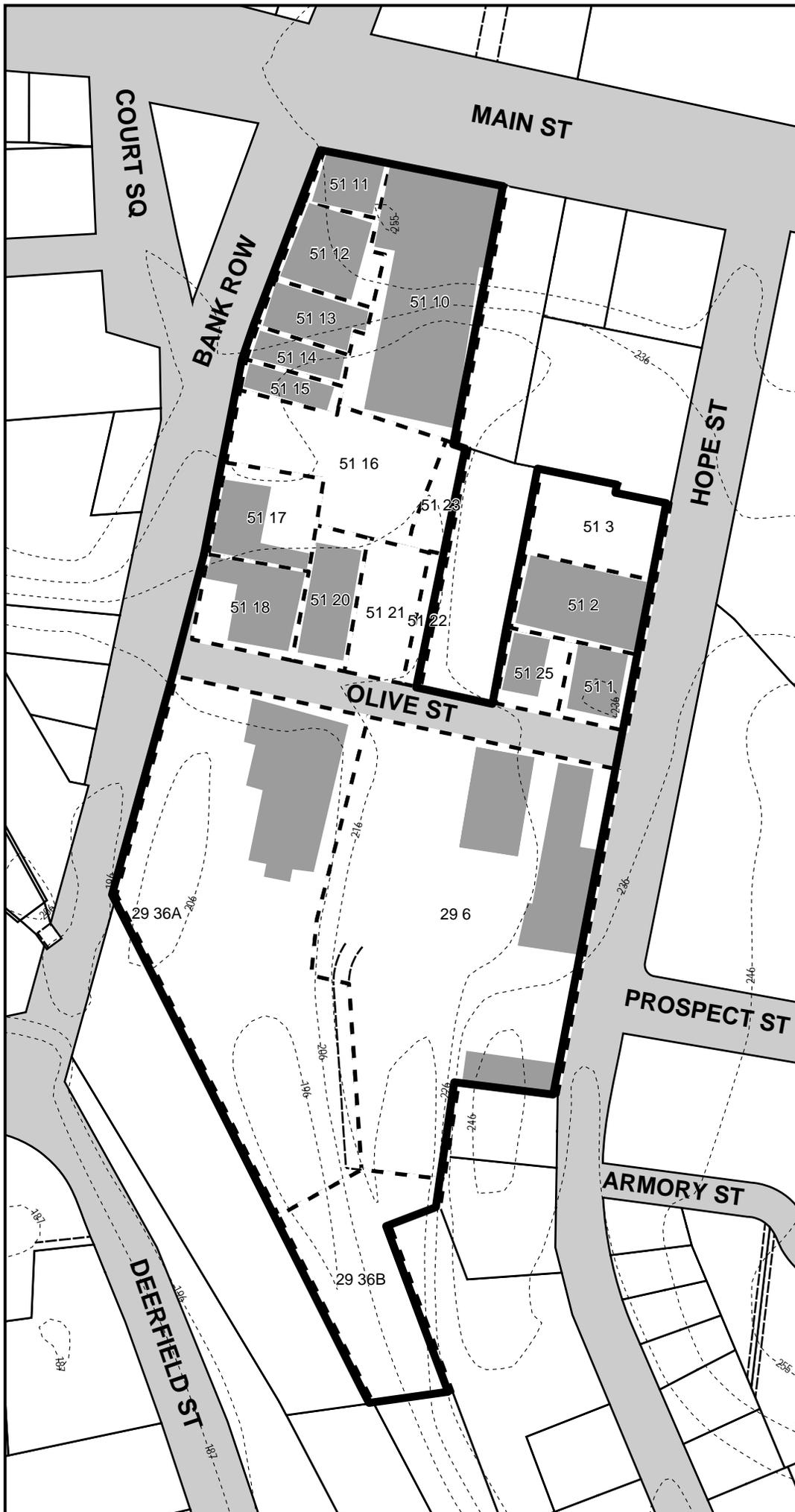


Map Prepared for: Greenfield Redevelopment Authority
Prepared by: Concord Square Planning & Development, Inc.
Data Sources: Town of Greenfield Planning Department, MassGIS

Figure A-2

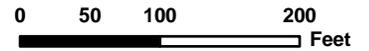
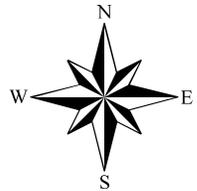
Boundary & Topography

Bank Row Urban Renewal Plan



Legend

- Urban Renewal Area (URA)
- Buildings in URA
- Parcel Boundaries in URA
- Parcels
- Easements
- Contours (10ft intervals)



Locus Map Downtown Greenfield



Map Prepared for: Greenfield Redevelopment Authority
Prepared by: Dept. of Planning & Development
Data Sources: Town of Greenfield, MassGIS
September 2005

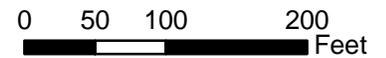
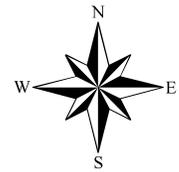
Figure B

Buildings to be Cleared or Rehabilitated

Bank Row Urban Renewal Plan

Legend

-  Urban Renewal Area
-  Buildings to be Cleared
-  Buildings to be Rehabilitated
-  Parcels (as of May 2008)
-  Easements



Locus Map
Downtown Greenfield



Map Prepared for: Greenfield Redevelopment Authority
 Prepared by: Concord Square Planning & Development, Inc.
 Data Sources: Town of Greenfield Planning Department, MassGIS

August 2008

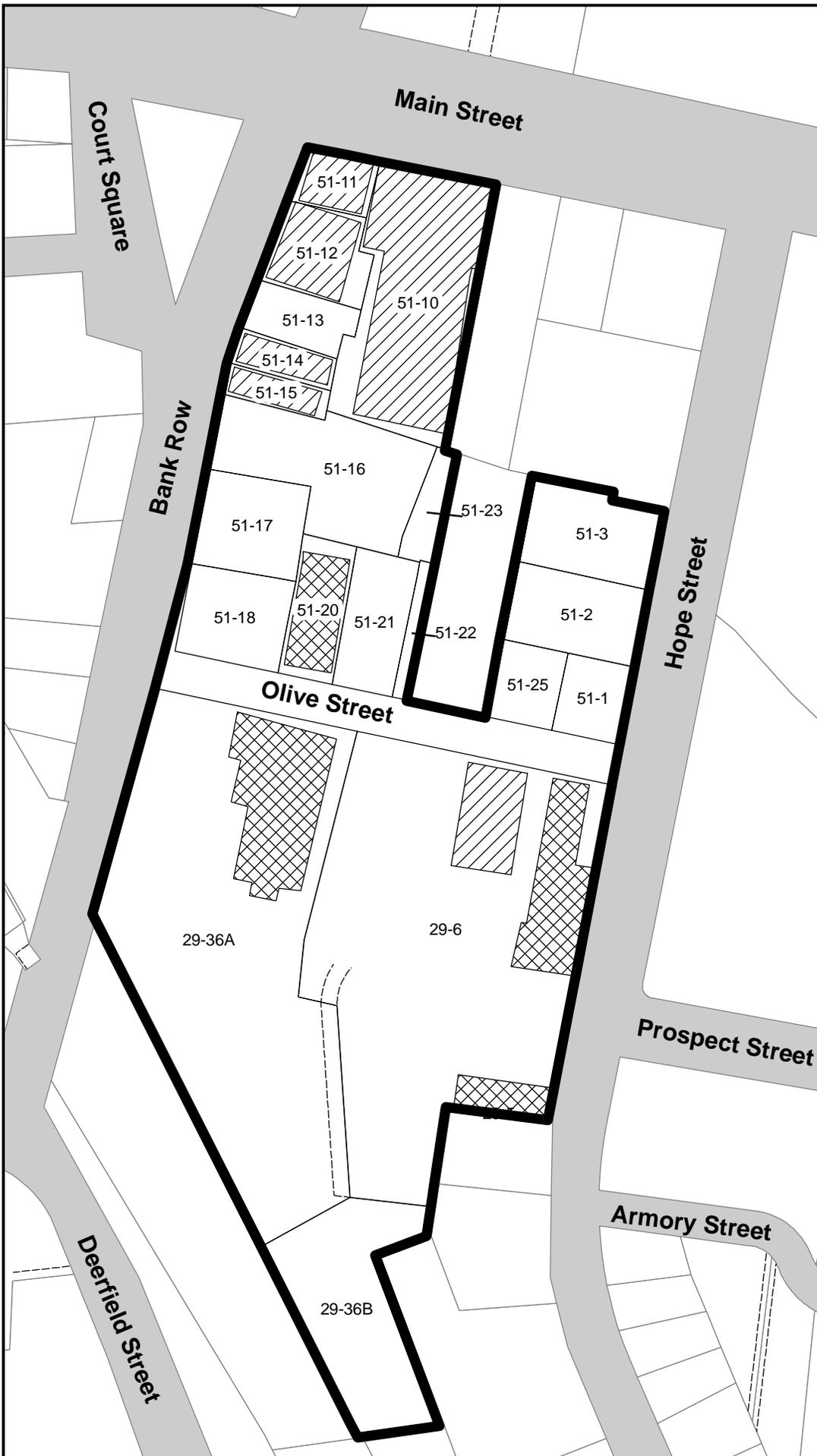
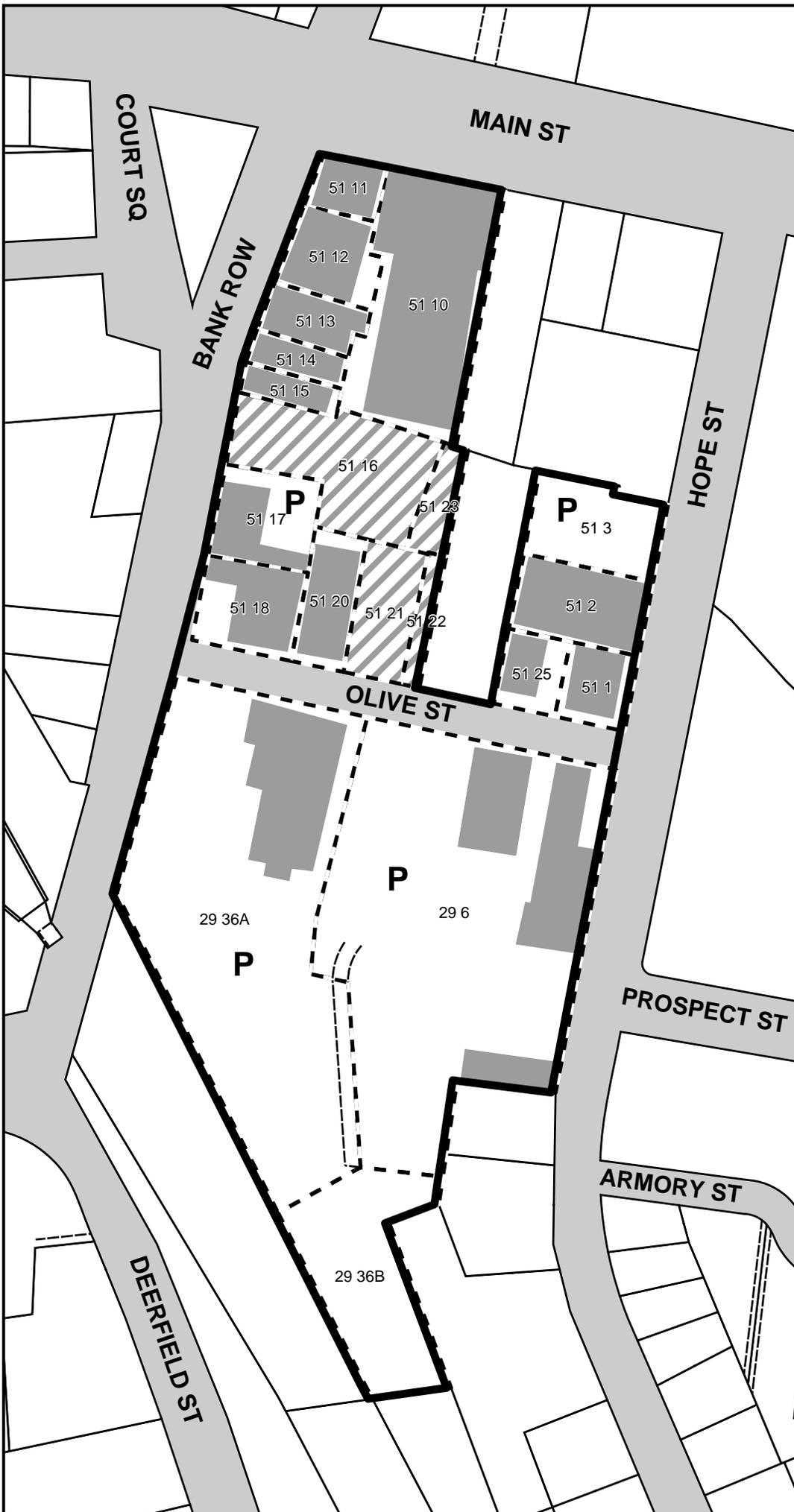


Figure C

Property Lines & Parking

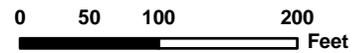
Bank Row Urban Renewal Plan



Legend

- Urban Renewal Area (URA)
- Buildings in URA
- Public Parking
- Parcel Boundaries in URA
- Parcels
- Easements

P Private Parking



Locus Map Downtown Greenfield



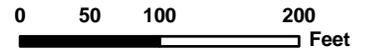
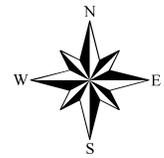
Figure D1

Existing Land Use

Bank Row Urban Renewal Plan

Legend

-  Urban Renewal Area (URA)
-  Commercial
-  Public Parking
-  Parcel Boundaries in URA
-  Parcels
-  Easements



Locus Map Downtown Greenfield

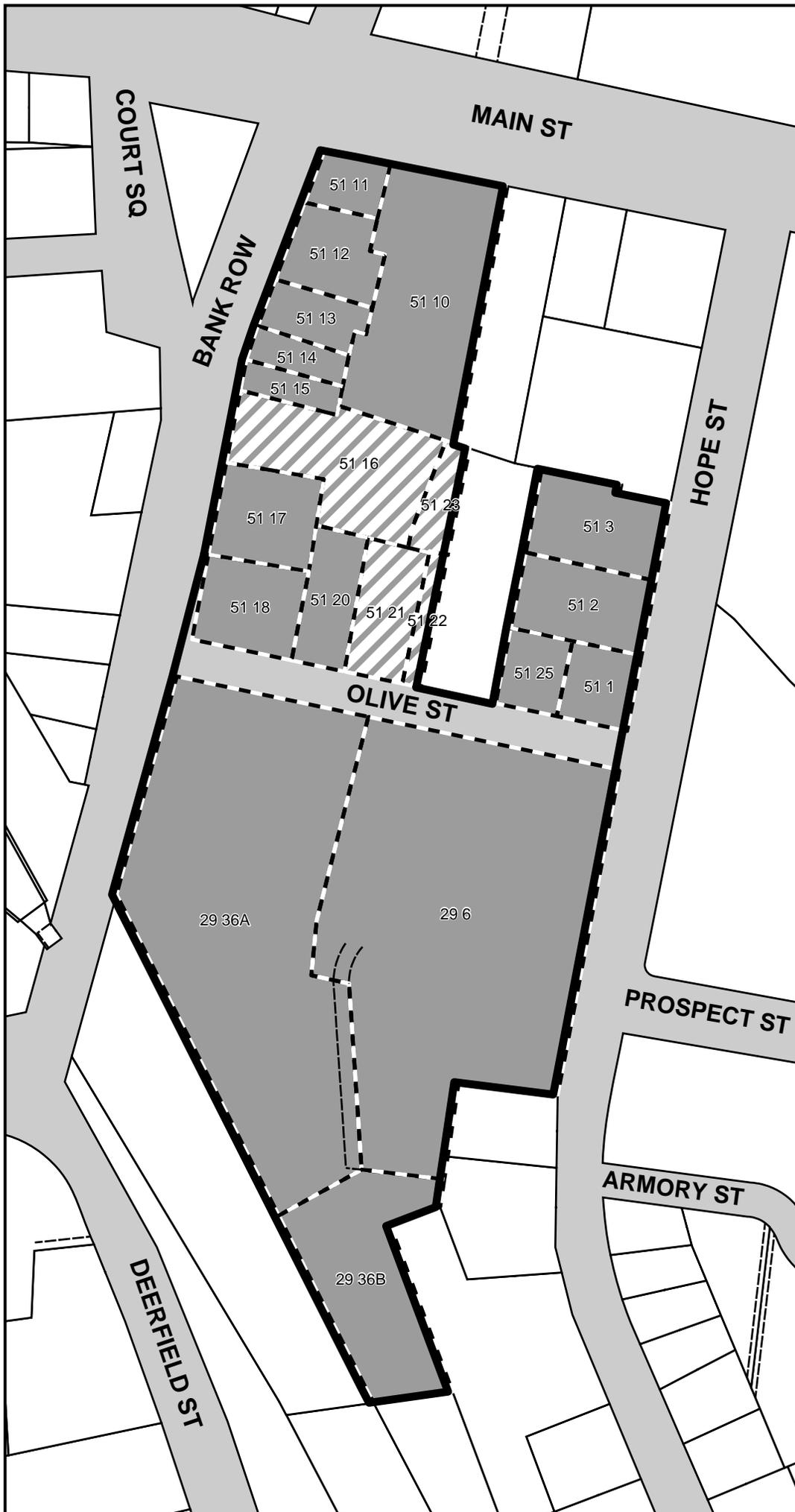


Figure D-2

Proposed Land Use

Bank Row Urban Renewal Plan

Legend

-  Urban Renewal Area
-  Commercial
-  Parking
-  Transportation Center
-  Parcels (as of May 2008)
-  Easements



Locus Map
Downtown Greenfield



Map Prepared for: Greenfield Redevelopment Authority
Prepared by: Concord Square Planning & Development, Inc.
Data Sources: Town of Greenfield Planning Department, MassGIS

August 2008

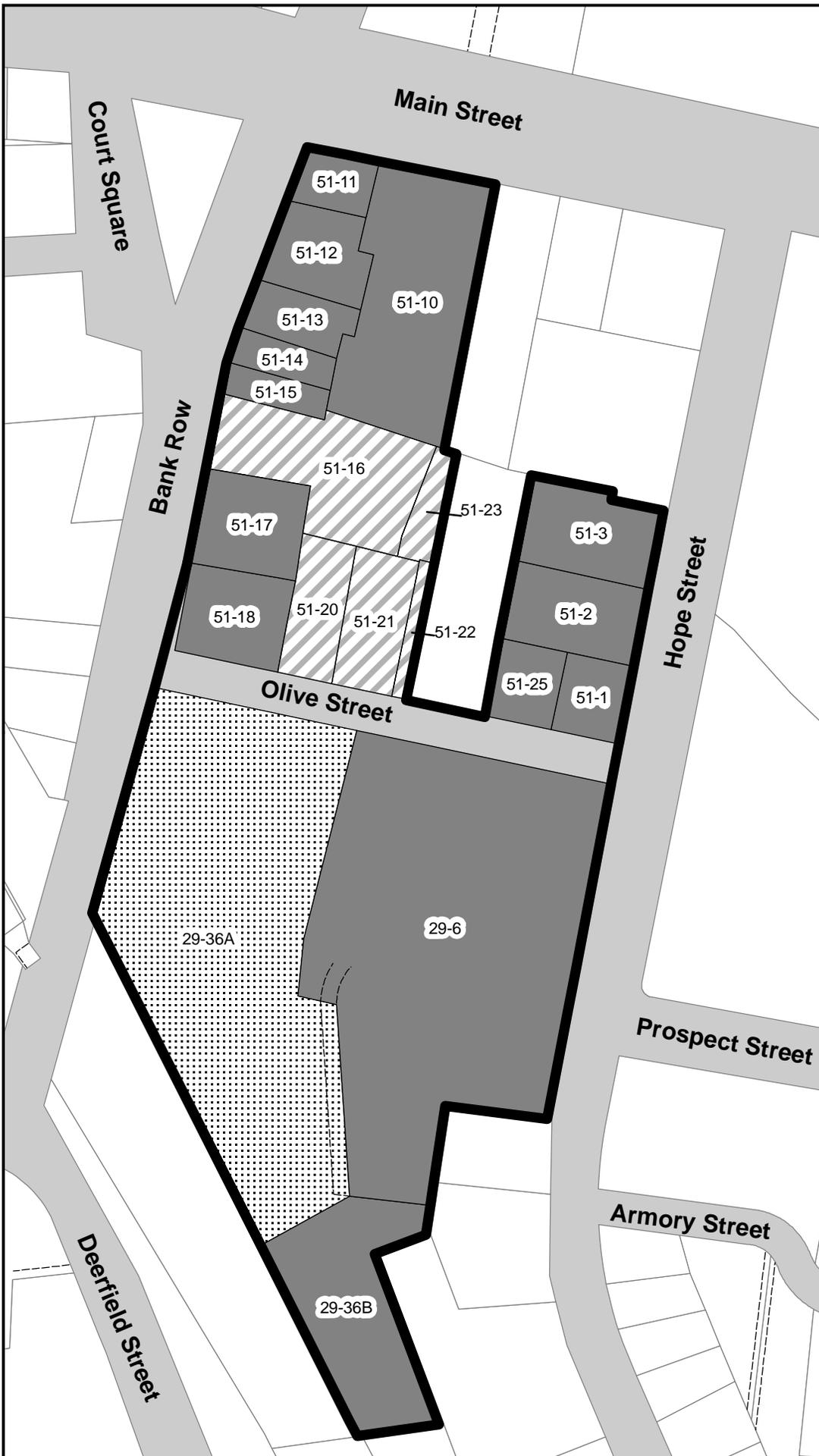
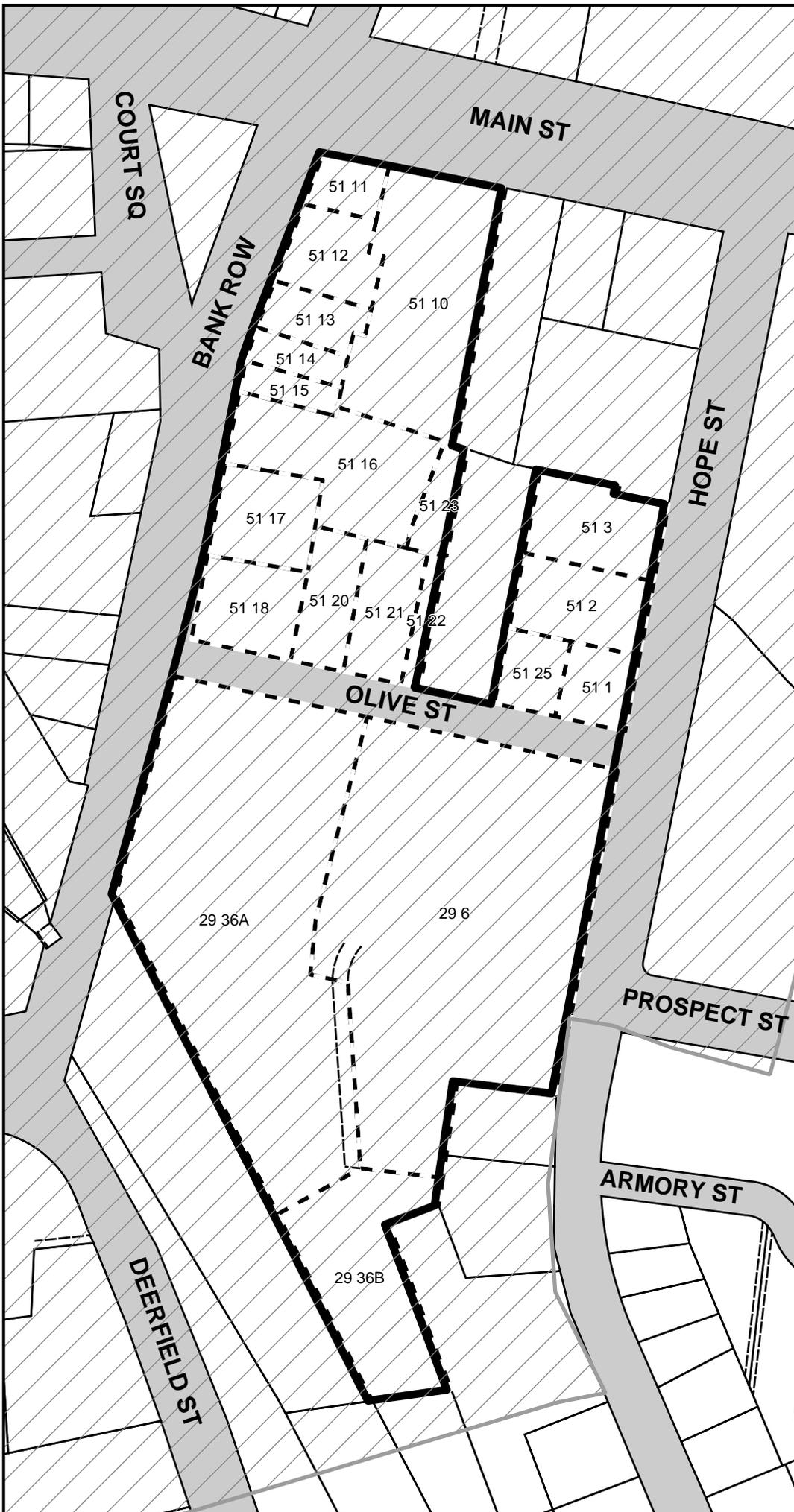


Figure E

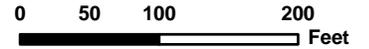
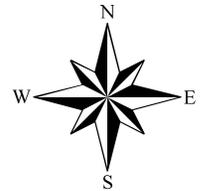
Zoning Existing & Proposed

Bank Row Urban Renewal Plan



Legend

- Urban Renewal Area (URA)
- Parcel Boundaries in URA
- Parcels
- Easements
- Central Commerical (CC) Zone



Locus Map Downtown Greenfield



Map Prepared for: Greenfield Redevelopment Authority
Prepared by: Dept. of Planning & Development
Data Sources: Town of Greenfield, MassGIS
September 2005

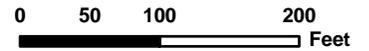
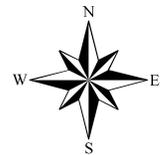
Figure F

Thoroughfares & Rights of Way Existing & Proposed

Bank Row Urban Renewal Plan

Legend

-  Urban Renewal Area (URA)
-  Parcel Boundaries in URA
-  Parcels
-  Easements



Locus Map Downtown Greenfield

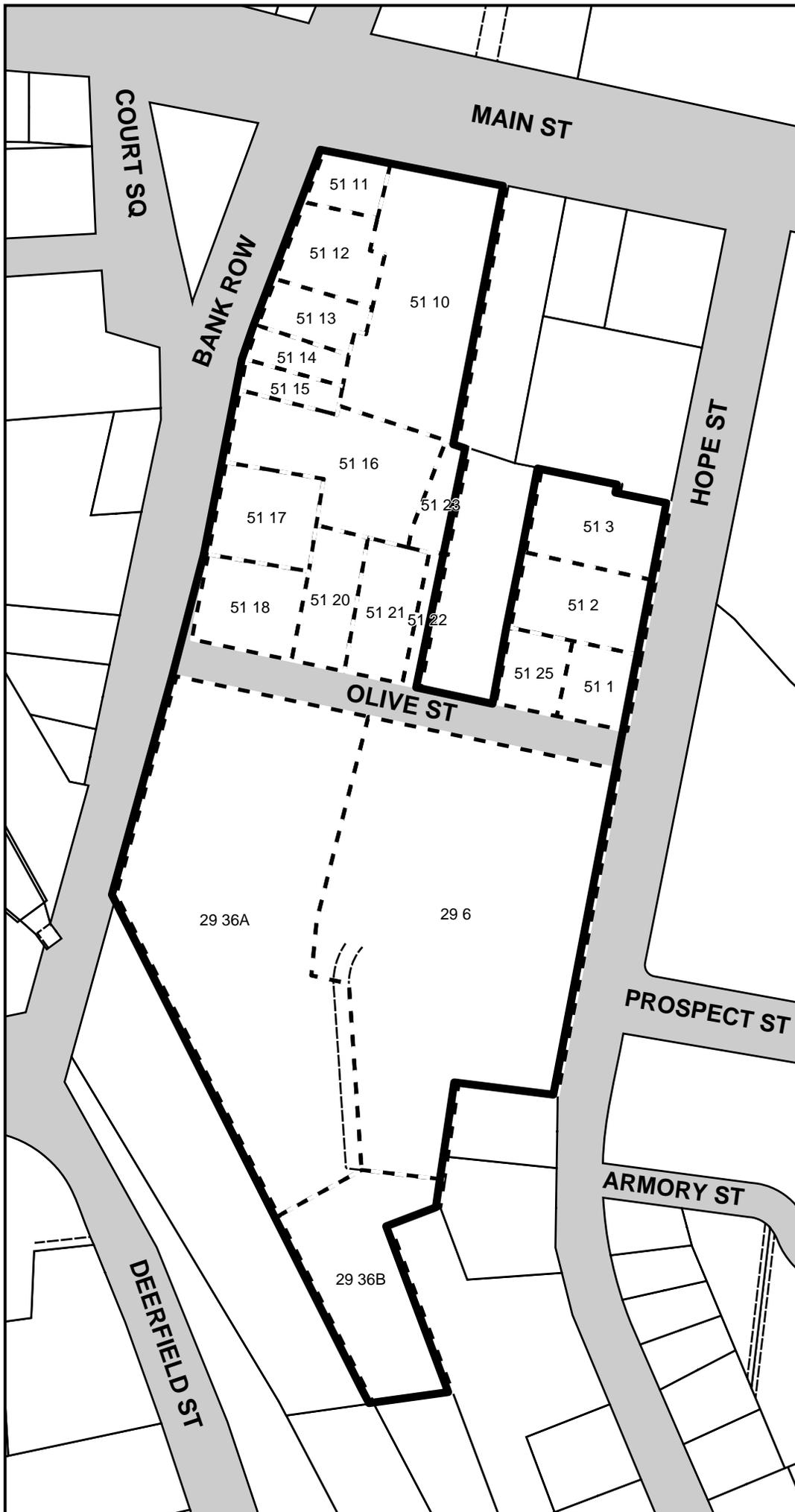


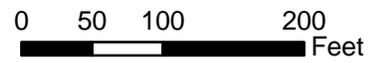
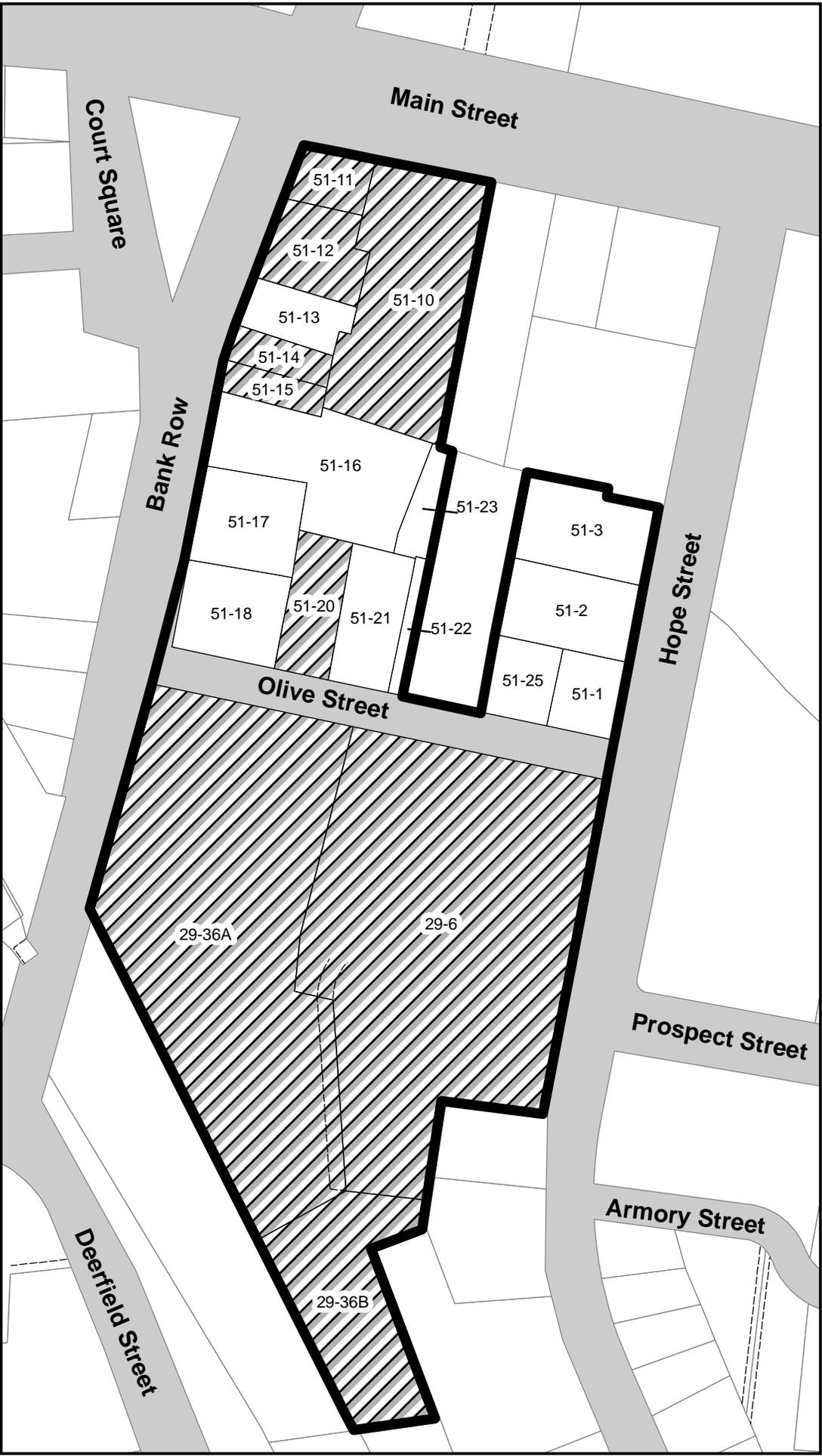
Figure G

Parcels to be Acquired

Bank Row Urban Renewal Plan

Legend

-  Urban Renewal Area
-  Parcels to be Acquired
-  Parcels (as of May 2008)
-  Easements



Locus Map
Downtown Greenfield



Map Prepared for: Greenfield Redevelopment Authority
Prepared by: Concord Square Planning & Development, Inc.
Data Sources: Town of Greenfield Planning Department, MassGIS

August 2008

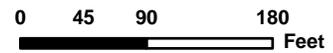
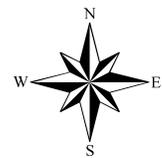
Figure H

Disposition Parcels

Bank Row Urban Renewal Plan

Legend

-  Urban Renewal Area (URA)
-  Disposition Parcels
-  Rehab Buildings
-  Parcels



Locus Map Downtown Greenfield

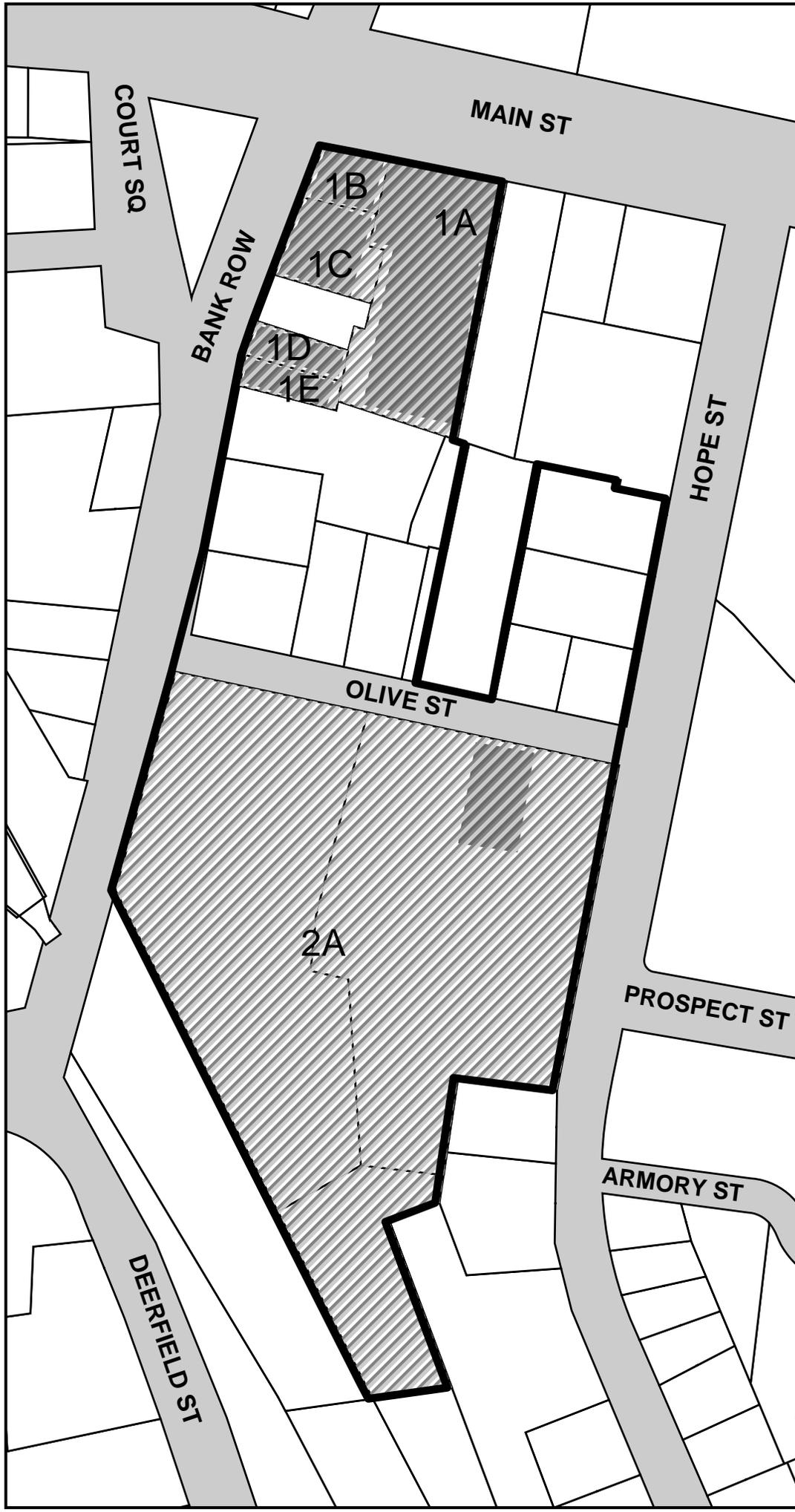
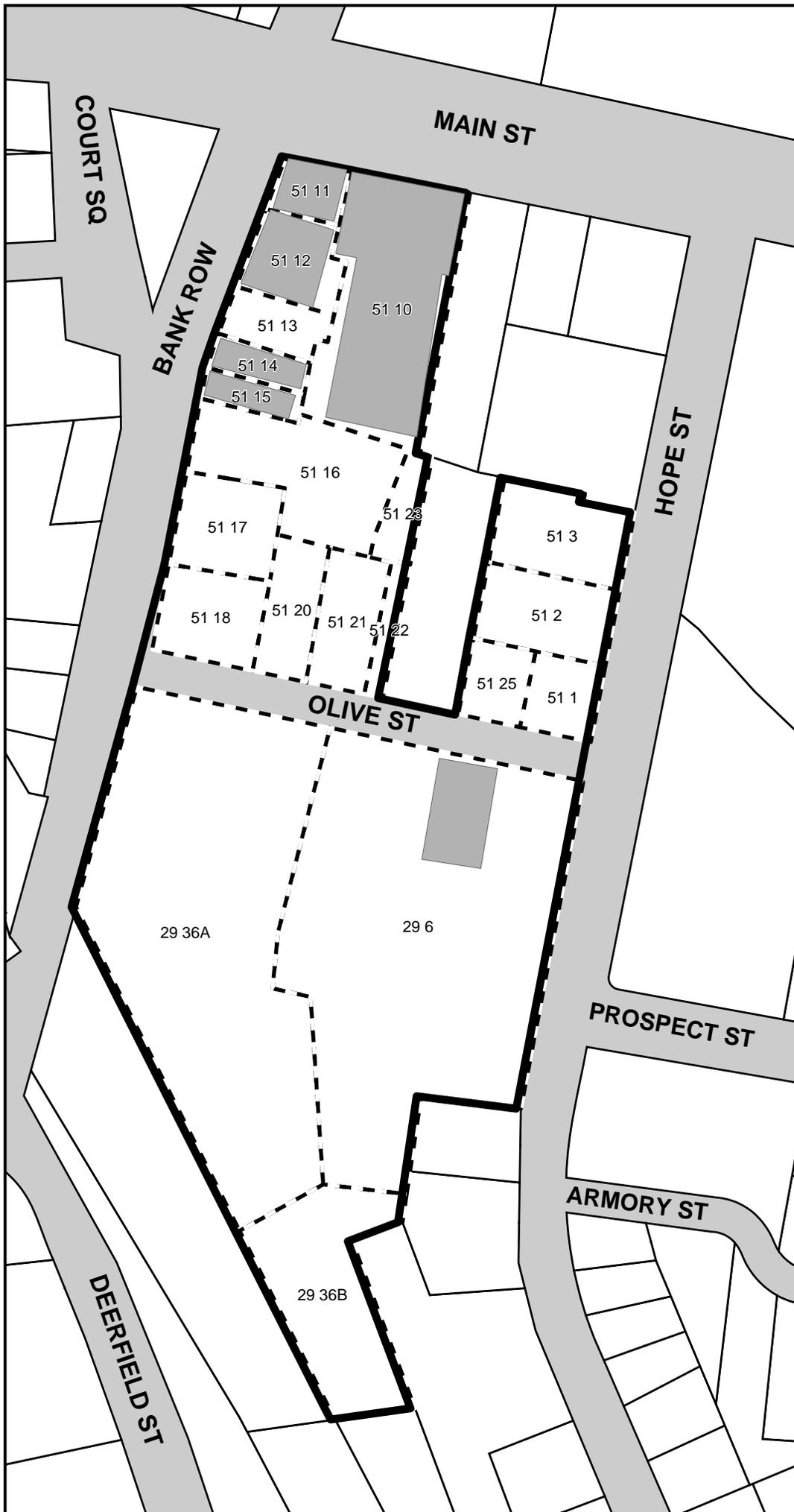


Figure I

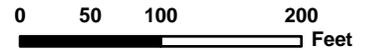
Buildings to be Rehabilitated

Bank Row Urban Renewal Plan



Legend

- Urban Renewal Area (URA)
- Parcel Boundaries in URA
- Parcels
- Buildings to be Rehabilitated



Locus Map Downtown Greenfield



Section 3. Project Area Eligibility – 760 CMR 12.02(2)

Chapter 121B of Massachusetts General Laws requires that urban renewal plans be undertaken in a designated area that has been qualified as “a decadent, substandard or blighted open area” covered by the urban renewal plan, and when because of the presence of any or all of these qualifying conditions, governmental actions are warranted to assist in the revitalization and redevelopment of the area.

The data and other descriptive materials presented in this section demonstrate that the Bank Row URP project qualifies as a “decadent area” as defined below:

“Decadent area” - an area which is detrimental to safety, health, morals, welfare or sound growth of a community because of the existence of buildings which are out of repair, physically deteriorated, unfit for human habitation, or obsolete, or in need of major maintenance or repair, or because much of the real estate in recent years has been sold or taken for nonpayment of taxes or upon foreclosure of mortgages or because buildings have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced, or because of a substantial change in business or economic conditions, or because of inadequate light, air, or open space, or because of excessive land coverage or because diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped by the ordinary operations of private enterprise, or by reason of any combination of the foregoing conditions.

The finding of “blighted, open conditions” pertains to areas that are primarily open land and that because of certain conditions, such as soil problems, contamination, flooding, etc., have not been developed and have no reasonable expectation of successful development. The finding of “substandard conditions” pertains to housing where a significant number of housing units are substandard or uninhabitable, and where government actions are warranted to remove these conditions from the area. Because the Bank Row URP is an area that is neither predominately “open” nor “residential,” these two findings were not utilized to qualify the urban renewal area.

Further, this section also contains documentation to substantiate that proposed rehabilitation activities are feasible, as well as evidence to demonstrate that the Bank

Row URP “is based on a local survey and conforms to a comprehensive plan for the Town.”

Decadence Finding. Decadence refers to a combination of conditions that inhibit the development of an area. These conditions may include buildings that are out of repair, functionally obsolete or physically deteriorated; a significant amount of property that has been recently sold or taken for nonpayment of taxes; buildings that were torn down and not replaced; substandard roadways and infrastructure, etc. Because this combination of problems prevents the successful development of the area, governmental actions are required to assist in the removal of such conditions.

An analysis of the proposed urban renewal area was undertaken and included an examination of ownership, tax assessments, tax status and real-estate transfers; building and land use patterns; presence of excessive land coverage; changes in business or economic conditions; building condition assessments including exterior inspections of each building and interior inspections of representative buildings; and existing street patterns, open space, light and air impacts. Based on this analysis, the following findings qualify the area as decadent - “an area which is detrimental to safety, health, morals, welfare or sound growth of a community.... and it is improbable that the area will be redeveloped by the ordinary operations of private enterprise”.

Building Deficiencies: A survey of properties within the Bank Row URP project area was undertaken by the GRA in March 2004 as part of preparing this urban renewal plan. This survey included exterior inspections of all 20 buildings and a detailed interior/exterior analysis of five of the historic properties being acquired for rehabilitation. An inspection summary for all properties in the Bank Row URP is provided in Table 5. Based on the findings of these building inspections and other conditions affecting the area, as summarized below, it has been determined that the Bank Row URP project area is decadent and that it is improbable that the area will be redeveloped by the ordinary operations of private enterprise. These findings were reconfirmed by the GRA in July 2005.

- Buildings which are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair include seven of the 16 (44 percent) buildings in the URP area comprising 126,400 square feet (65 percent) of the total building space in the project area. These findings are based on interior and exterior building inspections as summarized in Table 4. The seven buildings identified as deficient – or found to be in poor condition, include 353-367 Main Street; 349-351 Main Street/1-5 Bank Row; 9-11 Bank Row; 21-23 Bank Row, 30 Olive Street, 33 Olive Street and 66 Hope Street.

- Buildings situated on lots such that the structure-to-lot area is excessive. The urban renewal area is densely developed with many structures covering the majority of the parcels they are situated on, leaving inadequate or no space for parking, landscaping and open space, loading and/or servicing.

**Table 5. Bank Row Urban Renewal Project - Project Area Inspection Summary Report
Greenfield, Massachusetts
September 2005**

<i>Total Number of Parcels in URP Area</i>	<i>Total Land Area (exclusive of streets)</i>	<i>Total Square Feet of Buildings in Activity Area</i>	<i>Total Number of Buildings in URP Area</i>	<i>Exterior Building Surveys</i>	<i>Interior Building Surveys</i>	<i>Number of Buildings with Deficiencies</i>	<i>Square Feet of Buildings with Deficiencies</i>
20	6.98 Acres	195,150 SF	16	16	5 (31%)	7 (44%)	126,400 (65%)

Deficient buildings include buildings that are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair, buildings situated on lots such that the structure-to-lot area is excessive, resulting in inadequate open space including parking, landscaping, loading or service areas.

Buildings qualifying for more than one category were only counted once.

Other Qualifying Conditions. Other conditions also qualify the URP area as decadent and blighted. These include the following:

- Real estate in the area in recent years has been sold or taken for nonpayment of taxes or upon foreclosure of mortgages:

Although they are not now, all five properties proposed for acquisition by this plan have been periodically tax delinquent over the years. The Town had foreclosed on one property, 361 Main Street, but the owner was successful in redeeming it. This ongoing tax situation, combined with a persistent lack of attention and upkeep has created a very negative condition.

The ongoing pattern of tax delinquency/tax foreclosure and related disinvestment has resulted in the steady deterioration of the five historic buildings that are a primary focus of this plan. Without public intervention, these properties will continue to deteriorate to a point where rehabilitation may no longer be feasible.

Based upon the analysis undertaken above, the project area qualifies as decadent and blighted and it is improbable that it would be made available for redevelopment by private enterprise alone and without the exercise of urban renewal powers.

Justification for Proposed Rehabilitation Activities. Urban renewal plans that propose rehabilitation activities must demonstrate the following:

- The rehabilitation proposed is economically feasible
- The existing street and land use pattern can be adapted to the objectives of the plan
- The area has desirable qualities
- The rehabilitation activities will restore the area in the long term.

In addition to work done as part of a yearlong comprehensive downtown master planning effort by Goody, Clancy & Associates (see Appendix A) -- which recommended preparation of this URP to target the five historic properties before further deterioration renders rehabilitation infeasible -- urban renewal plan preparation activities included a comprehensive Historic Building Assessment of the five buildings on Bank Row and Main Street.

The Downtown mater plan also included a market analysis, prepared by a market research sub-consultant, which identified types of retail, restaurant, office, commercial, residential and cultural uses that might be appropriate for these five properties. The market analysis contained financial worksheets pertaining to the proposed renovations and operations for each property. A copy of the analysis is provided in Appendix B.

The Historic Building Survey, undertaken by Agricola Corporation (see Appendix C), examined the buildings in more detail and refined the financial information contained in the Master Plan. That refinement was the result of a comprehensive physical assessment of the properties and development of recommendations for specific interior and exterior improvements for each property.

The Historic Building Survey completed in April 2004 concluded that all five properties were physically suitable for rehabilitation. The survey recommended preservation guidelines for all buildings and specific rehabilitation standards for each building. A summary of the findings is presented in Table 5.

A determination of the suitability of rehabilitating 30 Olive Street will be made at a future date when that phase of the Bank Row URP advances to implementation. The rehabilitation of this property is being proposed because of the building's potential historical significance.

Urban Renewal Plan's Conformance to a Comprehensive Plan for the Town. The Downtown Greenfield Master Plan has provided the framework for this urban renewal plan and the redevelopment actions proposed by it. Implementation of the Bank Row URP will result in public and private redevelopment actions envisioned in the master plan. The Greenfield Board of Selectmen accepted the Downtown Master Plan in March 2003.

**Table 6. Bank Row Urban Renewal Project - Summary of Historic Building Survey Findings
Greenfield, Massachusetts
September 2005**

<i>Building Address Name</i>	<i>Overall Condition</i>	<i>Major Exterior Improvements</i>	<i>Major Interior Improvements</i>	<i>Possible Reuse Options</i>
353-367 Main Street Garden Theater Block	Fair - Poor	Roof repair Masonry repairs Commercial storefronts and entries Signage Display windows	Upgraded building systems Improved access/egress, including for handicapped Wall, ceiling, trim repairs Rehabilitation of 2 nd floor office space Renovation of storefronts, as needed	Mixed-use facility First floor - retail/commercial Second story – offices, entertainment and performing arts
349-351 Main Street/ 1-5 Bank Row Allen Block	Poor	Roof repair/replacement Spot structural reinforcement Storefront reconfiguration	Improved access/egress, including for handicapped Upgrade of unfinished spaces Upgrade of building systems Window replacement/repair	Ground-floor retail Upper-story offices or housing
9-11 Bank Row First National Bank & Trust of Greenfield Block	Very Poor	Some stabilization work under way Masonry repair Roof replacement	Upgrade of building systems Upgrade of unfinished spaces (basement and 1 st floor)	Festive marketplace Retail Food services
21-23 Bank Row Frank A. Pond Block	Very Poor	Roof repair/replacement Masonry repair Storefront reconfiguration Rear wall and rear access	Upgrade of building systems Structural reinforcement – upper floors Rehabilitation of all floors	Ground-floor retail Upper-story offices or housing
25-27 Bank Row Siano Block	Very Good	Possibly restore storefronts	Window replacement Improved access/egress, including for handicapped	Continued commercial Future ground-floor retail

Section 4. Objectives of the Plan – 760 CMR 12.02(3)

The Bank Row URP seeks to undertake certain activities that will strengthen and revitalize the town's core Central Business District, eliminate substandard and deteriorated building conditions and further the priorities established and adopted in the Downtown Greenfield Master Plan. The objectives of the Bank Row URP are:

1. To strengthen and revitalize the Central Business District through public actions that support and encourage private development and investment.
2. To preserve and restore important downtown structures.
3. To remove impediments to land disposition and development.
4. To rehabilitate and reuse vacant, deteriorated and underutilized properties.
5. To create a livelier town center by upgrading the visual and physical conditions through building rehabilitation and facade improvements.
6. To encourage transit-oriented development and a vibrant village-like neighborhood where people can live, work and play; and to improve substandard structures and discourage incompatible uses, obsolete structures and blighting influences.
7. To control land uses and development in conformity with planning, zoning and other applicable regulations of the Town of Greenfield.
8. To increase local employment through development of vacant and underutilized parcels and increased utilization of existing buildings.
9. To encourage, through urban-design guidelines, actions that will improve significantly the quality and quantity of pedestrian activity throughout the area.
10. To support and expand the development of essential public facilities and services, including transportation and parking.

Types of Proposed Renewal Actions. The Bank Row URP proposes to undertake public redevelopment actions within a 7.5-acre urban renewal area in the heart of downtown Greenfield. Those actions will be aimed directly at preserving key historic properties in a timely manner before further deterioration occurs - and creating a viable development parcel for the construction of a regional transportation center. The project area generally is bounded by Main Street on the north; the rear of properties fronting on Bank Row on the south; Hope Street on the east and Bank Row on the west.

The specific urban renewal activities to be conducted within the Bank Row URP include property acquisition, commercial relocation, property disposition, building preservation/rehabilitation and public improvements. These actions are necessary to acquire five deteriorating structures and make them available for redevelopment.

The proposed urban renewal actions are summarized in Table 2: "Bank Row URP - Summary of Plan Elements" and a parcel listing for properties within the area is provided in Table 3. "Bank Row URP - Urban Renewal Area Property Listing."

General Urban-Design Objectives. Redevelopment within the Bank Row URP will focus on the renovation and reuse of five historically significant properties located in the heart of the Downtown and the creation of a development site for a regional transportation center. This redevelopment will be guided by the following:

- **Downtown Master Plan.** The Town of Greenfield undertook a comprehensive master planning process for its Downtown in 2002. This process culminated in a comprehensive Downtown Master Plan, which was completed in February 2003 and accepted by the Greenfield Board of Selectmen in March 2003.

The downtown master planning process involved an examination of the physical, market, transportation and organization issues affecting a 130-acre study area, including the entire Bank Row URP project area. The Master Plan contains a framework for downtown development, including specific redevelopment strategies for properties within the Bank Row URP.

The Downtown Master Plan recommended the preparation of an urban renewal plan for the Bank Row area as well as the adoption of design guidelines and the creation of a "Main Street Overlay District." These recommendations have formed the basis for the Bank Row URP. An executive summary of the Downtown Master Plan is provided in Appendix A.

- **Zoning.** The existing Central Commercial zoning shall apply to all disposition parcels within the Bank Row URP, subject to the additional regulations and controls for specific disposition parcels as stated below.
- **Energy-Efficient Design.** The GRA fully supports environmental responsibility and green design. The GRA will require all developers to evaluate their designs utilizing the LEED (Leadership in Energy and Environmental Design) Green-Building Rating System, a voluntary, consensus-based national standard for developing high-performance, sustainable buildings. The LEED program, developed by the U.S. Green Building Council, provides a complete framework for assessing building performance and meeting sustainability goals. Based on well-founded scientific standards, LEED emphasizes state-of-the-art strategies for sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality. LEED recognizes achievements and promotes expertise in green building through a comprehensive system offering project certification, professional accreditation, training and practical resources.

LEED certification distinguishes building projects that have demonstrated a commitment to sustainability by meeting the highest performance standards. The GRA strongly encourages developers to meet at least the minimum level for project certification.

- **Additional Regulations and Controls for Specific Disposition Parcels.** Six disposition parcels will be created as a result of the implementation of the Bank Row URP. (See Figure H – Disposition Parcels.) Table 6 identifies and describes these disposition parcels.

**Table 7. Bank Row Urban Renewal Plan –
Designated Disposition Parcels and Proposed Building Program
Greenfield, Massachusetts
September 2005**

<i>Disposition Parcel Designation</i>	<i>Parcel Description</i>	<i>Parcel Size</i>	<i>Approximate Building Area To Be Rehabilitated</i>	<i>Approximate Building Area To Be Constructed</i>	<i>Proposed Zoning (No change)</i>	<i>Proposed Land Use</i>
1-A	353-367 Main Street Partially vacant theater with retail	27,442 SF	38,000 SF	NA	Central Commercial	Mixed use See below
1-B	349-351 Main/1-5 Bank Row Vacant building	3,485 SF	5,000 SF	NA	Central Commercial	Mixed use See below
1-C	9-11 Bank Row Vacant building	6,970 SF	6,500 SF	NA	Central Commercial	Mixed use See below
1-D	21-23 Bank Row Vacant building	2,615 SF	6,500SF	NA	Central Commercial	Mixed use See below
1-E	25-27 Bank Row Vacant building	2,180 SF	7,500 SF	NA	Central Commercial	Mixed use See below
2-A	12 Olive Street	1.8 Acres	NA	10,000 SF Transit and 15,000 – 20,000 SF Mixed Use	Central Commercial	Transportation center See below
2-B	30 Olive Street	1.94 Acres	15,000 SF (30 Olive Street Building Only)	NA	Central Commercial	Mixed use See below

Permitted Uses: The following uses shall be permitted within the designated disposition parcels:

1. **Parcel 1-A:** The building located on Disposition Parcel 1-A shall be made available for the renovation of the property known as the “Garden Theater.” The intent of this acquisition is to preserve and upgrade the existing entertainment and retail uses and to expand commercial uses into the vacant second floor of the building. The permitted uses for this property include the following:
 - a. Retail establishments, including restaurants and bars
 - b. Professional and business offices
 - c. Personal and consumer services
 - d. Philanthropic or charitable institutions
 - e. Theater, including multipurpose cultural, performing arts entertainment centers

- f. Accessory open spaces including pedestrian plazas and outdoor seating areas.

A primary objective of the Bank Row URP is to restore important structures and to create a livelier town center through a pedestrian-oriented streetscape with visually interesting storefronts, a critical mass of shopping and pedestrian activities and an attractive and inviting streetscape. Therefore, *non-retail uses will be permitted on the street level of the building only if the Greenfield Redevelopment Authority is reasonably satisfied that all of the following conditions are met:*

- a. The non-retail use cannot be reasonably accommodated on the upper floors of the building
 - b. The non-retail use provides services to the public that promote pedestrian activity
 - c. The street-level facade is designed to support the pedestrian character of the Downtown.
2. **Parcel 1-B:** The former Allen Block building, located on Disposition Parcel 1-B, shall be made available for mixed-use redevelopment. The permitted uses for this property include the following:
- a. Retail establishments, including restaurants and bars
 - b. Professional and business offices
 - c. Personal and consumer services
 - d. Philanthropic or charitable institutions
 - e. Residential – above ground floor only.

A primary objective of the Bank Row URP is to restore important structures and to create a livelier town center through a pedestrian-oriented streetscape with visually interesting storefronts, a critical mass of shopping and pedestrian activities and an attractive and inviting streetscape. Therefore, *non-retail uses will be permitted on the street level of the building only if the Greenfield Redevelopment Authority is reasonably satisfied that all of the following conditions are met:*

- a. The non-retail use cannot be reasonably accommodated on the upper floors of the building
- b. The non-retail use provides services to the public that promote pedestrian activity
- c. The street-level facade is designed to support the pedestrian character of the Downtown.

3. **Parcel 1-C:** The former First National Bank & Trust of Greenfield building located on Disposition Parcel 1-C shall be made available for mixed-use redevelopment. The permitted uses for this property include the following:
 - a. Retail establishments, including restaurants and bars
 - b. Theater, including multipurpose cultural, performing arts entertainment centers
 - c. Conference center
 - d. Professional and business offices
 - e. Personal and consumer services
 - f. Philanthropic or charitable institutions
 - g. Accessory open spaces including pedestrian plazas and outdoor seating areas.

A primary objective of the Bank Row URP is to restore important structures and to create a livelier town center through a pedestrian-oriented streetscape with visually interesting storefronts, a critical mass of shopping and pedestrian activities and an attractive and inviting streetscape. Therefore, *non-retail uses will be permitted on the street level floor of the building only if the Greenfield Redevelopment Authority is reasonably satisfied that all of the following conditions are met:*

- a. The non-retail use provides services to the public that promote pedestrian activity
 - b. The non-retail uses allowed under d., e., and f. above do not comprise more than 50 percent of the total ground-floor area of the building.
4. **Parcel 1-D:** The former Pond Block located on Disposition Parcel 1-D shall be made available for mixed-use redevelopment. The permitted uses for this property shall include the following:
 - a. Retail establishments, including restaurants and bars
 - b. Professional and business offices
 - c. Personal and consumer services
 - d. Philanthropic or charitable institutions
 - e. Residential – above ground floor only.

A primary objective of the Bank Row URP is to restore important structures and to create a livelier town center through a pedestrian-oriented streetscape with visually interesting storefronts, a critical mass of shopping and pedestrian activities and an attractive and inviting streetscape. Therefore, *non-retail uses will be permitted on the street level of the building only if the Greenfield Redevelopment Authority is reasonably satisfied that all of the following conditions are met:*

- a. The non-retail use cannot be reasonably accommodated on the upper floors of the building
 - b. The non-retail use provides services to the public that promote pedestrian activity
 - c. The street-level facade is designed to support the pedestrian character of the Downtown.
5. **Parcel 1-E:** The former Siano Block located on Disposition Parcel 1-E shall be made available for redevelopment. The permitted uses for this property shall include the following:
- a. Retail establishments, including restaurants and bars
 - b. Professional and business offices
 - c. Personal and consumer services
 - d. Philanthropic or charitable institutions
 - e. Residential – above ground floor only.
6. **Parcel 2-A:** The permitted uses for this disposition parcel shall include the following:
- a. Bus or railroad passenger terminal or taxi dispatch
 - b. Municipal or commercial parking lot or garage
 - c. Retail establishments, including restaurants and bars
 - d. Professional and business offices
 - e. Personal and consumer services
 - f. Philanthropic or charitable institutions
 - g. Mixed residential /business
 - h. Congregate housing for the elderly or handicapped
 - i. Multifamily dwelling
 - j. Accessory open spaces including pedestrian plazas and outdoor seating areas.
7. **Parcel 2-B:** The permitted uses for this disposition parcel shall include the following:
- a. Retail establishments, including restaurants and bars
 - b. Professional and business offices
 - c. Personal and consumer services
 - d. Philanthropic or charitable institutions
 - e. Residential – above ground floor only.

Development Controls for Specific Disposition Parcels. All redevelopment activities undertaken on the following disposition parcels created by the Bank Row URP must comply with the requirements stated:

1. **Parcel 1-A:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaws and the requirements for the Central Commercial District, as may be amended from time to time.
- b. **Secretary of the Interior’s Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building. A summary of these standards is provided as Appendix D.
- c. **Minimum and Preferred Rehabilitation Standards.** The Rehabilitation Standards contained in Appendix E shall apply to the redevelopment of the building. The minimum standards are the minimum level of work that must be undertaken by a redeveloper. The preferred standards are encouraged, but not required, to be undertaken in addition to the minimum required standards.
- d. **Design Guidelines.** The following design guidelines are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historical significance; promoting an attractive and livable community center; and/or preventing alterations that are incompatible with the existing environment or that are of inferior quality or appearance. These guidelines augment the requirements set forth in the zoning bylaws:
 - i. **Ground- Level Building Treatment** Retail activities within the building should be oriented toward the street. The ground level must provide pedestrian interest along the Main Street sidewalk. Storefront windows should be transparent. This transparency will serve to animate the sidewalk and create an environment that is inviting to passers-by as well as increasing the visibility of merchandise or services. Architectural details that are sensitive to the historical character are encouraged, including entrance and window treatments. Canopies and awnings are encouraged, unless they conflict with historic rehabilitation standards.
 - ii. **Signage** – All signage must be designed in such a way as to reflect and enhance the historical character of the area. Prior to the placement of any

signage, the building owner must submit a comprehensive signage plan, including temporary and construction signage, to the Greenfield Redevelopment Authority for review and approval. (A master signage plan for the building must be submitted as part of the design review requirements.) Signs may be placed on the building but only in such a way as to enhance its architecture. Signs should be oriented to pedestrians and slow-moving vehicles. Materials should be durable, of high quality, and suited to the architectural materials of the building. Generally wood, metal and glass are the best base materials for painted signs. Sign colors should complement the colors of the building. No sign may visually obstruct any architectural features of the building including windows, doorways, significant masonry detail or other details. Signs may be located on a canvas awning, on the window glass or glass door (but should not obscure the display area); may be mounted flush to the building facade in a panel above an awning or transom window area; or may be small projecting signs oriented to pedestrians. No lighted or neon signs are permitted on the upper floors. Signs may only be lighted in such a way as to enhance the building's architecture. For upper-story tenants, one painted window sign will be permitted but shall not exceed 20 percent of the area of the window glass. No freestanding signs or internally illuminated signs are permitted, except for the theater marquee.

- iii. Lighting - Lighting of building facades and storefront displays shall be done in a manner that presents an attractive image and is appropriate to the building's architectural style. Exterior lighting should highlight building elements, signs or other distinctive features and shall not attract attention to the light fixture itself. Original light fixtures shall be preserved or replicated when possible. Light fixtures shall be as simple as possible and shall be mounted where they will be partially or completely hidden. Concealed up-lighted fixtures of simple design or fixtures appropriate to the period of the building are required. Lights that glare onto streets, public ways or adjacent properties are not permitted.

2. **Parcel 1-B:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaw or bylaws and the requirements for the Central Commercial District, as may be amended from time to time.
- b. **Secretary of the Interior's Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building. A summary of these standards is provided as Appendix D.

- c. **Minimum and Preferred Rehabilitation Standards.** The Rehabilitation Standards contained in Appendix E shall apply to the redevelopment of the building. The minimum standards are the minimum level of work that must be undertaken by a redeveloper. The preferred standards are encouraged, but not required, to be undertaken in addition to the minimum required standards.

- d. **Design Guidelines.** The following design guidelines are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historical significance; promoting an attractive and livable community center; and/or preventing alterations that are incompatible with the existing environment or that are of inferior quality or appearance. These guidelines augment the requirements set forth in the zoning bylaws:
 - i. **Ground-Level Building Treatment** - Retail activities within the building should be oriented toward the street. The ground level must provide pedestrian interest along the Main Street and Bank Row sidewalks. Storefront windows should be transparent. This transparency will serve to animate the sidewalk and create an environment that is inviting to passers-by as well as increasing the visibility of merchandise or services. Architectural details that are sensitive to the historical character are encouraged, including entrance and window treatments. Canopies and awnings are encouraged, unless they conflict with historic rehabilitation standards.

 - ii. **Signage** – All signage must be designed in such a way as to reflect and enhance the historical character of the area. Prior to the placement of any signage, the building owner must submit a comprehensive signage plan, including temporary and construction signage, to the GRA for review and approval. (A master signage plan for the building must be submitted as part of the design review requirements.) Signs may be placed on the building in such a way as to enhance its architecture. Signs should be oriented to pedestrians and slow-moving vehicles. Materials should be durable, of high quality, and suited to the architectural materials of the building. Generally, wood, metal and glass are the best base materials for painted signs. Sign colors should complement the colors of the building. No sign may visually obstruct any architectural features of the building including windows, doorways, significant masonry detail or other details. Signs may be located on a canvas awning, on the window glass or glass door (but should not obscure the display area); may be mounted

flush to the building facade in a panel above an awning or transom window area, or may be small projecting signs oriented to pedestrians. No lighted or neon signs are permitted on the upper floors. Signs may only be lighted in such a way as to enhance the building's architecture. For upper-story tenants, one painted window sign will be permitted but shall not exceed 20 percent of the area of the window glass. No freestanding or internally illuminated signs are permitted.

- iii. **Lighting** - Lighting of building facades and storefront displays shall be done in a manner that presents an attractive image and is appropriate to the building's architectural style. Exterior lighting should highlight building elements, signs or other distinctive features and shall not attract attention to the light fixture itself. Original light fixtures shall be preserved or replicated when possible. Light fixtures shall be as simple as possible and shall be mounted where they will be partially or completely hidden. Concealed up lighted fixtures of simple design or fixtures appropriate to the period of the building are required. Lights that glare onto streets, public ways or adjacent properties are not permitted.

3. **Parcel 1-C:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaws and the requirements for the Central Commercial District, as may be amended from time to time.
- b. **Secretary of the Interior's Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building. A summary of these standards is provided as Appendix D.
- c. **Minimum and Preferred Rehabilitation Standards.** The Rehabilitation Standards contained in Appendix E shall apply to the redevelopment of the building. The minimum standards are the minimum level of work that must be undertaken by a redeveloper. The preferred standards are encouraged, but not required, to be undertaken in addition to the minimum required standards.
- d. **Design Guidelines.** The following design guidelines are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historical significance; promoting an attractive and livable community center; and/or preventing alterations that are incompatible with the existing

environment or that are of inferior quality or appearance. These guidelines augment the requirements set forth in the zoning bylaws:

- i. Ground-Level Building Treatment - Retail activities within the building should be oriented toward the street. The ground level must provide pedestrian interest along the Bank Row sidewalk. Storefront windows should be transparent. This transparency will serve to animate the sidewalk and create an environment that is inviting to passers-by as well as increasing the visibility of merchandise or services. Architectural details that are sensitive to the historical character are encouraged, including entrance and window treatments. Canopies and awnings are encouraged, unless they conflict with historic rehabilitation standards.
- ii. Signage – All signage must be designed in such a way as to reflect and enhance the historical character of the area. Prior to the placement of any signage, the building owner must submit a comprehensive signage plan, including temporary and construction signage, to the GRA for review and approval. (A master signage plan for the building must be submitted as part of the design review requirements.) Signs may be placed on the building but only in such a way as to enhance its architecture. Signs should be oriented to pedestrians and slow-moving vehicles. Materials should be durable, of high quality, and suited to the architectural materials of the building. Generally wood, metal and glass are the best base materials for painted signs. Sign colors should complement the colors of the building. No sign may visually obstruct any architectural features of the building including windows, doorways, significant masonry detail or other details. Signs may be located on a canvas awning, on the window glass or glass door (but should not obscure the display area); may be mounted flush to the building facade in a panel above an awning or transom window area, or may be small projecting signs oriented to pedestrians. No lighted or neon signs are permitted on the upper floors. Signs may only be lighted in such a way as to enhance the building's architecture. For upper-story tenants, one painted window sign will be permitted but shall not exceed 20 percent of the area of the window glass. No freestanding or internally illuminated signs are permitted.
- iii. Lighting - Lighting of building facades and storefront displays shall be done in a manner that presents an attractive image and is appropriate to the building's architectural style. Exterior lighting should highlight building elements, signs or other distinctive features and shall not attract attention to the light fixture itself. Original light fixtures shall be

preserved or replicated when possible. Light fixtures shall be as simple as possible and shall be mounted where they will be partially or completely hidden. Concealed up-lighted fixtures of simple design or fixtures appropriate to the period of the building are required. Lights that glare onto streets, public ways or adjacent properties are not permitted.

4. **Parcel 1-D:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaws and the requirements for the Central Commercial District, as may be amended from time to time.
- b. **Secretary of the Interior's Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building. A summary of these standards is provided as Appendix D.
- c. **Minimum and Preferred Rehabilitation Standards.** The Rehabilitation Standards contained in Appendix E shall apply to the redevelopment of the building. The minimum standards are the minimum level of work that must be undertaken by a redeveloper. The preferred standards are encouraged, but not required, to be undertaken in addition to the minimum required standards.
- d. **Design Guidelines.** The following design guidelines are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historical significance; promoting an attractive and livable community center; and/or preventing alterations that are incompatible with the existing environment or that are of inferior quality or appearance. These guidelines augment the requirements set forth in the zoning bylaws:
 - i. **Ground-Level Building Treatment** - Retail activities within the building should be oriented toward the street. The ground level must provide pedestrian interest along the Bank Row sidewalk. Storefront windows should be transparent. This transparency will serve to animate the sidewalk and create an environment that is inviting to passers-by as well as increasing the visibility of merchandise or services. Architectural details that are sensitive to the historical character are encouraged, including entrance and window treatments. Canopies and awnings are encouraged, unless they conflict with historic rehabilitation standards.

- ii. Signage – All signage must be designed in such a way as to reflect and enhance the historical character of the area. Prior to the placement of any signage, the building owner must submit a comprehensive signage plan, including temporary and construction signage, to the GRA for review and approval. (A master signage plan for the building must be submitted as part of the design review requirements.) Signs may be placed on the building but only in such a way as to enhance its architecture. Signs should be oriented to pedestrians and slow-moving vehicles. Materials should be durable, of high quality, and suited to the architectural materials of the building. Generally, wood, metal and glass are the best base materials for painted signs. Sign colors should complement the colors of the building. No sign may visually obstruct any architectural features of the building including windows, doorways, significant masonry detail or other details. Signs may be located on a canvas awning, on the window glass or glass door (but should not obscure the display area); may be mounted flush to the building façade in a panel above an awning or transom window area, or may be small projecting signs oriented to pedestrians. No lighted or neon signs are permitted on the upper floors. Signs may only be lighted in such a way as to enhance the building’s architecture. For upper-story tenants, one painted window sign will be permitted but shall not exceed 20 percent of the area of the window glass. No freestanding or internally illuminated signs are permitted.

- iii. Lighting - Lighting of building facades and storefront displays shall be done in a manner that presents an attractive image and is appropriate to the building’s architectural style. Exterior lighting should highlight building elements, signs or other distinctive features and shall not attract attention to the light fixture itself. Original light fixtures shall be preserved or replicated when possible. Light fixtures shall be as simple as possible and shall be mounted where they will be partially or completely hidden. Concealed up-lighted fixtures of simple design or fixtures appropriate to the period of the building are required. Lights that glare onto streets, public ways or adjacent properties are not permitted.

5. **Parcel 1-E:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaws and the requirements for the Central Commercial District, as may be amended from time to time.

- b. **Secretary of the Interior’s Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building. A summary of these standards is provided as Appendix D.
- c. **Minimum and Preferred Rehabilitation Standards.** The Rehabilitation Standards contained in Appendix E shall apply to the redevelopment of the building. The minimum standards are the minimum level of work that must be undertaken by a redeveloper. The preferred standards are encouraged, but not required, to be undertaken in addition to the minimum required standards.
- d. **Design Guidelines.** The following design guidelines are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historical significance; promoting an attractive and livable community center; and/or preventing alterations that are incompatible with the existing environment or that are of inferior quality or appearance. These guidelines augment the requirements set forth in the zoning bylaws:
 - i. Ground-Level Building Treatment - Retail activities within the building should be oriented toward the street. The ground level must provide pedestrian interest along the Main Street sidewalk. Storefront windows should be transparent. This transparency will serve to animate the sidewalk and create an environment that is inviting to passers-by as well as increasing the visibility of merchandise or services. Architectural details that are sensitive to the historical character are encouraged, including entrance and window treatments. Canopies and awnings are encouraged, unless they conflict with historic rehabilitation standards.
 - ii. Signage – All signage must be designed in such a way as to reflect and enhance the historical character of the area. Prior to the placement of any signage, the building owner must submit a comprehensive signage plan, including temporary and construction signage, to the GRA for review and approval. (A master signage plan for the building must be submitted as part of the design review requirements.) Signs may be placed on the building but only in such a way as to enhance its architecture. Signs should be oriented to pedestrians and slow-moving vehicles. Materials should be durable, of high quality, and suited to the architectural materials of the building. Generally, wood, metal and glass are the best base materials for painted signs. Sign colors should complement the colors of the building. No sign may visually obstruct any architectural features of the building including windows, doorways, significant

masonry detail or other details. Signs may be located on a canvas awning, on the window glass or glass door (but should not obscure the display area); may be mounted flush to the building facade in a panel above an awning or transom window area, or may be small projecting signs oriented to pedestrians. No lighted or neon signs are permitted on the upper floors. Signs may only be lighted in such a way as to enhance the buildings' architecture. For upper-story tenants, one painted window sign will be permitted but shall not exceed 20 percent of the area of the window glass. No freestanding or internally illuminated signs are permitted.

- iii. Lighting - Lighting of building facades and storefront displays shall be done in a manner that presents an attractive image and is appropriate to the building's architectural style. Exterior lighting should highlight building elements, signs or other distinctive features and shall not attract attention to the light fixture itself. Original light fixtures shall be preserved or replicated when possible. Light fixtures shall be as simple as possible and shall be mounted where they will be partially or completely hidden. Concealed up-lighted fixtures of simple design or fixtures appropriate to the period of the building are required. Lights that glare onto streets, public ways or adjacent properties are not permitted.

6. **Parcel 2-A:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaws and the requirements for the Central Commercial District, as may be amended from time to time.
- b. **RTC Master Plan and Building Design Requirements.** A master plan is being developed for the Franklin RTC by the FRTA. This master planning process will involve a detailed design and feasibility study for the redevelopment of this site into a mixed-use development that enhances economic development and incorporates private investment and transportation services. The master plan will include specified land uses, including transit uses and associated joint development uses, a conceptual design, design features, a site layout plan, cost estimates and project implementation schedule. The plan will incorporate recommended design guidelines to address architectural massing, image and character of the proposed transit facility and related structures. New building(s) should exhibit noteworthy, distinctive architecture that conveys sensitivity to local tradition, the character of the area and the history and significance of the Downtown as well as meeting the goal of establishing a vibrant urban center.

Individual building designs can suggest their own identity, but must use common materials and similar or compatible architectural forms to ensure that the complete redevelopment of the disposition parcels will result in a cohesive and complementary theme and not a collection of individual projects. Buildings should contribute to a lively, pedestrian-friendly streetscape. Visible sections of the transit center and other structures (Bank Row and Olive Street facades) should be a combination of traditional and contemporary architectural elements and materials to create a signature presence for the building. Signage, lighting, access and egress, loading and unloading, permitted building materials and all design elements must be incorporated into the master plan, which shall be reviewed and approved by the GRA.

- c. **Secretary of the Interior's Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building located at 30 Olive Street. A summary of these standards is provided as Appendix D.
- d. **Minimum and Preferred Rehabilitation Standards.** The GRA shall utilize the Rehabilitation Standards contained in Appendix E as a guide in preparing standards for the redevelopment of the building located at 30 Olive Street.

7. **Parcel 2-B:**

- a. **Zoning.** Provisions of the applicable general requirements of the Town of Greenfield zoning bylaws and the requirements for the Central Commercial District, as may be amended from time to time.
- b. **Secretary of the Interior's Standards for Rehabilitation.** These standards (36 CFR 68) shall apply to the **exterior** of the existing building. A summary of these standards is provided as Appendix D.
- c. **Minimum and Preferred Rehabilitation Standards.** The Rehabilitation Standards contained in Appendix E shall apply to the redevelopment of the building at 30 Olive Street. The minimum standards are the minimum level of work that must be undertaken by a redeveloper. The preferred standards are encouraged, but not required, to be undertaken in addition to the minimum required standards.
- d. **New Buildings.** New building(s) should exhibit noteworthy, distinctive architecture that conveys sensitivity to local tradition, the character of the area and the history and significance of the downtown as well as meeting the goal of establishing a vibrant urban center. Individual building designs can

suggest their own identity, but must use common materials and similar or compatible architectural forms to ensure that the complete redevelopment of the disposition parcels will result in a cohesive and complementary theme and not a collection of individual projects. Buildings should contribute to a lively, pedestrian-friendly streetscape. Visible sections of the transit center and other structures (Bank Row and Olive Street facades) should be a combination of traditional and contemporary architectural elements and materials to create a signature presence for the building. Signage, lighting, access, and egress, loading and unloading, permitted building materials and all design elements shall be reviewed and approved by the GRA.

- e. **Design Guidelines.** The following design guidelines are intended to preserve and enhance cultural, economic and historical resources by encouraging the preservation of buildings that have aesthetic and/or historical significance; promoting an attractive and livable community center; and/or preventing alterations that are incompatible with the existing environment or that are of inferior quality or appearance. These guidelines augment the requirements set forth in the zoning bylaws:
 - i. Ground-Level Building Treatment - Retail activities within the building should be oriented toward the street. The ground level must provide pedestrian interest along the Main Street sidewalk. Storefront windows should be transparent. This transparency will serve to animate the sidewalk and create an environment that is inviting to passers-by as well as increasing the visibility of merchandise or services. Architectural details that are sensitive to the historical character are encouraged, including entrance and window treatments. Canopies and awnings are encouraged, unless they conflict with historic rehabilitation standards.
 - ii. Signage – All signage must be designed in such a way as to reflect and enhance the historical character of the area. Prior to the placement of any signage, the building owner must submit a comprehensive signage plan, including temporary and construction signage, to the GRA for review and approval. (A master signage plan for the building must be submitted as part of the design review requirements.) Signs may be placed on the building but only in such a way as to enhance its architecture. Signs should be oriented to pedestrians and slow-moving vehicles. Materials should be durable, of high quality, and suited to the architectural materials of the building. Generally, wood, metal and glass are the best base materials for painted signs. Sign colors should complement the colors of the building. No sign may visually obstruct any architectural features of the building including windows, doorways, significant

masonry detail or other details. Signs may be located on a canvas awning, on the window glass or glass door (but should not obscure the display area); may be mounted flush to the building facade in a panel above an awning or transom window area, or may be small projecting signs oriented to pedestrians. No lighted or neon signs are permitted on the upper floors. Signs may only be lighted in such a way as to enhance the buildings' architecture. For upper-story tenants, one painted window sign will be permitted but shall not exceed 20 percent of the area of the window glass. No freestanding or internally illuminated signs are permitted.

- iii. Lighting - Lighting of building facades and storefront displays shall be done in a manner that presents an attractive image and is appropriate to the building's architectural style. Exterior lighting should highlight building elements, signs or other distinctive features and shall not attract attention to the light fixture itself. Original light fixtures shall be preserved or replicated when possible. Light fixtures shall be as simple as possible and shall be mounted where they will be partially or completely hidden. Concealed up-lighted fixtures of simple design or fixtures appropriate to the period of the building are required. Lights that glare onto streets, public ways or adjacent properties are not permitted.

Anticipated Public and Private Investment. Implementation of the Bank Row URP is anticipated to generate significant private investment. The private-sector investment in the renovation of the five historic buildings is estimated at between \$8 million and \$9 million, depending on the specific end use and the level of rehabilitation undertaken for each property.

In addition, the proposed Franklin RTC will involve the construction of an approximately 10,000-square-foot building and will centralize all transit operations in the region. The projected cost of the facility, including site improvements, is \$2.7 million. The transit center will sell tickets and will provide waiting areas sheltered from the weather, concession space such as a coffee shop to serve those waiting, rest rooms and office space for transit administrators and operators. It also will offer joint development possibilities to enhance the business and service environment of the downtown Greenfield area. Six bus berths and two paratransit berths will allow direct boarding of passengers. Parking to support the center will be provided on site, and will consist of approximately 60 spaces, including the required handicapped spaces.

Additional area will be available for up to 20,000 square feet of joint/transit development use. A master plan, including conceptual building design and site layout, is being

developed by the FRTA. This additional joint development activity will result in additional investment of \$2 million.

Finally, future redevelopment of the 30 Olive Street building is projected at \$2.25 million, resulting in total private investment exceeding \$12 million. Table 8 summarizes the development program and the resulting tax revenues.

This translates into an annual increase in property tax revenues of approximately \$248,000 based on a FY '06 tax rate of \$19.09 per \$1,000. Commercial and/or residential redevelopment of other privately owned land, spurred by the revitalization activities outlined in this plan, is likely to result in additional private investment.

In addition to the public investment totaling \$5 million to \$6 million to fund the implementation of the urban renewal project, additional public funding in the amount of \$2.7 million will be expended on the construction of the Franklin RTC and related public improvements, including parking, streetscape and sidewalk enhancements.

Table 8. Bank Row Urban Renewal Plan - Commercial Development Program/Tax Revenue Projections Greenfield, Massachusetts September 2005				
Development Type	Square Feet	\$/SF Cost	Projected Construction Value	Projected Annual Tax Revenues Attributable to New Construction
Transit Center (FRTA Estimate)	25,000	NA	\$2,700,000	NA
Entertainment - Rehabilitation	25,900	\$120	\$3,108,000	\$59,332
Mixed-Use - Rehabilitation	52,600	\$150	\$7,890,000	\$150,620
Mixed-Use - New Construction	20,000	\$100	\$2,000,000	\$38,180
Total	108,500		\$15,698,000	\$248,132

Jobs Creation Resulting From Renewal and Redevelopment Activities. In addition to private investment in construction, it is estimated that new development of these underused properties will create up to 126 new jobs, based on the amount of new space to be developed. The job creation estimates are provided in Table 8. The actual number of jobs created will depend on the ultimate reuse of the redeveloped properties. Office use will generate more direct employment, while residential use will result in increased demand for downtown goods and services, stimulating more indirect employment.

Relocation interviews undertaken as part of the preparation of a relocation plan (See Section 8) determined that there are 30 commercial occupants in the eight buildings scheduled for acquisition. It is estimated that the acquisition of these properties will

result in the displacement of jobs from the site. Many businesses interviewed during the preparation of the Relocation Plan expressed a desire to remain downtown and it is believed there will be adequate inventory to accomplish this, possibility including relocation into buildings that are renovated as a result of this plan. Therefore, the GRA is confident that the 30 jobs will be retained once businesses are relocated to other downtown sites.

To summarize, the Bank Row URP is designed to facilitate job creation and retention in Greenfield, with the goal of accommodating 100 percent of the relocated businesses within the Town. If, in fact, this goal is accomplished, the plan would result in the retention of the 30 relocated (full-time) jobs plus the creation of approximately 126 full-time jobs.

Development Type	Jobs/SF	SF Rehab	SF New Construction	Total SF	Projected Jobs	Jobs to be Displaced/Retained	Net new Jobs
Mixed Use - Commercial/ Retail	1 Job/750 SF	52,600 SF	20,000 SF	72,600 SF	97 Jobs	12 Jobs	85 Jobs
Light Industrial - Transportation/ Entertainment	1 Job/1,250 SF	25,900 SF	10,000 SF	35,900 SF	29 Jobs	18 Jobs	11 Jobs
Total		78,500 SF	30,000 SF	108,500 SF	126 Jobs	30 Jobs	96 Jobs

Development Controls on Parcels Not To Be Acquired. In order to achieve the objectives of Bank Row URP, all properties within the project area will be subject to the development controls specified in this section. The following controls shall apply to all properties located within the Bank Row URP that are not scheduled to be acquired, but that subsequently may undergo renovation, expansion, reconstruction, demolition or replacement involving modifications to the exterior of the building or buildings. Note: Minor exterior modifications, such as new signage, may trigger certain requirements set forth below, as determined after consultation with the GRA:

- **Site-Plan Review.** No structure shall be renovated, expanded, constructed or replaced without prior review and approval of plans by the GRA, in accordance

with the “Development Plan Review and Approval” requirements set forth in this section.

- **Urban-Design Guidelines.** To the maximum extent feasible, all development shall be consistent with the urban design objectives and guidelines contained in this plan relative to transparency, signage and lighting.
- **Secretary of the Interior’s Standards for Rehabilitation.** To the maximum extent feasible, these standards (36 CFR 68) shall apply to the **exterior** of existing buildings. A summary of these standards is provided as Appendix D.

Other Regulations and Controls Applying to All Parcels. All development within the Bank Row URP, including properties not to be acquired, must comply with requirements that include Development Plan Review and Approval Requirements for all parcels, as set forth below:

- **Development Plan Review and Approval.** The Greenfield Redevelopment Authority (GRA) shall review and approve all redevelopment projects proposed to be undertaken within the URP to ensure compatibility with the objectives of the plan and the applicable urban-design requirements.

The following is an outline of the plan review and approval process. (It is understood that this process may be modified to be consistent with a Town design review/signage process, if and when the Town should adopt such a process as part of its zoning bylaws – in which case the Town process and submission requirements may be substituted by the GRA.)

- **Required Submission Materials.** Project plans submitted must be drawn by a Massachusetts registered land surveyor, a registered professional engineer or a registered architect to a scale of 40 feet to the inch or larger and shall include the following:
 1. **Site Plan.** A Site Plan incorporating the following information:
 - a. A locus map
 - b. A table summarizing compliance with zoning bylaws and development controls that supplement the zoning bylaws
 - c. The location and boundaries of the property and building footprints, adjacent streets or ways, and the locations and names of owners of all adjacent properties

- d. Size and location of existing and proposed structures, including adjacent structures
 - e. Location of parking and loading areas, driveways, walkways, access and egress, and distance to nearest driveway and intersection (labeled to show number and sizes of parking spaces)
 - f. The location and description of any proposed utilities including proposed services
 - g. Location, dimensions and arrangement of any open spaces and yards, including type and size of planting materials, color and type of surface materials, methods to be employed for screening, and irrigation systems for all planted materials
 - h. Exterior lighting (including numbers, lumens, height, type, size, etc.)
 - i. Location of refuse containers and types of screening materials to be used for trash removal and any other such elements to be located on the site
 - j. Any other plans, specifications, or information considered necessary by the GRA for adequate review of the proposed improvements.
2. **Landscape Plan.** A Landscape Plan, prepared by a landscape architect registered in the Commonwealth of Massachusetts, showing:
- a. Existing and proposed grades; existing vegetative cover, including trees to be retained, and other landscape elements; proposed layout of plant material including the location, size, and type of such vegetation.
 - b. The proposed site-development plan showing existing and proposed building footprints, walls, fences, parking spaces, loading bays, driveways, storage areas, public rights of way, easements and the location of structures, refuse containers and other site elements on the property. Uses of abutting properties/or parts of properties also shall be included.
 - c. A plant schedule giving botanical and common names of plants to be used, size at time of planting, mature size, rate of growth, quantity of each, location and method of any excavation and soil preparation necessary, and the spacing and location of all proposed trees, shrubs, and groundcovers. This schedule shall include a note confirming the commitment to maintain planting; to replace planting where necessary in a timely manner and to include an irrigation system for all planted material.
3. **Elevations.** Drawings and plans showing, in color, elevations for the street side of all buildings and structures existing or proposed, and identifying the materials to be used in construction/renovation; also showing the location of all necessary roof-mounted units and any other equipment and appropriate screening.

4. **Materials.** Specifications for construction and materials, and samples (including proposed colors) of all proposed exterior materials and finishes (including those for windows, roof, etc.)
 5. **Signs.** Plans showing size, design, materials, color, and location of all exterior signs (including temporary and permanent signs). If applicable, plans should indicate how the signs will be lighted. In multi-tenant buildings, a comprehensive signage plan depicting the size, design, material and location of all signs must be submitted prior to the placement of the first tenant sign.
 6. **Construction Schedule.** A construction schedule from initiation of site activities to completion and occupancy.
- **Review and Approval Process.** The GRA shall review all development plans to ensure that they are in compliance with the urban renewal plan. The GRA or its designated design reviewer shall provide a written determination of the review and any recommendations within 30 days from the date it receives a complete set of project development plans. In the event that said plans are not complete or are determined by the GRA to be in non-compliance with the urban renewal plan, the GRA shall be entitled to an additional period of 30 days to review any revised submission.

Once development plans have been determined to be in compliance with the urban renewal plan, a vote will be scheduled at the next regular meeting of the GRA.

No construction, including demolition, or request for the issuance of a building permit on any project in the Bank Row URP may be undertaken until the plans for the project are approved by the GRA in conformance with the process described herein.

Duration and Effective Date of Regulations and Controls. The regulations and controls contained in this plan shall be binding and effective by deed or lease upon all purchasers or lessees of land and their heirs and assignees for 20 years from the date of the approval of the Bank Row URP by the Department of Housing and Community Development. At no time shall the acquisition, use, disposal, or conveyance of land or improvements within the Bank Row URP to or by any person be denied, restricted or abridged, nor occupancy or possession preferred, segregated or refused, because of race, color, creed, sex, sexual orientation, or nationality or ancestry.

Changes in Approved Plan. This plan may be modified at any time by the Greenfield Redevelopment Authority, following the procedures outlined in 760 CMR 12.03 - Plan Changes.

Section 5. Financial Plan – 760 CMR 12.02 (4)

Financial Plan: A financial plan for the implementation of the Bank Row URP has been prepared and is provided in Table 9. The plan was developed to enable implementation to take place over four phases and the budget reflects this phasing program. In addition, the financing plan was developed in accordance with 760 CMR 12.02 (4), which requires that the plan include:

- *Estimated cost of each parcel to be acquired and identification of any property in which any officer or employee of the municipality or of the GRA has, or is believed to have, any direct or indirect interest:*

One appraisal for the properties proposed for acquisition was obtained by the GRA and used to develop the acquisition cost estimate contained in the Bank Row URP budget. A second appraisal will be obtained by the GRA after the Department of Housing and Community Development approves the plan. The vacant Mill Street parcel proposed to be acquired under the Bank Row URP is owned by the Boston & Maine Railroad (Guilford Transportation) and is located adjacent to the rail line. This property will be acquired through negotiated acquisition, and an appraisal will be obtained once these negotiations have commenced.

The Garden Theater property, proposed to be acquired under the Bank Row URP, is owned by Ronald Goldstein and managed by GRA member George Gohl. Mr. Gohl has expressed informal interest in redeveloping this property should it be acquired by the GRA and made available for disposition. Mr. Gohl has refrained from taking part in any GRA board action or vote in connection with the Bank Row URP. There are no other properties in which any officer or employee of the municipality or of the GRA has or is believed to have any direct or indirect interest.

- *Detailed cost estimates for site preparation.*

Site preparation improvements are summarized in Section 7. The Bank Row URP contemplates the acquisition and redevelopment of five existing properties. There are no special site conditions, such as grading, drainage or soil issues,

anticipated in connection with these five structures. Other costs such as environmental testing, including subsurface testing and lead and asbestos surveys, as well as a detailed structural assessment of the buildings, could not be obtained due to lack of access provided by current owners to the properties, although a Historic Building Assessment was prepared for each property by Agricola Corporation. Environmental assessments will be undertaken upon acquisition of the properties by the GRA and appropriate offsets will be made to reflect any downward adjustment of appraisal pricing as a result of identified contaminants.

The Historic Building Survey of the five buildings did not identify any major structural defects and the cost estimates associated with any building defects or required upgrades are contained in the rehabilitation cost estimates for the redevelopment project rather than as a part of the implementation of the Bank Row URP.

The site preparation cost estimates for the development of the Franklin RTC will be refined as part of the preparation of a detailed master plan for the project. A preliminary estimate based on conceptual planning and site selection activities has been used for urban renewal planning purposes.

- *Detailed cost estimates for all proposed public improvements.*

Public improvements directly related to the redevelopment activities contemplated by the Bank Row URP will include sidewalk, street lighting and landscaping upgrades along Bank Row and Olive and Hope streets. In addition, trees will be planted along Hope and Olive streets, and decorative pedestrian-scale streetlights are planned. These improvements are summarized in Section 8.

Plans and cost estimates for public improvements associated with the development of the Franklin RTC will be prepared as part of the development of the master plan for the project. Improvements anticipated include traffic signalization, streetscape and signage, public spaces and enhanced accessibility. A cost estimate for any recommended public improvements for the transportation center will be included in the master plan.

- *Detailed cost estimates for relocation expenses.*

The cost estimates for relocation expenses are summarized in Section 9 and are based on other recently completed relocation projects. The Bank Row URP will involve the phased displacement of 20 occupants (one occupant during Phase 1, seven during Phase 2, one occupant in Phase 4 and the remaining occupants in a

future Phase). A Working Relocation Plan has been prepared. All relocation that is undertaken will comply with applicable state and federal regulations.

- *Detailed cost estimates establishing the total project cost.*

The total project costs are shown in Table 10.

- *Project budget including administrative expenses and reserves for contingencies.*

The project budget, presented in Table 10, includes administrative expenses and reserves for contingencies.

Project Budget: The total estimated gross cost of implementing the activities contemplated by the Bank Row URP, including public improvements, is estimated to be \$6 million. The net cost after deducting sale proceeds from property dispositions is expected to be \$5 million. A phased budget detailing all costs is provided in Table 9.

Funding for the implementation of the Bank Row URP will come from several sources as indicated in Table 9.

Table 10. Project Budget - Bank Row Urban Renewal Plan

<u>Project Sources:</u>	<u>Total</u>	<u>Phase 1</u>	<u>Phase 2</u>	<u>Phase 3</u>	<u>Phase 4</u>	<u>Future</u>
Greenfield Redevelopment Authority - Equity	50,000	50,000	0	0	0	0
Greenfield Redevelopment Authority - Disposition Proceeds	750,400	65,240	574,800	110,360	0	0
Local Bonding, State Appropriation, Tax Improvement Financing	2,208,139	600,000	600,000	0	0	1,008,139
PWED/CDAG Grant (Phase 3 Public Improvements)	850,000	0	0	850,000	0	0
MA Economic Development Fund (Site Assembly)	650,000	400,000	0	250,000	0	0
Federal Transit Administration (Transit Center)	1,380,287	0	0	0	1,380,287	0
Executive Office of Transportation (Transit Center)	<u>345,072</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>345,072</u>	<u>0</u>
Total Sources:	\$6,233,898	1,115,240	1,174,800	1,210,360	1,725,359	1,008,139
Project Costs:						
Site Assembly:						
Acquisition (Per Budgetary Appraisals)	2,495,000	515,000	460,000	200,000	800,000	520,000
Appraisals (Acquisition/Disposition)	70,000	30,000	10,000	10,000	10,000	10,000
Surveys (Acquisition/Disposition)	30,000	15,000	5,000	5,000	2,500	2,500
Titles/Title Insurance	57,500	30,000	10,000	10,000	4,000	3,500
Legal	120,000	40,000	40,000	20,000	10,000	10,000
Other Engineering	22,500	12,000	5,000	3,000	1,250	1,250
Insurance	<u>30,000</u>	<u>10,000</u>	<u>10,000</u>	<u>5,000</u>	<u>2,500</u>	<u>2,500</u>
<i>Sub-total:</i>	<i>2,825,000</i>	<i>652,000</i>	<i>540,000</i>	<i>253,000</i>	<i>830,250</i>	<i>549,750</i>
Relocation:						
Business Payments (Consultant Estimate)	650,000	40,000	210,000	0	300,000	100,000
Relocation Management Services (Consultant Services)	<u>100,000</u>	<u>20,000</u>	<u>40,000</u>	<u>0</u>	<u>25,000</u>	<u>15,000</u>
<i>Sub-total:</i>	<i>750,000</i>	<i>60,000</i>	<i>250,000</i>	<i>0</i>	<i>325,000</i>	<i>115,000</i>
Demolition/Site Preparation:						
Demolition (21,648 SF @ \$6.00/SF)	129,888	0	0	0	82,560	47,328
Asbestos Removal Allowance (21,648 SF @ \$3.00/SF)	64,944	0	0	0	41,280	23,664
Allowance for Environmental Conditions	<u>65,000</u>	<u>25,000</u>	<u>15,000</u>	<u>0</u>	<u>15,000</u>	<u>10,000</u>
<i>Sub-total:</i>	<i>259,832</i>	<i>25,000</i>	<i>15,000</i>	<i>0</i>	<i>138,840</i>	<i>80,992</i>
Environmental Site Assessments:						
Site Assessments	<u>65,000</u>	<u>30,000</u>	<u>10,000</u>	<u>10,000</u>	<u>7,500</u>	<u>7,500</u>
<i>Sub-total:</i>	<i>65,000</i>	<i>30,000</i>	<i>10,000</i>	<i>10,000</i>	<i>7,500</i>	<i>7,500</i>
Property Management and Maintenance:						
Property Management Services	71,000	30,000	30,000	5,000	3,000	3,000
Property Management - Supplies	<u>60,000</u>	<u>10,000</u>	<u>35,000</u>	<u>5,000</u>	<u>2,500</u>	<u>7,500</u>
<i>Sub-total:</i>	<i>131,000</i>	<i>40,000</i>	<i>65,000</i>	<i>10,000</i>	<i>5,500</i>	<i>10,500</i>
Project Cost Sub-total:	4,030,832	807,000	880,000	273,000	1,307,090	763,742
Program Administration @10% of Sub-total	403,083	80,700	88,000	27,300	130,709	76,374
Contingency @20% of Sub-total plus Administration	<u>886,783</u>	<u>177,540</u>	<u>193,600</u>	<u>60,060</u>	<u>287,560</u>	<u>168,023</u>
<i>Sub-total:</i>	<i>5,320,698</i>	<i>1,065,240</i>	<i>1,161,600</i>	<i>360,360</i>	<i>1,725,359</i>	<i>1,008,139</i>
Public Improvements	<u>900,000</u>	<u>50,000</u>	<u>0</u>	<u>850,000</u>	<u>0</u>	<u>0</u>
Gross Project Cost Total:	6,220,698	1,115,240	1,161,600	1,210,360	1,725,359	1,008,139
Projected Disposition Proceeds	950,000	250,000	400,000	200,000	0	100,000
Net Project Cost:	5,270,698	865,240	761,600	1,010,360	1,725,359	908,139

Section 6. Requisite Municipal Approvals – 760 CMR 12.02(5)

Greenfield, originally incorporated as a town in 1753, became a municipal corporation called the “Town of Greenfield” in 2003. The Town now operates under a city form of government. Its first mayor took office for a three-year term on June 10, 2003. The Town has a 13-member Town Council.

The requisite municipal approvals specified in M.G.L., Chapter 121B, Section 48, and Opinion of Counsel to the GRA have been obtained and are provided in this document. Specifically:

Public Hearing:

The Greenfield Town Council held a public hearing relating to the Bank Row URP. Documentation of the public hearing notices and certified minutes of the hearing are provided in Appendix I.

Greenfield Planning Board Approval:

Documentation of the vote of the Greenfield Planning Board, indicating that the Bank Row URP is based on a local survey and conforms to the comprehensive plan for the City as a whole, is provided in Appendix I.

Greenfield Redevelopment Authority Approval:

Documentation of the vote of the Greenfield Redevelopment Authority approving the Bank Row URP is provided in Appendix I.

Greenfield Town Council Approval:

A certified copy of the approval of the Bank Row URP by the Greenfield Town Council is provided in Appendix I.

Massachusetts Historical Commission – Project Notification Form:

A copy of the Project Notification Form that was submitted to the Massachusetts Historical Commission is provided in Appendix I.

Massachusetts Environmental Policy Act Status:

An Environmental Notification Form for the Bank Row URP was filed with the Executive Office of Environmental Affairs in accordance with the Massachusetts Environmental Policy Act (MEPA). A copy of the certificate of the Secretary of Environmental Affairs indicating that the project does not require an Environmental Impact Report is provided in Appendix I.

Opinion of Counsel:

A copy of the Opinion of Town Counsel, stating that the Bank Row URP is in compliance with applicable laws, is provided in Appendix I.

Section 7. Site Preparation – 760 CMR 12.02 (6)

The Bank Row URP project boundary comprises approximately 7.5 acres in a developed two-block area located in the downtown center of Greenfield. As shown in Figure A-2 of Section 2, the Bank Row URP site slopes downward from Main Street in a southerly direction, evidence that the area was developed on a hill. There are no other significant topographical features in this densely developed area.

The specific urban renewal activities to be conducted within the Bank Row URP include property acquisition, commercial relocation, spot clearance, disposition of existing buildings for preservation/rehabilitation, and disposition of land to support the development of a regional transportation center and related joint development project.

One principal reason for proposing this plan focuses on the preservation and reuse of certain neglected historical properties. Therefore, site preparation activities in connection with the preservation of the five historic buildings on Bank Row and Main Street will be limited to the identification and remediation of any subsurface environmental contamination that is identified by the GRA upon site acquisition. With the historical use of these properties having been as downtown retail and office space, subsurface environmental contamination is not expected.

The GRA will undertake more extensive site preparation activities that are necessary to create the disposition parcel for the proposed Franklin RTC. Site preparation activities will include the demolition and removal of three buildings, the removal of any asbestos and/or lead as required for building demolition activities, site grading and compaction, as necessary. Site grades may be altered slightly to facilitate drainage.

Site preparation for the future redevelopment of the 30-66 Olive Street site will involve the removal of two structures; one is a storage garage and the other a small retail shop. Work will include the removal of any asbestos and/or lead as required for building demolition activities, site grading and compaction, as necessary. Site grades may be altered slightly to facilitate drainage and support redevelopment actions.

There are no sites within the Bank Row URP that are currently listed as hazardous-waste sites according to the Massachusetts Department of Environmental Protection records. The privately owned parcels scheduled for acquisition will be investigated immediately

upon acquisition and hazardous conditions will be addressed in accordance with applicable state and federal regulations. Should these investigations identify any environmental contamination, the funding for any necessary remediation will be provided through an adjustment to the market value of property and an offset to the disposition proceeds will be made to reflect the diminution in value caused by the presence of such contamination.

Eminent domain activities will be undertaken, as proposed, within an area that has been determined to be decadent, in order to facilitate the preservation/rehabilitation of the five properties on Bank Row and Main Street and to create a development parcel for a regional transportation center on Bank Row and Olive Street in accordance with the objectives of this plan.

Section 8. Public Improvements – 760 CMR 12.02 (7)

An attractive and engaging pedestrian streetscape is vital to achieving the objectives of the Bank Row URP. According to the Downtown Master Plan, streetscape improvements “often and appropriately are the first step a town takes to bring about downtown revitalization, enhance aesthetics, make shopping more enjoyable and comfortable and unify the downtown with a consistent treatment.” Such efforts also provide a framework for investment that diminishes risk for private investors, the plan states.

A fundamental element of the streetscape program for Greenfield’s Downtown is an emphasis on pedestrian-friendly streets with a harmonious and distinctive character that will help to create a vibrant town center in which people can live, work and play. This objective will be achieved through building facade improvements, including attractive storefront displays, as well as by well-designed signage, sensitive use of lighting, and the encouraged use of special features, such as canopies. An important goal of the Bank Row URP is to utilize outdoor seating areas and public spaces to bring the retail experience out to the street, where the sidewalk experience will complement the interior uses and enhance the streetscape at the same time.

Streetscape improvements in the Town already have produced wide sidewalk areas with street trees, pedestrian-scaled streetlights, brick bump-outs and a landscaped edge to a municipal parking lot. The conversion of Memory Lane into a pedestrian alley linking Main Street to a potential senior center site is an example of a street improvement that creates a new pedestrian connection and enables social interaction. More such improvements are needed to build on the recent successful program. Those additional efforts should include an information kiosk along or near Main Street and a new, more attractive system of directional signs.

All of this will serve to produce a livelier and more attractive Downtown.

Accordingly, the Town is proposing to undertake certain public improvements as part of the Bank Row URP that will enhance the image of the area, improve the streetscape environment, attract visitors and patrons, and encourage new investment. These proposed improvements include:

- ***Municipal Parking Lot Upgrades.*** The existing 110-space Olive Street municipal parking lot will be upgraded in order to support anticipated demand resulting from project redevelopment activities. The Town will maintain this site as a surface parking lot and a possible site for a future parking structure to support increased demand from redevelopment activities throughout the area. Improvements to the existing surface lot will involve lighting, landscaping and a crosswalk at Bank Row.
- ***Sidewalks.*** Sidewalks along the east side of Bank Row, the west side of Hope Street and both sides of Olive Street shall be repaired or replaced and made handicapped accessible, as necessary, using a decorative brick accent to match decorative sidewalks in the adjacent downtown area.
- ***Pedestrian Movement/Crossings.*** Pedestrian-friendly design features that provide a strong linkage between the transit center and commercial and residential areas will be emphasized. Textured crosswalk materials will be used at key crossing points across Olive Street and Bank Row from the proposed Franklin RTC. These visually identifiable and physically textured materials will highlight the crossings and will encourage traffic to slow.
- ***Circulation.*** Traffic circulation improvements will be examined as part of the master planning for the Franklin RTC. Street patterns, including necessary realignment and elimination of on street parking, that may be necessary to accommodate the new transit center will be examined and incorporated into the plan, as necessary. Curb cuts may be modified to better accommodate bus traffic, to define bus/pickup/drop-off areas, to shorten the pedestrian crosswalk, and to provide space for landscape/streetscape elements.
- ***Street trees.*** Street trees shall be located at appropriate intervals along both sides of Olive Street and Bank Row so as to match both the type and placement of trees along the Main Street boundary of the project area.
- ***Decorative Street lighting.*** Street lighting fixtures shall match the ornamental fixtures currently in use on Main Street. All sidewalks and street trees shall be maintained. Pedestrian-friendly lighting and signage are encouraged.
- ***Other landscape improvements.*** Decorative landscape elements also will be implemented throughout the project area and may include banners and street furniture such as planters, benches and trash receptacles.

- **Utilities.** Existing utilities including water, sewers, drainage, gas and electric are sufficient to serve the proposed development activities within the Bank Row URP and will not be modified.

The Bank Row URP will reinforce the identity of this important downtown area through physical and visual improvements aimed at enhancing and encouraging the pedestrian experience. Additionally, efforts will be made to make better use of the downtown parking supply.

The estimated cost for these public improvements, including parking lot upgrades, sidewalks, trees, lighting, and curbing replacement as well as design and soft costs, exclusive of any public improvements constructed as part of the Franklin RTC, is \$900,000.

Section 9. Relocation Plan – 760 CMR 12.02 (8)

The proposed actions of the Bank Row URP will require the acquisition of thirteen properties and the relocation of up to 20 affected occupants. The majority of space in the ten buildings to be acquired is vacant. Full implementation of the plan will result in the relocation of approximately 20 business occupants (there are no residential occupants to be displaced by the project), and, therefore, a working relocation plan has been prepared and is provided in Appendix F. This preliminary relocation plan has been prepared exclusively for this project and outlines the anticipated relocation program and procedures that will be undertaken by the GRA in connection with its assistance to displaced businesses. The relocation plan will be refined and updated as the various project phases are finalized. No displacement will occur until a relocation plan has been finalized and approved by the Bureau of Relocation.

Section 10. Redevelopers' Obligations – 760 CMR 12.02 (9)

Implementation of the Bank Row URP will result in both public and private redevelopment actions envisioned in the Downtown Master Plan. The public actions necessary to stimulate public and private efforts will include:

- Revitalization of the Court Square/Bank Row area, a highly visible location where vacant and derelict buildings create a negative image of the Downtown as a whole
- Creation of a redevelopment site for existing mixed-use development with a transit nexus
- Development of an urban renewal plan to provide the framework and tools, including site control, necessary to ensure timely redevelopment
- Implementation of a redevelopment strategy for key downtown properties that is based on identified market opportunities
- Development of design guidelines that will address building design, facades and storefront treatment, signs, lighting and streetscape elements in order to create an attractive and cohesive environment
- Implementation of streetscape improvements and transportation enhancements to support redevelopment efforts.

The Bank Row URP proposes to undertake public redevelopment actions within a 7.5-acre urban renewal area in the heart of downtown Greenfield. The specific activities to be conducted include property acquisition, commercial relocation, spot clearance, and disposition for building preservation/rehabilitation and the development of a transit center. These actions are necessary to acquire five deteriorating structures and make them available for redevelopment.

Another major redevelopment activity contemplated by the Bank Row URP will be the construction of the Franklin Regional Transportation Center. The Franklin Regional Transit Authority (FRTA) will develop a master plan for the transit center and related improvements, which will be submitted to and approved by the GRA.

Once a master plan has been approved, the GRA will convey the site to the FRTA, a quasi-public agency, for development of the transit center project.

The GRA will solicit proposals for the private redevelopment of the five historic properties on Bank Row and Main Street and the future redevelopment of the 30-66 Olive Street site. Redevelopment proposals for these properties must be consistent with the objectives of the Bank Row URP. Specifically, redevelopment activity must comply with the objectives and requirements set forth in Section 4 of this plan.

Prior to the designation of a preferred developer, the GRA will review and evaluate documentation in order to ensure that the redeveloper possesses both the financial capacity and the qualifications to undertake redevelopment. The GRA will require developers to submit "Part I - Redeveloper's Statement For Public Disclosure" and "Part II - Redeveloper's Statement of Qualifications and Financial Responsibility", or a comparable substitute, prior to entering into a Land Disposition Agreement (LDA). Copies of the Part I and Part II is provided in Appendix G.

Designated developers will be required to enter into an LDA with the GRA that shall be in accordance with the provisions of 760 CMR 12.05 and approved by the Department of Housing and Community Development.

As part of the LDA, the designated developer will be required to comply with the requirements set forth in the Bank Row URP.

All redevelopers will be required to commence and complete the building of all proposed improvements within a reasonable time frame and in accordance with a schedule approved by the GRA at the time of conveyance.

A redeveloper may not sell, without approval of the GRA, any or all of its interest in the project area property prior to the completion of all proposed improvements.

Section 11. Disposition – 760 CMR 12.02 (10)

The Bank Row URP will focus on the redevelopment of a vital downtown two-block area, fostering the preservation and restoration of five prominent downtown properties, and stimulating revitalization of the town center. The project is based on a comprehensive Downtown Master Plan, which included a recommendation to undertake revitalization of the Court Square/Town Common area through the preparation of an urban renewal plan to address a broad range of immediate and long-term issues and concerns. The immediate concerns stated in the master plan suggest the need for an urban renewal plan that would target the five properties at 353-367 Main Street; 349-351 Main Street/1-5 Bank Row; 9-11 Bank Row; 21-23 Bank Row; and 25-27 Bank Row before further deterioration renders rehabilitation infeasible. The Bank Row URP calls for the disposition of these five redevelopment parcels, requiring the preservation of the five structures on them.

Another major redevelopment activity contemplated by the Bank Row URP will be the construction of the Franklin Regional Transportation Center. The Franklin Regional Transit Authority (FRTA) will develop the transit project in accordance with the objectives of the Bank Row URP. It is anticipated that the transit redevelopment parcel will be conveyed to the FRTA, a quasi-public agency, for the development of the transit center.

Redevelopment of the adjacent 30-66 Olive Street property, on a seventh redevelopment parcel, is proposed for a future phase. The GRA will follow applicable regulatory disposition procedures in all cases.

The GRA will effect disposition by undertaking activities that include property acquisition; the relocation of affected businesses; remediation of environmental contamination, if required; and adoption of reuse and design controls.

A disposition price has not been set, but the disposition process will follow the requirements contained in 760 CMR 12.05, as follows:

- The disposition price shall be no less than the fair market value of the property for the use specified in the Bank Row URP as determined by the disposition appraisal.

- The disposition appraisal shall reflect both the advantages created by the project and the requirements and limitations on land uses to be imposed on the redeveloper by the urban renewal plan.
- If the disposition is to be made by long-term lease, the GRA shall determine the fair market value of the parcel to be leased, the then-current rate of rent at which similar long-term land leases are made, and an acceptable annual rent for the property to be leased. That determination shall be based on two disposition appraisals made by licensed appraisers.
- If there is an instance in which the GRA determines that a significant public purpose will be served by disposing of the parcel at less than fair market value, DHCD approval will be sought.

The DHCD must approve the disposition price, proposed purchaser or lessees (redevelopers) and a land disposition agreement (LDA). The LDA for each parcel shall ensure that the redeveloper conforms to and carries out the requirements of the Bank Row URP and that the interests of the project are safeguarded. The time permitted for the performance of each obligation of the redeveloper shall be specified.

Prior to entering into an LDA, the GRA shall determine that the redeveloper possesses significant qualifications and sufficient financial resources to acquire and develop the land in accordance with the URP. The GRA will not enter into an LDA until the redeveloper has furnished satisfactory evidence of such financial resources. At a minimum, this evidence shall include the submission of a "Part I - Redeveloper's Statement For Public Disclosure" and "Part II - Redeveloper's Statement of Qualifications and Financial Responsibility", or comparable substitute as determined by the GRA. A copy is provided in Appendix G.

Members of the governing body of the GRA or municipality and employees of the GRA or municipality, who, acting in their official capacity, exercise or may exercise responsibility concerning the project, are ineligible to be redevelopers.

Under M.G.L. 30B, a redevelopment authority engaged in the development and disposition of the real estate in accordance with an approved plan is exempt from public disposition procedures required of all other local entities when selling or leasing.

Section 12. Citizen Participation – 760 CMR 12.02 (11)

The Bank Row URP proposes to carry out activities that will remove certain decadent conditions that exist in the Town's central business district. It endeavors to revitalize the Downtown through building preservation, physical improvements, private investment and job creation, thereby enhancing the quality of life for Greenfield residents. It is appropriate, therefore, that the residents and businesspeople of Greenfield should have input into the plan and its implementation.

Furthering the Town's decision to undertake an urban renewal plan was the February 2003 completion of a yearlong comprehensive downtown master planning effort by a team of professional consultants led by Goody, Clancy & Associates. (A copy of the Downtown Master Plan Executive Summary is provided in Appendix A.) The Greenfield Downtown Master Plan focused on five tasks: public visioning, building and land use inventory, market analysis, transportation and parking analysis and the integration of findings into a master plan, which included an action plan and an implementation strategy.

The Downtown Master Plan was prepared during a period when Greenfield had chosen to revise its form of government, shifting from a town with a council to a city with a mayor. The 43-member Downtown Advisory Committee, made up of community leaders, and the consultant team focused and facilitated efforts to involve the community. In February 2002, 160 residents and businesspeople participated in a visioning session for the Downtown. Also, the consultant team interviewed stakeholders, conducted a statistically valid consumer phone survey and held evening public meetings – all to ensure that citizens' voices would be heard.

The collaborative effort engaged the community and created a strong consensus. Several members of the Downtown Advisory Committee committed to playing important roles in advancing specific initiatives and to continuing their involvement over the long term.

Specifically, the redevelopment strategy recommended in the master plan called for the preparation of an urban renewal plan for the downtown area to address a broad range of immediate and long-term issues and concerns. This URP resulted from an extensive public participation process that was undertaken through a Citizens Advisory Committee (CAC) made up of 12 individuals representing local residents, local

businesses and institutions, and local community organizations. The CAC was appointed by the GRA and began meeting in April 2003. It includes a diverse mix of people who expressed an interest in the project, people who specifically volunteered for the committee, and people selected by the GRA to provide broader representation. Other interested individuals who were not members of the CAC frequently attended the monthly CAC meetings.

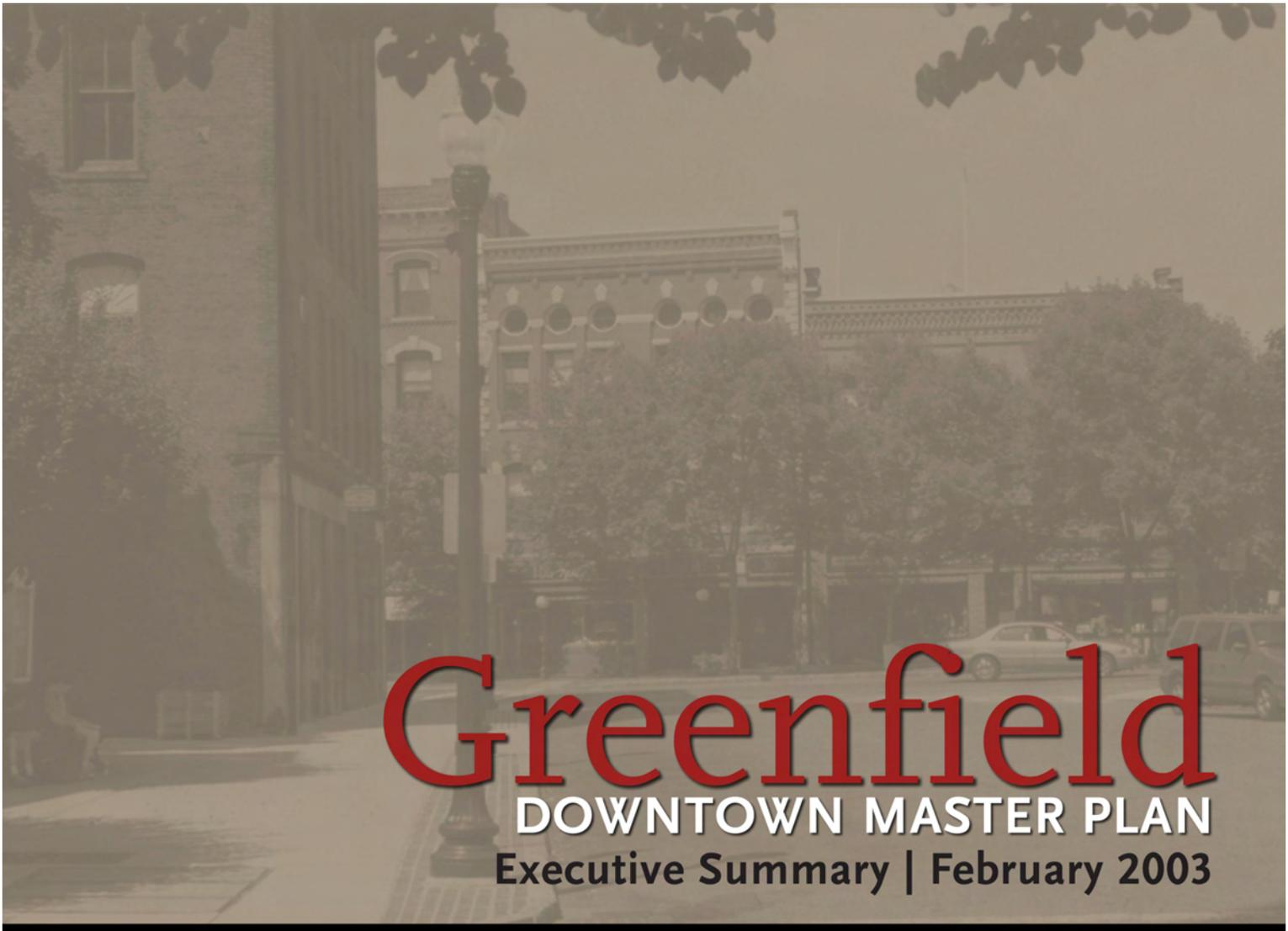
The CAC reviewed and discussed each plan element, including determining the boundaries of the plan, and submitted a summary report supporting adoption of the Bank Row URP. The report of the CAC is provided in Appendix H. The CAC will continue to meet to provide input to the GRA throughout the implementation of the plan as well as to address other issues, ensuring that the Downtown continues to be a strong focus for community leaders as Greenfield moves forward.

It should be noted that several organizations play a role in fostering development of and investment in the Downtown. They include the Greenfield Business Association, Council on Aging, GRA, Greenfield-Montague Transit Authority, Franklin Regional Transit Authority, Franklin County Community Development Corp., Franklin County Chamber of Commerce and Franklin County Regional Council of Governments.

As the Bank Row URP moves toward implementation and completion, such organizations will continue to provide venues for their members and others to discuss, help determine and participate in the future of the Town and its Downtown. Meanwhile, the GRA will keep the CAC and the general public abreast of all plan-related activities through public meetings, media releases and the like, and will invite public comment and input as appropriate.

Appendix A

Downtown Greenfield Master Plan – Executive Summary



Greenfield

DOWNTOWN MASTER PLAN
Executive Summary | February 2003



Goody, Clancy & Associates | FXM Associates | Booth Associates | Vanasse Hangen Brustlin, Inc.

GREENFIELD DOWNTOWN ADVISORY COMMITTEE MEMBERS

Mark D. Abramson	Manager, Commercial Investment Division	Benchmark and Pratt Real Estate
William Allen	Selectman	Town of Greenfield
Lawrence D. Beane	President and CEO	Greenfield Cooperative Bank
Kay Berenson	Publisher	The Recorder
Alden Booth	Co-owner	The People's Pint
Priscilla Caouette	Community Development Administrator	Greenfield Office of Planning and Community Development
Rebecca Caplice	Executive Vice President	Greenfield Savings Bank
	Chair	Greenfield Downtown Advisory Committee
Thomas Chilik	General Manager	Greenfield Montague Transit Authority
Robert S. Cohn	President	Cohn & Company Real Estate
Linda Dunlavy	Executive Director	Franklin County Regional Council of Governments
Timothy Farrell	Selectman	Town of Greenfield
Michael A. Fritz	President	Rugg Lumber Company
Nancy Goff	Economic Development Specialist	Greenfield Office of Planning and Community Development
William Gran	Director	Greenfield Office of Planning and Community Development
Martha P. Greene	Chairman of the Board of Trustees	Greenfield Public Library
Ann L. Hamilton	President	Franklin County Chamber of Commerce
Mary Kay Hoffman	Executive Director	Artspace Community Arts Center
Margo P. Jones, AIA	Principal	Margo Jones, Architects, Inc.
Dan LaRoche	Land Use Planner	Greenfield Office of Planning and Community Development
Kim A. Levitch	Owner	K. Levitch Associates, Real Estate Appraisers and Consultants
Patricia Marcus	Member	Greenfield Recreation Commission
Jeffrey C. Martell	Coordinator	Greenfield Business Association
Martin A. McGuane	Executive Director	Greenfield Community Television, Inc.
John Merrigan	State Representative (during planning process)	Massachusetts House of Representatives
Peter S. Miller	Chairman	Greenfield Historical Commission
Kevin J. O'Neil	President	Wilson's Department Store
David Payant	Patrolman	Greenfield Police Department
Joseph A. Poirier	President and CEO	Greenfield Savings Bank
Dr. Robert L. Pura	President	Greenfield Community College
Brenda Rooney	Owner	Rooney's Store
Dianne P. Ryan	Director	Greenfield Public Library
Wendy Sibbison	Councilperson, Precinct 8	Greenfield Town Council
Michael D. Skinner	President	Franklin Medical Center
John J. Stobierski	Co-Chair	Franklin County Reinventing Justice Court Facilities Committee
Bob Sunderland	Executive Director	YMCA in Greenfield
Norman Thidemann	Town Manager	Town of Greenfield
Sandra F. Thomas	Director	Greenfield Energy Park
Ellen M. Villani	Manager	Brandt House Bed and Breakfast
Denise Vogel	General Manager—Hadley/Greenfield District	Western Massachusetts Electric Company
John Waite	Executive Director	Franklin County Community Development Corporation
Patricia Waters	General Manager	Green Fields Market Cooperative
Van V. Wood	Chairman	Greenfield Redevelopment Authority
Dan Young	Co-owner	The People's Pint

CONSULTANTS

Goody, Clancy & Associates
FXM Associates
Booth Associates
Vanasse Hangen Brustlin, Inc.

SPECIAL THANKS

The Downtown Advisory Committee wishes to recognize the efforts of the several hundred community members who have actively participated in the planning process and whose efforts have contributed to its success.

OVERVIEW

Downtown Greenfield is the heart of the community and the county. Downtown's strength is linked to its success in meeting community expectations as a civic destination, an entertainment venue, and as a place to live, work and shop. Over the last year-and-a-half, the Greenfield community has shaped a Master Plan for the downtown area that will make it a stronger community and business center. This effort was spearheaded by the 43-member Downtown Master Plan Committee working in conjunction with a consultant team and the wider Greenfield community. The Master Plan, as summarized here, is comprised of a series of coordinated actions to be taken by the town government, the business community, and other downtown stakeholders.

GOALS FOR THE DOWNTOWN: WHAT GREENFIELD RESIDENTS AND BUSINESS PEOPLE WANT

In February 2002, 160 residents and business people participated in a visioning session for the downtown. Several hundred residents participated in a detailed consumer survey regarding downtown. This community input and additional analysis by the Downtown Advisory Committee and the consultant team led to the identification of key changes that are needed to draw more people downtown and expand business activity. The major priorities are as follows:

- Give a more lively focus to the downtown by creating a new visible public gathering space and developing outdoor seating areas.
- Improve the mix of downtown attractions with new restaurants, entertainment venues, improved retail, cultural attractions, and an expanded program of events and festivals.
- Work with property owners and developers to take advantage of underutilized space on upper floors, or in vacant buildings, and use this space to incorporate new uses.
- Improve the design of building facades and storefronts.
- Make better use of the existing downtown parking supply.
- Continue the public-private partnership that created the Plan to advance its recommendations; ensure that downtown continues to be a strong focus for community leaders as Greenfield moves forward to elect a new mayor.

Each of these goals will need to be addressed through a coordinated program if downtown is to fully meet the expectations of the community. Without such improvements, downtown's competitive position as a business destination and community center will weaken in the face of increasingly strong competition from retail centers outside downtown. The Downtown Advisory Committee recognizes that this is an ambitious program that will need to be accomplished over several years and will require a strong commitment from town government and community leaders to ensure its success.



Preservation and reuse of the former First National Bank building on Bank Row is a cornerstone of the Master Plan. Currently vacant, the building occupies a very visible site at the heart of downtown.

ELEMENTS OF THE PLAN

The Master Plan is built around a series of actions that enjoy broad public support and were discussed extensively over the course of the year-and-a-half long process that accompanied development of the Plan. To be fully effective, these initiatives will need to be implemented together, as part of a coordinated effort. Each of the major initiatives is briefly outlined below in this Plan summary.

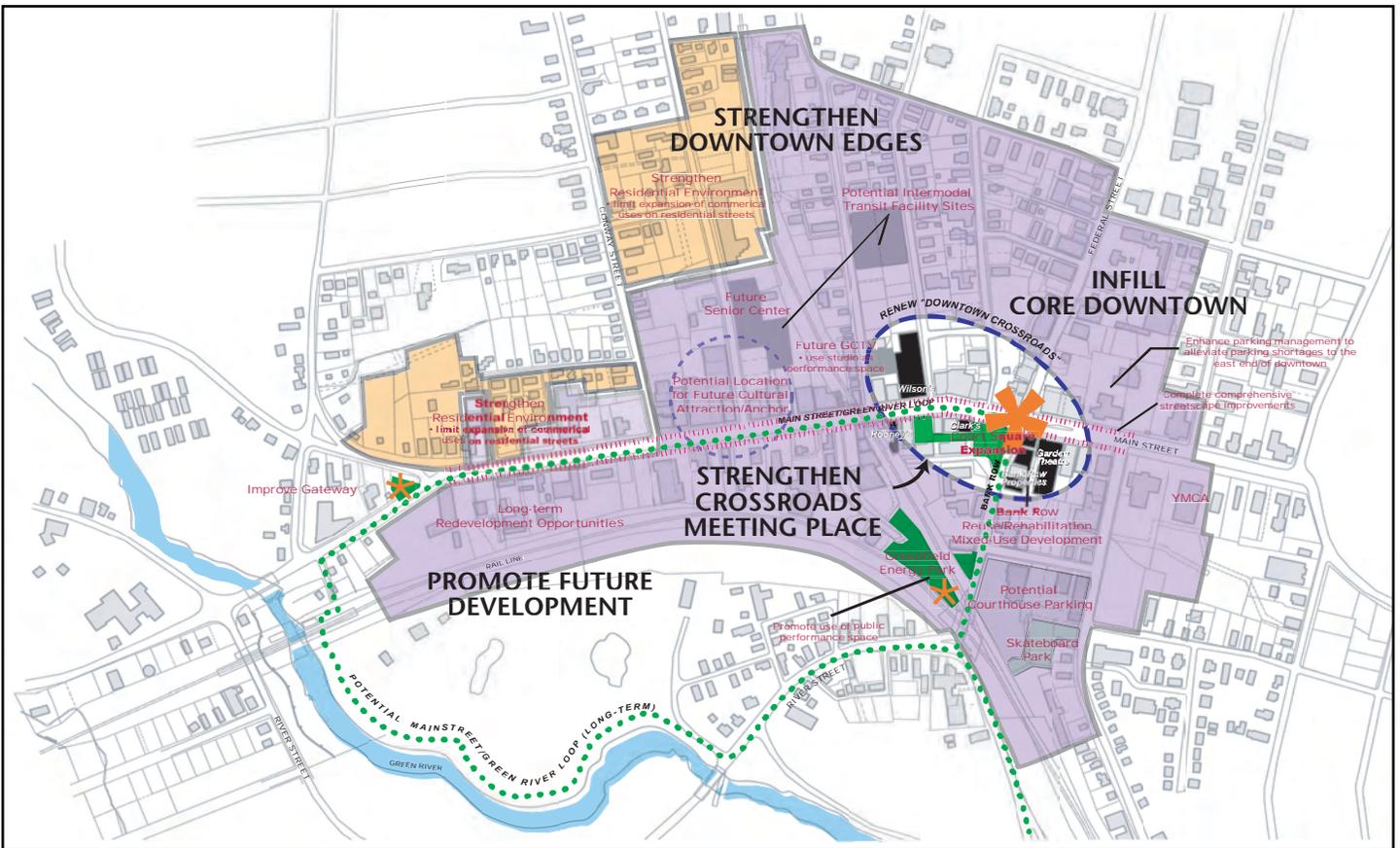


Create a stronger focus at the heart of downtown by expanding the Common into a new public gathering place on Court Square.

This initiative is a cornerstone of the Plan and will create a very visible space for hosting downtown events and activities. An expanded program of activities would be developed for this space that currently hosts a weekend farmers' market. This initiative together with the redevelopment of key properties along Bank Row will strengthen the heart of downtown.

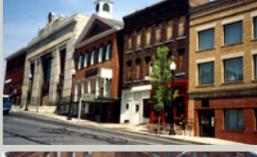


Court Square closed on a temporary basis for the Farmers' Market. Closing the street on a permanent basis could create space for new activities and events.



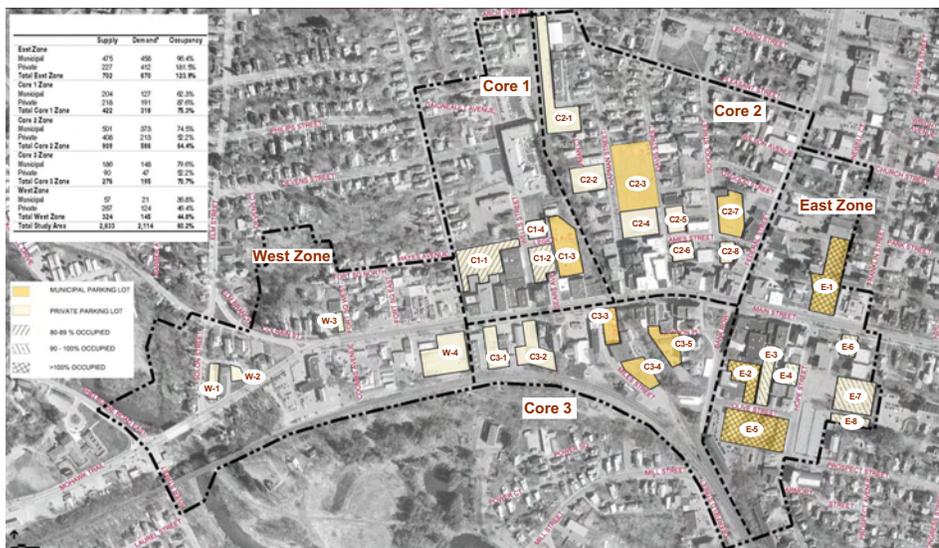
Reuse or renovate key downtown properties that are vacant or underused to accommodate desirable new uses; attract new restaurants, entertainment venues, retail destinations, and housing that will expand business activity and attract new people to the downtown area.

Several downtown structures have been identified as having particular potential to house new uses. The town should actively support the efforts of owners to reuse or redevelop these structures through grants, assistance with tenant recruitment, and other forms of support. The economic feasibility of reuse has been assessed; potential uses have been identified for each structure.

Property	Proposed Reuse Area	Proposed Uses
 Garden Theater –upper floor	11,000 SF	Cultural use (such as a dance studio) with multipurpose spaces, 2nd floor
 Bank Row properties –all floors	33,500 SF	A combination of office, residential, restaurants, and retail
 Clark's Sport Shop –upper floors	10,700 SF	Office suites, 2nd, 3rd, and 4th floors
 Rooney's Store –upper floors	3,450 SF 3,450 SF	Office suites, 2nd floor Four 2-bedroom apartments, 3rd floor
 Wilson's Department Store –upper floors	1,500 SF 10,000 SF	Tea Room, 3rd floor 18 loft-style apartments, 4th floor

Capture the full benefit of recent streetscape improvements; provide increased seating outside restaurants to enliven downtown streets.

Some Greenfield restaurants already provide outdoor seating areas. A significant expansion of this outdoor seating represents a near-term, low-cost way of bringing new vitality to the area.



Downtown has an excellent supply of parking overall; cooperative efforts between the town and business owners are needed to promote more efficient use of existing parking.

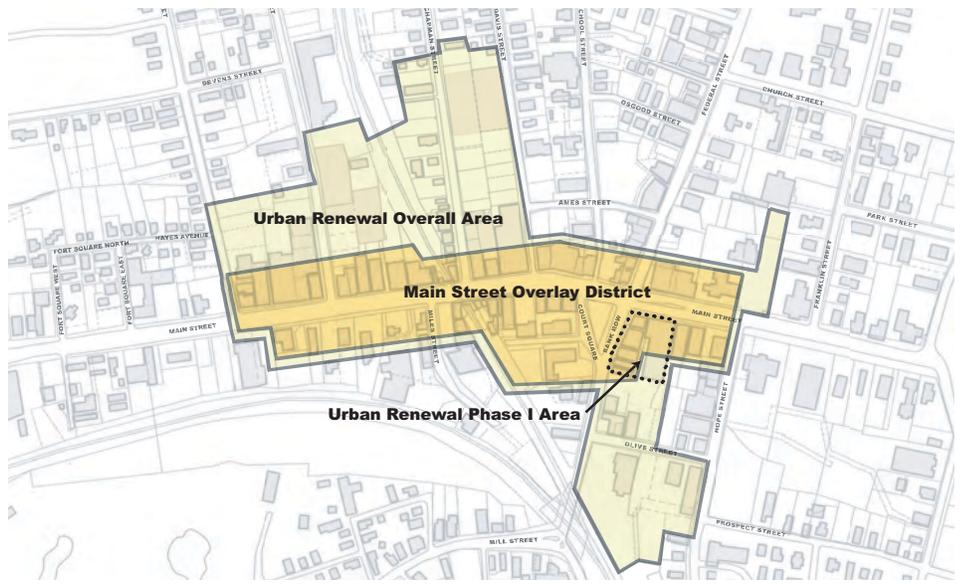
Downtown Greenfield has 2,400 parking spaces. Only 1,400 of these spaces are occupied in peak periods. However, parts of the area experience parking shortages that can be alleviated through improved parking management.

Design guidelines should be developed to help businesses make design choices that *both* meet individual needs and make downtown more attractive.

This effort should be advanced jointly by the town and the business community.



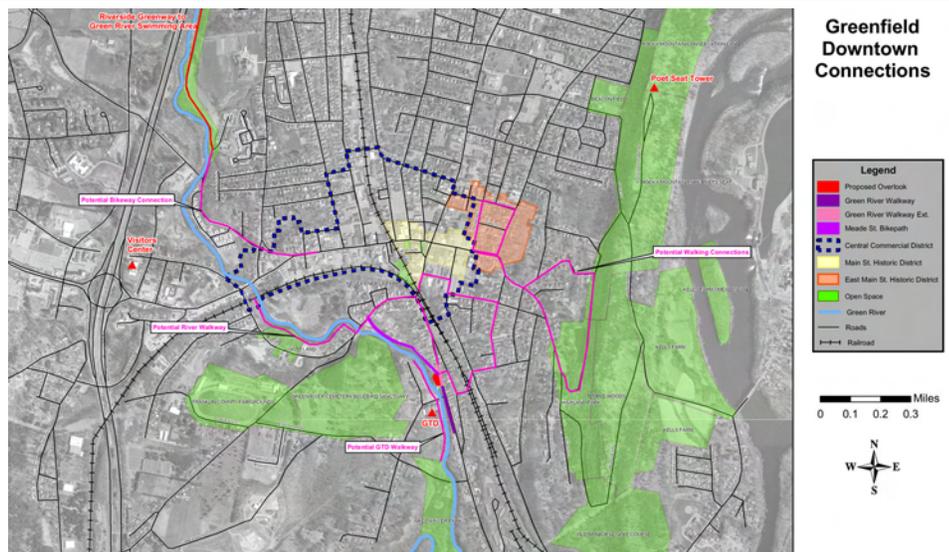
Refine downtown zoning to strengthen the concentration of retail uses; concentrate commercial uses in the core area; promote more residential use on upper floors; develop an urban renewal plan to support advancement of the goals of the Master Plan.



Develop an expanded program of downtown festivals, events and special activities at the expanded Common and at the new Station Civic Pavilion at the Energy Park. Events at these locations and other downtown destinations such as the Greenfield Community Television's new facility on Chapman Street will draw new activity to downtown.

Strengthen connections between downtown, the river and surrounding open spaces.

Downtown Greenfield can benefit from improved connections to the natural and historic areas that surround it.



IMPLEMENTATION

Over the past year-and-a-half, the Downtown Advisory Committee has worked closely with the consultant team in shaping this Master Plan. This collaborative effort has engaged the entire community and has created a strong consensus on the actions that are needed to strengthen downtown's identity and economic competitiveness.

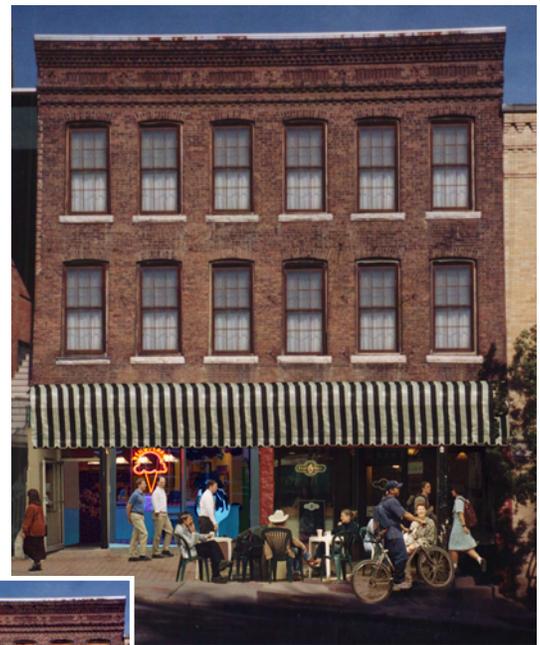
Implementation of the Plan's many inter-related initiatives will require strong coordinated municipal leadership and continued involvement of the Downtown Advisory Committee. These are both essential if the strong momentum created by the Master Plan process is to be maintained *and* translated into tangible benefits for the community.

Several members of the Downtown Advisory Committee have already committed to playing important roles in advancing specific initiatives over the next six months and will continue their involvement over the longer term. As Greenfield transitions to a mayoral form of government in July 2003, it will be important to ensure that the new mayor and council are fully aware of the challenges and opportunities associated with implementation of the Downtown Master Plan—and the need for strong municipal leadership in supporting implementation of Plan initiatives. One very significant municipal position envisioned under Greenfield's new charter is the Mayor's Assistant for Economic Development and Marketing. As downtown is a key component of the community's overall economic base and identity, the role of the Assistant in supporting and facilitating downtown development will be especially important. The filling of this new position with a well-qualified individual is pivotal to creating an effective structure for coordinating of downtown planning and redevelopment efforts with marketing and business recruitment functions. Several members of the Downtown Advisory Committee have expressed a concern that this position may not be filled in the new government due to budget constraints faced by Greenfield and many other Commonwealth communities. Others have expressed the concern that the position will not be filled at a salary level needed to attract a highly-qualified

candidate. While these fears are understandable, these challenging economic times make it all the more important that downtown's role as a center of economic activity is strengthened in Greenfield's new government structure.

The following efforts should be initiated over the next six months:

- Advance efforts to expand the Common
- Expand outdoor seating
- Finalize a strategy for redevelopment of key Bank Row structures
- Draft zoning changes and design guidelines
- Initiate discussions aimed at better utilizing the existing parking supply
- Provide support to property owners considering redevelopment of key downtown structures
- Establish a firm schedule for implementing each element of the Master Plan



21 Bank Row could be redeveloped into retail on the first floor—a shoe or clothing store and ice cream parlor or coffee shop—with office suites above.

Appendix B

Downtown Greenfield Master Plan – Market Analysis

Greenfield Downtown Master Plan

Executive Summary

Task 3: Market Analysis

To: Greenfield Office of Planning and Community Development

From: FXM Associates

Date: March 27, 2002

The purpose of this study is to provide a market assessment of current and proposed uses aimed at revitalizing Downtown Greenfield. Specifically the study addresses the concerns outlined in the Downtown Action Plan, including lack of reinvestment in downtown property, the high level of vacant space and deteriorated buildings, sales and tenancy leakage. It also aims to address the concerns and wishes of the resident population as evidenced by the summary comments from the different Visioning Meetings held over the winter of 2001/2.

Summary

Based on population and income statistics for a resident market within a five-mile radius of downtown, as well as student, employee, and visitor populations, overall consumer spending potential was calculated for Downtown Greenfield. Statistical measures of existing retail inventory were reviewed and a literal, store-by-store survey was conducted to determine the level of existing sales. The difference between potential and existing spending was calculated and a level of leakage determined. The data collected from this market study is included in the full report. Following this Executive Summary is the final worksheet (Table 5) in which the conclusions, or leakage, are quantified. The market study indicated that approximately three shoe stores, one each of children's, men's and women's clothing stores, one each of beauty services and laundry services, and several gift stores could all be comfortably supported in Downtown Greenfield. To encourage people to support these stores, the nature of the goods being offered needs careful attention and the overall climate of the downtown needs to change to the positive. This shift in atmosphere and attractiveness can come from the introduction of additional restaurants and entertainment. These establishments are demand generators and both could be supported by current downtown spending potential. Leakage for restaurants in Greenfield is actually negative if considered for the extended area. For downtown alone, there is ample spending potential for additional restaurants of a particular type. A casual, youth-oriented, large restaurant and a formal, smaller restaurant are suggested. Both would be for lunch and dinner, or dinner only. Smaller novelty restaurants are also suggested, for ice cream, tea or coffee. It is highly recommended that efforts be made to keep ArtSpace and the Garden Theater in the downtown. Entertainment is another demand-generating category of use and Greenfield is seriously underrepresented in this use type. Expanded facilities for art and music, and a banquet/function room in connection with a restaurant are supportable. Space is available in highly desirable locations above the Garden Theater and in the First Federal Bank Building on Bank Row for both. It is also suggested that the town consider a live theater in the near future and begin fundraising for it in the immediate future. The Sears Building that will house the District Attorney's offices temporarily would provide the space and the time to develop the concept.

Greenfield, MA as Community Center Retail Market Analysis - Leakage

Sales potential shown here includes both resident and non-resident (student, employee, visitor, tourist) spending. Tourist spending in the misc. retail category is divided equally into the non-food store types. Visitor and student spending is divided equally among each of the store types being considered.

Only sales potential from the 5-mile radius was used, assuming it to represent the majority of shoppers, and the average figure of the calculated sales data.

Statistical Analysis: National information sources (2002 Claritas Business Facts, including data from "infoUSA"), provide data on retail sales for any given location in the country. The data on existing sales for an area with Wilson's at the center of a 5-mile radius produced figures that were far in excess of actual downtown sales. These statistical sources include "big box" retailers located by Routes 2 and I-91, and fast food chains found at the northeast and western ends of Main Street. The market study being done here is to determine what gaps exist in retail stores directly in the study area, the center blocks of Main Street. The MA Department of Revenue did have information on a few retail categories of existing sales data. In particular they had Women's Apparel and Food Away From Home, and in both cases the data collected from direct surveys was confirmed by their data.

Local Perspective: The data provided below represent the summary conclusions from interviews and surveys done amongst downtown business people. In total approximately 65 businesses were surveyed in 10 to 15 different sales categories to arrive at the average number, store size and existing sales levels. Much of this information was derived from data collected by Booth Associates during the months of February and March 2002. It was tested for reasonableness against national averages.

Store Type	Sales <u>Potential</u>	No. Stores <u>Potential</u>	Existing Retail <u>Sales (local)</u>	No. Stores <u>Existing (local)</u>	<u>Leakage</u>
Women's Apparel	\$ 10,260,656	19	\$ 3,000,000	5	\$ 7,260,656
Food Away From Home	\$ 37,406,964	49	\$ 9,500,000	19	\$ 27,906,964
Entertainment (fees)	\$ 6,334,640	21	\$ 1,500,000	5	\$ 4,834,640
Personal Care/Beauty	\$ 8,842,928	44	\$ 2,000,000	13	\$ 6,842,928
Miscellaneous	\$ 9,810,800	18	\$ 5,100,000	14	\$ 4,710,800
Gifts (incl jewelry)	\$ 13,477,808	37	\$ 3,000,000	7	\$ 10,477,808
Footwear	\$ 3,553,712	7	\$ 450,000	2	\$ 3,103,712
Children's Apparel	\$ 3,471,920	9	\$ 500,000	3	\$ 2,971,920
Men's Apparel	\$ 4,208,048	7	\$ 800,000	3	\$ 3,408,048
Laundry/Cleaning Supply	\$ 1,581,312	11	\$ 550,000	3	\$ 1,031,312
Drug/Medical Supplies*	<u>\$ 5,261,952</u>	<u>3</u>	<u>\$ 7,000,000</u>	<u>5</u>	<u>\$ (1,738,048)</u>
TOTALS	\$ 104,210,740	225	\$ 33,400,000	79	\$ 70,810,740

*The drug and medical supplies category includes modern day drug stores such as CVS and Brooks in its calculation of "existing retail sales". These stores include items that may fall into other categories such as personal care/beauty, miscellaneous and jewelry. The negative leakage shown is therefore likely to be overstated.

Upper floor space in Downtown Greenfield is largely vacant, keeps property values low, and gives the downtown a look of neglect. There is no single use type that is likely to fill it all. The market is small and steps to fill the space need to be diverse and modest. A combination of a few entertainment uses, as outlined above, some office, and some residential is suggested. The proposed market to target for office users includes startups, or incubator space, and pre-retirees. The population statistics do not support a market based simply on growth from within. However, the growth within certain segments of the population, the very young adult and the 55- to 65-year-olds, does support demand from these submarkets. Office suites, the equivalent of office “lofts” are suggested, where a 3,000-square-foot upper floor can offer a meaningful presence to a startup in need of low rent and only 500 square feet. A home away from home for consultant-type, pre-retiree businesses is also well suited to the kind of space available in these vacant second floor spaces. Shared meeting rooms, services, parking, and access are necessary components to attract these smaller office suite users. The rents and costs shown in the Targeted Buildings section to follow indicate that office reuse is financially feasible.

In combination with office suites, residential units are also suggested to fill upper floor space. The demand is strong for additional housing in Greenfield, but to make a tenant choose downtown depends on the ability of the town to attract and keep new restaurants and offer existing and proposed entertainment and cultural activities. A few successes in these areas will help change the downtown’s image and make it more attractive to residents seeking older, unique apartments or lofts. A market that draws from the arts community, people over 55 years old, and to some degree from graduate or graduated students from the Amherst area is there to fill a small number of residential units in the downtown. Again, diversification is recommended, not just in use type, but also in the apartment type. A combination of lofts on the top floor of Wilson’s, and of two-bedroom apartments above two of the older retail buildings along Main Street, is suggested. These uses are included in the Targeted Building section to follow and shown to have financial merit.

All of the suggestions outlined above have market support. They are all incorporated in different degrees into the specific buildings identified as pivotal in the creation of a more dynamic and attractive downtown. Considered collectively, a 12% addition to the existing inventory is represented, although in the case of entertainment and residential categories, the additions represent a larger percentage because the numbers of existing downtown entertainment/cultural establishments and residences is so small.

The Town of Greenfield can take some steps to realize some of these activity-generating suggestions. As part of their Community Development Block Grants, other communities (Providence, RI, and New Bedford, MA, for example) have earmarked a certain amount of funds available under these programs to be used specifically for façade restoration. They are generally matching grants with a certain upside limit per request. They have been very successful in motivating owners and developers to improve the exteriors of their buildings. Tax Increment Financing is another method for encouraging owners to fix up their properties without fear that taxes will increase prior to their cash flow increasing. Through public, vocal support, and through pamphlets, signage, and advertisement, the town can also help promote initiatives that are already in place. ArtSpace and other cultural endeavors need more public support and the Retail Marketing Committee of the Chamber of Commerce deserves public support as well. This latter organization has the potential of further improving signage, sharing ideas and leads, and accomplishing in the collective what any one individual property owner cannot. It is also suggested that someone within the town be a coordinator for grants and loans available to entrepreneurial initiatives. This person could disseminate information, provide assistance for application and grant writing, and in the case of the 20% Investment Tax Credit for older buildings, be the hand that leads property owners through the difficult process.

Specific Buildings

In the last segment of the report, the market analyses of retail, restaurant, office, and residential space, and the comments and initiatives suggested in interviews and public meetings, are all applied to specific buildings. A worksheet is provided in the full report on each of the targeted buildings identifying size, condition, suggested use, construction costs (rough), net income figures (potential), and a bottom line indicating the level of equity needed and its return on investment. For this Executive Summary, the buildings are listed below. Nine buildings were selected: some are vacant, and some have significant amounts of vacant or underutilized space. One building has a new, temporary use, so that a future use and initiative are suggested. Each building has a prominent location, architectural merit or potential, and would contribute significantly to the character and life of the critical blocks of, or just off, Main Street. If fully occupied and renovated, these buildings could have a major impact on the overall character and personality of the downtown.

Targeted Buildings

1. The Garden Theater, 361 Main Street
2.
 - a) 3 Bank Row
 - b) 9 Bank Row
 - c) 21 Bank Row
 - d) 25 Bank Row
3. Clark's Sports Shop, 285 Main Street
4. Wilson's Department Store, 242 Main Street
5. Rooney's Store, 229 Main Street
6. Sears Building, 102 Main Street

These buildings are proposed as illustrations of what could happen in Downtown Greenfield. The locations and uses are not the only ones that could be developed, but they represent opportunities that could be supported by the market.

Appendix C

Historic Building Survey Report

Appendix D

Secretary of the Interior Standards For Rehabilitation (36 CFR 68)

Appendix E

Minimum and Preferred Rehabilitation Standards

Appendix F

Working Relocation Plan

Appendix G

Developer Disclosure and Qualification Forms

Appendix H

Report of the Citizens Advisory Committee

Appendix I

Requisite Municipal Approvals

Appendix I

2008 Parking Study

Reviewed by DHCD with Amendment #1

Concord Square Planning & Development, Inc.

Memorandum

To: Greenfield Redevelopment Authority

From: Karen M. Cullen, AICP, Senior Planner

Date: September 22, 2008

Re: Parking Analysis for Bank Row URA, Downtown Greenfield

The analysis of the future parking needs for the core downtown area has been completed. This memo serves as the report on the analysis methodology, assumptions, findings, conclusions, and recommendations. The downtown area of Greenfield has been the subject of much study in the past, and this analysis was undertaken to update the results of those studies, given the imminent redevelopment actions within the area, particularly the Bank Row buildings and the transit center. The primary purpose of this analysis was to develop solid estimates of the number of parking spaces that would be needed within a parking facility located on Olive Street.

It has been recognized in previous studies that while there is an adequate supply of parking within the downtown for the current level of uses, the distribution of spaces does not match the distribution of destinations. This is particularly true in winter and during inclement weather when people are less inclined to walk longer distances. In addition, as the GRA has been working to implement the Bank Row Urban Renewal Plan, they have found that potential developers are very concerned about marketability of the renovated spaces within the buildings with no dedicated parking and a limited supply of nearby public parking which is shared by many users.

Study Area:

Using orthophoto (aerial) imagery from MassGIS and measurement tools in the GIS software, as well as on-site measurements, two levels of what can be called a “parking shed” were identified. See Figure 1. The assumption was made that most people who had a primary destination within the core area would want to park within close proximity to their destination, and would not be willing to walk from the more remote parking lots currently available. This assumption is supported in the findings of the 2002 study completed by Vanasse, Hangen, & Brustlin, Inc. (VHB) – the Parking and Circulation Plan (Appendix IV of the Greenfield Downtown Master Plan). That study found higher utilization rates for the sections of downtown that had more destinations closer together. Further, the assumption was made that many people who have primary destinations within the core area and secondary destinations outside of the core area but within the downtown would likely leave

their car in the parking facility and walk to their secondary destination. This may not hold true during particularly bad weather, but in general it should be a safe assumption.

Walking distances from the parking facility to the furthest buildings in the core area are no more than 700 feet, and to the furthest reaches of the broader parking shed it is no more than 1,700 feet, or about a third of a mile. Looking at the map in Figure 1 you will note that there are significant areas of public parking that are not included in the mapped parking shed. They were not included since people will not park within a parking facility with a destination of a parking lot – the parking shed is that of the proposed parking facility on Olive Street and the analysis focused on the buildings (i.e. destinations) within that area. However, the spaces within those outer municipal parking lots were included during the final stages of the analysis, to reflect the fact that people will utilize those lots. Indeed, they will be the first choice for people planning to visit destinations within 700 or 800 feet of them, just as the proposed parking facility will be the first choice for people visiting destinations within the core parking shed.

The area designated in this study as the broader parking shed is significantly smaller than the area studied by VHB. In that study, the Central Commercial zoning district north of the railroad tracks was chosen as the study area, and was subdivided into five zones. Portions of four of those zones are within this year's study area: most of the East zone, about a third of Core 2, a small portion of Core 1, and most of Core 3. Figure 2 illustrates the areas of overlap between the two studies.

Data Development and Assumptions:

This section provides an explanation of the various factors that go into an analysis of downtown parking. Data of existing and potential future conditions at each parcel are collected; this includes the square footage of each building, the uses for each building or portion of building, and the number of parking spaces on the parcel. This data was collected using parcel data from the Greenfield Planning Department, assessment data from the Greenfield Assessor's Office (online data), and use of aerial imagery to count the number of parking spaces. When possible, supply data was corroborated with the 2002 VHB study. For the buildings participating in the Upper Story Program, the specific uses and square footage figures from that project were used in place of the Assessor's data.

Numerous assumptions were made in order to do the analysis:

- ◆ The buildings will be utilized in their current envelopes – spaces will be renovated, underutilized spaces will be brought onto the market for more appropriate uses (e.g. storage on third floor reused for office space and rented out), but tear-down and rebuilds were not considered. All floors of all buildings will be utilized for what is believed to be the highest and best use.
- ◆ Uses will fall into one of five categories: retail, restaurant, office, entertainment, or residential (includes live-work spaces and artist live-work spaces).

- ◆ Existing uses are assumed to remain except in cases where Concord Square has knowledge of potential changes, or in select cases where shifting office space to a second floor and utilizing the first floor for retail use was appropriate (such shifts will likely occur as the local market improves and first floor rent levels increase).
- ◆ Vacancy rates for non-residential uses will be 10%, which is average for a town the size of Greenfield¹.
- ◆ Using the building square footage, building use information, educated guesses on future uses based on zoning, location of the building and the space within the building, and common standards for parking supply, the parking demand for each building was calculated. For the purpose of this analysis, retail and office uses were calculated at a rate of 1 parking space per 300 square feet of building space.
- ◆ Residential will continue to have a minor role within the downtown, with only 172 units total (including live-work units). Vacancy will be 0%; parking needed per unit will be 1.4 spaces.
- ◆ Shared parking will reduce the need for parking spaces from the sum total of that which would be needed to service all buildings as if they were stand-alone (suburban) developments. Not all uses share the same primary demand time for parking (e.g. a church does not need more than a few parking spaces during weekdays, and office space does not need parking on Sundays). This is shared parking – when two uses can share the same parking spaces. Rather than use a standard percentage for this, Concord Square has counted the number of spaces for such uses individually.
- ◆ Multi-task trips will further reduce the need for parking spaces within the downtown. A multi-task trip is when someone parks their car and visits two or more destinations without moving their car, and includes employees who visit restaurants or do errands at other businesses while downtown – usually called “captive” users. The multi-task trip ratio is assumed to be 30%.
- ◆ It is not desirable to plan for the exact number of parking spaces needed, as that would result in a 100% utilization rate which causes people to have to drive around seeking a parking space when demand is high. A typical desired utilization rate is 85%, which is the rate used by VHB in their 2002 study and is used here as well.

Further explanation on two of these assumptions is warranted:

Shared parking: There are five specific uses in this area that do not require daytime parking, four of which are in the core area – two churches, a funeral home, the Garden Theater, and the Moose Club (outside the core). Each of these has peak parking demands at times other than the “normal business” 8 am to 5 pm Monday through Friday schedule. To account for this, each of these uses had a nominal amount of parking spaces assigned for the purposes of this analysis. In most cases, 2 spaces were assigned, but for the Garden Theater the existing retail, restaurant, and the future office space on the second floor were assigned (i.e. parking needs for the cinema were not assigned). The funeral home has its own parking area, estimated to hold 30 cars. These spaces were assumed to remain empty most of the

¹ Ten percent vacancy is a typical rate for towns of this size, per Bartram & Cochran, Inc. (8-29-08)

time (i.e. they are not shared by other businesses), and thus they were not counted in the analysis as contributing to the overall parking supply in the downtown. Furthermore, it was assumed that the majority of times the facility is in use their parking lot will suffice, or in the event of a particularly large service, people will be able to find parking elsewhere in the immediate area. Presumably the funeral director has been dealing with this issue all along and advises clients to schedule services appropriately based on the estimated number of visitors.

Multi-task trip ratio: For this analysis, the multi-task trip ratio is assumed to be 30%. This was determined based on the relative amounts of retail, entertainment, office, and residential uses within Greenfield's downtown, and was based on research done by the Urban Land Institute². That publication presents numerous case studies of mixed use developments, two of which were similar enough in use composition to be comparable to downtown Greenfield. Concord Square projects the use composition in downtown Greenfield to be 25% retail, 2% restaurant, 59% office, and 13% light industrial (with parking requirements similar to office space). Reston (VA) Town Center is the best match, with 25% retail/entertainment, 8% restaurant, and 69% office. In Reston, the shared ratio is 33%. Another case study, for the Village at Glen Plaza in a small town in CA, had somewhat different ratios but was the second most closely matched study, with 47% office space it resulted in a shared ratio of 24%. Another very useful study was published in 2007 by Marshall & Garrick³, which concluded that in traditional mixed use centers in New England, the supply of parking can be reduced by more than 35% to account for multi-task trips. Interestingly, Northampton MA and Brattleboro VT were two of the traditional town centers used as case studies in this report, West Hartford CT was the third. The average of these three conclusions (33%, 24%, and 35%) is slightly over 30%, supporting the assumption that 30% is a reasonable rate to use in Greenfield.

Additional notes are appropriate for two specific uses: The Franklin County Courthouse, which has been in need of expansion for some time, has recently received the funding needed to move forward with expansion, although it will be significantly smaller than was being discussed in 2002. After discussion⁴ the square footage figure in the Assessor's database for the courthouse was increased by 30%. The parking demand calculated for the building was a simple 1 space per 300 square feet, which is a common ratio for office buildings. This results in a number high enough to account for the parking needs for the employees and many of the people visiting the courthouse on a typical day (the areas used for courtrooms will not add employees, but will accommodate attorneys and other visitors). At this time, the future number of employees at the courthouse as well as the potential increase in utilization of the courtrooms is unknown, so more specific analysis cannot be made. The Transit Center is also moving forward toward becoming a reality, it will house office space as well as the transit facilities. Specific data on the facility was obtained from the consultants currently working on that project. Due to funding source restrictions, parking to be provided onsite will be limited, thus shifting the demand to public parking facilities.

² Shared Parking, Second Edition, by Mary S. Smith, Urban Land Institute and the International Council of Shopping Centers, 2005

³ The Effects of Traditional Versus Contemporary Urban Form on Parking: A Case Study of New England Centers, by Wesley E. Marshall, PE and Norman W. Garrick, PhD, University of Connecticut, 11-30-07

⁴ John Merrigan, Registrar of Probate, Greenfield District Court (7-21-08)

Methodology:

Each parcel was given two use identifiers: building use, which was fairly specific for each building, resulting in 19 categories, and general use, which consolidated those into 5 categories:

- ◆ residential – the entire parcel/building is used for residential purposes only;
- ◆ mixed – part of the parcel/building is used for commercial or office and part for residential (includes live-work spaces);
- ◆ non-residential – the entire parcel/building is used for commercial, office, industrial, or institutional uses, or a mix of such uses;
- ◆ parking – the entire parcel is used for existing parking lots, both public and private; and
- ◆ vacant – parks, undeveloped parcels.

The first step in the analysis was to sum the square footages of the individual parcels for each category. The second step was to calculate an overall average parking demand ratio for the non-residential uses. Rather than simply applying a standard parking rate for those uses to the total square footage, parking rates were calculated by dividing the total square footage for each category by the total parking demand; these totals being the sum of the parcel data within the database. This resulted in slightly different rates than the standards, and is a more precise way to calculate parking needs for a specific area because the raw data was developed through an analysis of each individual parcel and building, and was not based on national standards that may or may not apply to a specific area of the country.

For residential uses however, a standard rate of 1.4 spaces per unit was used since there is no data existing on the number of parking spaces actually occupied by residents within the study area, so a more exact parking rate could not be calculated. It is assumed that some of the units will have two vehicles, some will have none, while the majority will have one vehicle. A national standard for suburban type single family homes is 2 spaces per unit, while for typical stand-alone multi-family developments that standard is reduced to 1.65 – 1.75 spaces per unit. In mixed use downtown areas (but not major cities), ratios are usually reduced to 1 space per unit, but often there are provisions in the local regulations to permit reductions to as low as zero (typical in downtowns with a greater amount and frequency of public transit than currently exists in Greenfield). The rate of 1.4 spaces per unit was chosen for this analysis to be conservative, given the variety of types and sizes of units likely to be constructed, and the fact that most if not all will be market rate and not subsidized units (lower income households have a lower car ownership rate, per 2000 Census data).

The projected parking demand was then calculated for the non-residential uses (not including the five uses with peak parking times outside the normal business schedule, which are accounted for separately as discussed above) using the total square footage of non-residential space reduced by the 10% vacancy factor and the calculated parking rates. Then the calculated parking demand for the non-residential uses within the mixed-use properties as well as the residential demand were added. Then the multi-task trip rate of 30% was

applied. This assumes that 30% of the uses in the broader parking shed will entail users (people) who visit at least two uses (destinations) during the same trip, without moving their car (i.e. park once and visit two or more places). Finally, a parking utilization rate of 85% was applied to account for creating parking that is easy to use. This is the total parking demand, adjusted for vacancies, shared parking uses, multi-task trips, and a reasonable parking utilization rate.

On the supply side, the total number of parking spaces on privately owned properties were added to the number in the public parking lots and the on-street parking spaces, and that was then deducted from the total demand. In addition, 95% of the number of parking spaces in public lots that are located just outside of the broader parking shed (the West Main Street lot with 110 spaces and the Davis-Chapman lot with 192 spaces) were also deducted from the demand (based on surrounding land uses, it is estimated that 95% of the people parked in these two lots have destinations within the parking shed). This, then, gives the projected surplus or deficit in parking spaces which should be planned for. This analysis was run on both the broader parking shed and the core parking shed.

Results:

There are 129 parcels within the broader parking shed and 41 within the core parking shed, 5 of which are the parcels where a future parking facility is proposed on Olive Street, and 7 of which are vacant (3 within the core area). Tables 1 and 2 summarize the results.

Broader Parking Shed: For the residential category, there are 11 parcels within the broader parking shed, including single family, duplex, and multi-family buildings, with a total of 61 units. There are an additional 111 residential units in the 19 mixed-use buildings. The parking demand for these 172 units is projected to be 240 spaces at 100% occupancy.

For the non-residential part of the mixed use properties in the broader parking shed, there is a total of 116,480 square feet (with the vacancy factor applied). The parking demand for this is 418 spaces. For the non-residential properties, there is a total of 644,468 square feet, which requires 1,993 parking spaces. Adding these together, adding the 240 spaces for the 172 residential units, and applying the 30% shared trip factor results in a need for 1,856 parking spaces within the overall parking shed area. Applying a utilization rate of 85% increases this to 2,134 spaces needed. The total supply of parking spaces on private and public property, including on-street parking, is 1,804, leaving a deficit of 330 spaces. However, the public parking lots that lie just outside the parking shed will be utilized for some of this demand; adding them to the equation results in a deficit of 89 parking spaces.

Core Parking Shed: For the core area, the analysis is a little simpler since there are no parcels with just residential uses. The five mixed use properties include a total of 35 residential units, including artist live-work space where the parking is calculated based solely on the residential aspect. The projected parking demand for those 35 units is 49 spaces.

For the non-residential part of the mixed use properties in the core parking shed, there is a total of 20,471 square feet (with the vacancy factor applied). The parking demand for this is 97 spaces. For the non-residential properties, there is a total of 220,082 square feet, which requires 730 parking spaces. Adding these together, adding the 49 spaces for the 35 residential units, and applying the 30% shared trip factor results in a need for 613 parking spaces within the core parking shed. Applying a utilization rate of 85% increases this to 705 spaces needed. The total supply of parking spaces on private and public property, including on-street parking, is 532, leaving a deficit of 173 spaces.

This analysis does not account for jury duty days where parking demand at the courthouse will likely exceed supply at the courthouse and in the adjacent public parking lot by a substantial amount. The analysis also does not account for demand that can be expected from the Transit Center. While initially it can be expected that few riders will wish to park a vehicle in downtown Greenfield, as long as the global demand for fuel exceeds the readily accessible supply, it can reasonably be assumed that ridership on public transit will increase. If the Franklin Regional and Pioneer Valley transit systems expand as demand rises, there is a potential in the relatively near future for parking demand related to the Transit Center to increase. The Transit Center itself has very limited parking, which is based on restrictions placed on the facility from funding sources.

Conclusions and Recommendations:

Based on the foregoing, Concord Square has found that existing supply of parking within the broader parking shed is almost sufficient to meet projected demand, and given that it will take a number of years to reach the goal of full utilization of all the building spaces in the downtown, it is reasonable to not plan for additional parking spaces at this time to service the entire area.

However, in the analysis of the core parking shed, we find a deficit of 173 spaces. If an additional 25 to 50 spaces were added to that deficit to account for the Courthouse and Transit Center issues discussed above, the deficit rises to 200 to 225 spaces. Despite the availability of parking at the remote lots in and just outside of the broader parking shed, it is Concord Square's opinion that the majority of people with destinations within the core parking shed will not park in those areas, thus pushing the limits of the available parking within the core area to levels that create significant management issues (exceeding time limits, employees using closer "customer" spaces, parking in areas that are not designated as parking spaces, etc.). Indeed, the VHB study projected a potential parking occupancy rate in the East Zone of 124%, meaning the demand exceeds the supply by 24%. Concord Square's estimate is that demand will exceed the existing supply by 29% (173 space deficit divided by 600 existing spaces, including those in the Olive Street parking lot which were not included in the analysis since they would presumably be replaced with a parking structure).

Therefore, our recommendation is to plan and construct a parking facility on Olive Street that will accommodate between 200 and 225 vehicles. Depending on the land area available

for such a facility, it could be constructed as a multi-level garage with internal ramps between the levels, or as a two level deck with access to the upper level from Bank Row and access to the lower level from Olive Street.

Based on rough calculations using the size of the land area available, and assuming each parking space is 10'x18' and that the lower level will not extend out to Bank Row (to avoid construction difficulties at the street), using the five properties as illustrated in Figure 3 (the four municipal owned parcels currently comprising the municipal parking lot plus the "Hapco" parcel), a two level parking deck could accommodate 162 vehicles, 38 less than (or 80% of) the 200 minimum recommended, or only 11 less than (or 93% of) the 173 space deficit calculated through our analysis. In order to gain the additional 50 spaces to achieve the higher range of the recommended amount, a three level garage would be required.

Founded on preliminary research, the cost of a three level garage could be nearly double the cost of a two level deck. A reasonable cost estimate for a two level deck with 162 spaces, assuming no site clean-up costs and normal foundations, would be between 2.3 and 2.6 million dollars including engineering costs. That jumps to 4.3 to 4.5 million dollars for a three level garage with 225 spaces. This would mean the per space premium for the extra 63 spaces could be as high as \$31,000 per space. Given this high premium, the analysis of how many spaces can be accommodated in the land area available is critical. It should be noted that with the subsoil and underlying geological concerns in this area, which large quantities of varved clay are known to exist, the foundation for a multi-level garage will likely be significantly higher than for a two-level deck, so that per space premium could be even higher.

An idea that has been suggested and which is successful in other locations is to acquire additional parcels and construct a multi-level garage with street-level retail space along the street frontages of both Bank Row and Olive Street. Concord Square does not believe this to be a viable alternative at this time, since Greenfield's goal is to revitalize the downtown, and to achieve that, renovation of existing unused space is preferable to constructing new space of similar sizes. In addition, it would create more competition for rental rates, thus increasing the difficulties already faced by developers in cost effectively renovating their buildings.

Another idea which Concord Square believes is worth exploring further is the possibility of creating new space in combination with a multi-level parking garage that would serve several functions and could be a significant contributor to the economic opportunities in the downtown. The concept here is to construct a multi level garage with two floors above totaling about 55,000 square feet of office/retail space. There would be an enclosed, elevated, and level walkway from the elevator located in the garage to the rear of the First National Bank building, where the walkway would continue (at the same elevation, which is at street level) through the renovated bank building which is proposed to be a retail marketplace. Access could also be provided from this enclosed walkway into the rear of the adjacent buildings on Bank Row, and possibly into the Garden Theater building as well (depending on the interior layout of the cinema).

The overall deficit for the core parking shed would rise to 327 spaces taking into account the additional office and retail spaces in such a structure. These would easily be accommodated in a four level garage with 330 spaces on the five parcels shown in Figure 3. With the 35 foot difference in elevation between Main Street and Olive Street and the height of the buildings on Main Street and Bank Row, it is unlikely the top of this building would be visible from Main Street or the upper section of Bank Row. If the top story of office/retail space were stepped back 15-20 feet from the building façade on Bank Row, the massing of the new structure would not be out of scale with the existing historical buildings on Bank Row.

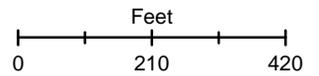
While such a project would be complex and expensive, it offers numerous opportunities for downtown Greenfield. It would reduce the amount of land area needed to accommodate parking (as opposed to surface parking), it would increase density in the downtown, it would provide office space for a single tenant currently seeking around 40,000 square feet in a downtown location (not available in the smaller spaces typical of a downtown environment), it would provide safe parking fully compliant with ADA requirements (not a small feat with the topographic conditions), it would include space for small shops or service establishments on the walkway route within the garage, and it could provide structured parking at a per space cost lower than for a stand-alone garage since some of the costs would be offset by revenues from the office and retail space. Such a project could help turn Downtown Greenfield into a destination sought out by residents and visitors to the region.

A secondary recommendation is to, as recommended by VHB in 2002, prepare a parking management plan that addresses all the concerns and issues related to parking in the downtown. These include such issues as parking fees and the various methods to collect them (meters, stickers, etc.), designating spaces for employee parking and resident parking, providing incentives for the establishment of shared parking agreements between private property owners, and increasing alternative modes of transportation. By doing this, the Town of Greenfield will be able to better utilize the existing and new parking facilities, thus contributing to the economic improvement of the downtown.

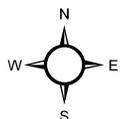
By constructing a new facility in the Olive Street location that will handle at least 162 cars, Greenfield will increase the marketability of the buildings within the Bank Row Urban Renewal Area as well as the surrounding area. This will increase the probability that redevelopment efforts currently underway will be successful and that Greenfield will once again enjoy a vibrant downtown with low vacancy rates and no abandoned buildings that spoil the wonderful historic ambience. Furthermore, construction costs can be kept to a minimum if a two level deck is designed, rather than constructing a multi-level garage, or if private investment is utilized to construct a multi-use structure with parking, office, and retail spaces and an ADA compliant pedestrian walkway to the street level on Bank Row at the First National Bank, in the heart of the Urban Renewal Area.



Figure 1:
Parking Sheds for Olive Street Parking Facility



1 inch = 300 feet



Prepared by: CSP&D
 September 8, 2008

Legend

-  Parking Facility
-  Municipal Parking Lots
-  Core Parking Shed
-  Parking Shed
-  Parcels

Note: Although not included in the mapped parking shed, the municipal parking lots just outside the area were included in the final analysis.

Sources:
 2005 Orthophoto Imagery: MassGIS
 Parcels: Town of Greenfield, Planning Dept.
 Parking Sheds: CSP&D

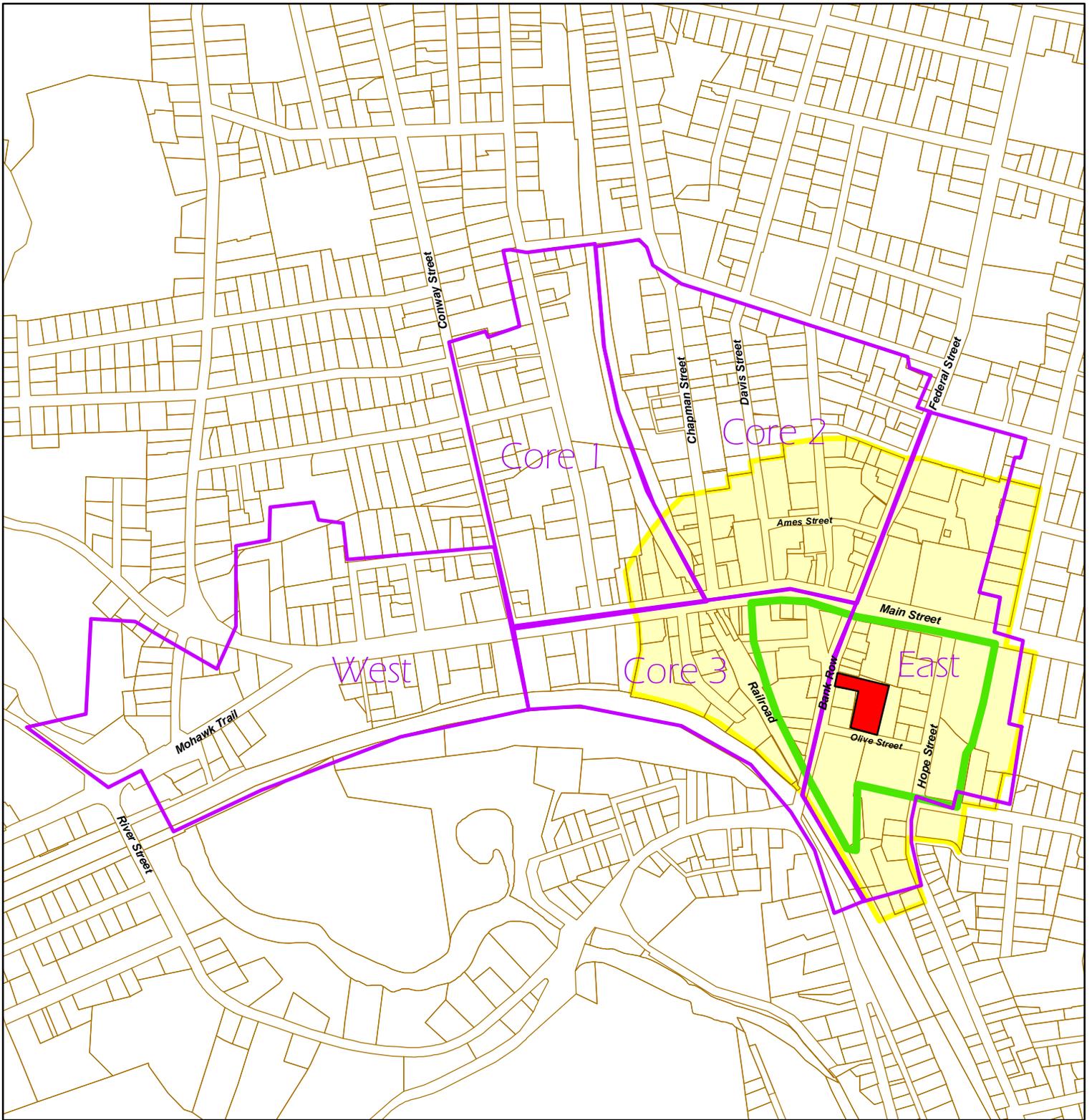
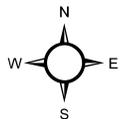


Figure 2:
Comparison with VHB Zones

0 440 880
 Feet

1 inch = 615 feet



Legend

-  Parking Facility
-  VHB Study Zones
-  Core Parking Shed
-  Parking Shed
-  Parcels

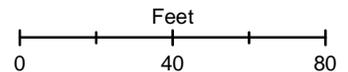
Sources:
 Parcels: Town of Greenfield, Planning Dept. 2008
 VHB Study Zones: Vanasse, Hangen & Brustlin, Inc. 2002
 Parking Sheds: CSP&D 2008

Prepared by: CSP&D
 September 16, 2008

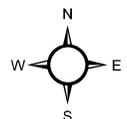




**Figure 3:
Proposed Olive Street Parking Facility**



1 inch = 50 feet



Prepared by: CSP&D
September 19, 2008

Legend

-  Parking Facility
-  Parking Facility Parcels
-  Parcels

Sources:
2005 Orthophoto Imagery: MassGIS
Parcels: Town of Greenfield, Planning Dept.
Parking Sheds: CSP&D



Table 1: Results - Broader Parking Shed

	<i>Use Category</i>	<i>number of properties</i>	<i>total building size (sf)¹</i>	<i>total residential units²</i>	<i>total parking demand³</i>	<i>total parking supply</i>
DATA	Mixed use, non-residential component	22	116,480	NA	418	131
	Mixed use, residential component ⁴	22	NA	111	155	NA
	Non-residential ⁵	61	664,468	NA	1,993	797
	Residential	11	NA	61	85	37
	Parking lots					560
	On-street parking					279
	Outer lots ⁶					241
ANALYSIS	Total parking supply within parking shed:					1,804
	Total parking supply including outer lots:					2,045
	Total parking demand:					2,651
	Parking demand reduced by 30% multi-task trip rate:					1,856
	Parking demand increased by 85% parking utilization rate:					2,134
	Deficit based on the parking supply within the parking shed:					330
	Deficit based on the parking supply including the outer lots:					89

Footnotes:

1. Adjusted by 10% vacancy factor.
2. Includes live-work spaces.
3. Using the calculated parking rates (discussed in text).
4. Parking supply is included in non-residential component row.
5. Excluding the shared parking uses - those with peak parking demand times outside the normal business schedule.
6. Outer lots are the municipal parking lots just outside the broader parking shed.

Table 2: Results - Core Parking Shed

	<i>Use Category</i>	<i>number of properties</i>	<i>total building size (sf)¹</i>	<i>total residential units²</i>	<i>total parking demand³</i>	<i>total parking supply</i>
DATA	Mixed use, non-residential component	5	20,471	NA	97	64
	Mixed use, residential component ⁴	5	NA	35	49	NA
	Non-residential ⁵	19	220,082	NA	730	128
	Residential ⁶	-	-	-	-	-
	Parking lots					226
	On-street parking					114
	Outer lots ⁷					-
ANALYSIS	Total parking supply within parking shed:					532
	Total parking supply including outer lots:					532
	Total parking demand:					876
	Parking demand reduced by 30% multi-task trip rate:					613
	Parking demand increased by 85% parking utilization rate:					705
Deficit based on the parking supply within the parking shed:					173	

Footnotes:

1. Adjusted by 10% vacancy factor.
2. Includes live-work spaces.
3. Using the calculated parking rates (discussed in text).
4. Parking supply is included in non-residential component row.
5. Excluding the shared parking uses - those with peak parking demand times outside the normal business schedule.
6. There are no residential properties in the core parking shed.
7. There are no outer lots in the core parking shed.