



CHICOPEE WEST END BROWNFIELDS AREA-WIDE PLAN

Submitted to:
Pioneer Valley Planning Commission

Project Team:
The Cecil Group
Tighe & Bond
FXM Associates
Williamson Commercial Properties

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This Brownfields Area-Wide Redevelopment Plan was managed by the Pioneer Valley Planning Commission and the City of Chicopee's Community Development Department. A stakeholders group served as the steering committee for this plan. In addition, many public officials provided input and ideas through interviews and information discussions. All of this input helped shape the findings and recommendations in this plan.

Project Team

The Cecil Group, Inc.

FXM Associates

Tighe & Bond

John Williamson

Language Link Consortium

Stakeholders

Officials

Mayor Michael D. Bissonnette

Chuck Swider, Councilor, Ward 2

Jean J. Croteau, Councilor at Large

Frank N. LaFlamme, Councilor at Large

James K. Tillitson, Councilor at Large

Robert J. Zygarowski, Vice President, Councilor at Large

Carl Dietz, Director of Community Development

Lee Pouliot, Planner and Administrator, Community Development

Chris Nolan, Project Manager, Community Development

Kathleen Lingenberg, Director of Housing

Kate Brown, Director of Planning

Jim Dawson, Chicopee Planning Department

Captain Steve Muise, Chicopee Police Department

Laura McCarthy, City Assessor

Anne Capra, Pioneer Valley Planning Commission

Andrew Loew, Pioneer Valley Planning Commission

Frank Gardner, US Environmental Protection Agency

Stakeholders *(cont.)*

Businesses, Education Institutions & Nonprofits

Victor Augusto, Bernadino's Bakery

Beverly Barry, Chicopee Neighborhood Development Corporation

Corey Briere, Property Owner

Andrew Burns, President, HallKeen

Dino Francisco, Dino's European Hair Styling

Steve Huntley, Executive Director, Valley Opportunity Council

Alex Jansen, Valley Opportunity Council

Joe Lavallee, Eastern Etching

Liz McKiernan, HallKeen

Margaret Modzelewski, Property Manager, Ames Privilege

David Owen, MVG Architects

Joe Pieciak, Pieciak & Co. PC

Jim Ramah, Center Cleaners

Sister Mary Reap, President, Elms College

Gail Sherman, President Chicopee Chamber of Commerce

Marty Topor, Central Oil

Bill Wagner, President, Chicopee Savings Bank

Bill Wright, John R. Lyman Company

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1 INTRODUCTION

This Brownfields Area-Wide Redevelopment Plan provides a comprehensive vision and implementation strategy to revitalize the West End of downtown Chicopee through the redevelopment and reuse of brownfield properties. The West End was once a vibrant neighborhood with thriving industries and commercial establishments that served a regional market area. Over the past 20 years, however, manufacturing employment has declined, Interstate 391 construction has rerouted through-traffic around downtown Chicopee, and developers have built shopping malls outside the urban center. The deteriorated economic and physical conditions in the West End neighborhood are now apparent in the many neglected or abandoned properties, including two highly visible mill complexes with multiple underutilized and vacant buildings.

This plan seeks to reinvigorate and spark reinvestment in the West End by mitigating local environmental conditions at brownfields and re-branding the area as an attractive, green neighborhood where people can live, work, learn and play. Through realistic strategies and market-driven initiatives, it particularly aims to assess, clean up and return key West End Brownfields to productive use over the next three to five years. It provides an overall market assessment that identifies potential demand for industrial/commercial space and rental housing units, potential niche market commercial users and appropriate target segments for mill building residences. It further addresses limitations in the neighborhood's infrastructure and recommends public improvements that will facilitate private property redevelopment in the West End.

This plan has been funded by a grant from the U.S. Environmental Protection Agency (EPA) as part of the federal EPA-HUD-DOT Partnership for Sustainable Communities. Specifically, the EPA awarded Brownfields Area-Wide Planning Pilot Program grants, and the Pioneer Valley Planning Commission (PVPC) was one of 23 recipients nationwide. Through the pilot program, the EPA is helping communities facilitate public involvement in the creation of an area-wide brownfields plan. It is the first time the federal agency has used its funds to support planning processes in areas with brownfields, which it defines as “real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.”¹

This area-wide plan aims to provide useful data, analysis and strategies to help City of Chicopee decision-makers, the PVPC, property owners and others re-establish the West End as a flourishing neighborhood through the assessment, cleanup and redevelopment of brownfields.

¹ EPA “Brownfields Definition,” <http://www.epa.gov/brownfields/overview/glossary.htm>

1 INTRODUCTION **Planning Linkages**

While innovative in its approach, this Brownfields Area-Wide Redevelopment Plan has not been developed in a vacuum. Instead, it considers and links with planning initiatives in the broader region.

HUD Sustainable Knowledge Corridor Project

As one of only 45 regions nationwide to receive a 2010 Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development (HUD), the Hartford-Springfield bi-state region is implementing an ambitious work plan over the next three years to position itself as a leader in sustainable community development and a creator of more livable communities for the corridor's 1.6 million residents. The \$4.2 million award will be used to create a foundation of opportunity – in housing, education transportation, employment, nutrition, and community resources.

This bi-state initiative is a partnership between the three regional planning organizations servicing the corridor to advance sustainable development and livability principles within their respective regions. The Sustainable Knowledge Corridor work plan will blend core planning activities with tangible on-the-ground projects. Key components of the work plan include: multi-jurisdictional planning activities and the production of a Knowledge Corridor Execution Plan, civic engagement, capacity building and special planning studies, and metrics and information sharing to facilitate the collection and dissemination of meaningful sustainable planning benchmarks.

Two projects in particular are of specific relevance to the West End:

- Connecticut Riverwalk and Bikeway Project, Chicopee, MA – This project will expand a regional bike and pedestrian along the Connecticut Riverfront connecting Agawam, Springfield and Chicopee, providing alternative transportation options for downtown commuters and create a venue for recreation and exercise. The design phase of the riverwalk in Chicopee is underway, with alternative route scenarios through the West End currently proposed.
- Springfield to Northfield Connecticut River Rail Line – This project, in tandem with other passenger rail investments occurring in the region, will result in a \$73 million investment in the upgrade of rail infrastructure to accommodate the realignment of the Vermonter passenger rail service from Hartford, CT to Burlington, VT. This rail line runs through the West End neighborhood and is a major consideration in evaluating reuse scenarios for the two brownfields at the Delta Park riverfront.

Think Blue Massachusetts Stormwater Outreach Campaign and Combined Sewer Overflows

The City of Chicopee is a member of the Connecticut River Cleanup Committee (CRCC), a consortium of the five municipalities in the region working together to abate combined sewer overflows (CSOs). Over the past two decades, the City has eliminated 10 CSOs, abated all dry weather overflows, and continues to move forward on new projects to meet their EPA Administrative Order at a projected cost of over \$200 million. In addition, the City is a Municipally Small Separate Storm Sewer (MS4) regulated under a NPDES

1 INTRODUCTION Stormwater Permit. To facilitate some of their permit obligations, the City participates in a regional campaign about stormwater awareness called Think Blue Massachusetts. Education and outreach is targeted currently at the residential and business community about how to better manage stormwater. Over the next few years, with funding assistance provided through a Supplemental Environmental Project, outreach will be expanded to industrial facilities in the Chicopee River watershed, including those in the West End neighborhood.²

Study Area Description

The study area – the West End – is an urban neighborhood in Chicopee Center in the southwestern corner of the city (see Figure 1). The neighborhood, which is roughly 190 acres in size, is bordered by the Connecticut River to the west, the Chicopee River to the north and Center Street to the south/southeast. It is located in the Pioneer Valley and lies in close proximity to Chicopee’s neighbors to the west and south, West Springfield and Springfield, respectively. The neighborhood physically divided by Interstate 391, which acts as a gateway to the center and connects the neighborhood to the broader region.

Figure 1. Study Area



² More about Think Blue can be found at www.ThinkBlueMa.org or through the City of Chicopee’s website under the Water Pollution Control Department www.Chicopeema.org.

1 INTRODUCTION Several important Chicopee institutions are located in the West End, including a Chicopee Fire Department station on Cabot Street, a US Post Office on Center Street and Cabotville Industrial Park. There are also significant public spaces and natural resources in the neighborhood. For example, Lucy Wisniewski Park sits in the heart of the study area and is a popular destination for residents of all ages. Acres of riverfront property – and associated wetlands – line the western portion of the neighborhood. There are also two historic districts in the neighborhood: Dwight Manufacturing Company Housing District and Cabotville Common Historic District.

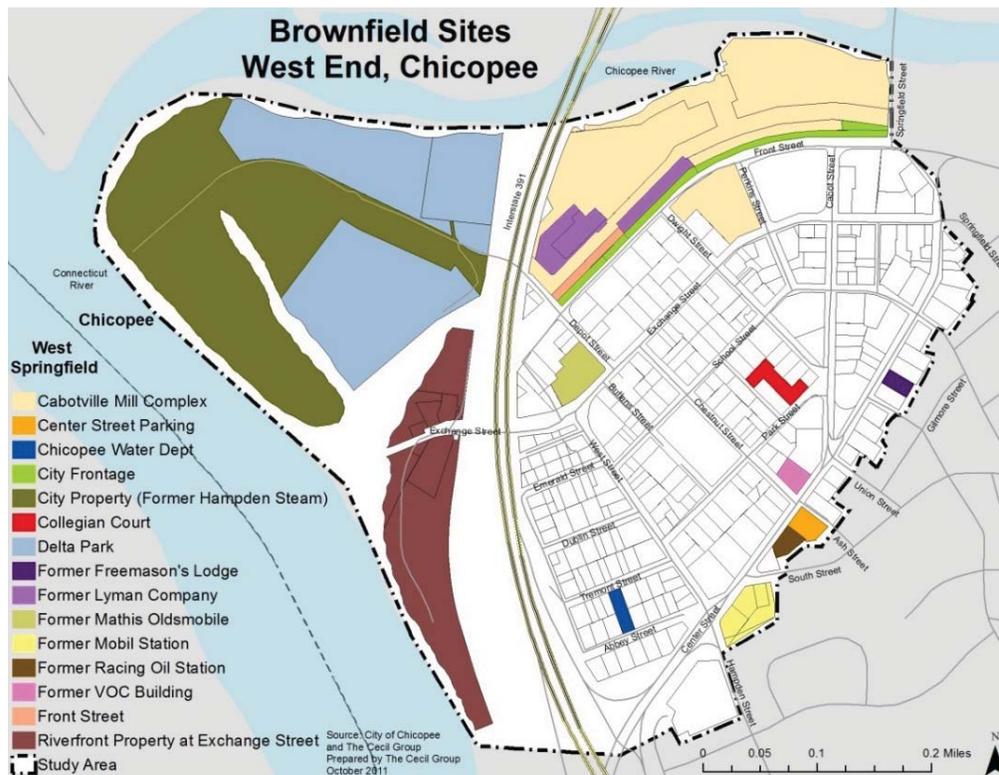
The neighborhood is home to an estimated 1,351 people, which is roughly 2 percent of Chicopee’s population, according to an analysis of 2010 Census data. Poverty, housing affordability and vacancy are problems in the area. For example, the neighborhood has 997 housing units, nearly 11 percent of which are vacant, according to the 2010 Census. That is almost double the city’s vacancy rate. In addition, the vast majority of the housing units in the study area – 80 percent – are occupied by renters. More information about the study area has been included in the “Existing Conditions Report” section of this chapter as well as the actual Existing Conditions Report, which is attached as Appendix A.

Brownfield Sites

The project team examined the existing conditions, opportunities and reuse potential for 15 target Brownfields or underutilized sites in the study area. The original list included nine target sites. However, as the project proceeded, additional sites were identified for inclusion. The final 15 sites are listed here and shown in Figure 2. The potential reuse or re-development of these sites is expected to spur the revitalization of the West End neighborhood.

- Cabotville Mill Complex, 165 Front Street
- Center Street Parking Lot, Center Street
- Chicopee Water Department, 27 Tremont Street
- City Frontage, Front Street between Depot Street and Davitt Bridge
- City Property (Former Hampden Steam Plant), lower Depot Street
- Collegian Court, 89 Park Street
- Delta Park, lower Depot Street
- Former Freemason’s Lodge, 81 Center Street
- Former Lyman Company, 60 Depot Street
- Former Mathis Oldsmobile, 67 Exchange Street
- Former Mobil Service Station, 229 Center Street
- Former Racing Oil, 181 Center Street
- Former Valley Opportunity Council (VOC) building, 152 Center Street
- Front Street, 101 Front Street
- Riverfront Property, Exchange Street

1 INTRODUCTION Figure 2. Brownfield Sites



Study Goals

The main objectives of this Brownfields Area-Wide Redevelopment Plan are to:

- Advance the assessment, cleanup and redevelopment of Brownfields
- Improve the environment and human health
- Provide realistic, market-based options for reuse/redevelopment initiatives
- Support Brownfield funds and remediation programs
- Develop a phased implementation strategy with linked steps
- Examine infrastructure capacities and recommend improvements
- Create criteria and measures for success

The cleanup and redevelopment of Brownfields can lead to many benefits. For example, redevelopment can increase property values, and thus higher property taxes can be generated. The reuse or redevelopment of Brownfields can also create jobs, remove blight, improve and protect the environment, and promote smart growth by directing development to infill properties or instead of open space.

The progress of this area-wide planning project will be reported to EPA in quarterly reports. If EPA cleanup or assessment funding is awarded as part of the plan's implementation, site-specific measures will be tracked based on information in EPA's brownfields property profile form. These include site identifiers, property history, contaminant type, remedial phase, land area cleaned, institutional controls, funding leveraged, site ownership information, planned re-use and actual re-use. The measures will be reported through the EPA's Assessment, Cleanup and Redevelopment Exchange System.

1 INTRODUCTION **Review of Existing Plans**

The project team developed this plan following extensive research, market analysis, public engagement and site analysis. To understand recent and ongoing planning initiatives in the West End neighborhood, the team also reviewed the following plans and documents:

- City of Chicopee 5 Year Open Space and Recreation Plan, 2005-2010
- Chicopee Center Parking Study, 2009
- Downtown Revitalization Plan (Chicopee Gateway Plus), 2009
- Baseline Conditions and Market Analysis for the Redevelopment of the former Uniroyal/Facemate Properties in Chicopee Falls, 2010
- RiverMills Vision Plan, 2011
- City of Chicopee Zoning Ordinance

Public Engagement

Public engagement was a central focus of this plan's development. Understanding the importance of public input and local knowledge, the project team conducted broad outreach to the community. This included five meetings with a stakeholder group comprised of local property owners, business representatives, city officials and others (see Stakeholders list on pages i and ii). These Stakeholder meetings took place on July 11, September 19, October 17, November 8 and January 11. In addition, a meeting of local, state and federal stakeholders was held on April 3, 2012 to discuss potential options and resources for plan implementation.

The project team also held three public workshops aimed at involving the larger community in the planning process. These workshops took place on September 20, October 22 and January 11. During these workshops, the project team, led by the Cecil Group, gave brief presentations about the project and then solicited questions and feedback from community members. At the public workshop in October, four experts in real estate and development discussed strategies and opportunities for redeveloping the West End. Notes from all of the stakeholder meetings and public workshops are included in Appendix B. Additional outreach to discuss market opportunities was made to brownfield property owners and other West End landlords and businesses at a workshop on March 27, 2012.

Below is a brief summary of the main issues discussed by the stakeholders and public. Any updates since the meetings are included in parentheses.

Stakeholder Meetings

- *Redevelopment of mill properties:* There are constraints to redeveloping the Cabotville and Lyman mill buildings. This includes the availability of sufficient water supply to Cabotville if it were to be redeveloped into housing. It could also be difficult to advance the redevelopment of Cabotville given the lack of on-site parking. Any redevelopment would have to meet buildings standards and codes.
- *Demolition of mill buildings:* There would not likely be major opposition to demolishing select buildings along the canal. It would also be possible to demolish some buildings along the canal while leaving others.

1 INTRODUCTION

- *Access to Former Hampden Steam Plant/Delta Park:* There are significant access issues to both sites. Improving the existing access under the railroad is key. Another option would be to go over the railroad tracks, though a larger structure would be needed. To make any access improvements, coordination would need to occur with the railroad company. Also, the rail line is being upgraded to passenger level service, which means there will be a few more trips per day.
- *Support for small businesses and property owners:* There should be an inventory of available spaces in Chicopee for small businesses. Some owners of manufacturing buildings would also welcome assistance in conducting outreach to retain or recruit new small businesses to fill empty spaces.
- *Traffic circulation:* There are different perspectives and opinions about whether the traffic circulation patterns in the West End should return to two-way traffic flows. Drawbacks include the loss of on-street parking. An alternative could be to only change Exchange Street into two-way street; a short portion is currently one-way only.
- *Additional target brownfields:* Several sites should be added to the list of target brownfields studied in this plan, including the property south of Delta Park (added as Riverfront Property), former Collegian Court restaurant property (added), and Market Square (not added).

Public Workshops

- *Safety, maintenance and enforcement concerns:* There is a perceived lack of safety in the West End, and there are concerns that City regulations are not fully enforced, including sign restrictions. In addition, there are complaints that sidewalks, medians and streets are not well maintained or cleaned.
- *Recommended reuse concept:* There is support for the creation of a canal walk, the demolition of some mill buildings and the allowance of mixed uses in the mill buildings.
- *Reuse/redevelopment suggestions:* Suggested reuse/redevelopment options for the West End include a small marina between the Chicopee and Connecticut rivers, a casino, an off-leash dog park, community gardens at the Water Department site, a waterfront park and educational training centers. It was suggested that the City sell vacant or distressed properties.
- *Traffic Circulation:* There are mixed opinions about whether traffic circulation in the West End should be converted into two-way traffic flow. It could help some businesses that are struggling due to the existing one-way network. One suggestion is to only convert Exchange Street and a portion of Cabot Street into two-way circulation.
- *Moving trends:* People are returning to city centers. The mills in the West End present a great opportunity for them.
- *Brownfields Plan:* This plan is a road map to be implemented, and its completion will put Chicopee in a better position to get funding in the future.
- *Public awareness:* There is community interest in brownfields and revitalization in the West End. Make sure outreach efforts are continued aggressively.

1 INTRODUCTION Feedback Forms

The project team solicited input from the public through feedback forms, which were distributed at a public workshop as well as online. Forty-two people submitted forms, which included 13 multiple choice and open-ended questions. The questions asked community members about the kinds of uses or development they would most like to see at the target Brownfields. One question specifically sought to get input on the public's preference for traffic circulation in the West End. The input received through the feedback forms informed the reuse options for the target Brownfields, and the information has been incorporated into Chapter 4 of this plan. All of the feedback form results are included in Appendix C.

Interviews

The consultant team completed a series of phone and in-person interviews with local developers, property owners and others to gain a better understanding of the local real estate market and development conditions. The information gained from these interviews was key in determining the potential options for redevelopment of the brownfield sites. The list of contacts is included in Appendix D. While the interviews were for the most part confidential, a few generalized points are highlighted below:

- “It’s not that the Downtown/West End isn’t accessible, it’s just not as easily accessible as it was before the bridge closed.”
- A redeveloped Cabotville could have a catalytic effect – 200 apartments could make a big difference in the West End, Downtown business and real estate activity.
- Looking from regional perspective, Chicopee’s West End is the most accessible center in the area. It is “neat and tidy.”
- The demand/revitalization will be in housing for the under 35-year-old market. What attracts them will be quality housing with like-minded neighbors and amenities such as a pool and gym. It could be different and complement Ames Privilege.
- Mill redevelopment should promote and include “business-ready” space to reduce capital costs to companies (sold and leased). Needs vary. Business incubators are now outfitting space to interior walls.
- “Big verticals” are banking (interactive services), health care, manufacturing. There is not a lot of demand for higher education in Chicopee/Holyoke area as compared to Worcester; there are 10 colleges in that city and more than 15 in the metro area.
- Adjacency to Bay State Medical is important. It’s closer to downtown Chicopee than downtown Springfield.
- “Waterfront is cool,” but rivers in Chicopee (and canals) were used for industries. Railroad tracks and I-91 cut Chicopee off from the Connecticut River, and I-391 turns and creates another barrier. Delta Park and the old Steam Plant are probably contaminated, and you may not be able to do much with them. The railroad trestle also limits accessibility.

1 INTRODUCTION Other Forms of Public Outreach

Other forms of public outreach included a video showcasing the Brownfield sites. The video could be viewed by those who scanned a QR code that was included on flyers announcing upcoming public workshops. In addition, PVPC and the City of Chicopee's Community Development Department took on the task of creating project websites, which posted documents as the project proceeded.³ All of the input from the Chicopee community was used to help shape the final recommendations and reuse scenarios included in this plan.

Existing Conditions Report

Early in the planning process, the project team prepared an Existing Conditions Report to better understand the West End neighborhood. (See Appendix A.) This included an in-depth analysis of the neighborhood's demographics, land use, zoning, transportation network and infrastructure. An inventory of the open space, parks, trails, natural resources and historic properties was also conducted. This research was aided by site visits, GIS mapping (created by the Cecil Group with assistance from Chicopee officials) and interviews.

Listed below are several of the major findings from the Existing Conditions Report. Information regarding zoning is included in Chapter 4 of this plan.

- *Land Use:* The study area covers roughly 190 acres in Chicopee Center and includes a mix of residential, commercial and industrial properties. There are roughly 310 parcels: 53 percent residential, 12 percent commercial, 3 percent industrial, 10 percent mixed use, and 8 percent tax-exempt. Approximately 8 percent of the parcels are vacant.
- *Parks, Trails and Open Space:* There are some significant parks and open spaces in the study area, though they are limited in number. Three prominent open space parcels in the neighborhood are Lucy Wisniowski Park, Bullens Park and the former Hampden Steam Plant property along the Connecticut River. All of the properties are owned by the City of Chicopee. In addition, the City recently developed a walking and bike path along Front Street called the Chicopee Riverwalk and Bikeway. It runs roughly 1,100 feet along the canal from Davitt Memorial Bridge to Grape Street.
- *Historic Areas:* There are two historic districts in the neighborhood listed on the National Register of Historic Places, The Dwight Manufacturing Company and Cabotville Common. There are also roughly 90 properties in the study area listed on the Massachusetts Historical Commission's Inventory of Historic and Archaeological Assets.
- *Natural Resources and Environmental Features:* The Connecticut River borders the study area to the west, and the Chicopee River borders the neighborhood to the north. There are wetlands and flood zones along the two rivers, particularly near their confluence. The City Property - former Hampden Steam Plant property - and northern portion of the Riverfront Property are within a 100-year flood area.
- *Transportation:* Roadways in the study area include Interstate 391, a Massachusetts Department of Transportation roadway that runs from Holyoke through Chicopee to Interstate 91. Exit 2 from Interstate 391 connects to Center Street (Route 116), which

³ Project websites include www.pvpc.org/brownfields/Chicopee_West_End.html and www.chicopeema.gov/page.php?id=20994

1 INTRODUCTION

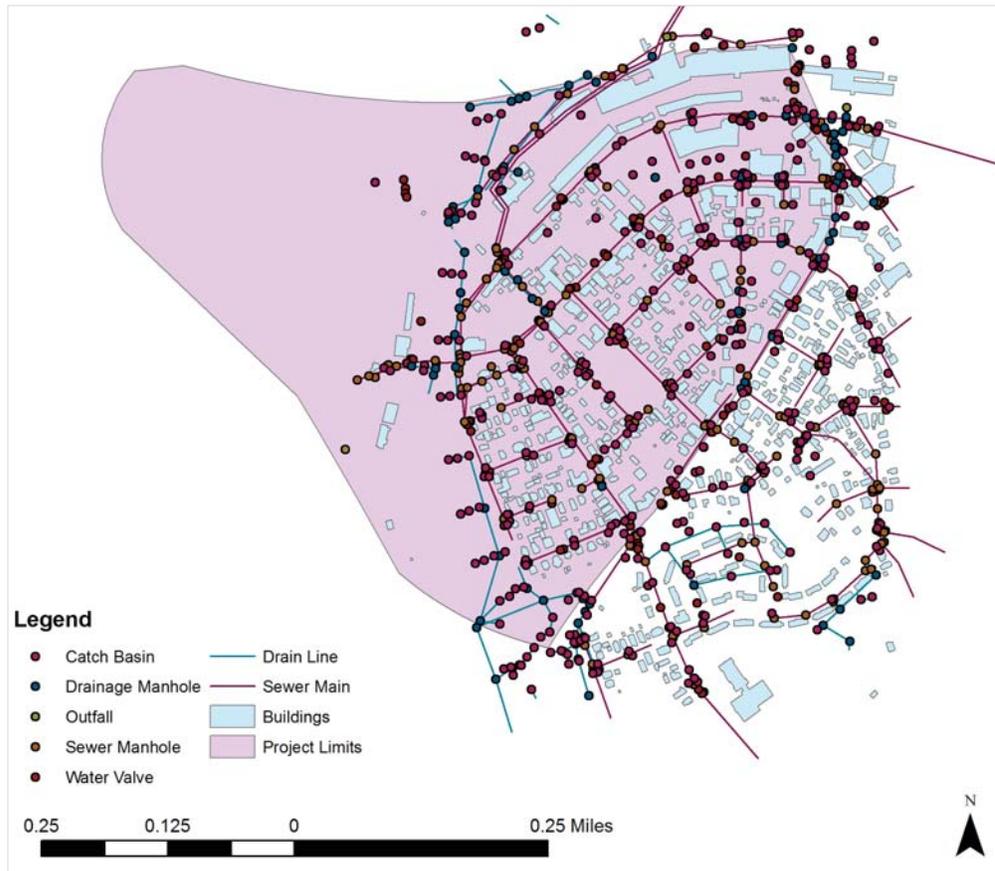
runs along the western boundary of the study area. Front Street, Cabot Street, Depot Street, Exchange Street and West Street are local Urban Collector Roads in the study area. The current traffic flow into Chicopee from Route 116 is limited to one-way traffic flow. Cars are prohibited from making left-hand turns onto Front Street and are directed to go through the one-way loop through the downtown area.

There is no commuter rail service in Chicopee. However, the Connecticut River Rail Improvement Project, which recently received federal funds, extends adjacent to I-391 in the study area. The improvement project is anticipated to be developed in phases with Phase 1 returning Amtrak service to the Connecticut River with one to two round trips per day between St. Albans, VT and New Haven, CT.

- *Parking:* According to a 2009 Chicopee Center Parking Study, there are 1,358 parking spaces in the downtown area of Chicopee: 679 public spaces, 598 private spaces and 81 pay-and-park spaces. That study, conducted by PVPC, found that the current parking supply sufficiently met current parking demand. It further revealed that many of the parking areas were underutilized; some did not reach a 50 percent utilization rate during a typical day.
- *Infrastructure:* This West End area of Chicopee is served by a combined sewer system designed to carry both sanitary wastewater and stormwater runoff in a single pipe. The City is currently working to separate the system to minimize system overflow during wet periods when large amounts of rainwater overwhelm the system. The study area is Phase 5 in Chicopee's sewer separation project and is slated to be separated in 2017-2019. Overall, the existing combined sewer infrastructure in Chicopee Center has extra capacity and could accommodate additional connections. However, any future development in the study area would require a separated connection (separate pipes for sanitary waste and stormwater runoff) to the existing system to assist in future separation of the system. (Sewer lines and other infrastructure are shown in Figure 3, Infrastructure Map by Tighe & Bond.)

In Chicopee Center, the existing water infrastructure is generally in fair condition. The Cabotville Industrial Park is currently served by a 10-inch looped water line with multiple connections from City main lines along Front Street. This system currently supplies both domestic and fire flows to the existing buildings. One of these connections goes from Front Street across the bottom of the Canal to the looped system. This conduit and the canal are both privately owned. The canal is also drained periodically, leaving the water pipe exposed to the elements, which increases its risk of breaking.

1 INTRODUCTION Figure 3. Infrastructure Map



An important component of the report focused on the target Brownfields or underutilized properties mentioned earlier. The project team examined the properties' existing conditions – including known and potential contamination – and reuse potential. This information was summarized on property sheets provided to City of Chicopee officials, the PVPC and stakeholders. The property sheets with photos of the sites are included in Appendix E.

It should be noted that the Existing Conditions Report included only 13 target properties. After the report was completed, the project team determined that the Cabotville Mill Complex should be divided into three separate target properties according to ownership and also expanded to include the frontage properties along Front Street. As a result, two target properties were added: City Frontage and Front Street (101 Front Street). This brought the total number of target properties to 15. The boundaries of the Former Mobil Service Station - a target brownfield - was also modified to include small parcels directly south of the original property that are owned by the same entity. This slightly altered - enlarged - the study area boundary along Center Street. The property sheets in Appendix E include updated information on all 15 properties.

1 INTRODUCTION **Market Study**

The consultant team analyzed market conditions and trends within the project area and overall Chicopee-Holyoke-Springfield region to assess potential demand for residential and commercial space in the West End. This work involved interviewing stakeholders and economic development and real estate professionals; updating prior reports; analyzing historical demographic and economic conditions and trends; and projecting potential demand for residential units and office, industrial and retail space using publicly available secondary source data as well as proprietary data subscribed to by the consultant team. It also included preparing a Technical Memorandum describing existing and forecast demographic characteristics, business activity and employment as well as historical and projected absorption and pricing for residential units and commercial space. The findings and recommendations from this market analysis are described in the “Market Overview” section of this report as well as supportive technical memoranda and presentations in Appendix E.

2 VISION FOR STUDY AREA

The vision for the West End is to create a distinctive, attractive, hip, healthy, affordable and safe Downtown neighborhood. This vision is based on market findings, public input, existing conditions and the successful reuse and redevelopment of Brownfields, mill buildings and downtown commercial property in other Massachusetts communities. The Cabotville Mill Complex (see Image 1) and environs along Front Street are the priority Brownfield redevelopment sites, and they are central to the phased implementation approached described in the “Implementation Plan” section of this report. Progress on redevelopment of the Cabotville Mill Complex, mill buildings on Front Street and Former Lyman Company property would encourage redevelopment of other Brownfields with longer-term market potential. The vision also sets the stage for economic development initiatives to redevelop these mill properties while building a lively, attractive, greener and safer West End neighborhood for residents, businesses, workers, students and visitors.

To revitalize older urban centers, it is important that the scale and type of development or redevelopment be distinctive from residential and commercial spaces available in suburban and rural locations within the larger geographical area. Older urban centers appeal to businesses and residents who want an environment that offers distinctive buildings and spaces, walkable streets, density and amenities that cannot be replicated in other city neighborhoods or suburban areas. Chicopee’s West End already includes historic mills, architecturally significant buildings, a dramatic and accessible riverfront and attractive streetscapes that can be the foundation for future success.

Image 1. Cabotville Mill Complex

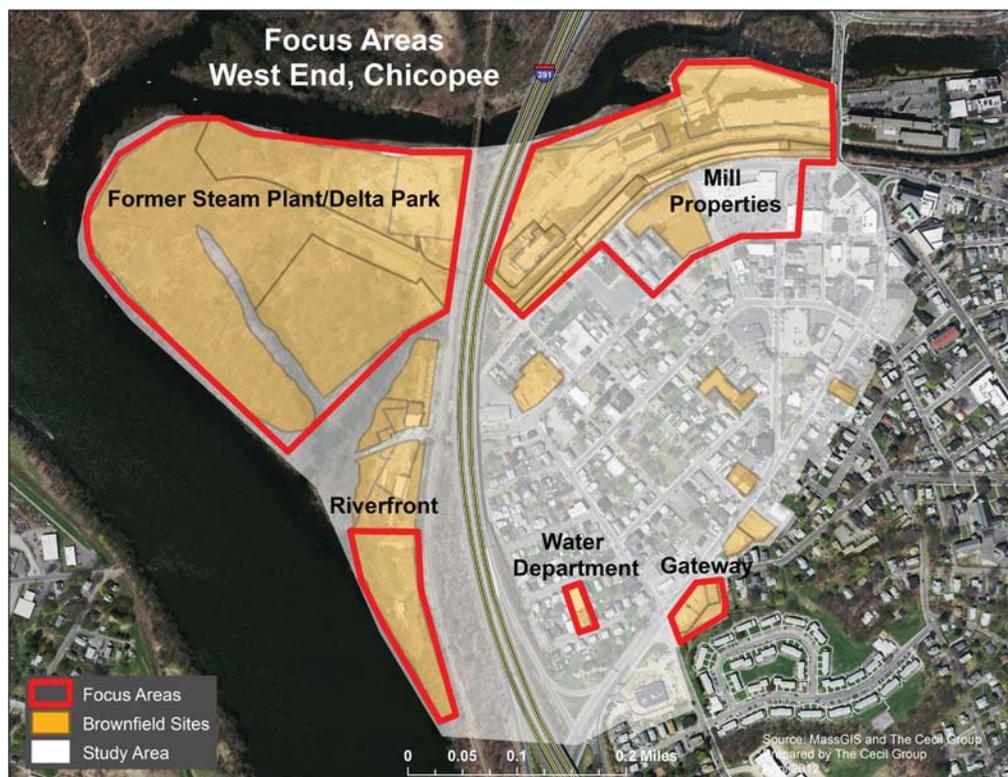


2 VISION FOR STUDY AREA **Concept Plan**

Using the vision as a guide, the project team developed a concept plan for the West End that focuses on five areas, shown in Figure 4. These focus areas and the Brownfield sites within them will be described in detail later. Targeting these focus areas for restoration, redevelopment and reuse will have the greatest positive impact on the overall revitalization of the West End.

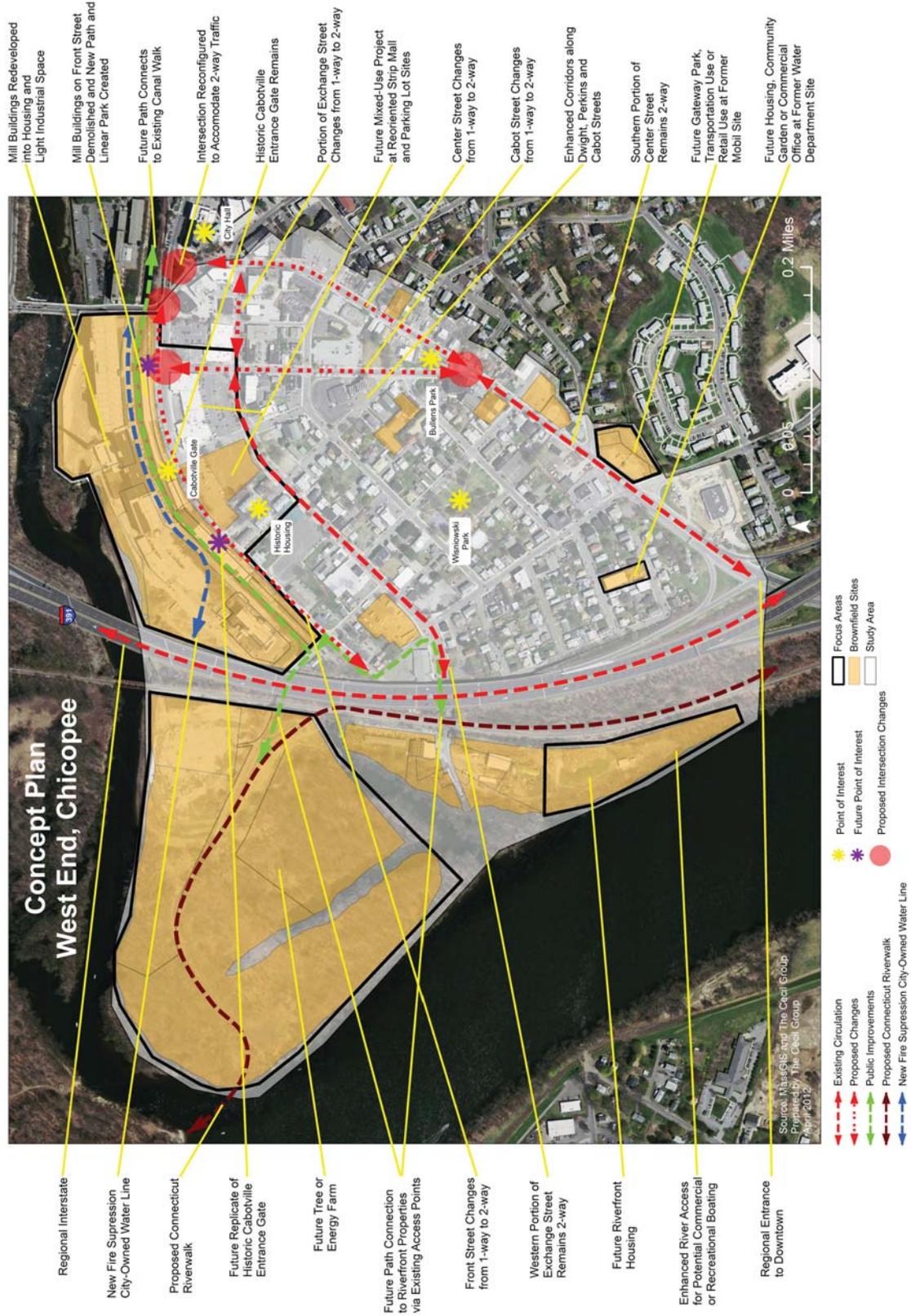
The concept plan for the West End reactivates the neighborhood through several key initiatives. These initiatives, shown in Figure 5, are outlined below and will be described in greater detail later. They largely focus on the Cabotville and Lyman mill properties. The successful revitalization of these two key properties – because of their central location, their relative scale and the attention they have attracted in the past – will be the most important initiative in the immediate future. The first step will be restoration of the environmental health of the neighborhood by applying brownfield programs to these sites. Subsequently, their reuse and redevelopment will have a significant synergistic effect on the redevelopment potential of other properties in the study area.

Figure 4. Focus Areas



2 VISION FOR STUDY AREA

Figure 5. Concept Plan



2 VISION FOR STUDY AREA

- *Redevelop the Cabotville and Lyman mill properties:* The mill buildings are currently underutilized and as such, detract from the neighborhood's appeal. The city should primarily focus its efforts on supporting or facilitating the redevelopment of the Cabotville Mill Complex in the near term. This is because Cabotville has the following traits.
 - It is the most prominent Brownfield site in the West End.
 - It is located near valuable resources, including the canal.
 - It is architecturally and historically significant.
 - It will likely stimulate reinvestment at the Former Lyman Company properties if redeveloped.
 - It can accommodate a large concentration of businesses and residents, which will generate further reinvestment in the West End.

Demolishing a few of the mill buildings along Front Street would also daylight the canal and allow for the creation of green space, which in turn, would benefit property values and redevelopment potential within the larger West End study area.

- *Restore environmental health:* The urban environment should be restored to conditions that are considered healthy for walking, biking, working and recreating. The restoration will be facilitated by state and federal brownfields programs listed in Table 1.
- *Create public amenities:* There are opportunities to improve the West End through the creation of new public amenities, particularly a path and park along the canal. (The canal is shown in Image 2.) Such a path could connect to the Connecticut Riverwalk and Bikeway Project, a Knowledge Corridor project, to the existing Chicopee Riverwalk. A new path and park along the canal would increase the amount of open space in the West End and draw people to the neighborhood.
- *Improve infrastructure:* To support the redevelopment of the mill buildings in the study area and encourage neighborhood revitalization, several infrastructure improvements are necessary. These include a water line replacement and possible road widening.
- *Change circulation:* Several of the roadways in the study area only allow one-way traffic, which has anecdotally hampered West End businesses. Converting them into two-way streets would support businesses by enhancing their visibility and accessibility. It would also help create a stronger link between the West End - and the target Brownfield sites - to the regional transportation system.

Image 2. Dwight Manufacturing Company Canal



Leveraging Brownfields for Revitalization

As mentioned earlier, the concept plan includes key brownfields in the study area. These properties can be leveraged to support redevelopment in the West End, particularly through funding opportunities. By their very nature – the presence or potential presence of hazardous substance or contaminants – Brownfields are more costly to clean up and redevelop than typical sites. To help offset the higher costs and limit liability of potential developers, numerous programs at the state and federal level have been created.

These programs include the Brownfields Redevelopment Fund, which is administered by MassDevelopment. The fund encourages the reuse of brownfields in Economically Distressed Areas (EDA), and the City of Chicopee has been designated as an EDA. The Brownfields Redevelopment Fund includes financing and loans for environmental site assessments and cleanups.⁴

Other brownfields programs include the U.S. Environmental Protection Agency’s (EPA) Brownfields Assessment, Revolving Loan Fund and Cleanup grants.⁵ Table 1 summarizes brownfields programs and related assistance programs. Local governments, nonprofit organizations and Redevelopment Agencies, among others, can apply for these grants, which have been used in many Massachusetts cities to support the redevelopment of Brownfield sites.

Table 1. Brownfields and Related Assistance Programs

PROGRAM	SOURCE	DESCRIPTION
Site Assessment Grants	US EPA	Competitive grants to public entities. Up to \$200,000 per applicant (community-wide) for petroleum or hazardous materials. Eligibility determined on a site-by-site basis but can be used on private or public property.
Cleanup Grants	US EPA	Competitive grants to public entities or non-profits. Up to \$200,000 (property-specific). Applicant must own property and have conducted due diligence prior to acquisition.
Revolving Loan Fund Grants	US EPA	Competitive grants to public entities. Up to \$1,000,000 per applicant (community-wide). Used by recipient to make loans to private landowners and loans or subgrants to public and nonprofit owners. Loan/subgrant recipients must own property and have conducted due diligence prior to acquisition. PVPC is a current RLF grantee.
Targeted Brownfields Assessment	US EPA (Region 1)	Competitive grant of service to public entities for use at public or abandoned private properties where the recipient is not causally responsible. Averages \$100,000 in value.
Site Assessment Program	MassDevelopment	Low-interest loan program to public or private landowners. Up to \$100,000 per property. Loans to public entities may take the form of revocable grants. Causally responsible entities are ineligible. Site must be within designated EDA.
Remediation Loan Program	MassDevelopment	Low-interest loan program to public or private landowners. Up to \$500,000 per property. Loans to public entities may take the form of revocable grants. Causally responsible entities are ineligible. Site must be within designated EDA.
Brownfields Tax Incentives	US IRS & MassDOR	Tax incentives or credits related to environmental assessment and cleanup costs.

⁴ See MassDevelopment’s website for more information: <http://www.massdevelopment.com/financing/specialty-loan-programs/brownfields-redevelopment-fund/>

⁵ FY2013 grant proposals are expected to be due in the fall of 2012.

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The City of Lawrence used an EPA Brownfields Cleanup grant – among many other funding sources – to clean up the site of a former power plant, which had been demolished.⁶ The site is now a public park with a community garden, playground, bioswales and green space. Throughout this plan are other examples of Brownfields projects that have leveraged Brownfields funds.

In many redevelopment projects, Brownfield funds are used with a mix of other sources to remediate and redevelop Brownfield sites. These sources can include a wide variety of tax credits, grants, revolving loans and private financing. Low Income Housing Tax Credits (LIHTC), for example, can be secured if the resulting development includes affordable housing units. This financial incentive could be used under the Chicopee Center 40R Smart Growth Overlay District, which covers Cabotville Industrial Park and requires that 20 percent of all units in residential or mixed-use developments be affordable to households earning up to 80 percent of area median income (AMI). That requirement is 25 percent for projects restricted to seniors or disabled residents.

EPA Brownfields Funding Success in Chicopee

The City of Chicopee has been successful in receiving EPA Brownfields grants. During the EPA Brownfields Pilot assessment program, the City received a total of \$200,000 starting in 1996, according to Chicopee's Office of Community Development. Four projects, described below, received funding and are listed as 'Success Stories' on the EPA's website. The projects were not in the West End neighborhood. The following information has been provided by the Office of Community Development.

- Former Bay State Wire Company – In 1996, an initial Brownfields Pilot Assessment grant of \$59,000 was given to the City. Assessment work confirmed the presence of trichloroethylene (TCE), oil, grease and cadmium in the site's soil and groundwater. These activities led to a \$310,000 clean-up effort, funded through the Community Development Block Grant (CDBG). Once clean the property was sold to E. Joseph Montemagni, a private developer, for redevelopment as office space.
- Former Conway Bedding/Hallahan Lumber – Initial success at the former Bay State Wire Company site led to an additional \$30,000 in funds in May 1997. Completed assessments led to cleanup and demolition activities supported with CDBG resources. The site was sold to Benedict Broadcasting, an affiliate of NBC who constructed an \$8 million state of the art digital broadcasting station for Channel 22 News.
- Former J.G. Roy Lumber – In September 1998, the EPA awarded the City with an additional \$111,000 in funds. This site received \$41,600 for assessment activities. The property was then sold to neighboring J. Polep Distribution Services, who completed remediation activities and demolished existing structures for future expansion. The City assisted with cleanup activities by providing CDBG loan funds to J. Polep.
- Former Tri-City Cleaners – Taken through tax-foreclosure, this site had a documented 67 year history of contamination. This property received over \$35,000 for assessment activities. Assessments were completed by 2000 and with the support of CDBG & other City/State funds the property was redeveloped as a local Department of Motor Vehicle (DMV) branch that has been in operation since 2002.

⁶ EPA, Brownfields Success in New England, Manchester Street Park, http://www.epa.gov/region1/brownfields/success/09/R1_SS_Lawrence_MA_Manchester.pdf

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FXM Associates prepared a Technical Memorandum early in the planning process to assess key population, business and employment characteristics and trends affecting economic development potential in the City of Chicopee. The assessment looked at data for the study area, City of Chicopee, Hampden County and Massachusetts. The memorandum has been included in Appendix F. Below are several of the major findings related to businesses and employment in the study area and the City of Chicopee.

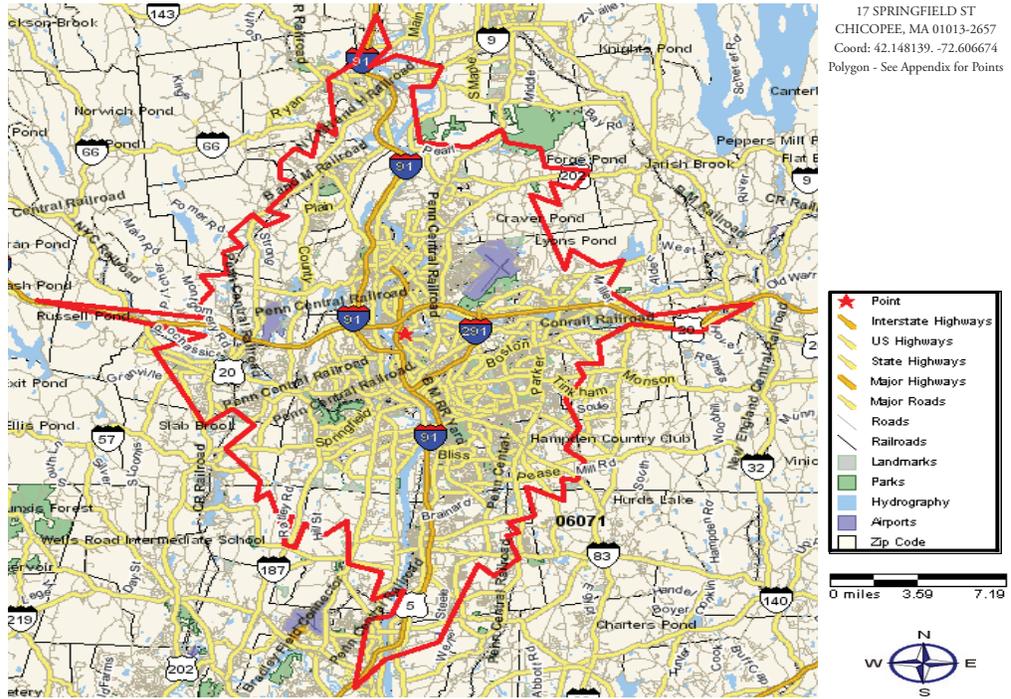
- *Businesses:* There are an estimated 153 business establishments in the study area. Those businesses have more than 1,100 employees and do nearly \$119 million in annual business sales. This represents roughly 5 percent of total jobs and less than 1 percent of business sales in Chicopee.
- *Manufacturing:* There are approximately 12 manufacturers in the study area, which comprise 12 percent of all manufacturing establishments in Chicopee. These businesses account for 14 percent of all citywide manufacturing jobs and 17 percent of all citywide manufacturing sales.
- *Retail:* The retail sector is the least represented industry group in the study area relative to all business types. They account for less than 4 percent of all citywide retail jobs and business sales.
- *Employment:* The study area has a lower percentage of employed residents (53 percent) than the City of Chicopee, Hampden County and Massachusetts. It also has a relatively high percentage of blue-collar workers (43 percent). In addition, the City of Chicopee has experienced declines in the manufacturing sector over the last decade. In that same time period, there have been increases in retail and educational services citywide.

FXM also conducted Residential and Commercial Market Analyses as part of this brownfields study. Technical memoranda that fully discuss these market analyses are attached as Appendix G. The memoranda contain supportive tables and graphs for both analyses.

The market study assessed the potential demand for housing, office, retail and industrial space in the West End over the next three to five years. Based on the experiences of local commercial real estate brokers, the Chicopee-Springfield-Holyoke metro region was the market area FXM examined for commercial uses that could be drawn to Chicopee's West End/downtown area. The residential market area was defined as a 20-minute drive of downtown Chicopee and the West End neighborhood (see Figure 6). This is a reasonable primary market area definition based on commuting times, experience of revitalization efforts in comparable city centers and local broker opinions. That is not to say that residents or businesses could not be drawn to Chicopee's West End from beyond this geographic area.

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Figure 6. Downtown Chicopee 20-Minute Drive



Market Findings and Implications

The following summary highlights the market study’s findings and implications for West End neighborhood Brownfield sites, especially the targeted Front Street mill properties. The market overview addresses rental housing and commercial (office or flex space) and industrial/warehouse space. It also includes a retail opportunity “gap” analysis.

Rental Housing

The residential market assessment targeted households under age 35 and over age 55. In other comparable urban areas, these market segments have been found to be the most likely to find urban rental housing attractive. Future residential condominium demand is possible, but virtually all new urban housing development or redevelopment projects are focused on rental housing. Over the past several years, there has been a significant change in propensities to rent over homeownership, especially within the target household segments of young and older adults. Key factors in this housing demand analysis were age and household income, propensity to own or rent, and mobility by householder age.⁷ Targeted households also represent age groups with the highest projected growth over the next five years. The targeted households for West End mills and commercial buildings would be young adults, graduate students, empty nesters, retirees and temporary skilled workers at nearby healthcare, educational and technical centers.

⁷ Nielsen Claritas, Inc. *SiteReports* (2011) and FXM Associates.

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Assuming that Chicopee could capture 30 percent of projected market demand within the 20-minute drive-time market area and discounting currently planned and proposed residential development projects within that market area, average annual demand for residential rentals within the project area could be about 100 units per year.⁸ While the following is not a recommended development program for any specific site, the market analysis suggests that \$900 is the low end potential gross rent that could be supported by a \$120 per square foot cost for rehabilitation of existing buildings. Of the estimated 100 units per year average annual demand, 75 percent of target households could afford units priced at \$1,100 per month, while 35 percent could afford units priced at \$1,300 per month.

At these rent levels, building fit-out costs – excluding parking, landscaping, access and other outside building infrastructure – could not exceed \$120 per square foot. Residential units in mill buildings need to be designed to compete effectively with other new and rehabilitated housing products, including security, unit size, finishes, energy features, architectural character and on-site amenities.

Office Space

Over the next five years, the Chicopee-Holyoke-Springfield region has a projected total net absorption of 625,000 square feet of new, rehabilitated and currently vacant office space, or an annual average net absorption of 120,000 square feet. Vacancy rates in the Chicopee-Holyoke-Springfield region have climbed to more than 10 percent, though that rate is expected to steadily decrease through the end of 2013.⁹

The City of Chicopee overall currently holds about 5 percent of the Chicopee-Holyoke-Springfield regional office space inventory. At that same capture rate, net absorption of about 31,000 square feet would be expected in Chicopee over the next five years.

To increase the amount of office space in the Study Area given these market conditions and trends, extraordinary measures will need to be undertaken to increase the visibility of Chicopee's Downtown/West End area within the regional market (which includes the downtown areas of Holyoke and Springfield) and develop competitive product and price offerings for conventional and/or niche office space users. In several of the older downtowns in which FXM has worked, these specialty or niche users typically include small, entrepreneurial firms within the creative economy and professional and technical services. For these types of businesses, conventional office space may not be desired. Many value the draw of a location – such as the Downtown/West End area of Chicopee -- that includes walking distance to local retail and restaurant establishments; the ambience of older, historic structures and streetscapes; proximity to cultural and educational institutions; and other characteristics that offer a distinctive alternative to conventional suburban or strip commercial office space.

⁸ The 30 percent capture rate represents FXM Associate's professional judgement given the firm's experience in similar projects as well as its knowledge of the local market. Some of the capturable demand will depend on whether planned and proposed project move forward. Actual demand will depend on the location, quality and pricing of particular projects.

⁹ CoStar Property Information Systems, Inc. (2011) and FXM Associates.

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Lease rates for office space within the region currently average about \$15.67 per square foot per year and range from \$4.50 to \$32 per square foot per year. At the average lease rate, not including property acquisition or site preparation costs, the average lease rate would support about \$80 per square foot new construction or rehabilitation fit out costs for refurbished office space.

Industrial/Warehouse Space

There is steady, increasing demand for industrial space in the Chicopee-Holyoke-Springfield region and beyond, which could afford development opportunities in Chicopee. The region's projected net absorption of industrial space (new, rehabilitated and currently vacant space) is 1,600,000 square feet over the next five years, or about 322,000 square feet per year.¹⁰ Chicopee has about 26 percent of the region's industrial space inventory. Over the next five years, the City's net absorption would be 435,000 square feet at the current capture rate, a projected annual net absorption of about 90,000 square feet.

The Cabotville Mill Complex and Former Lyman Company property were identified during this study as priority Brownfield sites for reuse and redevelopment, and they provide significant opportunities for public-private reinvestment to spur Downtown revitalization. These West End mill buildings have more than 750,000 square feet of vacant or underutilized space that could offer inexpensive, flexible space to a variety of tech-based, creative economy, advanced manufacturing, distributive and other businesses.

Currently, rent for industrial/warehouse space in the Chicopee-Holyoke-Springfield region average \$3 to \$4 per square foot per year, which could support about \$20 to \$25 per square foot in total building and property rehabilitation costs.

Market investigations and previous consultant team experience have found *cost and flexibility* to be the key criteria for successfully increasing occupancy of mill building space. Equally important is the need for a coordinated, public-private outreach effort to support existing commercial establishments and attract other prospective users and investors. Many prospective mill space users are not conventional business types seeking accommodations in office or industrial parks, and demand by these types of users is not easily quantifiable. Experience has shown, however, that low cost space with flexibility to accommodate a variety of individual users (amount of square feet per user) and superior high speed internet connections can be absorbed with an effective advertising campaign and other outreach efforts.

Retail Space

Based on analysis of historical and projected trends in the total inventory of retail space, vacancies, vacancy rates, and planned and proposed developments, no net additions to the current inventory of retail space in the Chicopee-Holyoke-Springfield regional market are expected over the next several years. An average annual net absorption of roughly 59,000 square feet of retail space is forecast within the Chicopee-Holyoke-Springfield regional market each year, or 294,000 square feet over the next five years. Net absorption includes

¹⁰ CoStar Property Information Systems, Inc and FXM Associates.

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newly built or rehabilitated space minus demolitions as well as currently vacant space. That amount of projected net absorption is negligible from a regional perspective and reflects little growth in population or disposable income. The regional vacancy rate for retail space is projected to decline to 4 percent by 2013, accounting for most of the projected net absorption.

Chicopee currently holds 18 percent of the region's retail space inventory. At the current capture rate, net absorption of about 53,000 square feet would be expected in Chicopee over the next five years, or less than 11,000 square feet per year. As with the regional forecast, that amount of projected net absorption for Chicopee overall is negligible from a market demand perspective. The average lease rate for retail space in the region is \$11.50 per square feet per year, ranging from \$4 to \$30 per square feet per year. At the average lease rate, not including property acquisition or site preparation costs, the average lease rate would support about \$50 per square feet new construction or rehabilitation fit out costs for refurbished retail space.

Retail Opportunity/Gap Analysis

A Retail Opportunity/Gap Analysis is a tool used by virtually all major retailers and chain restaurants to gauge market demand and competition within a specified geographic area. It represents a snapshot of the current expenditures of consumers within a geographic area and actual retail store sales matching those expenditures within the same geographic area.

The analysis shows the potential demand for various types of retail development within a defined market area by comparing estimated household expenditures in a range of retail store categories with actual sales by stores in those categories. Where expenditures by households in the market area exceed sales, a gap or opportunity exists for stores within the market area to "capture" more of those household expenditures. Conversely, where market area household expenditures are less than actual sales in particular retail categories, stores in the market area already attract consumer dollars from outside the market area, and opportunities for additional retail development are more limited. The Retail Opportunity/Gap Analysis is a snapshot of current opportunities for retailers to newly locate or expand facilities based on a well-established empirical fact that people will purchase goods within the shortest available walking or drive time from where they live.

Retailers typically define market areas in terms of drive times, with a 15-minute drive time considered the maximum outside market area definition for all but the largest stores and store types. Market support within a 5-minute drive time is considered the outside drive-time reach of smaller retailers, and support within a 10-minute drive time is considered essential for most medium-sized stores and restaurants. If a specific category of retail sales opportunity were shown for a 5-minute drive-time market area and also held up at the 10-minute market area, then most retailers will consider market conditions favorable – from a demand standpoint – to locating a store within that market area. Data in Table 2 summarize the analysis of retail development potential based on gaps between consumer demand and actual store sales within the 5- and 10-minute drive-time market area centered on the Downtown/West End Study Area.

Table 2. Retail Development Opportunities in the Downtown/West End Study Area Based on the Retail Opportunity Gap in 2010

Selected Store Types-NAICS code	Consumer		Opportunity Gap	Median		Median Store Size(SF)	Number of Stores	Potential Capture (SF)	Potential Capture (# of Stores)
	Expenditures	Retail Sales		Sales per SF	Supportable SF				
Computer and Software Stores-44312	\$ 10,286,818	\$ 7,528,619	\$2,758,199	\$310	8,897	2,900	3	2,900	1
Hardware Stores-44413	\$ 19,637,488	\$ 10,878,468	\$8,759,020	\$170	51,524	13,200	4	13,200	1
Office Supplies and Stationery Stores-45321	\$ 13,006,612	\$ 6,366,676	\$6,639,936	\$245	27,102	10,500	3	10,500	1
Gift, Novelty and Souvenir Stores-45322	\$ 10,575,696	\$ 5,158,703	\$5,416,993	\$145	37,359	4,000	9	4,000	1
Other Miscellaneous Store Retailers-4539	\$ 30,855,602	\$ 20,200,151	\$10,655,451	\$250	42,622	2,300	19	11,500	5
Limited-Service Eating Places-7222	\$ 107,751,722	\$ 105,414,103	\$2,337,619	\$260	8,991	2,000	4	4,000	2
Special Foodservices-7223	\$ 21,079,291	\$ 14,441,266	\$6,638,025	\$250	26,552	1,500	18	6,000	4
TOTALS for Selected Opportunities	\$ 213,193,229	\$ 169,987,986	\$43,205,243			203,046	60	52,100	15

Source: Claritas *SiteReports*, 2011; Urban Land Institute, *Dollars and Cents of Shopping Centers*; and FXM Associates

As shown by the data in Table 2, there are limited but potentially important opportunities for expanding retail uses within the Downtown/West End Study Area. From the 75 specific consumer expenditure categories and matching store types analyzed, seven store types emerge as the ones currently (2010) showing a gap between consumer demand and actual store sales within the 5- and 10-minute drive time market areas. Even as both local and regional market growth is projected to be extremely limited (negligible net absorption of retail space is forecast), some retailers may find a location within the study area attractive because of the competitive advantage it offers in attracting certain types of consumer expenditures.

Caution must be taken in interpreting the results of a retail gap assessment. While demand is apparent for certain store types, some retailers rely on the level of pedestrian traffic generated in a shopping mall to garner a significant portion of their sales. The current mass of retailing in the Downtown/West End Study Area is well below that of a community-center sized mall or regional shopping center. Convenient parking is also essential as are competitive rents and an attractive environment for daytime and evening shopping. The data shown in Table 1, however, can be useful to property owners, brokers and economic development professionals as part of a strategy to attract successful retailers that are within the region but outside the immediate market and persuade them locate an additional store or expand within the Study Area. Smaller establishments do not typically have the resources to do a retail gap analysis on their own, and they may find the apparent competitive market advantage an inducement, especially when shown these data as part of a package of incentives that would include favorable lease rates – at least for initial years of operation – joint promotion and advertising opportunities, and a supportive political and private sector business climate.

The Retail Opportunity/Gap Analysis is not meant to define the only opportunities for expanding retail uses in the Downtown/West End Study Area. A well-managed business with a successful retailing concept/product/service can succeed -- even where current store sales suggest that demand is already satisfied -- by out-competing its rivals. For example,

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an excellent restaurant – one that has quality food and service, variety in offerings and responsive market pricing – could find the distinctive attributes of the Study Area and favorable lease terms attractive. Restaurants could be successful by attracting customers from a broader geographic area as well as those now frequenting other existing restaurants.

Strategies and Recommendations

The following are recommended strategies to advance area-wide Brownfields reuse and redevelopment. They were derived from the market assessment, including input from consultant team interviews with stakeholders, commercial real estate agents and other study participants. The strategies focus on the redevelopment and marketing of the Cabotville and Former Lyman Company mill properties, widely perceived as the priority sites with potential for achieving economic development objectives (business activity, jobs and property improvements) in the West End and downtown Chicopee.

City of Chicopee

- Adopt an assertive, advocacy role with the Cabotville Mill owner to secure funding for infrastructure improvements needed to accommodate residential uses and remedy the blighted, non-revenue generating property conditions
- Seek pre-development funding assistance available to municipalities for targeted Brownfields site reuse/redevelopment feasibility and engineering studies, and recommended capital/infrastructure improvements
- Explore near-term opportunities for Baystate Medical Center to expand its facilities and affiliated support services on suitable parcels in the West End neighborhood
- Establish a cooperative agreement with Elms College to connect near-term commuting graduate students, faculty and staff with housing options in the West End neighborhood
- Provide technical assistance and access to financing incentives to address deteriorated building conditions, and issue administrative sanctions to non-compliant owners

Partnerships and Outreach

- Create a distinctive image of the West End as an emerging hip, cool, affordable and safe place for young professionals, artists and students to live and socialize
- Use/create a profile of current mill building tenants in Chicopee and nearby communities to identify expansion space needs, and actively recruit similar and complimentary tenants using online and social media
- Implement a marketing campaign targeting businesses and entrepreneurs with tech-based business operations that can benefit from Chicopee's state-of-the-art fiber optic service
- Identify successful retailers and restaurant owners in Holyoke, Northampton and Amherst who might be interested in opening another location in storefront space along Front Street or elsewhere in downtown Chicopee
- Accelerate the public realm improvement of vacant/underutilized riverfront property south of Exchange Street for recreational activities to facilitate development of associated water-related commercial uses

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Mill Building Owners/Developers

- Locate a business incubator in mill building space to support start-up businesses and entrepreneurs engaged in Clean Tech, Renewable Energy and Creative Economy sectors
- Provide basic needs of potential niche market commercial users of mill buildings for inexpensive (\$4 to \$6 per square foot), weather-tight, flexible space
- Rehabilitate mill properties only to meet code requirements but do not over-improve with high-end interior finishes/features for either commercial or residential occupants

Brownfields Marketing

To support and encourage the reuse and redevelopment of the target Brownfield sites, marketing activities should be conducted. Multiple sources of information should be linked together and made available at locations that can reach key market segments. These multiple sources, for example, could be linked together or aggregated on a single website. To be most effective, the website must be easily found by online search engines.

By linking together such information as property data, plans and financial resources, information can reach the maximum number of potential customers. The City's property information, for example, should be available through GIS (which was prepared by The Cecil Group for this project) incorporating the Assessor's database. This information could then be linked to regional and local market information prepared by such entities as the Economic Development Council of Western Massachusetts. The marketing programs of the Chamber of Commerce could include connections to both of the previous data sources as well as contact information of local resources, and the state and federal Brownfield programs could be listed at a single or related location as potential support.

Expanded marketing activities could include the use of direct marketing. For instance, QR codes - Quick Response codes - that direct people back to the linked information could be used. These direct marketing activities would be displayed at events such as technology conferences and at locations such as engineering schools.

Conceptual Development Program

The preliminary market investigations identified average prices for industrial and commercial space (office/flex) and market-rate residential space. Based on foreseeable market conditions, these average rents would support \$70 to \$80 per square foot building rehabilitation costs for industrial and commercial uses and \$120 per square foot building rehabilitation costs for residential and live-work space. The estimated supportable development costs exclude parking, access and other outside building infrastructure improvements.

The consultant team formulated a mixed-use redevelopment concept for the Cabotville and Lyman mill properties that would 1) support and expand existing business uses, 2) build 225 loft-style mixed-income residential units, and 3) create green and public space on Front Street. A program for the project, based on the special permit application, is included in Appendix H.

4 REUSE SCENARIOS

The consultant team developed reuse scenarios for five focus areas as mentioned earlier. These focus areas include more than half of the target Brownfields sites (either entirely or partially): City Property (Former Hampden Stream Plant), Delta Park, Riverfront Property, Cabotville Mill Complex, Former Lyman Company, Former Mobil Service Station, City Frontage and Front Street (101 Front Street). Reuse scenarios were also created for the remaining Brownfields sites, most of which are infill sites, but it was determined that redevelopment potential for them is strongest in the medium-term. Their redevelopment potential would be stronger if the larger Brownfields in the West End – such as the Cabotville Mill Complex – were redeveloped.

Focus Areas

The five focus areas, shown earlier in Figure 4, are as follows.

- Mill Properties: Mill buildings on Front Street and the area to the south to Exchange Street
- Former Steam Plant: The City Property (Former Hampden Steam Plant) and Delta Park sites
- Riverfront: Southern portion of the Riverfront Property south of Exchange Street
- DPW Garage: Chicopee Water Department site on Tremont Street
- Gateway: Former Mobil Service Station on Center Street

Mill Properties

There is consensus from the project team, stakeholders, community members and city officials that this redevelopment plan should primarily focus on the reuse and redevelopment of the mill properties. This focus area includes the following Brownfield sites: Cabotville Mill Complex (Image 3), Former Lyman Company (Image 4), City Frontage (former railroad right-of-way) and Front Street (101 Front Street). While these properties pose significant challenges in terms of redevelopment, they also present great opportunities. Returning these properties to productive use would have many benefits, including attracting more activity and people to a largely stagnant area and generating increased tax revenue for the City of Chicopee. It would also likely spur greater investment in the nearby commercial district as well as the broader West End neighborhood.

4 REUSE
SCENARIOS

Image 3. Cabotville Mill Complex



Image 4. Former Lyman Company



Figure 7. Illustrated Reuse Scenario - Daytime



The reuse scenario for this focus area is shown in Figures 7 and 14 (day and night). It includes the following elements:

- Redevelop the Cabotville Mill Complex and Former Lyman Company into a mixed-use (commercial-residential) project that includes: 1) inexpensive, flexible industrial space that targets tech-based companies, light manufacturers and entrepreneurs; and 2) loft-style rental housing for households under age 35 and over age 55 that are attracted to urban living. Cabotville apartments and live-work space, according to the market study, could drive initial redevelopment of the mill buildings.

These reuse options seem to be broadly supported by community members. According to the feedback form results, 65 percent of respondents want to see technology-based and start-up businesses at the Cabotville and Lyman mill buildings. Half of the respondents want to see creative economy businesses, and nearly 48 percent want to see housing.

The market study findings suggest that the Cabotville¹¹ and Lyman mill buildings could rent industrial/flex space at \$4 to \$6 per square foot. Housing units created at the mill buildings could have market-rate rents of \$900 to \$1,300 a month. As noted earlier, affordable housing would have to be included if the project were developed under the City's Chicopee Center 40R Smart Growth District.

Any redevelopment plan for the mill buildings should consider previous proposed projects at the site. Specifically, a 2007 Special Permit Application for Cabotville Industrial Park Building No. 1 – the easternmost building – called for the renovation and conversion of the building into 227 residential units on five floors.¹² Hallkeen Properties, Inc. has successfully converted the mill building immediately to the east – Ames Privilege – into mixed-income family apartments and commercial spaces.

¹¹ The owner of the Cabotville Mills has indicated that current rents are about \$3 per square foot.

¹² Tighe & Bond, Special Permit Application, Cabotville Industrial Park Building No. 1, August 30, 2007.

4 REUSE SCENARIOS

Chicopee Electric Light/Holyoke Gas & Electric fiber-optic lines should also be extended to the mill buildings in concert with other utility upgrades. This would make the properties more attractive to potential businesses as well as tech-savvy residents. The growth of existing businesses within the mill buildings should also be supported.

The parking requirements for Cabotville's reuse program could be addressed in a phased approach. Initial parking demands could be accommodated on the surface lots in the large northern parcels. As the spaces within the Cabotville Mill Complex are rented out, the increased parking demand could be accommodated on the separate parcel that is located south of Front Street and owned by the Cabotville owner. At full buildout, the additional parking demand could be accommodated in one of several ways: 1) within the lower building floor, though the current owner has not included this option in the most recent redevelopment plan; 2) on a parking deck on the north side of the easternmost Cabotville building made possible by the grade change between the street and the existing parking; and 3) as surface parking within the other southern parcels that are adjacent to Front Street.

Comparable Examples

There are several successful technology parks and business incubators in Massachusetts that could serve as examples for the West End mill redevelopments. These include STCC Technology Park (former Armory) in Springfield and Cummings Center (former United Shoe Machinery Corp) in Beverly. Located on a 15.3-acre site, STCC Technology Park includes technology-based and light industrial businesses as well as a business incubator. Cummings Center is home to more than 500 businesses, including offices and laboratory space. It includes more than 2 million square feet in seven buildings, and it offers many on-site amenities, including restaurants and full-service banking.

Other models include mixed-use redevelopments of former mills such as Robertson on the River in Taunton. That project, shown in Image 5, has 64 affordable apartments, 18,000 square feet of commercial space and many site amenities. It used EPA Brownfields Assessment, Revolving Loan Fund and Cleanup grants¹³ as well as many other funding sources, including Massachusetts Historical Commission, Massachusetts Housing Partnership, MassDevelopment and private banks.

¹³ EPA, Robertson on the River, http://www.epa.gov/region1/brownfields/success/06/rotr_taunton_ma_rlf_cg.html

Image 5. Robertson on the River in Taunton, MA



Canal

To improve the visibility and quality of the canal and to better connect the mill with the downtown, several actions are proposed.

- Demolish several buildings along Front Street to open up views of the canal and create space for public amenities (specifically a path and linear park as described later). Currently, the buildings hide the canal from view from the south. Taking some of them down will change this, creating an attractive front yard to the mill site. It will also visually link the mills back to downtown Chicopee.

Table 3 on the following page describes the buildings along Front Street (west to east) that could potentially be demolished (see Figure 8). The consultant team recommends demolishing the Mascaro and G&W Realty Trust (Lyman) buildings, which are the westernmost buildings. The cost of demolishing the buildings could be offset in part by the salvage value of their materials. For example, the net cost to demolish the G&W Realty Trust (Lyman) building could be roughly \$100,000.¹⁴ This equates to approximately \$0.90 per square foot. At this rate, the net cost to demolish the Mascaro building could be less than \$7,000. (The actual demolition costs have not been determined.)

The City should determine if the four 200 Tillary buildings (part of Cabotville) should be razed or if an easement through the buildings should instead be sought. An easement would allow a proposed path to run behind the two westernmost 200 Tillary buildings and through the two easternmost 200 Tillary buildings, as described below.

It is important that the demolition of any buildings *not* displace existing businesses out of the West End. If businesses must be relocated, it is critical that they be guaranteed replacement spaces in the area, preferably in any redevelopment project that occurs at the mill properties.

¹⁴ Interview with Brendan Greeley of R.J. Greeley Co., LLC on November 1, 2011.

4 REUSE SCENARIOS

Table 3. Potential Buildings to be Demolished or Reused on Front Street

	OWNER	DESCRIPTION	USE	SIZE*	OPTION
1	Audrey Mascaro	1 story with basement	Manufacturing	7,600 SF	Demolish
2	G&W Realty Trust	5 story with basement	Storage	111,200 SF	Demolish
3	200 Tillary LLC	1 story with basement	Manufacturing	10,500 SF	Reuse
4	200 Tillary LLC	2 stories with basement	Office/Support	4,500 SF	Reuse
5	200 Tillary LLC	1 story with basement	Manufacturing	24,500 SF	Reuse
6	200 Tillary LLC	2 stories with basement	Manufacturing/ Support	36,600 SF	Reuse

* Gross square feet from Assessor's Records

Figure 8. Potential Buildings to be Demolished on Front Street



- Create a new path along the canal that connects to the existing Chicopee Center Canal Walk, which runs along Front Street between Grape Street and Davitt Memorial Bridge (see Figure 9 on the following page). According to the feedback form results, the vast majority of respondents (78 percent) want to see walking/biking paths in this location. A newly-created path should extend from Davitt Memorial Bridge to Depot Street, with the possibility of a future connection to properties along the Connecticut River as well as the proposed Connecticut Riverwalk and Bikeway Project, a Knowledge Corridor project. Future recreational activities and uses on the waterfront will encourage the link. The concept plan, shown earlier in Figure 5, shows the proposed path of the connected walkway. The path could potentially run through a couple of the Cabotville mill buildings to maintain continuity if those buildings were to remain standing. Image 6 shows an example of this in South Boston.

4 REUSE SCENARIOS

At the western end of the path, it will be important to create a safe and comfortable connection across the rights of way of the railroad tracks and I-391.¹⁵ The use of lighting systems and pedestrian tunnel designs with well-lit and inviting passage will be needed. Image 7 shows an example of an improved railroad underpass.

Figure 9. New Path Along Canal



Image 6. Interior Building Path Near Fort Point Channel in South Boston



¹⁵ Vehicular access will need to be maintained under the railroad to allow the City of Chicopee to continue to maintain the flood control system.

Image 7. Pedestrian Tunnel in Kennesaw, GA



- Create green space or a linear park along the canal and Front Street. This park, which would include the path described earlier, should include benches, trees and other amenities. According to the feedback form results, more than half of respondents want to see a park developed along the canal. Such a park would enhance the marketability of the mill buildings.

Comparable Example

The City of Somerville used an EPA Brownfields Cleanup Grant to help create a new park – Park at Somerville Junction – along a former railroad right-of-way near the site of a former rail station (see Image 8 on the following page).¹⁶ The EPA grant was used to clean up the site. Other funding sources used to create the park included Community Development Block Grant (CDBG) money, a foundation grant, money from a Somerville non-profit organization, and a grant from the Urban Self Help Program, which is now known as the Massachusetts Parkland Acquisitions and Renovations for Communities (PARC) program. PARC grants can be used to acquire land and construct parks or recreational facilities.¹⁷ Somerville’s new park includes a walking and biking path and seating. This park could serve as an example for the linear park that is proposed to run along the canal and Front Street in Chicopee (described above).

¹⁶ City of Somerville, Parks and Open Space – Park at Somerville Junction, <http://www.somervillema.gov/departments/ospcd/parks-and-open-space/junction>, and EPA, Brownfield Success in New England, Somerville Community Path Park, http://www.epa.gov/region1/brownfields/success/08/Somerville_MA_Community_Path_123108.pdf

¹⁷ Massachusetts Executive Office of Energy and Environmental Affairs, Massachusetts Parkland Acquisitions and Renovations to Communities Program, <http://www.mass.gov/eea/grants-and-tech-assistance/parc-grant-program.html>

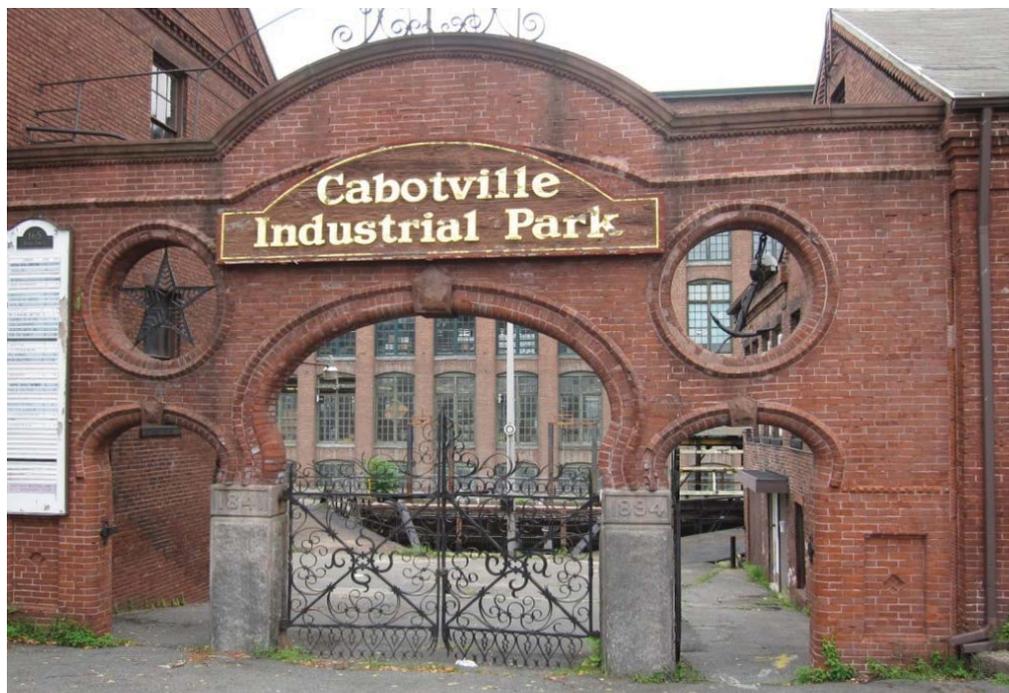
4 REUSE SCENARIOS

Image 8. Somerville Junction Park



- Retain and repair the historic Cabotville Industrial Park entrance (see Image 9 below) and replicate it along Front Street at the termination of Dwight and Cabot streets. This would create a stronger sense of place around the redeveloped mills. It would also highlight and celebrate the neighborhood's industrial past.

Image 9. Cabotville Industrial Park Entrance



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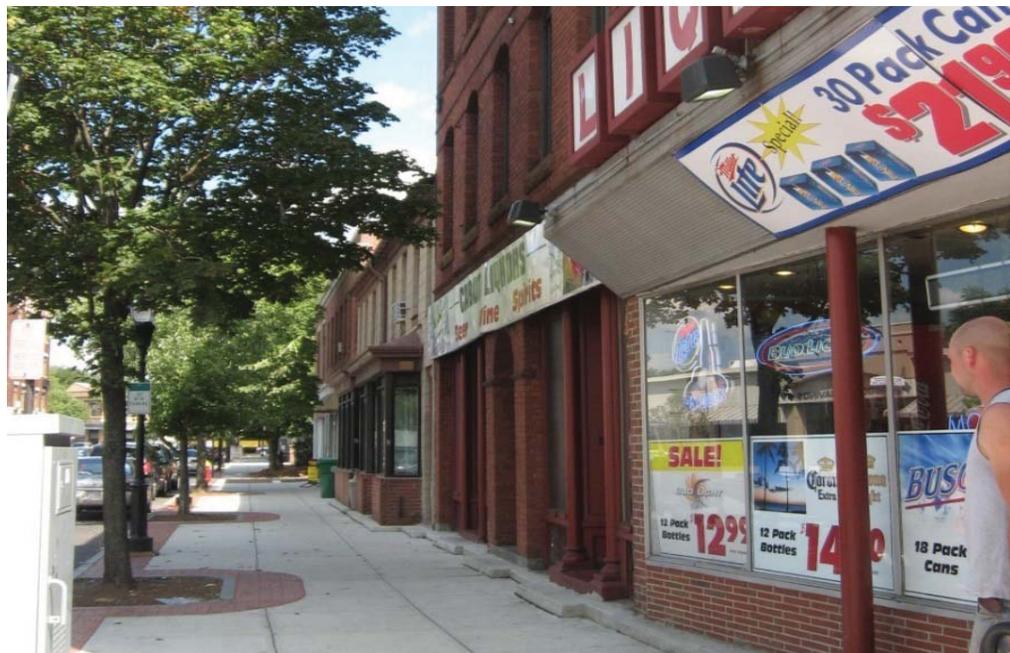
- Redevelop the properties south of Front Street into mixed-use or commercial projects. The buildings should be reoriented toward Front and Perkins streets to create a more pedestrian-friendly environment. Currently, these properties include a parking lot (under the same ownership as Cabotville) and a commercial strip plaza known locally as CVS Plaza that has its back to the mills. The plaza, which consists of several businesses like Family Dollar, includes a large parking lot south of the building.

As with the reuse of the mill buildings, it is important to ensure that existing businesses in the strip plaza are *not* displaced out of the neighborhood due to redevelopment efforts. If businesses must be temporarily relocated, they should be guaranteed replacement spaces in any resulting project at the current strip plaza site.

- Enhance the corridors along Dwight, Perkins and Cabot streets with trees and other streetscape improvements to make them more pedestrian-friendly. These three streets lead residents and visitors to Cabotville, and if improved, they could reinforce the canal as a district amenity. Planting street trees would beautify the corridors and have a traffic-calming effect. Such improvements would also be compatible with green infrastructure enhancements that can protect water quality.

Improvements on Dwight, Perkins and Cabot streets should be in concert with the downtown streetscape improvements previously constructed on Center Street (from School to Springfield Street), Exchange Street (from Cabot to Center Street), Springfield Street (from the Munich House to the traffic island in front of City Hall) and Cabot Street (small portion north of Exchange Street). These improvements included granite tree planters, enhanced crosswalks, reset curbs, new trash receptacles, decorative sidewalk banding and landscaping.¹⁸ Image 10 shows recent improvements on Exchange Street.

Image 10. Recent Improvements on Exchange Street



¹⁸ City of Chicopee Department of Public Works, Downtown Streetscape Improvements, http://www.chicopeema.gov/upload/docs/1228_0.pdf; Engineering Department, Current Projects. <http://www.chicopeema.gov/page.php?id=191>

4 REUSE SCENARIOS

Former Steam Plant

This focus area, shown earlier in Figure 4, includes the City Property (Former Hampden Steam Plant) and Delta Park, both of which are target Brownfield sites. Zoned industrial, the area is roughly 39 acres in size. The southern portion of the land is wetlands, and much of the site – excluding the 3-acre Delta Park – lies in a floodplain. Portions of the property are also located within the 200-foot Riverfront Area but may be exempt under the Historic Mill Complex provision of the Riverfront Act and implementing regulations. This presents challenges to redeveloping the land. Another challenge stems from the lack of access to the area. Currently, the only access is through a low, narrow, gated passageway that runs under railroad tracks; it is shown in Image 11. Additional pedestrian access could be provided via a new tunnel under the tracks. (See discussion of the canal pathway link above.)

Restrictions on Access

As noted, access to the City Property (Former Hampden Steam Plant) and Delta Park is limited due to the height and width of the existing underpass under the railroad:

- Height on east side: 13' 5"
- Height on west side (Delta Park side): 14' 2"
- Width: 13' 6"

Image 11. Current Underpass Condition



4 REUSE SCENARIOS

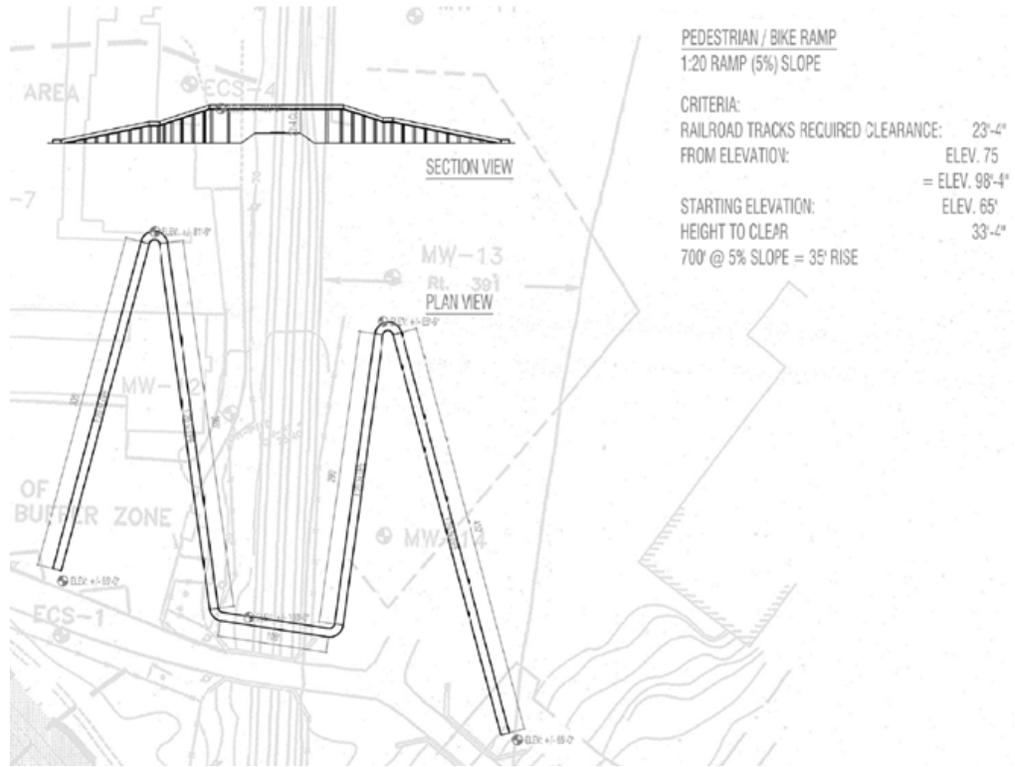
There are several constraints to improving access at this location. The issues related to improving access include the following.

- Coordination with the Pan Am railroad company would be required. Railroads have very restrictive requirements for vertical and horizontal alignments of their tracks. Therefore, even slight changes vertically or horizontally would require that long stretches of new track be laid. A significant constriction point in the vicinity of the Depot Street underpass is the railroad bridge over the Chicopee River. This significantly limits moving the railroad tracks horizontally or vertically. Therefore, the remaining options are to go over the railroad or expand the underpass under the railroad. The proximity of the elevated Interstate 391 to the railroad significantly limits the over-the-railroad option.
- The railroad would need to remain operational during construction; therefore, the railroad viaduct would have to be supported throughout construction.
- The support structure for Interstate 391 is adjacent to the northeast side of the underpass. The structural supports extend below grade. The full limits of the support would need to be determined and avoided.
- The access would have to be lowered and widened to the south to avoid the Interstate 391 structural support. The width and height would be dependent on the uses/access needs.
- As the underpass would likely be a low point, a pump station may be needed for drainage.
- Utilities servicing the site would have to be reengineered and reinstalled.
- Significantly more analysis would be required to hone viable options, including a topographical and property survey as well as coordination with both the railroad - Pam Am Railroad - and MassDOT to determine their requirements for work within their respective rights of way.
- Costs for improving access are likely upwards of \$10 million.¹⁹

The project team considered other options of improving access, including building a bridge over the railroad tracks. A vehicle bridge, however, was considered too costly, and it would be significantly restricted by the location of I-391 and the highway's foundation piles. Consequently, a pedestrian/bicycle bridge was considered as an option. This type of connection could link to the proposed Connecticut Riverwalk and Bikeway Project. The design requirements for a bridge over the railroad tracks include ramp grades appropriate for ADA accessibility and enough height for sufficient clearance over the tracks. The result is an approximately 1,500-foot-long bridge - shown in Figure 10 - that lands at roughly the same location on the opposite side of the tracks.

19. \$15-20 million has been budgeted for the proposed bridge replacement at Westfield Street (Route 20) over the CSX Railroad in West Springfield, MA.

Figure 10. Pedestrian/Bicycle Bridge Over Railroad Tracks



Agriculture and Energy

Two “farming” reuse scenarios, described in the following pages, have been considered for this focus area: agriculture farming and energy farming. The agricultural option is to establish a tree farm, and the energy farm option is to establish an alternative energy facility such as a ground-mounted solar array project. Both include improvements that would enhance the value of the Brownfields and provide a return on investment.

Under either reuse scenario, the property owners could try to sell conservation restrictions to a nonprofit entity. The restrictions could restrict use and activities, or they could ensure access through the properties. If the development potential of the land is determined - such as an energy generation facility - and access through the privately-owned and City-owned properties are included under conservation restrictions, a value could be placed on the restrictions/access and negotiated with a nonprofit entity to ensure the preservation of the waterfront property. The restrictions, terms and conditions are negotiable depending on the purpose and value to the property and property owners.

It is important to note that the City of Chicopee currently uses the Former Steam Plant site for snow disposal; therefore, if the property is redeveloped for a new purpose, the City may need to find an alternate location for such storage.

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- Establish a tree farm that could provide the City of Chicopee with a source for street trees or residents with “u-cut” trees. There is an existing tree farm in Chicopee, Paul Bunyan’s Farm on Fuller Road (see Image 12). The 25-year-old farm has roughly 12 acres under cultivation and specializes in Fraser Fir Trees, which are cut by customers for the holiday season.²⁰

According to the farm’s owner/manager, there is increasing demand for “u-cut” trees, as the farm turns away more than 100 people a year. The owner/manager has a slight interest in expanding the existing tree farm, but there are concerns. The soil would need to be clean and well-drained, for example. A minimum of three to five acres would be necessary.

Image 12. Paul Bunyan’s Tree Farm in Chicopee, MA



- Establish an alternative energy facility such as ground-mounted photovoltaic panels, a geothermal system or wind turbines. An energy farm would be compatible with the site, which once was home to an energy-producing steam plant. Developing a cleaner energy-production facility would also fall in line with the goals of the 2008 Pioneer Valley Clean Energy Plan. Specifically, one of the goals is to “Site sufficient new capacity to generate 214 million kilowatt hours of clean energy annually in the Pioneer Valley by the end of 2009 and another 440 million kilowatt hours by 2020.”²¹ In addition, a state mandate requires that 15 percent or more of electricity be produced by renewable methods (including solar and wind) by 2020.

Solar projects have become increasingly popular in Massachusetts due in part to generous

²⁰ Interview with Paul Bunyan’s Farm owner/manager Susan Lopez on September, 27, 2011.

²¹ Pioneer Valley Clean Energy Plan, Executive Summary, by PVPC and Franklin Regional Council of Governments, <http://www.pvpc.org/resources/landuse/Clean%20Energy%20Plan/Executive%20Summary.pdf>

4 REUSE SCENARIOS

grants and tax credits as well as state renewable energy requirements. Solar farms that have a capacity of 6 megawatts (MW) or less are eligible for the state's Solar Carve-Out Program, a "market-based incentive to support residential, commercial, public, and non-profit entities in developing 400 MW of solar photovoltaic (PV) across the Commonwealth."²² The program develops a market for Solar Renewable Energy Certificates (SREC).

A solar farm developed on the Brownfield sites in this focus area would produce less than 6 MW based on the space available; roughly 6 acres are needed to generate 1 MW. According to a SREC broker/trader in Massachusetts, there continues to be demand for SRECs in Massachusetts.²³ One drawback to this reuse scenario is the expiration of federal cash grants at the end of December 2011. Without the extension of the grants, it would be difficult for a solar project to be economical.²⁴

There are precedents for establishing solar farms on Brownfield sites. Western Massachusetts Electric Company, for example, built a solar energy facility on a former landfill in Springfield last year (see Image 13). The facility includes 8,000 solar panels on a 12-acre site in the Indian Orchard neighborhood.²⁵

Establishing a geothermal heat pump system is another option. Such systems use a series of underground pipes to circulate a fluid to absorb or relinquish heat to the surrounding soil. Geothermal heating and cooling systems use much less electricity than conventional systems, and they require varying amounts of land, depending on the type of system. For example, systems that use vertical loops of pipes require less land than those that use horizontal loops of pipes. Any system, however, would be installed underground, which could be a problem in this focus area due to wetland resources and impacted soils.

Image 13. Solar Facility in Springfield, MA



²² Massachusetts Executive Office of Energy and Environmental Affairs, RPS Solar Carve-Out Program, <http://www.mass.gov/eea/energy-utilities-clean-tech/renewable-energy/solar/rps-solar-carve-out/>

²³ Interview with Christian Hofer of Skystream Markets on September 29, 2011.

²⁴ Interview with Christian Hofer.

²⁵ New England Public Radio, Solar Panels Appear in Springfield, www.nepr.net/news/solar-panels-appear-springfield

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According to the feedback form results, there is more public support for establishing a renewable energy facility at Delta Park and the former Hampden Steam Plant site (32 percent) than a tree farm or other agricultural use (12 percent). There is even greater support for recreational uses at the properties (54 percent). While such uses appear to be desired, their implementation would be challenging. Specifically, the access to the properties, as mentioned earlier, is extremely limited, and improving the access would be difficult. The project team has therefore recommended lower-intensity uses that would not produce as much traffic volume.

Riverfront

This focus area comprises the southern portion of the Riverfront Property – a target Brownfield – south of Exchange Street (see Figure 4). This area is zoned industrial and is bordered to the west by the Connecticut River. It does not include wetlands, but a portion is in a floodplain and the 200-foot Riverfront Area. Another portion is elevated on a slight hill. The reuse scenarios for this focus area are as follows.

- Develop housing on the Riverfront Property that takes advantage of the Connecticut River views. There are many examples of successful housing that has been developed along rivers in Massachusetts. Given the weak housing market, however, any housing product in this area must be unique to attract residents. In addition, only a third of respondents to the feedback forms indicated that they would like to see housing at the property.
- Explore the possibility of establishing a commercial boating service on the Connecticut River. There are several successful riverboats on the Connecticut River that are run out of Massachusetts and Connecticut communities. They include the Lady Bea in South Hadley, which offers narrated and sunset cruises, private charters and educational cruises. According to the feedback form results, more than 40 percent of respondents would like to see a similar charter boat service on the riverfront in Chicopee.
- Encourage recreational boating. The southern end of the Riverfront Property has access to the Connecticut River (see Image 14 on the following page). This access could be enhanced to encourage recreational boating by residents and tourists, including canoeing and kayaking. The access point could be similar to the two boat launches north of the study area in Chicopee, both of which are popular among residents. It appears from the feedback form results that recreational boating at the Riverfront Property could also be popular, as 65 percent indicated that they would like to see the use there. Overall, improving access to the river would enhance the marketability of the Riverfront Property.

Image 14. Riverfront Access to Connecticut River



Gateway

This focus area is part of the main gateway into downtown Chicopee from I-391. Roughly an acre in size, it is one of the target Brownfield sites, the Former Mobil Service Station site on Center Street. There are reuse restrictions on the site. Specifically, there is an Activity and Use Limitation (AUL) on the Former Mobil Service Station that restricts the following uses at the site: residential, school, day care, nursery, or playground/recreational area where a child may be present.²⁶ The restrictions at this site have been considered in the reuse scenarios for this focus area, which are described below.

- Create a gateway park or plaza. The location provides a significant opportunity to create an attractive entrance to downtown Chicopee. This has been done in other cities such as Boston, which boasts Chinatown Gateway Park near Chinatown's historic gate (see Image 15 on the following page). The AUL that precludes the Former Mobil Service Station from being used for a playground/recreational area could be an obstacle to developing a gateway park in this focus area. Research on AUL restrictions should be conducted before a recreational use is further developed.
- Reach out to local institutions, such as Baystate Medical and Elms College, to determine interest in a commercial, institutional or mixed-use property on an easily-accessible site. The location lends itself to a regional market. This would require remediating the site or at least reducing the AUL restrictions on the use of the site.

²⁶ Hampden County Register of Deeds, <http://204.213.242.147/alis/ww400r.pgm>, Book 14740, Page 156.

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Image 15. Chinatown Gateway Park in Boston, MA



- Install an electric car charging station or similar transportation use. The area, which was historically occupied by a service station, sits on busy Center Street, making it an attractive location for an electric car charging station. Electric car charging stations have been installed in many Massachusetts communities, including Boston, Holyoke, Lowell and Worcester. Funded by grants from the Massachusetts Department of Energy Resources, the stations have been put in parking garages, commercial and industrial parks, malls and on downtown streets. Image 16 provides an example of a charging station. Installing such a station on Center Street would help establish downtown Chicopee as a forward-thinking city.

Image 16. Typical Electric Car Charging Station



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- Attract a retail use to the site. According to the Market Study (chapter 3 and appendix G), certain options have a potential reuse of the site for commercial use could reduce the level of remediation required. Figure 11 on the following pages shows how a hardware store, for example, could fit on the site.

The feedback form results indicated support for a commercial business use at the site. Specifically, 30 percent of respondents said they were in favor of such as use. This is compared to 25 percent who supported a gateway park and 23 percent who supported a transportation-related use.

Figure 11. Hardware Store at the Former Mobil Service Station Site



Water Department

This focus area includes the Chicopee Water Department property on Tremont Street. The site sits in the middle of a dense, residential neighborhood. The reuse options are to improve the property in ways that reinforce residential property values.

- Redevelop the Chicopee Water Department site into housing or a community garden. Either use would complement the existing residential neighborhood surrounding the site. If developed into a community garden, the site would provide neighbors with a gathering place as well as space to grow produce. This kind of space would help nurture a sense of community among neighborhood residents.

According to the feedback form results, 35 percent of respondents would like to see community gardens at the Water Department site, and 33 percent would like to see housing. A smaller percentage (25 percent) favored a commercial business moving in.

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Comparable Example

The City of Somerville transformed a vacant residential lot – one used for illegal dumping – into a community garden using EPA Brownfields Assessment and Cleanup grants and redevelopment funding sources (Image 17). The cleanup included removing contaminated soil and replacing it with clean fill.²⁷ The community garden now boasts raised bed gardening plots, sitting areas and shade trees.²⁸ Appendix I describes how the City of Somerville created the community garden and provides resources and information about how Brownfields in general can be converted into community gardens. This information could help the City of Chicopee if it decides to establish a community garden at the Water Department site.

Image 17. Transformation of a Vacant Lot into Green Space, Somerville, MA



- Reuse the existing building as a commercial office. The building needs to be upgraded to make it rentable for office space. Parking could be provided within the current layout, but a relaxation of regulations would probably be needed to allow valet style parking within the building.

Other Brownfield Sites

Six target Brownfields, listed below, do not fall within one of the five focus areas described above. They are all infill sites that are located in largely mixed-use areas.

- Center Street Parking Lot, Center Street
- Collegian Court, 89 Park Street

²⁷ EPA Brownfield Success in New England, 30 Allen Street, http://www.epa.gov/region1/brownfields/success/07/Somerville_MA_121107.pdf

²⁸ City of Somerville, Parks and Open Space - Allen Street Community Garden, <http://www.somervillema.gov/departments/ospcd/parks-and-open-space/allen>

4 REUSE SCENARIOS

- Former Freemason’s Lodge, 81 Center Street
- Former Mathis Oldsmobile, 67 Exchange Street
- Former Racing Oil Service Station, 181 Center Street
- Former Valley Opportunity Council building, 152 Center Street

The remaining six brownfield sites are smaller properties and lend themselves to professional office space, sole proprietors and retail/ service uses – commercial uses that may grow with other redevelopment in the West End. This means that local attorneys and other professionals could be the market for the buildings with minimal fit up to move in. Sites such as the former Mathis dealership and Racing Oil are similar to the Mobil site in that they are cleared and thus ready for new construction. These spaces could be redeveloped with the uses suggested by the retail market gap analysis, or they could provide a unique retail/service.

The Collegian Court site could be reused as a restaurant with alterations to meet current codes. This space could be marketed to a successful restaurateur in the region who may be thinking of expanding and sees this location as an opportunity to establish a second location. Certain buildings, such as the Freemason’s Lodge, are valuable enough to consider land-banking and preserving for future use when the market is revitalized or when a business plan is suggested to the City. These changes will be easier and more forthcoming when larger, initial redevelopment changes – particularly at the Cabotville Mill Complex – are completed and promote overall growth in the downtown.

Infrastructure Improvements

To support the redevelopment of target Brownfields and encourage the revitalization of the West End, several infrastructure improvements should be made.

Water

A new water line through the Cabotville Mill area should be extended to provide redundancy and ensure reliable water supply and adequate fire flows, particularly if the mill buildings are redeveloped into residential uses. This new water line could access city water by means of water mains along Front and Springfield streets. A new water line through the Cabotville Complex is estimated to cost roughly \$800,000.²⁹

The water line in the West End area, while adequate, is aging. Some of the water lines in the West End have already been replaced with ductile iron pipes. The lines that have not been replaced are pre-1950s lead jointed cast iron pipes. The condition of the older pipe is fair. It is recommended that the 4-inch and 6-inch cast iron pipes be replaced with 8-inch pipes to improve fire protection. The 8-inch and 12-inch cast iron pipe can be replaced with the same diameter ductile iron pipe.

²⁹ Estimated costs throughout this plan are based on dimensions and unit costs or comparable projects, as each may be applicable. The Cabotville Mill water line was based on \$200/lf with regularly spaced fire hydrants. Landscaping estimates are based on \$25/sf for hardscape and plantings, assuming completion of the work by the Public Works Department. Program funding amounts are estimates for personnel to advance the program. Estimates for legal reviews are based on corporation counsel costs in smaller communities and may be variable where listed.

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Sewer

The West End is currently served by a combined sewer system, which results in overflows to the rivers during storm events. Separation of the combined sewer system is anticipated to begin in 2017 and is estimated to cost roughly \$13,000,000 (in 2008 dollars). During the design phase of this separation project, proposed development should be taken into consideration for sizing of the new sanitary sewer infrastructure.

Fiber Optic

Chicopee Electric Light has partnered with Holyoke Gas & Electric to provide fiber optics to commercial customers. As mentioned earlier, Chicopee Electric Light/Holyoke Gas & Electric fiber optic lines should be extended to the mill buildings from Center Street. This would add an attractive amenity to the mill properties, which would help draw in potential businesses and residents.

Streets

Front Street should be widened to accommodate two-way traffic (see “Circulation Changes” below.) The road’s width in the study area varies from approximately 20 to 42 feet. In the narrower areas, it could be widened to accommodate two traffic lanes and possible on-street parking on one side. As an alternative to on-street parallel parking, off-street parking similar to the spaces in front of Ames Privilege on Front Street could be created, particularly near Cabot Street across from the strip plaza.

The widening of Front Street – and potential creation of on-street parking – could be accomplished by using some of the parcels north of Front Street, which are owned by the City of Chicopee (a target Brownfield site listed as City Frontage). These parcels vary in width from roughly 27 to 37 feet. Other suggested infrastructure changes in the study area – modifications to the street network and layout – are discussed below under “Circulation Changes.”

Stormwater

Stormwater management should be considered as properties in the study area are redeveloped and reused. Specifically, Low Impact Development (LID) techniques should be incorporated into projects to the extent possible in order to preserve natural resources, reduce the amount of impervious surfaces and minimize negative impacts on the city’s existing stormwater system. Techniques can include the use of pervious surfaces, creation of rain gardens, construction of depressed vegetated landscaped islands, and installation of green roofs. The removal of impervious surfaces, such as the demolition of mill buildings on Front Street, and the creation of green space in their place could reduce Chicopee’s combined sewer overflows.

Using LID in the study area would also support the regional efforts of PVPC. The regional planning commission has been working to educate businesses and others on ways to prevent stormwater pollution through a public outreach campaign called *Think Blue* Massachusetts. The campaign seeks to increase “public awareness and action regarding the impacts of polluted stormwater runoff.”³⁰ One of its goals is to improve the quality of inland waters.

30 Think Blue Massachusetts website, PVPC, <http://www.thinkbluema.org/>

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Infrastructure improvements have been included in Brownfield redevelopment projects in Massachusetts. For example, the City of Salem used EPA Brownfields Assessment and Cleanup grants to assess and clean up a vacant, 0.2-acre property.³¹ The site was then redeveloped into a reconfigured traffic intersection and small park. The project included enhanced pedestrian access, seating, new lighting and storm drainage improvements.

Circulation Changes

Changes to the traffic circulation in the West End would promote the revitalization of the area. Possible alternatives are shown in Figure 12.

Existing One-Way Circulation

Currently, several roadways in the study area – including Cabot Street, Front Street, a portion of Exchange Street, and Center Street north of Bullen’s Park – are limited to one-way traffic. These roadways produce a one-way loop around Center Street to Cabot Street. The neighborhood’s one-way street network was instituted in the 1970s to help address congestion and issues related to the fire station and former library properties, according to Chicopee Planner Kate Brown. Specifically, fire trucks were having difficulty exiting the station due to congestion on the roads during shift changes at the mills, and cars exiting parking spaces at the former library were backing into traffic. Changing to one-way circulation helped traffic flow. It should be noted, though, that current traffic demand in the immediate area appears less than the mills operation period. Today, the one-way street system has the potential to hamper drivers’ ability to locate some downtown businesses, some of which are considered ‘destination’ stores.

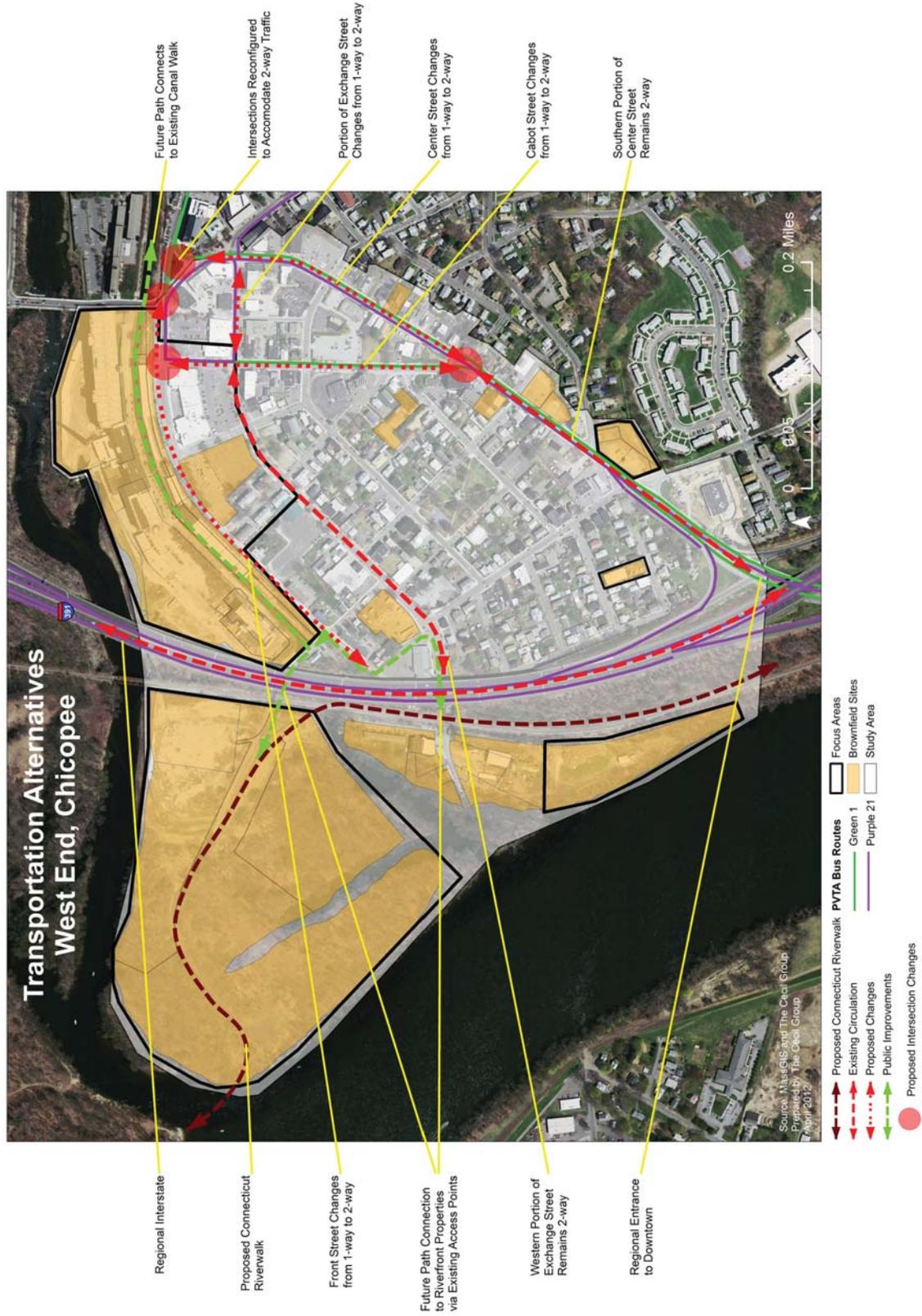
Converting to Two-Way Circulation

Converting the one-way streets to two-way traffic flow could improve access throughout the West End and help link the regional transportation system to the neighborhood and the target Brownfields. It would likely help certain downtown businesses by increasing their visibility as well as their accessibility. These benefits would apply to the target Brownfield sites. For example, because Front Street is a one-way street in the study area, vehicular access to the Cabotville Mill Complex - which fronts on Front Street - is from the east. Returning to two-way circulation would allow vehicular access from both the east and west. It would also have the positive effect of calming traffic by slowing vehicle operating speeds. It could, however, result in additional traffic delays and a reduction in on-street parking. (Appendix J shows where parking spaces could potentially be lost.) In turn, more drivers could choose to park on narrow side streets, which could hamper traffic flow and limit access for emergency vehicles.

Modifications of the roadways to accommodate two-way travel should be designed using the guidelines identified by the Massachusetts Department of Transportation based on the roadway’s classification. For Center Street, travel lane widths are recommended to be 12

³¹ EPA, Brownfield Success in New England, 61 Ward Street, http://www.epa.gov/region1/brownfields/success/09/R1_SS_Salem_MA_Ward.pdf

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 Figure 12. Transportation Alternatives



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feet wide, and parking lanes are recommended to be 11 feet wide. For Cabot Street, travel lane widths are recommended to be 11 feet wide, and parking lanes are recommended to be 11 feet wide. Appendix K shows proposed cross sections for Cabot and Center Streets if converted to two-way traffic patterns.

Based on preliminary field observations and street width measurements by Tighe & Bond, the following changes could be accommodated within the existing paved roadway widths.

- Center Street (north of Bullen's Park): two-way traffic and on-street parking on one-side
- Exchange Street: two-way traffic and potentially on-street parking on two sides
- Cabot Street (Exchange to School Street): two-way traffic and on-street parking on one side
- Cabot Street (south of School Street): two-way traffic without on-street parking

While the existing roadway widths may allow for a change in the traffic flow patterns, significant - and expensive - modifications would be required at key intersections to accommodate two-way traffic on Center and Cabot Streets. For example, the geometry at the Center Street/Springfield Street/Front Street intersection would need to be reconfigured. This intersection functions in its current configuration but would require significant alterations to accommodate two-way traffic patterns on Center Street. Conceptual modifications to support traffic flow changes have been summarized in Appendix L.

Based on Tighe & Bond's assessment, the option for changing the one-way system on Center and Cabot Streets may not be the optimal solution for the West End. Tighe & Bond discussed the potential options for altering the traffic patterns on Center and Cabot Streets with the City Engineer, Steve Frederick, and he was concerned with the potential traffic flow impacts of changing the one-way traffic patterns. According to the feedback form results, 55 percent of respondents would not be in favor of the change. (On the other hand, 45 percent would be in favor even if on-street parking had to be removed.)

Circulation Alternatives

Alternative improvements should be studied to assess traffic and parking impacts while supporting development revitalization. It is recommended that the following traffic pattern alternatives be reviewed.

- Restrict movements at key intersections to minimize geometric alterations; for example:
 - Maintain the existing one-way traffic patterns at the intersection of Front Street/Springfield Street/Chicopee Street.
 - Provide two-way traffic flow along the full extent of Exchange Street
 - Maintain the existing traffic one-way flow along Center Street

Alternative roadway improvements - such as those described above - may improve business visibility and accessibility with less infrastructure investment. These alternatives would potentially have a lesser impact on on-street parking.

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The City Engineering Department has also been assessing the following potential options for altering traffic patterns within the West End.

- Turning Cabot Street into a two-way street that accepts the majority of the thru-traffic
- Using West Street as a main access road to the West End, thereby encouraging more through traffic onto Exchange Street

Future Traffic Operations

Tighe & Bond recommends that a comprehensive traffic circulation and impact study be prepared in order to fully understand the existing traffic patterns, future traffic demand as a result of planned developments, and the impact of proposed modifications to traffic flow patterns and parking. It is important to note that generally a conversion of one-way traffic flow at an intersection into a two-way operation is likely to result in an increase in traffic delay due to introduced left turns traffic signal phasing. This study should include a detailed analysis of the roadway configurations as they relate to required standards (e.g., travel and parking lane widths, turning lanes, bicycle lanes and sidewalk widths). The ultimate funding source for reconstructing the roadways would dictate the required standards to be met. Additional input from the affected abutters would also be needed to achieve political support for alterations.

As part of this Brownfields study, traffic projections were developed for the redevelopment proposed for the Cabotville Mill property provided as Appendix C in the Special Permit Application, Cabotville Industrial Park Building No. 1 dated August 30, 2007. Based on the redevelopment proposal, potential traffic increases were determined. The traffic projections were developed from the Institute of Transportation Engineers Trip Generation based on assumptions of current uses and proposed uses; these projections are provided in Appendix M.

Environmental Assessment/Cleanup

Environmental assessments should be conducted at several of the target Brownfield sites to determine their level of contamination, if any. Those sites include the Cabotville and Former Lyman Company mill buildings on Front Street south of the canal as well as the City Frontage site (city-owned), privately-owned properties on Front Street and Former Hampden Steam Plant properties. Currently, it is not known if the soil or groundwater under these vacant sites and mill buildings contain hazardous substances or contamination. If an environmental assessment were to reveal contamination, Brownfield funds could potentially be used to help remediate them. The remediation of target Brownfield sites and the restoration of the neighborhood's environmental health is an important step in attracting new residents and businesses.

There are several sources of funding for site assessments and clean ups. The EPA, as mentioned earlier, provides grants for both activities. The City of Chicopee recently applied to the EPA for two Targeted Brownfields Assessment grants - one for the Former Mobil Service Station and the other for the Former Racing Oil Service Station. The City likewise

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recently applied for an FY2012 \$200,000 EPA Hazardous Materials Assessment grant focused on six sites in the West End and nearby areas. MassDevelopment also has a Brownfields Site Assessment Program – up to \$100,000 of interest free financing – as well as a Brownfields Remediation Loan Program – loans up to \$500,000.³² Other funding sources or assistance programs include federal and state brownfields tax incentives, BDC Capital’s Brownfields Access to Capital insurance subsidies, and PVPC’s Brownfields Revolving Loan Fund, which can be used for brownfields clean up.

In addition to initial investigations of the sites identified above, specific remedial activities are either ongoing or recommended at West End properties with open Release Tracking Numbers (RTNs). There are four open RTNs in the West End Study Area. Below is a summary of the status of each of the sites, based on the information publicly available for review, and a cost estimate needed to achieve a Permanent Solution at each of the properties. It should be noted that the cost estimates are order of magnitude numbers based on our experience at similar sites. (Table 4 on page 56 summarizes next steps for the assessment or cleanup of all of the target brownfield sites.)

Delta Park, Lower Depot Street (RTNs 1-0399, 1-0609, 1-10242,1-10099, 1-10763, 1-12750, 1-14434)

The RTNs listed above have been combined under RTN 1-0399, and the recent investigations have been completed under this RTN. The site is currently in Phase II of the Massachusetts Contingency Plan (MCP) indicating that assessment is ongoing to fully delineate the extent of the release. Recent assessment activities have focused on delineating the horizontal and vertical extent of contamination in the Chicopee River adjacent to the site.

The site is the former location of the Moore Drop Forge Plant #2 where multiple industrial operations operated since the late 1800s. The main source of contaminants at the site was leaking underground storage tanks (USTs) that were located adjacent to the railroad tracks on the east side of the site. In addition, elevated concentrations of metals have been identified in surficial soil and in a landfill area on the west side of the dike.

There are currently 23 recovery wells operating at the site to recover free phase oil. The site is a Tier IA site, and consequently all assessment and remediation work is being conducted under direct approvals from MADEP staff.

Ongoing Response Actions:³³

- Completion of Phase II Environmental Site Assessment and Method 3 Risk Characterization - \$200,000
- Design, permitting and installation of a Waterloo Barrier Wall along the Chicopee River - \$450,000
- Ongoing operation of remediation system to remove free phase petroleum - \$250,000/year for at least five to 10 years

³² MassDevelopment, Brownfields Redevelopment Fund, <http://www.massdevelopment.com/financing/specialty-loan-programs/brownfields-redevelopment-fund/>

³³ Cost estimates were based on current information on environmental conditions of properties and professional opinion of cost.

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Chicopee Gas Light (adjacent to Lyman Company), Depot Street (RTN 1-0610)

The site is currently in Phase III of the MCP indicating that the Licensed Site Professional is determining the most appropriate remedial measures to address contaminant issues at the property. This site is located under I-391, to the west of the John R. Lyman building. It is the location of a former manufactured gas plant and the contaminants of concern are primarily polynuclear aromatic hydrocarbons (PAHs) and petroleum hydrocarbons at depth. The most recent submittal, a Phase II Comprehensive Site Assessment, indicated that they are expecting to file a Class B-1 Response Action Outcome (RAO) indicating that no remediation will be conducted. Even though contaminant concentration may be elevated, an Activity and Use Limitation (AUL) is not required for this site because it is located in a right-of-way.

- Based on recent documents filed with the MADEP, no additional response actions are required at this site. A Class B RAO will be filed by the current consultant for the project.

Former Racing Oil - 181 Center Street (RTNs 1-0044, 12664, 1-12892)

The site has been the location of a gasoline service station since approximately 1920. A gasoline release has been identified to soil and groundwater at the site, which has migrated downgradient impacting at least the 184 Center Street property. Free phase petroleum product (light nonaqueous phase liquid – LNAPL) has been identified in at least one well at the site, and vapor intrusion issues have been reported to MADEP. The most recent technical submittal to MADEP was a January 2006 Phase IV Remedy Implementation Plan Addendum. The Phase IV recommended the implementation of an AUL, installation of two biosparging systems, and continued monitoring of natural attenuation processes downgradient of the source area.

In November 2006, an Administrative Consent Order was signed by MADEP and the site owner requiring the completion of additional response actions or the submittal of a financial inability (FA) certification. The FA paperwork was submitted and approved by MADEP in April 2007. The most recent renewal of the FA certification expired in October 2011. Based on the files, no additional work has been completed since 2006.

Prior to filing for Financial Inability, a Phase IV was completed recommending the installation of a remediation system in conjunction with an AUL. Prior to moving forward with implementation of the remediation system, updated data should be collected to update site conditions. Approximate costs for those tasks are presented below.

- Due to age of the most “recent” data available for the site, sampling of soil and groundwater should be conducted - \$42,500
- Implementation of an AUL - \$6,000
- Installation of two biosparging systems - \$100,000 - \$200,000
- Operation and maintenance of system - \$50,000/year

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Former VOC Parking Lot - 184 Center Street (RTNs 1-15890 & 1-16354)

The site was a gasoline service station between 1950 and 1984. In August 2005, a release of fuel oil was identified during removal of a UST from the site. An elevated PID reading was detected, which triggered a 72-hour reporting condition. DEP subsequently issued RTN 1-15890 for the release, and 116 tons of impacted soil were removed from the site. A Class A-2 RAO was subsequently submitted to MADEP in September 2006.

A Downgradient Property Status submittal was prepared for the site for migration of volatile petroleum hydrocarbon carbon fractions and volatile organic compounds in groundwater from 181 Center Street. While MADEP agreed that there is migration onto 184 Center Street from the upgradient property, they have disagreed with the assertion that all of the contaminants are from off-site sources. A November 2010 letter indicated that an updated risk assessment was to be completed for the site. However, no recent submittals are on file for the site.

Recommended Response Actions:

- Completion of risk assessment - \$5,000 - \$10,000
- Completion of additional assessment to delineate site-specific releases - \$10,000 - \$15,000
- Depending on the results of the two previous tasks, remediation (in addition to that recommended for the 181 Center Street parcel) may be required. The recommended remedial approach will be based on the data and extent of contamination identified during the additional Phase II assessment work.

Hampden Steam Plant, Depot Street (RTN 1-0038)

This site is located at the west end of Depot Street at the confluence of the Chicopee and Connecticut Rivers. The primary reason this site is a listed disposal site was the identification of free phase petroleum during an assessment conducted prior to demolition of the power plant. The petroleum contamination was attributed to the Delta Park release (see above), and RTN 1-0038 was linked to RTN 1-0399, closing out RTN 1-0038. However, during demolition, the building was collapsed into the basement and left in place. Consequently, asbestos-containing building materials are present at the site. This is not currently an open MCP issue, but it will be of concern for future developers.

- Cost to conduct a Phase II environmental site assessment - \$30,000
- Depending on the results of the Phase II assessment, remediation of the site may be required. However, the cost of the remedial effort and the required response actions will be based on the extent of impact at the site. The status of state regulations for asbestos in soil is currently in flux, and the extent of remediation required may be dictated by the new regulations if they are in place at the time the assessment is conducted.

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Table 4. Next Step(s) for Brownfield Assessment or Cleanup

PROPERTY	NEXT STEP(S) FOR BROWNFIELD ASSESSMENT OR CLEANUP
Cabotville Mill Complex	Additional site assessment; hazardous building materials assessment (an RTN for the hydroelectric station reached closure in 2005)
City Frontage (Front Street)	Phase I site assessment
101 Front Street	Phase I site assessment; hazardous building materials assessment
Lyman Company	Cleanup (some residual petroleum remains following a 1999 RTN closure with AUL); hazardous building materials assessment
Delta Park	Cleanup (ongoing; funded by the responsible party)
Hampden Steam Plant	Additional site assessment; potential cleanup
Chicopee Water Department	Phase I site assessment; hazardous building materials assessment
Riverfront Property (Exchange Street)	Phase I site assessment
Mathis Oldsmobile	None (an RTN at the site reached closure in 2000; AUL in place)
Collegian Court	Hazardous building materials assessment
Freemason's Lodge	Hazardous building materials assessment
Former VOC Building	Hazardous building materials assessment
Center Street Parking Lot	Additional site assessment
Mobil Station	AUL research; limited site assessment
Racing Oil	Additional site assessment; AUL research; cleanup

Land Use Regulations

The grant funding for this Brownfields study does not allow this plan to specifically draft land use regulations or zoning ordinances. However, it is recommended that Chicopee officials carefully examine existing land use regulations and policies to determine if changes are necessary to support the redevelopment or reuse of properties as described in the reuse scenarios.

A conceptual organization of land use for the West End is shown in Figure 13 on the following page. The concept includes the clustering of similar uses with a focus on the downtown as the center of retail and civic uses, the mill complex for residential and business uses, a transition area of mixed uses linked to residential blocks and a “gateway” district.

Figure 13. Conceptual Organization of Land Use

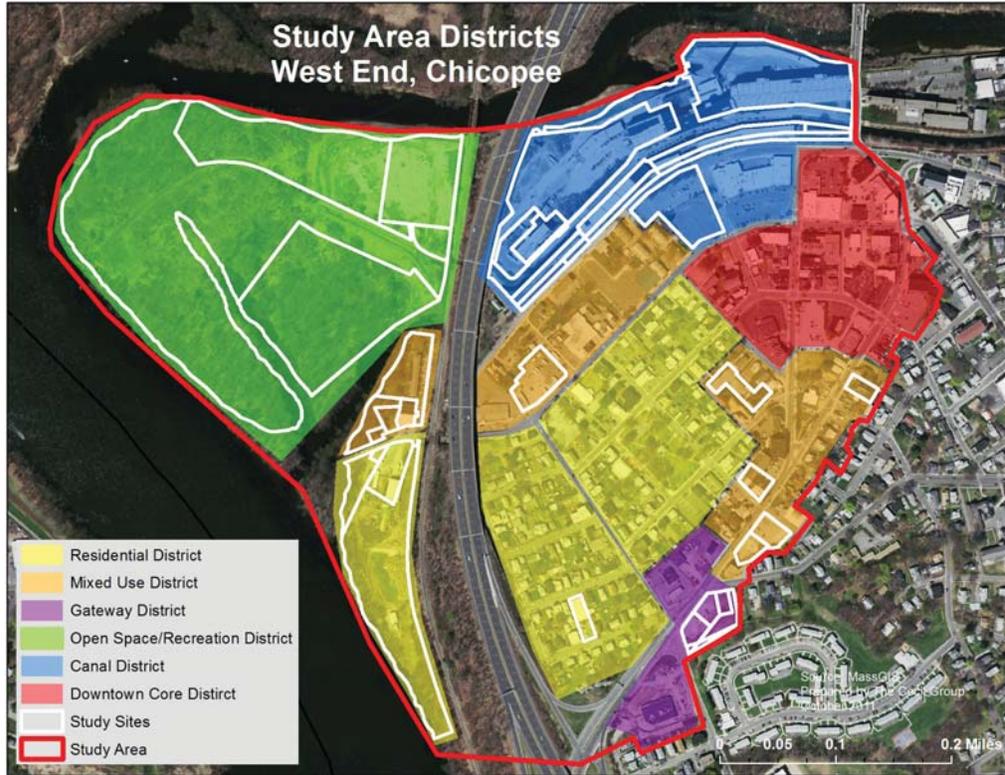
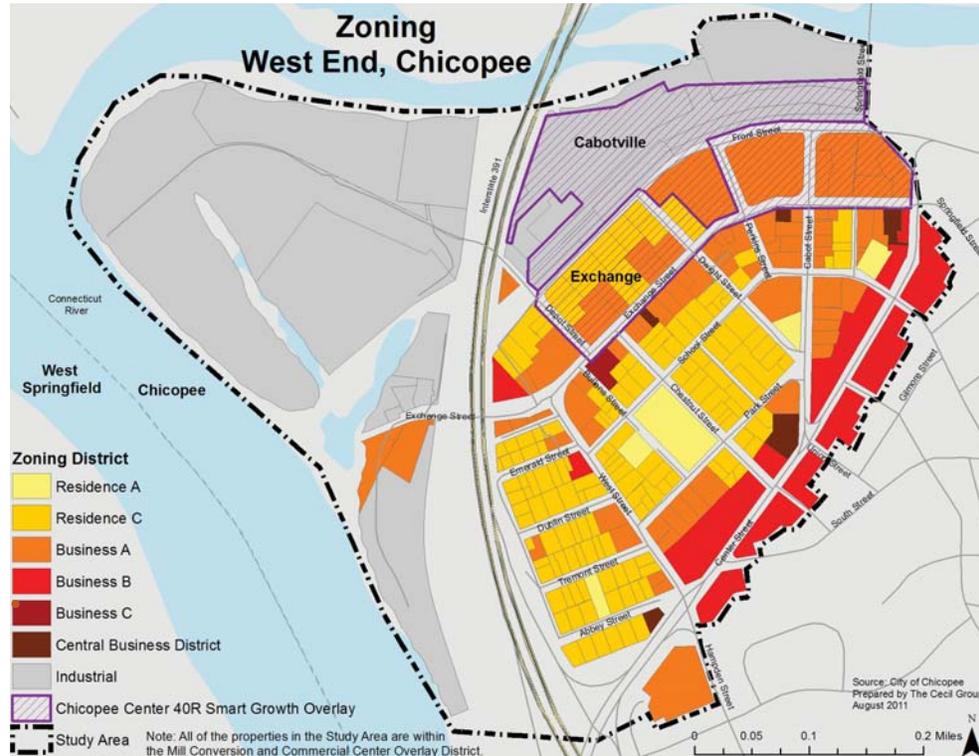


Figure 14 on the following page shows current zoning in the Study Area; it is the City zoning map transferred to the GIS database prepared by The Cecil Group. The Zoning Ordinance of the City includes four commercial zoning districts, described below.

- Business A is intended for “general businesses located in areas of high traffic volume that are intended to serve an area-wide population.”
- Business B is intended for “heavy businesses that generate high volumes of traffic and are incompatible with residential and many general business uses.”
- Business C is intended for “business development in the vicinity of highway interchanges.”
- Central Business District is intended for “mixed use of pedestrian-oriented commercial districts found in the center of the established neighborhoods.”
- Mill Conversion and Commercial Center Overlay District is intended for preservation, reuse and renovation of underutilized or abandoned industrial properties and commercial centers through mixed-use development.

Figure 14. Current Zoning



The current zoning districts and mapping in Figure 14 compared to the conceptual organization of land use shown in Figure 13 suggest several large changes. These includes modifications to accommodate the reuse scenarios proposed in this plan:

- The description of the Central Business District (CBD) is most in line with the suggested 'Downtown Core District,' and the list of uses allowed by the City's Zoning Ordinance within the CBD is closest to the intention for the downtown. This would include consolidation of the downtown parcels under one zoning district.
- The use of Business B, for heavy traffic uses, should not apply to all of Center Street. As an option, the northern portion should be CBD, and the most southern portion should be Business A to support the 'Gateway' concept.
- Residential uses are allowed throughout the West End under the existing Mill Conversion and Commercial Center overlay. However, energy-producing uses (solar farm, etc.) would need to be allowed in the Industrial District to accommodate an energy farm at the Former Hampden Steam Plant or Delta Park properties.
- Office uses are allowed as part of mixed-use projects by special permit under the Mill Conservation and Commercial Center overlay. However, to reuse the Water Department property on Tremont Street exclusively as a commercial office would require rezoning to Commercial A-1 or changes to the current Residential A zoning.
- While the remainder of the current zoning for individual brownfield parcels should be reconsidered based on the uses proposed in this plan or by the owners, no significant restrictions are indicated that could not be simply addressed in the ordinance or through a special permit.

5 IMPLEMENTATION PLAN

The consultant team created an Implementation Plan that outlines actions that should be taken to advance the reuse scenarios and revitalize the West End. The Implementation Plan is summarized in a matrix in the last section of this chapter.

Overall Goals for Implementation

The overall goal for the West End Brownfields Plan is to stir excitement for broader revitalization by enabling market-based change in the most significant properties – especially the Cabotville Mill complex - while providing improvements for public accessibility, general cleanup of City properties and streets, and cooperative outreach to attract new commercial tenants. The specific goals are as follows.

- Use the current market opportunities and previously issued Special Permit to support renovations in the Cabotville Mill complex for 225 residential rental units. Support the project with state 40R funding or District Improvement Financing for water and fiber optic utilities, if needed. Use affordable housing tax credits and alternative energy tax credits to create a valuable project.
- Fill the remaining spaces in the mill complex with industrial and business uses. Limit finish improvements to keep the rental costs low and competitive.
- Further assess brownfield properties with available EPA funding to determine remediation requirements, modify AULs and better determine potential reuse and supporting actions (e.g. demolition, filling, etc).
- Establish a cooperative marketing program that involves businesses, landowners, non-profits and the City to reach out to successful retailers and restaurateurs in the area to fill building spaces in the West End.
- Beautify the publicly-owned brownfield properties and the streets that access all of the brownfield properties with surface clean-ups and streetscape and landscape improvements; this will support redevelopment and maintain the properties until the real estate market improves.
- Enhance City programs for street sweeping and general clean-up of the public rights of way.

First Steps

A series of initial, short-term steps should be taken to promote the overall vision and advance the goals of the Implementation Plan. These steps include advancing the primary redevelopment initiative, preliminary assessments, design, targeted demolition and construction, and general clean-up of public and private properties. The actions listed here are in order of priority to advance the brownfield redevelopment plan.

5 IMPLEMENTATION PLAN Action 1. Advance Cabotville Mill Phase 1 Reuse Project

Promote and support renovations in the Cabotville Mill complex for residential rental units and new industrial and business uses by taking the following steps.

- Provide the Cabotville Mill owner or potential future owners with this study’s market research that recommends immediate action to capture the available residential rental market, and then determine the willingness to proceed. Hire a marketing consultant to determine the target businesses for the mill buildings.
- Review the existing Special Permit with the owner and determine if any modifications are necessary to use the entitlements, and offer an expedited review if needed.
- Present the owners/developers with options for a partnership with the City, including the use of Chapter 40R funds or a District Improvement Financing (DIF) program to make improvements to properties’ water service. Negotiate and define the terms of partnership with a Developer’s Agreement. In addition, determine whether the City will take ownership of the new water line and obtain appropriate easement for that utility line.
- Notify the owners/developers that tax credits for the project may be available if a portion (at least 25 percent) of the project is committed to affordable housing. Since the average market rate rents in the area are at or below the allowable affordable rents (see Table 4), the project could be supported with the tax credits.
- If the owner is unable to proceed alone, support or create a partnership with the City or private entities as a development team for the project.

Estimated Cost to Provide Owner Information – No Cost

Estimated Cost for Business Market Study - \$20,000 ³⁴

Estimated Cost for Legal Counsel - \$5,000

Table 5. Comparison of Average Market and Affordable Program Rents

TYPE OF UNIT	CURRENT AVERAGE MONTHLY MARKET RENTS*	AFFORDABLE HOUSING RENT MAXIMUMS**
1 Bedroom	\$630	\$924
2 Bedroom	\$800	\$1,108
3 Bedroom	\$960	\$1,281

* Information from Williamson Commercial Properties

** 60% Area Median Income (AMI) rents for Springfield, MA from MassHousing Partnership. This AMI is available when 40% of the units are kept affordable. Actual project percentages of required affordable units and rent limits may be varied.

Action 2. Improve Water Service to the Mill Complex (properties include Lyman, Cabotville, Con Ed, Chicopee Gas Light, and others)

The key water service improvement from the public perspective is the replacement of the existing service within the canal so that fire service flows, protected from exposure, can be provided to all of the buildings within the mill complex.

³⁴ Estimated cost provided by FXM Associates

5 IMPLEMENTATION PLAN

- Execute a Developer's Agreement to proceed. The agreement should specify ownership and maintenance of the water line (presumably the City as owner unless other concessions are provided), and performance standards with financial penalties for private investment and redevelopment of the Mill.
- Secure funding from the source(s). A significant portion could come from the 40R Smart Growth funds. A grant source includes CDBG funds, and a District Improvement Finance tax program or a betterment tax could be assessed to pay for the remaining portion of this utility construction.
- Construct the water line in coordination with the Davitt Bridge reconstruction project because the street connections for the water line run in Springfield Street.

Estimated Cost of Fire Service Water Line - \$800,000

Action 3. Phase 1 Canalway

Initiate the extended canalway and park concept by first improving the City property between the canal and Front Street at the Davitt Bridge. The project will entail the following steps.

- Prepare a project design and review with the public and adjacent property owners.
- Coordinate the design with the Davitt Bridge reconstruction project.
- Complete the permit review process with the Conservation Commission.
- Use Public Works crews to make improvements for beautification.

Estimated Cost for Initial Landscape Improvements - \$35,000³⁵

In conjunction with this improvement, request a legal opinion on the rights of adjacent property owners to cross and re-cross the City-owned land on Front Street, which was the former Railroad ROW. Then begin negotiations with the adjacent property owners on obtaining public access for the canal walkway.

Estimated Cost for Review by Legal Counsel - \$2,500

Action 4. New Brownfield Assessments

To allow modification to activity and use limitations or better define current brownfield conditions on key properties, apply for Brownfield Assessment funds for the following properties (as needed, based on the results of the City's FY2012 Targeted Brownfields Assessment and standard Assessment grant applications).

- Former Mobil Station site at the Gateway
- The Lyman mill warehouse on Front Street
- Steam Plant and Delta Park

Estimate Cost for Assessments - \$10,000-\$30,000 per assessment

Later as part of the mid-term actions - and after receipt of the results of the new assessments - one or more of the following actions should be taken:

³⁵ Cost estimate based on landscape improvements of 5,000 square feet at \$7 per square foot unit cost.

5 IMPLEMENTATION PLAN

- Review the brownfield remediation fund options (e.g. MassDevelopment) and apply as appropriate. This includes possible participation in the demolition of the Lyman mill building on Front Street. Demolition costs would be reduced because of the salvage value of the building materials.
- File a request with DEP for release or amendment of use restrictions that may apply.
- Market the improved sites for reuse.
- In the case of the Lyman mill building, prepare plans for the canal walkway and implement the next phase of construction.

Estimated Demolition Costs = \$100,000 final cost after recovering salvage value (depending on salvage markets)³⁶

Action 5. Marketing Partnerships

Form a partnership through joint agreement with nonprofits, businesses and property owners to promote properties and building spaces to new and expanding tenants. The following partners should be considered.

- Chicopee Chamber of Commerce
- Western Mass EDC
- Major property owners (e.g. mills)
- Other brownfield property owners
- Business Improvement District
- Existing businesses
- City officials

The marketing program would entail shared online resource and information sites, which lead from initial inquiries to links with the owners or brokers. The program would also include outreach efforts to match possible tenants with buildings and properties. The market study is included with this study.

Estimated Cost to Form Partnership - No Cost

Estimated Cost to Provide Market Outreach Program - \$20,000 ³⁷

Action 6. Promote the Gateway Redevelopment

The former Mobil site is a large (one acre), highly visible property located close to the Interstate ramp. Matching this great accessibility with a retail or institutional use should be a priority. This will entail review of the AUL, possible assessment to remove or reduce the AUL restrictions, and marketing of the site to users identified in this study.

Estimated Cost for Legal Review - \$1,500

Estimated Cost for Assessment – Grant funds; \$32,500

Estimated Cost for Market Outreach - \$5,000 ³⁸

³⁶ This is a rough cost estimate provided by Brendan Greeley of R.J. Greeley Co., LLC on November 1, 2011.

³⁷ This is an estimated cost for database management and part-time personnel.

³⁸ This is an estimated cost for the production of explanatory materials for distribution.

5 IMPLEMENTATION PLAN Action 7. Temporary Brownfield Improvements and Cleanup

Make esthetic improvements to the publicly-owned brownfield properties and the streets that access all of the brownfield properties to support redevelopment and to maintain properties until the real estate market improves. These improvements should include surface clean-ups as well as streetscape and landscape enhancements.

- Enhance City programs for street sweeping, general clean-up and repairs of the public rights of way.
- Implement a beautification program for City properties to add simple landscaping and site clean-ups while holding the properties until new market options become available.

In addition, a Business Improvement District (BID) program option should be considered to direct business tax dollars toward downtown maintenance and cleanup.

Estimated Cost of Property Improvement Program - \$50,000 ³⁹

Estimated Yearly Downtown Maintenance Budget - \$25,000 ⁴⁰

Key Mid-Term Projects

Mid-term projects involve multiple elements and parties for completion, and they are expected to require more financial and professional resources to implement. However, these support the key goals of the Implementation Plan. While they may take a longer time to complete, these are integral to repositioning the West End as an attractive location for new residents and businesses. They are also critical to encouraging the redevelopment of the brownfield properties, particularly the Cabotville Mill Complex, which is recommended as the highest priority project.

Continue Design and Implementation of the Canalway Project

The West End Canalway project can be developed in phases to spread out project costs and allow the easier-to-develop-components of the project to be put in place while the broader links are formed. Easements and agreements would be put in place prior to investment of public funds. The phases could proceed in the following fashion.

- City-owned land at Davitt Bridge
- Easements across Cabotville Mill property
- Section through lower floor of Cabotville Mill property
- Section under Lyman mill building to be demolished
- Section under Mascaro property, building to be demolished
- Extension to former Steam Plant and Delta Park
- Connection to planned regional bikeway

³⁹ This is an estimated cost for equipment and equipment maintenance.

⁴⁰ This is an estimated cost for contracted services.

5 IMPLEMENTATION PLAN Former Hampden Steam Plant and Delta Park

The former Hampden Steam Plant is City-owned property, and Delta Park is a privately-owned property. The Depot Street right-of-way connects the two properties to the railroad (RR) underpass, which is considered the only point of reasonable access. While uses with some rent potential have been suggested, more intensive uses could be proposed. If a more intensive use is proposed, it is anticipated that the RR underpass or crossing would have to be improved to handle the expected traffic.

- Determine future desired use of Former Steam Plant and Delta Park after completion of site remediation (based on the new assessment).
- Complete a Type Study to evaluate construction options and costs for the RR underpass based on the use of the Former Steam Plant and Delta Park.
- Design and make improvements to the Depot Street RR underpass based on the results of the Type Study.

Improve the Water Department property

Improvements to the Water Department property would impact the value of adjacent residential properties. Future uses should be compatible with the neighborhood at a minimum, and they should aim to improve the neighborhood in the best case.

Enhance Riverfront Access

The RR underpass access to the Riverfront area is constructed appropriately to handle traffic associated with most options for redevelopment of the waterfront. Outreach to a commercial boating operation would be needed to determine if there are near-term options for improving access to the river and creating an attraction.

Business Improvement District

The option to maintain public properties and support businesses in the downtown was listed as a short-term action. One method to provide greater business control and ensure that maintenance is focused on supporting the downtown would be to create a Business Improvement District (BID). A BID is a special assessment district, under MGL Chapter 40 Section O, where businesses may support improvements and district management beyond what is provided by the City. Cities including Springfield have used BID programs. The program is designed as follows.

- All participating property owners located within the proposed BID are assessed a fee that is collected and disbursed by the Town's collector/treasurer;
- The total fees assessed annually do not exceed one-half of one percent (.005) of the assessed valuation of the property;
- All funds go directly back into the district.

5 IMPLEMENTATION PLAN Building and Sanitary Code Review

Some action could be taken when property conditions are found to be in violation of codes and safety to adjoining residents and property owners are non-responsive or unable to respond to those conditions.

- Send the City’s code enforcement team to review all brownfield properties to determine building or sanitary code violations.
- Contact all property owners with violations.
- Consider action under MGL Chapter 111, Section 1271, the state receivership statute.

Land Use Planning

The completion of most of the key program elements in this plan will not require significant changes in the City’s current land use and zoning regulations. However, a review of the regulations applying to the Cabotville Mill should be completed as a first phase action. After that, a review of the area-wide plan and its implications to zoning as described in this study should be completed.

Implementation Matrix

The Implementation Matrix is provided as a summary of the key actions to advance the plan’s goals. The intent is to provide a quick review option and a format for reporting on the results of the implementation. The matrix also provides the list of resources available for the steps in the brownfield reuse process.

The matrix groups the recommended actions into three categories: *Brownfields*, *Public Improvements* and *Technical Assistance and Planning*.

- *Brownfields* include projects located on the Brownfield sites targeted in this redevelopment plan. Most of these sites are privately-owned, with some exceptions like the Chicopee Water Department site; however, they will require City support of private redevelopment efforts.
- *Public Improvements* include projects that largely fall within the public realm and will mainly require action by the City of Chicopee. These projects will support and encourage the redevelopment of the Brownfield sites, particularly the Mill Properties, which in this plan include the Cabotville Mill Complex, Former Lyman Company and other private and public properties.
- *Technical Assistance and Planning* includes projects or actions that assist property owners, businesses and others throughout the West End.

The matrix is further organized by subcategories, which are listed and described below.

- *Project*: Under the category *Brownfields*, this refers to the target Brownfield properties. It also includes broader projects such as “Outreach” that are recommended.

5 IMPLEMENTATION PLAN

- *Recommended Action:* These are actions or steps that the City of Chicopee should take to advance the related projects. The actions are listed in the order in which they should occur. Actions highlighted in yellow should be a top priority and should receive immediate attention from the City of Chicopee and others.
- *Description:* These descriptions provide additional detail on the recommended actions.
- *Optimal Timing:* This is the expected time frame for completing each action. The year in which the action should start (“Start”) as well as the year in which it should be completed (“Complete”) are provided. The time frames reflect the level of priority for each project and should be used to phase the projects over time.
- *Performance Indicators:* These are means to measure progress on each action.
- *Public Responsible Parties:* These are City of Chicopee officials and departments that will likely be involved in making decisions or carrying out actions to advance the associated project. The PVPC has been included as it is working closely with City officials on this plan.
- *Private Partners:* These are private-sector parties that could work with the City of Chicopee to complete the associated project. They include current property owners, businesses or future developers who might pursue redevelopment projects in the West End.
- *Ownership Type:* This describes whether the associated property is owned by the City of Chicopee or a private entity.
- *Potential Brownfields Assistance Programs:* These are funding sources or assistance programs that could potentially support the reuse or redevelopment of associated property. The actual applicability and availability of each program will depend on the final scope of each project. Additional funding sources could also be available.
- *Other Potential Resources:* These are other resources - particularly funding sources - that could potentially support the associated project. Like with the *Potential Brownfields Assistance Programs*, the actual applicability and availability of each funding source will depend on the final scope of each project. Additional resources could also be available.

Figure 15. Illustrated Reuse Scenario - Evening



IMPLEMENTATION MATRIX									
PROJECT	RECOMMENDED ACTION	DESCRIPTION	OPTIMAL TIMING Start / Complete	PERFORMANCE INDICATORS	RESPONSIBLE PUBLIC PARTIES	PRIVATE PARTNERS	OWNERSHIP TYPE	POTENTIAL BROWNFIELDS ASSISTANCE PROGRAMS	OTHER POTENTIAL RESOURCES
BROWNFIELDS									
Cabotville Mill Complex	1. Work with owner to market property and support business market study	Work with owner to market the properties (including the former Lyman Company) and support a business market study. The market study should determine the type of businesses that should be targeted to occupy the redeveloped mill properties.	Within 6 Months Year 1	Completion of a market study for the mill complex	<ul style="list-style-type: none"> City Council Community Development Department Engineering Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Mill owners Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity)² MassDevelopment Assessment/Cleanup loans³ EPA Revolving Loan Fund (RLF) cleanup loan (through PVPC or other public entity)⁴ Federal and Massachusetts brownfields tax incentives Brownfields Access to Capital (BRAC) insurance subsidy through BDC Capital⁵ 	<ul style="list-style-type: none"> District Improvement Financing⁶ Low Income Housing Tax Credit New Market Tax Credit Historic Rehabilitation Tax Credits CDBG funds Private equity (e.g. Massachusetts Housing Investment Corporation)
	2. Partner with development team	Determine the viability of the existing owner to proceed with redevelopment; Create a development team to lead the redevelopment. If the existing owner is unable to proceed alone; Consider option to partner with an experienced developer using the redevelopment powers granted by MGL c.121B.	Within 6 Months Year 1	Formation of a team that begins to advance the redevelopment of the mill complex					
	3. Review and modify existing Special Permit	Review the existing Special Permit for Cabotville Building 1, advance any modifications that are deemed necessary, and offer expedited permitting through Chapter 43D if needed ¹	Within 6 Months Year 1	Modification of existing Special Permit if necessary					
	4. Obtain funding for assessments and remediation	Work with property owner to apply for state and federal grants to conduct environmental assessments and remediation related to the mill buildings	Year 1 Year 2	Completion of funding applications and receipt of funding					
	5. Extend new water line	Work with property owner or developer to structure an agreement to potentially subsidize the cost or take ownership of a new water line to properties in the mill complex	Year 1 Year 2	Extension of a new fire suppression water line					
	6. Reach out to businesses and residents	Market the mill complex to potential residents and businesses identified in the market study	Year 1 Year 2	Active marketing campaign					
Former Lyman Company	1. Assist in determining potential developer	Determine if the current owner/developer wants to lead the reuse of the mill properties, and if not, seek potential developers or development team	Year 1 Year 2	Determination of potential developer or development team	<ul style="list-style-type: none"> City Council Community Development Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Mill owners Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Low Income Housing Tax Credit New Market Tax Credit Historic Rehabilitation Tax Credits CDBG funds Private equity (e.g. Massachusetts Housing Investment Corporation)
	2. Advance and issue any necessary permits	Advance any permit necessary for the mill properties' redevelopment; Offer expedited permitting through Chapter 43D if needed	Year 1 Year 2	Issuance of any necessary permits					
	3. Obtain funding for assessments and remediation	Work with property owner to apply for state and federal grants to conduct environmental assessments and remediation related to the mill buildings	Year 2	Completion of funding applications and receipt of funding					
	4. Reach out to businesses and residents	Market the mill complex to potential residents and businesses identified in the market study	Year 2	Active marketing campaign					

PROJECT	RECOMMENDED ACTION	DESCRIPTION	OPTIMAL TIMING Start / Complete	PERFORMANCE INDICATORS	RESPONSIBLE PUBLIC PARTIES	PRIVATE PARTNERS	OWNERSHIP TYPE	POTENTIAL BROWNFIELDS ASSISTANCE PROGRAMS	OTHER POTENTIAL RESOURCES
City Frontage	1. Create canal path and park	See recommended actions and descriptions below for "Canal Path and Park"	Year 2 Year 7	Completion of design and construction of path and linear park	<ul style="list-style-type: none"> City Council Community Development Department Engineering Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Mill owners Developers 	City	<ul style="list-style-type: none"> EPA Assessment and Cleanup grants⁷ EPA Targeted brownfields assistance grant⁸ or-service⁹ MassDevelopment Assessment/Cleanup loans or grants EPA RLF cleanup loan/subgrant (through PVPC or other public entity)⁸ BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> District Improvement Financing MassWorks Infrastructure Program Chapter 90 funds Massachusetts Parkland Acquisitions and Renovations for Communities program CDBG funds
	2. Design and complete potential road widening of Exchange Street if converted into two-way circulation	See recommended actions and descriptions for below "One-Way to Two-Way Circulation Conversion"	Year 2 Year 5	Widening of road if desired	<ul style="list-style-type: none"> City Council Community Development Department Engineering Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Mill owners Developers 	City	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> District Improvement Financing Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds CDBG funds
101 Front Street	1. Relocate existing business in the West End	Work with the owner to relocate the existing business into another space in the West End; Offer space in the mill properties when reuse/redevelopment is complete	Year 1 Year 1	Relocation of exiting business	<ul style="list-style-type: none"> City Council Community Development Department Engineering Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Mill owners Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> District Improvement Financing Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds CDBG funds
	2. Create canal path and park	See recommended actions and descriptions below for "Canal Path and Park"	Year 2 Year 7	Completion of design and construction of path and linear park	<ul style="list-style-type: none"> City Council Community Development Department Engineering Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Mill owners Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> District Improvement Financing Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds CDBG funds
City Property (Former Hampden Steam Plant)	1. Obtain funding for environmental assessment and remediation	Apply for funding to conduct an environmental assessment and remediation (if necessary) ¹⁰	Year 2	Completion of funding applications and receipt of funding	<ul style="list-style-type: none"> City Council Community Development Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Developers 	City	<ul style="list-style-type: none"> EPA Assessment and Cleanup grants EPA Targeted brownfields assistance grant⁸ or-service⁹ MassDevelopment Assessment/Cleanup loans or grants EPA RLF cleanup loan/subgrant (through PVPC or other public entity) BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Private funds City funds
	2. Assess and remediate property	Conduct an environmental assessment and perform remediation (if necessary)	Year 2 Year 4	Remediation of properties	<ul style="list-style-type: none"> City Council Community Development Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Developers 	City	<ul style="list-style-type: none"> EPA Assessment and Cleanup grants EPA Targeted brownfields assistance grant⁸ or-service⁹ MassDevelopment Assessment/Cleanup loans or grants EPA RLF cleanup loan/subgrant (through PVPC or other public entity) BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Private funds City funds
	3. Develop and issue RFP	Develop and issue a RFP for the reuse of the City-owned property	Year 4 Year 4	Completion of RFP that is issued to potential developers	<ul style="list-style-type: none"> City Council Community Development Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Developers 	City	<ul style="list-style-type: none"> EPA Assessment and Cleanup grants EPA Targeted brownfields assistance grant⁸ or-service⁹ MassDevelopment Assessment/Cleanup loans or grants EPA RLF cleanup loan/subgrant (through PVPC or other public entity) BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Private funds City funds
	4. Support reuse	Support reuse of the Former Hampden Steam Plant property in coordination with redevelopment of Delta Park	Year 5 Year 6	Reuse of property	<ul style="list-style-type: none"> City Council Community Development Department Mayor Planning Department PVPC 	<ul style="list-style-type: none"> Developers 	City	<ul style="list-style-type: none"> EPA Assessment and Cleanup grants EPA Targeted brownfields assistance grant⁸ or-service⁹ MassDevelopment Assessment/Cleanup loans or grants EPA RLF cleanup loan/subgrant (through PVPC or other public entity) BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Private funds City funds
Delta Park	1. Support private redevelopment	Support private redevelopment at Delta Park in coordination with reuse of Former Hampden Steam Plant property	Year 5 Year 6	Redevelopment of property	<ul style="list-style-type: none"> Community Development Department Planning Department PVPC 	<ul style="list-style-type: none"> Delta Park owner Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds
Former Mobil Service Station	1. Research AUL issues and conduct limited site assessment	Research AUL issues and conduct limited site assessment (The City has submitted a Targeted Brownfields Assessment application to the EPA.)	Year 1 Year 2	Understanding of any redevelopment constraints due to AUL	<ul style="list-style-type: none"> Community Development Department Planning Department PVPC 	<ul style="list-style-type: none"> Property owner Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds
	2. Determine preferred use	Acquire property to create a park (obtain funding, design and construct park)	Year 2 Year 4	Construction of a gateway park	<ul style="list-style-type: none"> Community Development Department Planning Department PVPC 	<ul style="list-style-type: none"> Property owner Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds
	3. Support private redevelopment	Support private redevelopment (retail, institutional or transportation-related use)	Year 2 Year 4	Issuance of necessary permits	<ul style="list-style-type: none"> Community Development Department Planning Department PVPC 	<ul style="list-style-type: none"> Property owner Developers 	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> Massachusetts Parkland Acquisitions and Renovations for Communities program Private funds

PROJECT	RECOMMENDED ACTION	DESCRIPTION	OPTIMAL TIMING Start / Complete	PERFORMANCE INDICATORS	RESPONSIBLE PUBLIC PARTIES	PRIVATE PARTNERS	OWNERSHIP TYPE	POTENTIAL BROWNFIELDS ASSISTANCE PROGRAMS	OTHER POTENTIAL RESOURCES
Chicopee Water Department	1. Obtain funding	Apply for funding to conduct an environmental assessment and perform remediation (if necessary)	Year 3	Completion of funding applications and receipt of funding					
	2. Assess and remediate properties	Conduct an environmental assessment and perform remediation (if necessary)	Year 4	Remediation of properties					
	3. Determine preferred use				Community Development Department	Developers	City	Note: If sold or transferred to a private property, the following programs could be available: <ul style="list-style-type: none"> • MassDevelopment Assessment/Cleanup loans or grants • EPA RLF cleanup loan/subgrant (through PVPC or other public entity) • BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> • Massachusetts Parkland Acquisitions and Renovations for Communities program • CDBG funds • Low Income Housing Tax Credit
	4. Design and construct community garden	Design and construct a community garden for the neighborhood	Year 5	Construction of community garden	Planning Department	Neighborhood groups			
Riverfront Property	4. Reuse for City purposes	Improve property for desired function	Year 5	Reuse of building	PVPC				
	4. Support private redevelopment (housing)	Support private redevelopment of site into housing		Issuance of necessary permits					
Riverfront Property	1. Enhance river access	Install a boat ramp that provides access to the Connecticut River from the Riverfront Property (south of Exchange Street) ¹¹	Year 4	Installation of a boat ramp	Community Development Department	Developers	Private	<ul style="list-style-type: none"> • EPA Assessment grant (if available through City or other public entity) • MassDevelopment Assessment/Cleanup loans • EPA RLF cleanup loan (through PVPC or other public entity) • Federal and Massachusetts brownfields tax incentives • BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> • CDBG funds • Low Income Housing Tax Credit • Private funds
	2. Clear property for redevelopment and support redevelopment	Support private redevelopment	Year 4	Issuance of necessary permits	Engineering Department				
Center Street (Former VOC) Parking Lot	1. Act on short-term marketing strategy	Employing business partners, seek out successful businesses in region and market the property for their expansion	Within 6 Months	Identification of target business and approach with market reports and plan	Planning Department	Property owners	Private	<ul style="list-style-type: none"> • EPA Assessment grant (if available through City or other public entity) • MassDevelopment Assessment/Cleanup loans • EPA RLF cleanup loan (through PVPC or other public entity) • Federal and Massachusetts brownfields tax incentives • BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> • City funds • Business Improvement District funds
	2. Develop a long-term strategy	Engage in long-term planning activities for the site, setting the stage for redevelopment/reinvestment when the market strengthens	Year 4	Development of a long-term strategy	Department of Commerce Regional EDC's	Downtown Businesses			
Collegian Court	1. Act on short-term marketing strategy	Employing business partners, seek out successful businesses in region and market the property for their expansion	Within 6 Months	Identification of target business and approach with market reports and plan	Community Development Department	Property owners	Private	<ul style="list-style-type: none"> • EPA Assessment grant (if available through City or other public entity) • MassDevelopment Assessment/Cleanup loans • EPA RLF cleanup loan (through PVPC or other public entity) • Federal and Massachusetts brownfields tax incentives • BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> • City funds • Business Improvement District funds
	2. Develop a long-term strategy	Engage in long-term planning activities for the site, setting the stage for redevelopment/reinvestment when the market strengthens	Year 4	Development of a long-term strategy	Planning Department Chamber of Commerce Regional EDC's	Downtown Businesses			

PROJECT	RECOMMENDED ACTION	DESCRIPTION	OPTIMAL TIMING Start / Complete	PERFORMANCE INDICATORS	RESPONSIBLE PUBLIC PARTIES	PRIVATE PARTNERS	OWNERSHIP TYPE	POTENTIAL BROWNFIELDS ASSISTANCE PROGRAMS	OTHER POTENTIAL RESOURCES
Former Freemason's Lodge	1. Act on short-term marketing strategy	Employing business partners, seek out successful businesses in region and market the property for their expansion	Within 6 Months Year 4	Identification of target business and approach with market reports and plan	Community Development Department Planning Department Chamber of Commerce Regional EDC's	Property owners Developers Downtown Businesses	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> City funds Business Improvement District funds
	2. Develop a long-term strategy	Engage in long-term planning activities for the site, setting the stage for redevelopment/reinvestment when the market strengthens	Year 4 Year 10	Development of a long-term strategy					
Former Mathis Oldsmobile	1. Act on short-term marketing strategy	Employing business partners, seek out successful businesses in region and market the property for their expansion	Within 6 Months Year 4	Identification of target business and approach with market reports and plan	Community Development Department Planning Department Chamber of Commerce Regional EDC's	Property owners Developers Downtown Businesses	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> City funds Business Improvement District funds
	2. Develop a long-term strategy	Engage in long-term planning activities for the site, setting the stage for redevelopment/reinvestment when the market strengthens	Year 4 Year 10	Development of a long-term strategy					
Former Racing Oil Service Station	1. Assess site and research AUL issues	Conduct an environmental assessment and research AUL issues (The City has submitted a Targeted Brownfields Assessment application to the EPA.)	Year 1 Year 2	Completion of site assessment Installation of landscape improvements	Community Development Department Planning Department	Property owners Developers Downtown Businesses	City	<ul style="list-style-type: none"> EPA Assessment and Cleanup grants EPA Targeted brownfields assistance grant-of-service MassDevelopment Assessment/Cleanup loans or grants EPA RLF cleanup loan/subgrant (through PVPC or other public entity) BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> City funds
	2. Improve property	Design and complete interim beautification improvements	Year 2 Year 4						
	3. Develop a long-term strategy	Engage in long-term planning activities for the site, setting the stage for redevelopment/reinvestment when the market strengthens	Year 4 Year 10	Development of a long-term strategy					
Former VOC Building	1. Act on short-term marketing strategy	Employing business partners, seek out successful businesses in region and market the property for their expansion	Within 6 Months Year 4	Identification of target business and approach with market reports and plan	Community Development Department Planning Department Chamber of Commerce Regional EDC's	Property owners Developers Downtown Businesses	Private	<ul style="list-style-type: none"> EPA Assessment grant (if available through City or other public entity) MassDevelopment Assessment/Cleanup loans EPA RLF cleanup loan (through PVPC or other public entity) Federal and Massachusetts brownfields tax incentives BRAC insurance subsidy through BDC Capital 	<ul style="list-style-type: none"> City funds Business Improvement District funds
	2. Develop a long-term strategy	Engage in long-term planning activities for the site, setting the stage for redevelopment/reinvestment when the market strengthens	Year 4 Year 10	Development of a long-term strategy					

PROJECT	RECOMMENDED ACTION	DESCRIPTION	OPTIMAL TIMING Start / Complete	PERFORMANCE INDICATORS	RESPONSIBLE PUBLIC PARTIES	PRIVATE PARTNERS	OWNERSHIP TYPE	POTENTIAL BROWNFIELDS ASSISTANCE PROGRAMS	OTHER POTENTIAL RESOURCES
PUBLIC IMPROVEMENTS									
One-Way to Two-Way Circulation Conversion	1. Perform traffic study	Perform a traffic study to determine if current and projected traffic flows can be accommodated by Cabot, Center, Exchange and Front streets if converted into two-way streets; Consider only making Exchange Street two way; all improvements associated with any conversion, if advanced	Year 2 Year 4	Completion of engineering designs (if advanced)	Community Development Department DPW Elected Officials Engineering Department Planning Department		City		MassWorks Infrastructure Program Chapter 90 funds CDBG funds
	2. Obtain funding	Apply for funding to make infrastructure improvements	Year 3 Year 4	Completion of funding applications and receipt of funding					
	3. Construct improvements	Construct infrastructure improvements	Year 4 Year 6	Completion of infrastructure improvements					
Canal Path and Park	1. Obtain funding	Apply for funding to conduct an environmental assessment, and perform remediation (if necessary)	Year 2	Completion of funding applications and receipt of funding					
	2. Obtain site control or public access	Acquire or obtain an easement through the mill properties south of the canal	Year 2	Site control or public access					
	3. Assess and remediate property	Assess and remediate land (if necessary)	Year 3 Year 4	Remediation of properties (if contaminated)	City Councilors Community Development Department Elected Officials Engineering Department Mayor Planning Department				
	4. Design path and park	Complete the design of a canal path and linear park on Front Street along the canal	Year 3 Year 4	Completion of design of canal path and park		Property owners Developers	City and Private		Massachusetts Parkland Acquisitions and Renovations for Communities program CDBG funds MassWorks CED/SEDA Funding Private funds
	5. Obtain construction funding	Apply for funding to pay for the creation of the path and linear park	Year 4 Year 5	Completion of funding applications and receipt of funding					
	6. Demolish buildings	Demolish the Mascara building and westernmost Lyman mill building south of the canal; Determine if the other Cabotville mill buildings south of the canal should be demolished or if the path should go through them	Year 5	Demolition of buildings (and possible access through buildings if they remain)					
	7. Construct path and park	Construct the canal path and park (additional design work could be required)	Year 6 Year 7	Completion of design and construction of path and linear park					
Corridors	1. Design streetscape improvements	Design streetscape improvements for Dwight, Perkins and Cabot streets ³	Year 3	Completion of design	Community Development Department DPW Elected Officials Engineering Department Planning Department		City		CDBG funds MassWorks Infrastructure Program
	2. Complete improvements	Complete streetscape improvements (sidewalks, street trees, lighting, etc.)	Year 4 Year 5	Completion of streetscape improvements					

PROJECT	RECOMMENDED ACTION	DESCRIPTION	OPTIMAL TIMING Start / Complete	PERFORMANCE INDICATORS	RESPONSIBLE PUBLIC PARTIES	PRIVATE PARTNERS	OWNERSHIP TYPE	POTENTIAL BROWNFIELDS ASSISTANCE PROGRAMS	OTHER POTENTIAL RESOURCES
Fiber Optic	1. Extend fiber optic lines	Facilitate the extension of Holyoke Gas & Electric fiber optic lines from Center Street to the mill buildings (this could potentially occur in tandem with the water line extension described above)	Year 1 ----- Year 2	Extension of fiber optic lines	<ul style="list-style-type: none"> Chicopee Electric Light Community Development Department Elected Officials Engineering Department Holyoke Gas & Electric 	City and Private		<ul style="list-style-type: none"> Holyoke Gas and Electric Chicopee Electric Light 	
Access	1. Improve access points to riverfront properties	Negotiate with the railroad to improve the existing access points to the riverfront properties (Delta Park and the Riverfront Property on Exchange Street)	Year 3 ----- Year 8	Improved access as based on the selected site reuse	<ul style="list-style-type: none"> Community Development Department Elected Officials Engineering Department 	Railroad (Pan Am Railways)	City and Private	<ul style="list-style-type: none"> MassWorks Infrastructure Program 	
TECHNICAL ASSISTANCE AND PLANNING									
Education	1. Educate property owners	Educate property owners about different funding resources for redevelopment as well as the development and permitting process	Ongoing		<ul style="list-style-type: none"> Community Development Department PVPC 	Chamber of Commerce Proposed BID		<ul style="list-style-type: none"> City funds 	
Outreach	1. Conduct outreach to businesses	Recruit businesses for potential expansion into West End	Ongoing	Active outreach to businesses	<ul style="list-style-type: none"> Community Development Department Elected Officials PVPC 	Business and Property Owners		<ul style="list-style-type: none"> City funds 	
Land Use Regulations	1. Examine land use regulations	Examine land use regulations to determine specific changes necessary to support the redevelopment of Brownfields (as recommended in the reuse scenarios)	Year 1 ----- Year 2	Recommendation and approval of any necessary changes to land use regulations	<ul style="list-style-type: none"> Planning Board Planning Department 			<ul style="list-style-type: none"> City funds 	

¹ In the past, 43D grants have been available for professional staffing assistance, local government reorganization and consulting services. 43D grants are not available at this time. For more information about Chapter 43D Expedited Permitting, visit: www.mass.gov/hed/business/licensing/43d

² Not currently available

³ Unavailable to a causally responsible party. To be eligible for the Site Assessment Program, the borrower must have site control (such as an option to purchase) or the right to enter the site to assess the property. To be eligible for the Remediation Loan Program, the applicant must own the property.

⁴ Unavailable to a causally responsible party. Requires proof of All Appropriate Inquiry (AAI)

⁵ Scale factor applies - suitable for large projects only

⁶ District Improvement Financing (DIF) "enables municipalities to fund public works, infrastructure and development projects by allocating future, incremental tax revenues collected from a predefined district to pay project costs." There is a prescribed application process that the city must follow to establish a DIF. The application must be approved by the Economic Assistance Coordinating Council (EACC). Source and for more information, visit: www.mass.gov/hed/business/funding/infrastructure/dif

⁷ Competitive program. The City (or a nonprofit) must own the site at the time of application for the EPA Cleanup Grant.

⁸ Competitive program

⁹ Requires proof of All Appropriate Inquiry (AAI)

¹⁰ Funding for remediation only needs to be obtained and remediation only needs to be performed "if necessary," meaning an environmental assessment has found contamination and cleanup is recommended prior to reuse or redevelopment of a site.

¹¹ The proposed boat ramp could link up with the proposed Connecticut Riverwalk and Bikeway Project, which is expected to be designed in 2012.

¹² MassDevelopment Brownfields assessment/cleanup funds can only be used for demolition if it is necessary to clean up beneath the buildings.

¹³ Streetscape improvements should be made in concert with previous improvements on portions of Exchange, Center, Springfield and Cabot streets.

Building	Existing				Proposed				Total Trip Generation	Net Change in Trips
	Current Use	units/s.f.	ITE Land Use Code	units/s.f. Trip Generation	ITE Land Use Code	units/s.f.	Trip Generation	Net Change in Trips		
1	Manufacturing	300,000 s.f.	Manufacturing	300,000 s.f. 1,143	Apartment Specialty Retail	227 units 20,000 s.f.	1,514.62 893.26	2,408	1,265	
2	Warehouse Machine Shop Office Play Rehearsal Retail Sales Photography	102,500 s.f. 12,500 s.f. 10,000 s.f. 5,000 s.f. 10,000 s.f. 10,000 s.f.	Warehouse Manufacturing (machine shop) Specialty Retail Center (photo, retail) Office (play rehearsal)	727.47 27.8 893.26 90.44	General Office Medical/Dental	75,000 s.f. 75,000 s.f.	1,066.99 2,851.77	3,921	2,182	
3	Warehouse Box Manufacturing Office Photography Yoga Studio Silk Screening Electronic Assembly Clothing Manufacturing	54,000 s.f. 18,000 s.f. 5,000 s.f. 8,000 s.f. 5,000 s.f. 5,000 s.f. 5,000 s.f. 8,000 s.f.	Warehouse Manufacturing (box, electronic, clothing) Specialty Retail Center (photo, yoga, silk screening) Office	548.99 99.58 807.7 132.86	General Office Medical/Dental Office	54,000 s.f. 54,000 s.f.	830.07 1,993.08	2,823	1,234	
B	Cabinet Refinishing Furniture Warehouse	5,000 s.f. 5,000 s.f.	Industrial Park	797.35	High Turnover Sitdown Restaurant (food service) Specialty Retail	5,000 s.f. 5,000 s.f.	635 251.56	887	90	
C	Light Manufacturing Wholesale Distribution/Warehouse	10,000 s.f. 10,000 s.f.	Manufacturing Warehouse	18.1 387.07	Res. Condo/Townhouse	10 units	58.6	59	-346	
D	Light Manufacturing Warehouse Warehouse	10,000 s.f. 10,000 s.f. 10,000 s.f.	Manufacturing Warehouse	18.1 423.87	Res. Condo/Townhouse	20 units	117	117	-325	
Cabotville Management Office	Office	2,000 s.f.	Single Tenant Office	14	High Turnover Sitdown Restaurant (coffee shop/cafe) Single Tenant Office Apartment	1,000 s.f. 1,000 s.f. 1 unit	127.15 11 7	145	131	
Total Net Change:									4,231	