



Roxann Wedegartner
Mayor

City of **GREENFIELD, MASSACHUSETTS**

COMMUNITY PRESERVATION COMMITTEE

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Phone 413-772-1548 • www.greenfield-ma.gov

Members:

Mark Maloni (Chair, 2022)
Thomas Guerino (Vice-chair, 2023)
Barbara Zaccheo (2022)
Wisty Rorabacher (2022)
Garth Shaneyfelt (2023)
John Passiglia (2023)
Susan Worgaftik (2024)
Travis Drury (2024)
Yanis Chibani (2024)

COMMUNITY PRESERVATION COMMITTEE (CPC)

Monday, November 22, 2021 5:30pm to 7pm

**John Zon Community Center- Large Room •35 Pleasant Street, Greenfield, MA
01301**

MEETING MINUTES

Action items are listed in yellow.

Attending:

- Susan Worgaftik (at Large), Wisty Rorabacher (at Large), Travis Drury (Conservation Commission), Yanis Chibani (at Large), Garth Shaneyfelt (at Large), Christian LaPlante (City of Greenfield), Alyssa Larose (FRCOG)

Absent:

- Mark Maloni (Planning Board), Tom Guerino (Greenfield Housing), Barbara Zaccheo (Recreation Commission), John Passiglia (Historical Commission)

1.Call to order:

- In the absence of both Chair Maloni and Vice-chair Guerino the committee voted for a temporary acting chair for the duration of the meeting.
- Motion by Yanis to make Travis Drury acting chair, second by Wisty. All voted in favor of the motion.
- Meeting called to order by Travis Drury at 5:35pm.

2.Minutes – to be emailed prior to meeting:

- Motion by Garth to approve the minutes as written, second Yanis. No discussion. All voted in favor of the motion.

3.Old business:

a) CPC timeline review

- Mark absent, should be reaching out to Stuart. Wait until December. Garth noted that it should be what a year's cycle should look like.

b) Review draft of application and application review criteria

- Susan found out that grant's are reimbursable, not in advance. Tom did not get Susan's language yet for pre application. Will add timeline once we decide that. Alyssa did a great job of looking at housing data.
- Susan noted that the info from Alyssa will be helpful to making review decisions. Travis asked if anyone has looked into applications from other towns. Susan has looked into them a bit, they can be overcomplicated. **Susan to send Christian examples to send out to committee.**
- Continue discussion at next meeting.

c) CPC plan:

- Alyssa used her outline to create category specific sections as a starting point. Committee can craft criteria, goals, and objectives. Open space and recreation categories were sent out last week, housing sent out today. Historic preservation to be sent out soon.
- Committee provided feedback on Alyssa's draft.
- *Open space section*
 - Yanis asked if the source material was what Mark had pulled together from previous plans. Alyssa confirmed that info in recreation section is coming from OS&R plan and MVP plan.
 - Alyssa used eligibility language from coalition website.
 - Travis suggested that "not limited to" language be removed
 - Susan suggested that language about ocean and saltwater marshes be removed
 - Alyssa mostly pulled from open space plan for context
 - Yanis liked one pagers in other plans and greater context later on. Travis confirmed that it would be like an executive summary
 - Susan suggested moving up priorities section.
 - Garth asked whether it is worthwhile to include less text and ask people to refer to other plans if they wanted a fuller context. People could get stuck in weeds.
 - Susan stated eligibility and priorities give a lot of info – could potentially pull out one pagers and use in other contexts.
 - Travis suggested to keep summary of plans.
 - Wisty asked where would the "why" be?
 - Alyssa: right now this a starting point, it will get more fleshed out as conversation with community occur.
 - Travis stated there is a lot of trails in Greenfield but they are not all protected. Not necessarily expanding but protecting.
 - Alyssa stated she can change the language to reflect both expanding and protecting.

- Wisty inquired where are trails?
 - Travis: con com is looking to increase utilization of trails owned by them.
 - Garth: can improve trails by making them ADA - allowed under CPA.
 - Alyssa: committee members can send her feedback outside of meeting.
- *Recreation*
 - Alyssa will also reorganize to put priorities first.
 - Yanis stated only permanent structures can be funded, not for example, soccer goals - Alyssa to update.
 - Travis added that this section should also say expand *and improve* trail systems
- *Housing*
 - Alyssa stated income limits determine eligibility and comprise eligibility section.
 - Garth asked that the plan note what housing projects are eligible
 - Alyssa: major systems repairs fall under housing eligibility.
 - Susan asked whether it is still true that there is enough housing for middle income? Probably not.
 - Garth noted the discrepancy between units and households
 - Alyssa: homes for sale, vacancies, seasonal second homes. “new” housing units can sometimes be attributed to redone units.
 - Alyssa stated CPA can go update to 100% AMI.
 - Susan stated 2014 study included info on unhoused people, good that recent info was included as well
 - Alyssa: There is often nowhere for people to move on - no ability to move between housing levels.
 - Travis asked what language to use, e.g. unhoused vs. homeless?
 - Susan: unhoused is a broader, more appropriate category. Not an identity, it's a situation.
 - Alyssa to update.
 - Susan to check on language and terms for housing (“available” housing).
 - Alyssa: 40B, etc. provide definitions for affordable housing in Greenfield
 - Yanis suggested the priorities section could be grouped together, e.g. strategic priorities.
 - Alyssa: examples can be helpful.
 - Susan suggested workforce, “attainable” housing is important to consider
 - Garth suggested language on shifting demographics could be eliminated

- Travis: we need a range of housing but the committee is funding affordable project
- Alyssa will be leaving her position at FRCOG. The committee congratulated her and thanked her for her work.

4. Other business:

a) Review list of city departments/boards/commissions (Draft outreach materials and already established networks to reach a variety of community members for identifying key CPC applications.)

- Susan read a list of city departments and the committee decided which ones to be in contact with
 - Community and Economic Development
 - Energy and Sustainability
 - Health Department
 - Mayor's Office
 - Parks and Recreation
 - Planning and Development
 - School Department
 - DPW
- Susan read a list of City boards and committees and the committee decided which ones to be in contact with
 - Agricultural Commission
 - Board of Health
 - Cemetery Commission
 - Commission on Disability Access
 - Con Com
 - Council on Aging
 - Crossroads Cultural District
 - Historical Commission
 - Housing Authority
 - Local Cultural Council
 - Planning Board
 - Recreation Commission
 - SGIC
 - Youth Commission
 - Zoning Board of Appeals
 - Greenfield Redevelopment Authority
- Alyssa to send out examples of one pager of what CPA is for outreach
 - Susan: we should be sending out something reasonably soon



5.Next meeting – Thursday December 23, 2021 5:30-7:00 PM:

- Change to Thursday December 16th 5:30-7:00 PM for now
- Christian to send an email - ask who can and who cannot attend that day. Create a Doodle poll to choose between 16th or 20th.
- If covid cases are spiking Christian and Mark will discuss.

6.Adjourn:

- Motion by Yanis to adjourn, second Garth. All voted in favor of the motion. Meeting adjourned at 7:03pm.





*The City of Greenfield is an Affirmative Action/Equal Opportunity Employer,
a designated Green Community and a recipient of the "Leading by Example" Award*

OPEN SPACE

This chapter describes Greenfield's open space context, identified needs, and CPA goals and strategies. Much of the information in this section was taken from the Greenfield Open Space and Recreation Plan, updated in 2020/2021.

CPA Eligibility for Open Space Projects

Section 2 of the CPA legislation defines open space. It includes, but is not limited to, the following:

- Land to protect existing and future well fields
- Aquifers, recharge areas, and watershed land
- Agricultural land
- Grasslands, fields and forest land
- Fresh and salt water marshes and other wetlands
- Ocean, river, stream, lake and pond frontage
- Beaches, dunes, and other coastal lands
- Lands to protect scenic vistas
- Land for wildlife or nature preserve
- Land for recreational use (see separate category information in the next section)

CPA funds may be spent on the acquisition, creation, and preservation of open space, and for the rehabilitation or restoration of any open space that has been acquired or created using CPA funds. It is important to note that a permanent deed restriction is required for all real property interests acquired under CPA. This restriction must be filed as a separate instrument, such as a Conservation Restriction (CR) or Agricultural Preservation Restriction (APR).

Open Space Context in Greenfield

The City of Greenfield has a wealth of water resources, with four rivers running through its borders. At the southern end of the City is confluence of the Fall, Green, Deerfield, and Connecticut Rivers. The Green River flows through the City from north to south, and serves as a drinking water source as well as a recreation asset. To the north of Greenfield it forms the border between the Towns of Colrain and Leyden. The Connecticut River forms the City's eastern boundary adjacent to the Town of Montague, with the Rocky Mountain range creating a natural separation between the densely populated downtown area and the river. The Fall River forms the City's northeastern border with the small and mostly rural Town of Gill. The Deerfield River forms Greenfield's southern border with the Town of Deerfield. Runoff and nonpoint source pollution from developed areas, roads, and farmland affect the quality of the City's rivers. Warming temperatures and changes in precipitation due to climate change, including heavier precipitation events and more rain in the winter, pose threats to Greenfield's water resources. Conserving, and in some cases restoring, natural areas is key to maintaining the quantity and quality of Greenfield's water into the future.

Approximately 60 percent of Greenfield is forested.¹ Greenfield's northern, eastern, and western borders are all heavily forested. Much of the City's eastern edge contains the Temple Woods and Highland Park area, whereas the western edge of the City is forested along Route 2 running into Shelburne. Forests along the Green River and Fall River extend into the surrounding towns of Colrain, Leyden, Bernardston, and Gill. The publicly owned forestlands are enjoyed for walking, snowshoeing, and nature study along with being an important habitat for wildlife. Greenfield is fortunate to have forested open space and conservation lands located throughout the City. Heavily forested publicly owned areas in Greenfield include Highland Park, Rocky Mountain Park, Temple Woods, GTD Conservation Land, and Leyden Woods.

Greenfield is located within the Pioneer Valley, a region considered to have some of the best agricultural soils in New England, as well as the entire United States. These prime soils are the result of years of soil deposits from the Connecticut River and its tributaries. Fertile farm land drew settlers to the Greenfield area, and though their numbers have dwindled there are still a number of working farms in the City. There are approximately 6,566 acres of prime farmland soils in the City of Greenfield. This constitutes 31 percent of the land area in the City. The larger parcels of prime agricultural land can be found in the northwest portion of Greenfield in the areas known as the Upper and Lower Meadows. These areas are home to many of the city's farms, including the approximately 60-acre Greenfield Community Farm, a project of Just Roots. Agriculture is important to Greenfield's community and character; efforts to preserve remaining farmland to ensure local food

¹ 2016 MassGIS Land Use Land Cover Data.

production are of priority to the City and are detailed in the City's Sustainable Master Plan, Open Space and Recreation Plan, and Municipal Vulnerability Preparedness Plan.

Approximately 17%, or 2,364 acres, of land in Greenfield is permanently protected from development. This land may be: privately-owned with either an Agricultural Preservation Restriction (APR) or Conservation Restriction (CR) attached to the deed (about 10% of land in Greenfield falls in this category); owned by the City of Greenfield and under the control of the Conservation Commission (6% of land); or owned outright by a Federal, State or non-profit conservation agency or land trust (1% of land). In addition, about 16%, or 2,302 acres, of privately owned land is considered temporarily protected through the Chapter 61 current use programs, where land is assessed and taxed for its current open space value (working farmland and forestland or open space). If an owner seeks to take a parcel out of the Chapter 61 program, the City has first right of refusal to purchase the property, providing an opportunity to protect the parcel.

Local and statewide conservation organizations exist to conserve and steward land in partnership with municipalities and landowners. In addition to providing various paths toward protecting land from development, they are also experienced partners in many of the land conservation funding opportunities. The Franklin Land Trust (FLT) works with landowners to conserve farms, forests, wildlands, and other natural resources through the lens of regional sustainability (through local economy and balanced community growth, land stewardship, community involvement, and support for the goals of landowners). FLT serves landowners in towns in western Franklin and Hampshire counties, protecting land by holding CRs and APRs on private property and purchasing property in fee.

Mount Grace Land Conservation Trust (MGLCT) works with private landowners to protect their land in many creative ways: with working forest and forever wild conservation restrictions, by taking ownership and managing land as multi-use resources or natural area reserves, and by providing services and locating funding sources to enable transfers of land to public ownership. MGLCT's Landscape Conservation Program uses funding sources like the United States Forest Service Forest Legacy Program and the United States Fish and Wildlife Service North American Wetlands Conservation Act, and the Massachusetts Energy and Environmental Affairs Landscape Partnership Grants because they are structured to complement a multi-landowner approach to conservation. Mount Grace also uses a variety of tools to support farm conservation, especially the Agricultural Preservation Restriction (APR) program.

Open Space Needs and Goals

The overarching vision from the 2021 Greenfield Open Space and Recreation Plan is to:

- Increase the City's resilience to climate change through thoughtful conservation and stewardship of open spaces, woodlands, farms, and river corridors;
- Improve physical access to, and quality of, the City's current open space and recreation amenities;
- Expand opportunities for all residents to engage in programmed and passive recreation activities;
- Enhance urban spaces by increasing the City's tree canopy, pollinator gardens, community gardens, and small parks.

This vision was formed with input from the 2020 Open Space Survey. Respondents consider the City's rivers, streams, and forests to be Greenfield's top open space assets. Results from the Survey indicate the following natural resource protection activities as "very important:"

- Permanently protecting land within the mapped river corridor of the Green River (77%)
- Permanently protecting Greenfield's working farms from development (74%)
- Permanently protecting forests in Greenfield from development (69%)

The survey also asked community members which improvements they would like to see the City make. Projects that would help to address environmental challenges that were ranked as "very important" by survey takers include:

- Working with willing farmers and other landowners to permanently conserve important farms, woodlands, and natural areas (68%)
- Planting more trees in parks, and along streets and sidewalks (57%)
- Removing invasive plant and tree species from parks and permanently protected land (44%)

The OSRP reiterates and carries forward goals from past plans, including Sustainable Greenfield, which emphasized maintaining public parks, actively assessing and conserving agricultural and other land throughout the community, and establishing criteria for prioritizing

future acquisitions.² Open space protection priorities from Sustainable Greenfield include continuous wildlife habitat and migration corridors; significant view corridors; heritage landscapes, watersheds, wetlands, and rivers; and agricultural land.³

Greenfield's 2021 Municipal Vulnerability Preparedness Plan (MVP) summarizes the top concerns and impacts from climate change to the City's ecosystems and natural resources:

- Invasive species are crowding out native species (such as non-native bittersweet, Japanese knotweed, Norway maple, non-native barberry, burning bush, garlic mustard);
- Unprotected land in the Green River Corridor;
- Unprotected farmland;
- Trees and community gardens are vulnerable during storm events;
- Insects, birds, and pollinators are at risk due to habitat degradation;
- Removal of street trees;
- Farms that serve the Western Mass Food bank are stressed due to more frequent and prolonged droughts;
- Northern hardwood forest species are vulnerable to climate change and pests;
- Increased risk of wildfires due to drought and lightning strikes.

The MVP Plan identifies priority recommendations to address these impacts, building upon the priorities from the Open Space and Recreation Plan:

- Protecting existing trees and plant additional trees in the City center and on public land
- Support efforts related to increasing housing & food security for all
- Protect and preserve agricultural lands
- Reduce flooding and erosion along the Green River

² "Sustainable Greenfield"; Executive Summary , page 9

³ "Sustainable Greenfield"; Executive Summary , page 17

OPEN SPACE PRIORITIES FOR CPA PROJECT EVALUATION

In addition to the General Criteria for CPA projects, the Community Preservation Committee has identified the following evaluation criteria for Open Space proposals. These criteria were developed with the needs and goals in mind from recent City plans, outreach to City departments and boards, and public input during the development of this Community Preservation Plan. The CPC will seek to support Open Space proposals that meet one or more of the following objectives:

✓ **Preserve, protect, and enhance Greenfield's open spaces**

Examples:

- Protect and preserve agricultural lands
- Expand trail systems
- Acquire or protect threatened environmentally sensitive areas
- Acquire land in environmental justice areas to increase accessibility to open space opportunities within the City
- Expand community gardens
- Remove invasive trees and plant species

✓ **Provide and improve connections and maximize access to open spaces for all residents**

Examples:

- Develop the riverside Bikeway to extend from the Greenfield Bike Path to Green River Park
- Create community gardens in Environmental Justice neighborhoods
- Improve ADA accessibility to open spaces

✓ **Prioritize climate resiliency to support the health of the City's people, natural resources, and infrastructure**

Examples:

- Plant native trees in urban areas and open spaces

- Re-establish wildlife migration corridors
- Promote the creation of pollinator corridors
- Reduce flooding and erosion along the Green River
- Increase forest resiliency and carbon storage

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OUTDOOR RECREATION

This chapter describes Greenfield's outdoor recreation context, identified needs, and CPA goals and strategies. Much of the information in this section was taken from the Greenfield Open Space and Recreation Plan, updated in 2020/2021.

CPA Eligibility for Recreation Projects

The focus for CPA recreational projects is on *outdoor* passive or active recreation, such as (but not limited to) the use of land for:

- Community gardens
- Trails
- Noncommercial youth and adult sports
- Parks, playgrounds or athletic fields

CPA funds may not be spent on ordinary maintenance or annual operating expenses; only capital improvements are allowed. In addition, CPA funds may not be used for horse or dog racing facilities, or for a stadium, gymnasium, or similar structure. This prohibition has generally been interpreted to mean that CPA funds may be used only for outdoor, land-based recreational uses and facilities.

CPA funds may be used for the acquisition of land to be used for recreation, or for the creation of new recreational facilities on land a community already owns. A 2012 amendment to CPA broadened the law to also allow for the rehabilitation of existing, outdoor recreational facilities. The amendment made it clear that with respect to land for recreational use, "rehabilitation" could include the replacement of playground equipment and other capital improvements to the land or the facilities thereon to make them more functional for their intended recreational use.

Another change ushered in by the 2012 amendment was a prohibition on the use of CPA funds for the acquisition of artificial turf for athletic fields. Communities may still use their CPA funds for other aspects of a field project, but must appropriate non-CPA funds to acquire the artificial turf surface.

Outdoor Recreation Context in Greenfield

State conservation agencies and the City of Greenfield own and manage approximately 10% of Greenfield's land for open space and recreation purposes. As Greenfield is located in the center of the County, many residents from the surrounding towns travel to enjoy the City's open spaces and recreational opportunities. The Greenfield Swimming and Recreation Area is the only designated area for recreational swimming in the City. The area is created by the seasonal flash damming of a section of the Green River along Nash's Mill Road. The facility is open to the public for swimming from the beginning of June through Labor Day. It is widely used by residents and visitors.

Greenfield's Hillside Park provides an alternative to swimming with its Splash Pad that operates from Memorial Day through Labor Day and attracts many users throughout the region. Green River Park also creates a regional appeal with a Paws Park for area dogs. Greenfield's Energy Park is a destination for summer entertainment. The park provides a small, intimate entertainment venue, set just off of Main Street in the heart of downtown. The park celebrates its heritage and is modeled after its former use as a Train Station and features a Caboose train car that has been transformed into a museum on transportation history, a train themed play structure, a performance stage designed to look like the original station, and train themed public art. The park is also comprised of demonstrative sustainable energy exhibits, interpretive signage, and herb, native plant, and pollinator gardens.

The Highland Park/ Temple Woods/ Rocky Mountain Park trail network remains a favorite of area hikers with varying trail terrain and scenic vistas including Sachem's Head and Poet's Seat Tower that overlook the valley. The trail network also connects to the regional Pocumtuck Trail, which links Greenfield to the Sugarloaf Mountains in South Deerfield. The Franklin County Bikeway is a comprehensive network of off-road and shared roadway linkages to destinations throughout Franklin County. The goal is to provide alternative transportation that provides access to employment, educational, cultural and recreational sites. The Franklin County Bikeway currently consists of about 240 miles. Many of the identified loops for Central County run through Greenfield.

The Greenfield Recreation Department maintains an extensive inventory of parks, playgrounds, and trails on its website.⁴ In the past few years, many improvements have been made to recreation facilities in Greenfield. Green River Park off Petty Plain Road was renovated to include a new dog park, playground, pickleball court, and pavilion. Several water fountains and refill stations were installed at various parks and fields. A Splash Pad at Hillside Park was built with partial funding through the Commonwealth of Massachusetts' Our Common Backyard

⁴ <https://www.greenfieldrecreation.com/parks.html>

Grant Program. This new park provides families with a new way to cool off, which is increasingly important as Greenfield is projected to experience more days of extreme heat (days over 90 degrees) in the future. Throughout the City a number of park and school playgrounds have been updated and park identification signs were installed throughout the park system as well.

Outdoor Recreation Needs and Goals

The overarching recreation goals expressed in the 2020 Greenfield Open Space and Recreation survey are: maintenance and improvements at existing recreation facilities and open space; pedestrian, cyclist, and accessibility improvements to roads and sidewalks; expanded trail systems within and across the City; expanded recreational programs for teens; and increased community outreach informing resident of existing recreational resources. These goals reiterate the goals from the 2014 Sustainable Master Plan, which include maintaining and improving existing public parks, and creating new parks to meet specific need and demographics.⁵

New recreation facilities most needed in the City according to 2020 survey respondents are:

- Hiking trails (47%)
- Public restrooms (38%)
- Natural Areas (38%)
- Skate Parks (33%)
- Public Art (33%)

In the “other” category, the greatest calls were for the addition of bike paths, bike trails that are separate from hiking trails, accessible trails, more legal swimming areas, and boat launches.

An analysis conducted using GIS data (see map on the next page) found that all of the Environmental Justice areas in Greenfield are within a half-mile of a park or open space. However, the FRTA bus routes do not run between the downtown area and any of the City parks. Therefore, off-road trails, sidewalks, and on-road bicycle improvements could all be explored as options to improve access between

⁵ "Sustainable Greenfield"; Land Use, Goal 1, Strategy 1, action d; page 40

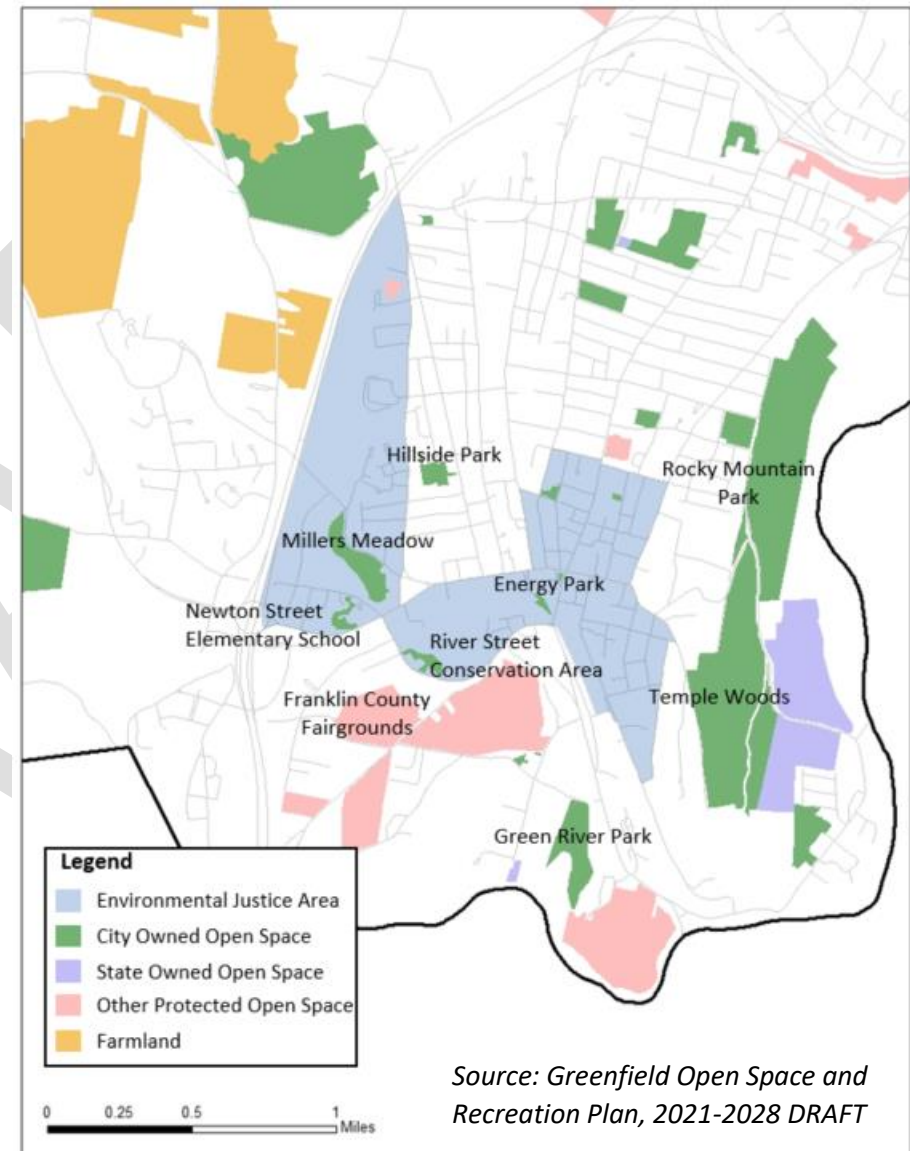
recreation opportunities and neighborhoods. The Open Space Committee is interested in improving public transportation and access to recreational opportunities such as hiking trails throughout the City.

The 2020 survey also asked respondents to identify whose open space and recreation needs are currently not being met. One hundred people answered this question, and the most frequently mentioned groups were: young people/teens; people with disabilities; people who live in the center of Greenfield/away from green spaces; and people without private transportation. The OSRP Action Plan calls for the needs of these groups to be met, by siting and installing a skate park, improving sidewalks and adding universal access trails, improving ADA accessibility at many parks, adding more pocket parks or community gardens in Environmental Justice areas near the downtown, and increasing biking opportunities throughout the City so residents can depend less on traveling by car. Building a skate park was of interest to about a third of respondents, and many noted that there needs to be more spaces in the City for young people to socialize and recreate. The City of Greenfield is committed to providing the community with a new skate park, as the old one was replaced by an apartment complex.

These actions align well with necessary improvements survey takers indicated are “very important” to the community:

- Providing bike lanes and improving bike facilities (43%)

Environmental Justice Areas, Parks, and Open Spaces in Greenfield



Source: Greenfield Open Space and Recreation Plan, 2021-2028 DRAFT

- Creating new parks in parts of the City that don't have any (40%)
- Having more events in Greenfield's parks (36%)
- Creating more spaces for community gardening (34%)

Community gardens and additional swimming and river access points are also identified actions in Greenfield's 2021 Municipal Vulnerability Preparedness Plan (MVP). The plan recommends identifying viable locations for community gardens and providing municipal land for them, especially in Environmental Justice neighborhoods and places with rental housing, where tenants may not have access to land.⁶ In addition, the Plan notes Greenfield has access to four rivers within the City, but there are not many legal opportunities for swimming access. Creating more safe swimming spaces is a priority for the Recreation Department to ensure residents can cool off during heat waves in the summer.⁷

OUTDOOR RECREATION PRIORITIES FOR CPA PROJECT EVALUATION

In addition to the General Criteria for CPA projects, the Community Preservation Committee has identified the following evaluation criteria for Recreation proposals. These criteria were developed with the needs and goals in mind from recent City plans, outreach to City departments and boards, and public input during the development of this Community Preservation Plan. The CPC will seek to support Recreation proposals that meet one or more of the following objectives:

✓ **Enhance, maintain, and expand recreation facilities, urban green spaces, and open spaces**

Examples:

- Rebuild the skate park
- Expand community gardens, especially in Environmental Justice neighborhoods or areas with high concentration of rental housing
- Create more river access and safe swimming areas
- Expand trail systems
- Develop the riverside Bikeway to extend from the Greenfield Bike Path to Green River Park

⁶ Greenfield 2021 Municipal Vulnerability Preparedness Plan; Risk Matrix Recommendations, page 21

⁷ Greenfield 2021 Municipal Vulnerability Preparedness Plan; High Priority Recommendations, page 32

- Plant native trees at public parks and playgrounds

✓ **Improve and increase access for Greenfield residents to public open space and recreational facilities**

Examples:

- ✓ Work to acquire land in environmental justice areas to increase accessibility to open space opportunities within the City
- ✓ Add wayfinding signage to trail heads and trail intersections
- ✓ Develop a public access point on the Green River for boaters
- ✓ Implement ADA accessibility improvements at public parks and playgrounds
- ✓ Increase the number of shade trees planted along primary walking and biking routes to schools and to downtown
- ✓ Add public restrooms to outdoor recreation areas
- ✓ Increase off-street walking and bicycling connections to recreation areas

Housing

The United States Department of Housing and Urban Development (HUD) income guidelines are used to determine who is eligible to live in the affordable housing units developed by communities with their CPA funds. Housing developed with CPA funds may be offered to those persons and families whose annual income is less than 100 percent of the area-wide median income (AMI), as determined by HUD.

Communities may choose to limit certain housing units created with CPA funds to those persons and families earning less than 80 percent of the area-wide median income annually, as determined by HUD. This allows communities to include these units on the Massachusetts Department of Housing and Community Development's (DHCD) Subsidized Housing Inventory (SHI).

2021 CPA Income Limits for Greenfield

	Household Size							
	1	2	3	4	5	6	7	8
Moderate Income Limits (100% AMI)	\$58,030	\$66,320	\$74,610	\$82,900	\$89,532	\$96,164	\$102,796	\$109,428
Low Income Limits (80% AMI)	\$46,424	\$53,056	\$59,688	\$66,320	\$71,626	\$76,931	\$82,237	\$87,542

Source: https://www.communitypreservation.org/allowable-uses#anchor_housing

CPA funds may be spent on the acquisition, creation, preservation and support of community housing, and for the rehabilitation or restoration of community housing that has been acquired or created using CPA funds. The CPA requires that whenever possible, preference be given to the adaptive reuse of existing buildings or construction of new buildings on previously developed sites.

HOUSING CONTEXT IN GREENFIELD

Greenfield's Demographics

In the past ten years, Greenfield's population has grown modestly by an estimated 318 people, a 2% increase. This partly makes up for a 4% population loss in the previous decade. When considering housing needs, the number of households is more relevant than total population, because one household equals one housing unit. Greenfield experienced a slightly higher increase in households than total population in

the last decade. This is due to smaller average household sizes over time. Total number of housing units in town increased at the same rate as households from 2010 to 2020.

Population, Household, and Housing Unit Changes in Greenfield, 2000 to 2020

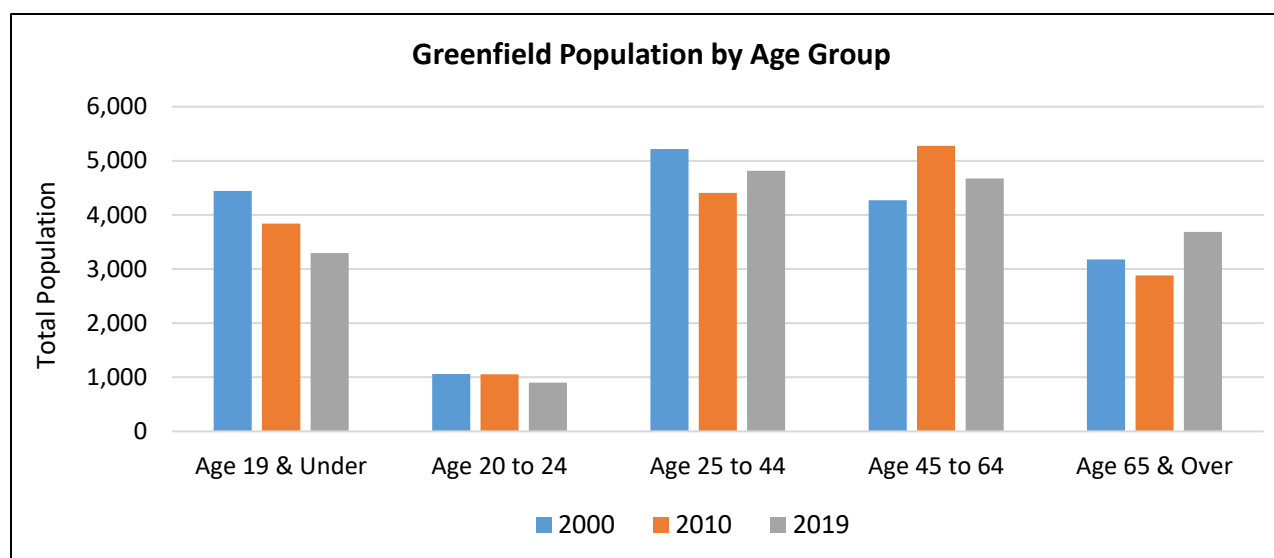
	2000	2010	2020	2000-2010 % Change	2010-2020 % Change
Total Population	18,168	17,450	17,768	-4%	2%
Total Households	7,944	7,852	8,116	-1%	3%
Housing Units	8,301	8,377	8,646	1%	3%

Source: 2000 and 2010 U.S. Decennial Census; 2020 2020 Decennial Census PL-94Redistricting data.

Greenfield's population is younger than most other Franklin County towns. The estimated median age in 2019 was 43.7; only Heath and Sunderland had younger median ages than Greenfield. However, Greenfield's population is aging, as demonstrated in the figure on the next page. Overall, the population age 44 and under has declined in the past two decades, while the population age 45 and older has increased. The largest decline has been in the 19 and under age group, which experienced a 26% decrease from 2000 to 2019, while the population age 65 and older experienced the largest increase, at 16%. It is projected that as the baby boomer generation continues to age, that the senior population in Greenfield will continue to grow over the next decade. By 2030, Greenfield's senior population is expected to account for 32% of the total population in town, compared to 21% in 2019.⁸

Population projections are based on demographic models and historic trends, and do not incorporate many of the factors that can influence a town's future population growth, such as the availability and affordability of housing. If housing within town is not affordable or suitable for residents as they age, seniors may need to find housing elsewhere. Likewise, if housing is not affordable for young people looking to buy their first house or rent an apartment, they will have to look to other communities.

⁸ UMass Donahue Institute, Long-Term Population Projections for Massachusetts Regions, November 2018.



Source: 2000 and 2010 U.S. Decennial Census; U.S. Census Bureau 2015-2019 American Community Survey Five-Year Estimates.

In 2020, the racial and ethnic makeup of Greenfield's population is 83% White, 8% Hispanic or Latino (of any race), 4% two or more races (non-Hispanic or Latino), 2% Black, 2% Asian, and less than 1% American Indian & Alaska Native. Since 2010, Greenfield's population has become more racially and ethnically diverse, a trend seen across the State as well. The largest changes were a decrease in the White, non-Hispanic population (-7.3%), and increases in the Hispanic and Latino population (3.4%) and two or more races (2.5%) population.

The link between housing and the United States' history of racial segregation and discrimination has been brought more centrally into the public view. Residential segregation by race and ethnicity in the U.S., and within Massachusetts, did not happen by accident. It arose as the result of discriminatory practices in which the private housing industry and Federal, State, and local governments were active participants. There is a substantial body of literature that details the history of residential segregation in the United States and the roles played by the real estate and homebuilding industries; lending and insurance institutions; the federal, state and local governments; and others.⁹

The Fair Housing Act, passed in 1968 as part of the Civil Rights Act, and amended in 1988, protects against discrimination based on race, color, religion, sex, disability, familial status, or national origin. The Act covers most types of housing including rental housing, home sales,

⁹ Massachusetts Department of Housing and Community Development 2019 Analysis of Impediments to Fair Housing Choice." <https://www.mass.gov/service-details/analysis-of-impediments-to-fair-housing-choice-ai>

mortgage and home improvement lending, and land use and zoning. Massachusetts fair housing laws, codified in Chapter 151B of the General Laws, provide for broader coverage and prohibit discrimination based on race, color, religion or creed, marital status, disability, genetic information, military status (veteran or member of the armed services), familial status (presence of children in the household), national origin, sex, age, ancestry, sexual orientation, public assistance reciprocity (including rental assistance), and gender identity or expression.

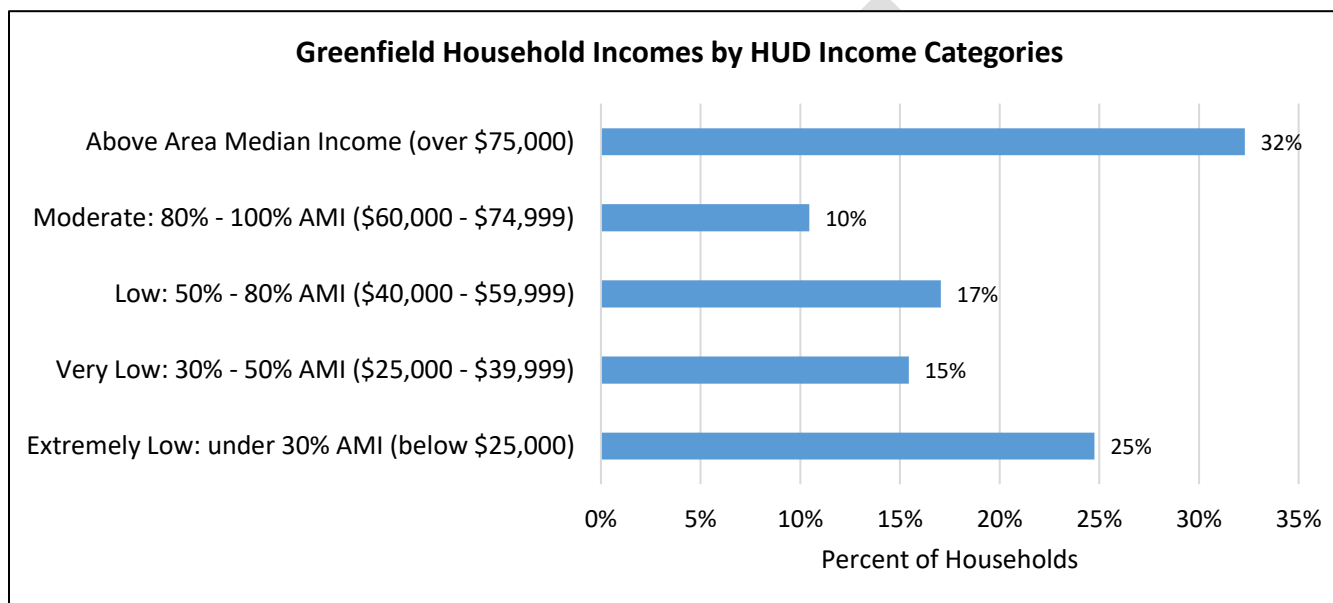
Examples of current conditions that perpetuate racial segregation include discrimination or differential treatment in the housing, mortgage and insurance markets; exclusionary zoning, land use, and school policies; government policies affecting the location of, and access to, subsidized housing; limited affordable housing and a lack of housing diversity in many communities; and a lack of, or unequal, private and public investments; and displacement of residents due to economic pressures.¹⁰ It is imperative for Greenfield, through the Community Preservation Plan and other City initiatives, to ensure Fair Housing practices are followed, and to proactively plan for and invest in diverse housing options for a variety of households and income levels.

Greenfield households have lower incomes and a higher poverty rate than the region. The 2019 estimated median household income in Greenfield was \$50,478, lower than the County median of \$60,950, and much lower than the State median of \$81,215. The poverty rate in Greenfield at the time was estimated to be 11.4%, compared to 9.7% in Franklin County and 10.3% in Massachusetts. It's important to note these figures are pre-pandemic, and much may have changed as individuals and families, especially those at the lower end of the income spectrum, have struggled financially during COVID.

Because Greenfield has lower household incomes than the county, a high percentage of households could potentially benefit from housing or programs created or supported by Community Preservation funds. Approximately 68% of households in the city have incomes below 100% of the Area Median Income. Eligibility for affordable housing and programs is ultimately determined by household size and a number of other factors. However, based on the estimates in the figure on the following page, the largest income category group that could benefit from affordable housing efforts are extremely low income households (approximately 25% of Greenfield households), followed by low income households (17%) and Very Low Income households (15%). Roughly 10% of Greenfield households fall within the 80% - 100% AMI

¹⁰ Massachusetts Department of Housing and Community Development 2019 Analysis of Impediments to Fair Housing Choice." <https://www.mass.gov/service-details/analysis-of-impediments-to-fair-housing-choice-ai>

income range. These households specifically can benefit from housing and programs funded through CPA, as most State and Federal programs target housing funds to households at incomes of 80% AMI and below.



Source: 2021 HUD Area Median Income Limits; U.S. Census Bureau 2015-2019 American Community Survey 5-Year Estimates.

Greenfield's Housing Stock

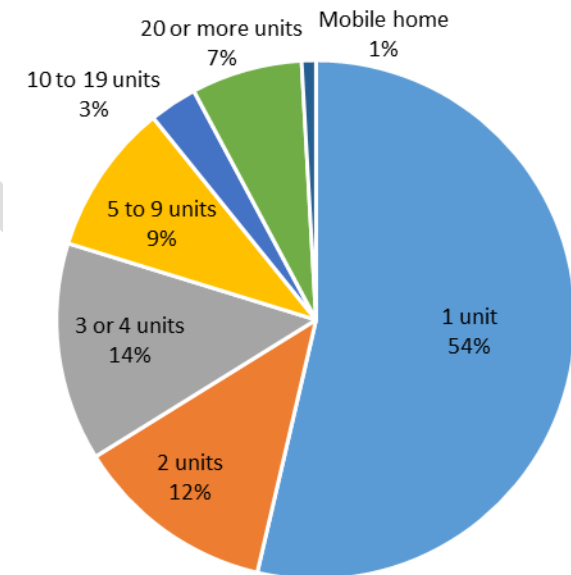
Greenfield's housing stock is relatively diverse, compared to other communities in Franklin County. The majority of homes, 54%, are single family, while over a quarter of homes in Greenfield are two-family (12%) or small multi-family homes of 3 to 4 units (14%). Apartment homes with anywhere from 5 to over 20 units in a building make up 29% of housing in town, while mobile homes account for just 1 % of

homes in the city. Since 2000, the City has permitted a total of 299 new housing units: 54% were single family homes; 21% were two-family homes; 21% were 5 or more unit homes; and 4% were 3 or 4 unit homes.¹¹

Greenfield also has more rental units than the county as a whole, which is not surprising given the diversity of housing types in town and the more urban characteristics of Greenfield compared to most towns in Franklin County. An estimated 44% of homes are rented in Greenfield, compared to 31% in the County. The other 56% of homes in Greenfield are owner-occupied.

Despite the increase in housing units over the past couple of decades, Greenfield still maintains a relatively old housing stock. Approximately 3,648 homes, or 43% of all housing in town, were built prior to 1940, compared to 37% of homes in Franklin County, and 33% of homes in the State. While an older housing stock contributes to the historic character of the community, often older homes are not ADA accessible, and deferred maintenance can pose health and safety issues. For example, homes built prior to the Federal ban on lead paint in 1978 (over 80% of Greenfield's homes) may contain lead-based paint. Not only is this a health concern for families with young children, but also makes it difficult for families with Section 8 rental vouchers to find apartments that are certified lead-free.

Greenfield Housing - Units in Structure



Source: U.S. Census Bureau 2015-2019 American Community Survey Five-Year Estimates.

Housing Affordability in Greenfield

The general definition of affordable housing is when a household spends no more than 30% of their gross monthly income on housing costs. Households spending more than 30% of income on housing are considered to be “cost-burdened” by housing. Affordable housing can be naturally occurring in the marketplace. This housing does not have any restrictions on rent or sale price. Sometimes there are reasons why

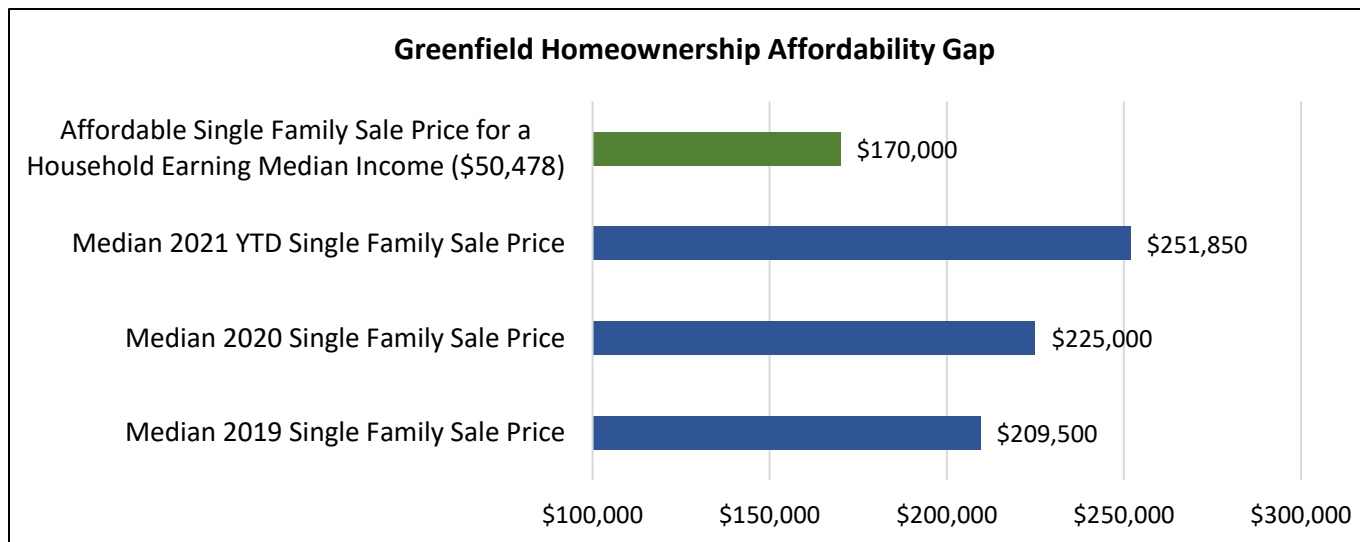
¹¹ U.S. Census Annual Building Permit Survey (Reported and Imputed). The number of permits for 5 or more unit homes includes the 49 new structures in Leyden Woods Apartments that replaced existing structures in 2015 and 2016 (see <https://www.huduser.gov/portal/pdredge/pdr-edge-inpractice-051319.html> for more on the Leyden Woods renovations). It is possible some of the other permits reported are also replacement structures, but this is not possible to sort out in the data.

the housing is affordable; the home may be in poor condition, or located in a less-desirable location. And sometimes there are not enough “naturally-occurring” affordable homes available. Affordable homes with a restriction on the rent or sale price keep the housing affordable over time, and may be built or operated with local (such as CPA), State or Federal funds. Restricted affordable housing could be rental or owner-occupied, single-family or multi-family. Currently, 15.4% of housing in Greenfield, or 1,284 units, are restricted affordable housing.¹² Not all of these units are restricted in perpetuity. As restrictions expire, units may revert to market rate.

An estimated 69% of Greenfield renters pay over 30% of income on housing, and are considered cost-burdened. This is a much higher rate of cost-burden among renters than in the State, where an estimated 46% of renters pay too much for housing. Even more striking, an estimated 21% of renters are paying more than 50% of income on housing (considered severely cost-burdened). Greenfield’s percentage of cost-burdened homeowners is much less, at 29%, but is still higher than the State rate of 27%. Housing cost-burden is an important measure, because it demonstrates that although Greenfield’s rents and home prices may seem low compared to other communities, lower incomes and wages in our region offset any potential affordability gains.

It’s also important to look at how affordable a community’s housing is for people seeking housing. Anecdotally, rents have increased dramatically during COVID-19, further exacerbating cost-burden among current renters, and pushing rents out of range for low income households seeking an apartment. Sale prices for single family homes are the most accessible data to measure affordability gaps between incomes and prices. Greenfield’s median sale prices have been out of reach for households earning a median income since before the pandemic. Recent real estate trends since the onset of COVID-19 have exacerbated the affordability gap, at a time when household incomes have likely fallen overall.

¹² MA DHCD Subsidized Housing Inventory, as of December 21, 2020: <https://www.mass.gov/service-details/subsidized-housing-inventory-shi>



Source: Massachusetts Association of Realtors; MA Department of Housing and Community Development Homeownership Calculator.

HOUSING NEEDS AND GOALS

The *Sustainable Greenfield's* Housing Chapter's vision statement is as follows:

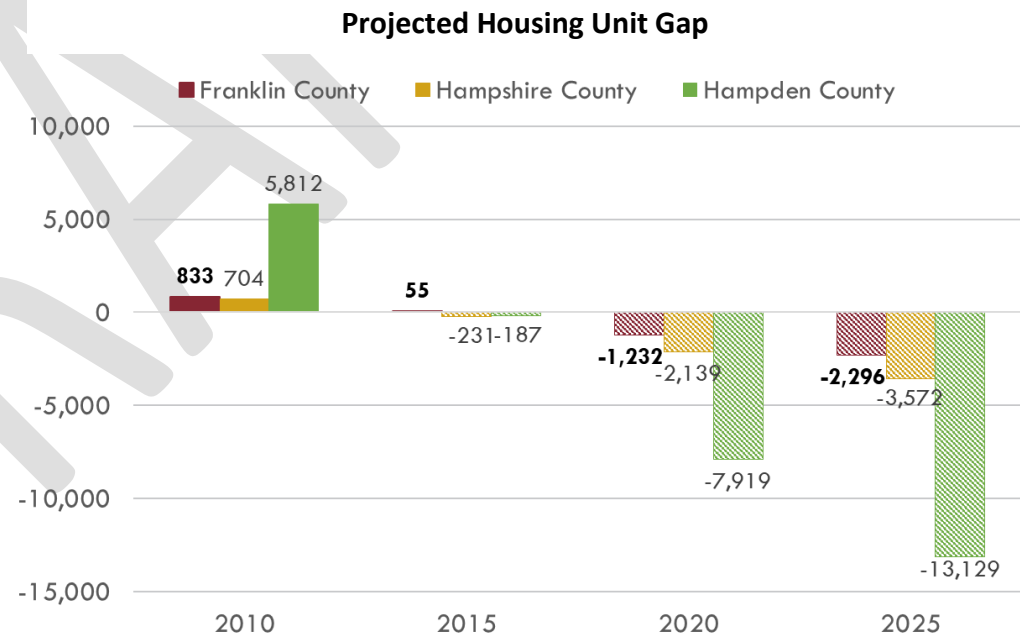
Greenfield's many attractive, affordable and sustainable housing options support a high quality of life, equity, and self-sufficiency. Greenfield offers to all who live there multi-modal connections to nature, opportunity, work, education, shopping, entertainment and services. A diverse housing stock with adapted, renovated and newly built units, promotes through both location and design a healthy environment and lifestyle, appealing to people of varied age and income, promoting individual prosperity and the economic vitality of Greenfield as a whole. Greenfield's economic competitiveness and home values grow through investment in the quality of all neighborhoods.

We are a community with tremendous assets: diversity, a position as an urban hub for Franklin County, our beautiful rural landscape of farms, hills, and meadows, woods, and rivers, and a vibrant downtown and residential core. These assets serve as the basis for strength and resilience in the face of demographic, economic, and environmental change. The housing goals point toward actions that promote sustainable use of our assets, reducing energy use to reduce the negative impact of high utility bills, and reducing the negative environmental impacts generated by housing to enhance quality of life today and will contribute to a better tomorrow for all.

The 2014 Greenfield Housing Study dove deeper into Greenfield's housing needs. Key findings from the study include the following:

- The Greenfield population is aging and elders from outside the Town are expected to move to Greenfield to be near services further increasing the need for housing suitable to elders.
- Working adults will remain the largest age group, so strategies related to their housing needs should be a priority.
- The arrival of passenger rail and broadband will attract young adults priced out of other regions. They typically favor rental housing located near downtowns.
- The Study's Affordability Analysis shows that there is not enough affordable housing for the Extremely Low Income group. This group is not likely to become homeowners due to financial barriers and will need additional rental housing.
- There is technically enough housing that is affordable for the middle income groups in Greenfield; however, changing demographics may strain this supply due to the attraction of young adults and elders/retirees moving to Town.

While the 2014 study specifically calls out the need for housing that is affordable to extremely low income households (which is still a need today), it also notes the need for more housing in general. A recent report on the state of housing in the Pioneer Valley quantifies the current housing shortage in Franklin, Hampshire, and Hampden Counties.¹³ Housing production since the Recession has not kept pace with need, leading to a supply shortage and increasing prices across the region. Franklin County has a current gap of roughly 1,232 housing units (4% of current total housing units). In 2025, the gap is



Source: *Greater Springfield Regional Housing Analysis*. UMass Donahue Institute, March 4, 2021.

¹³ *Greater Springfield Regional Housing Analysis*. UMass Donahue Institute, March 4, 2021.

projected to grow to 2,296 (7% of current total housing units) if production does not increase from current levels. As a percentage of total housing units, Franklin County has a larger housing shortage than Hampshire County, and a comparable housing shortage to Hampden County. Given the current affordability gap in home prices, and the severe cost burden among renters, it is clear that new affordable housing production restricted at levels that are affordable for households earning below the area median income is needed.

Sustainable Greenfield lays out a number of objectives for improving housing in Greenfield, to help guide future development and redevelopment in town. These include:

- Increase housing choice, expand and update housing stock to reflect changing preferences and population¹⁴
- Create quality housing – safe, durable, energy-efficient, sustainable, and human-oriented¹⁵
- Enhance and expand options to live in walkable neighborhoods, and reduce automobile reliance for work, services and recreation¹⁶
- Replace and renew homes to create a more energy efficient housing stock¹⁷
- Protect historic character of neighborhoods while facilitating improvement of housing stock¹⁸
- Document, enhance and protect the unique character of Greenfield’s neighborhoods¹⁹

HOUSING PRIORITIES FOR CPA PROJECT EVALUATION

In addition to the General Criteria for CPA projects, the Community Preservation Committee has identified the following evaluation criteria for Housing proposals. These criteria were developed with the needs and goals in mind from recent City plans, outreach to City departments and boards, and public input during the development of this Community Preservation Plan. The CPC will seek to support Housing proposals that meet one or more of the following objectives:

¹⁴ "Sustainable Greenfield"; Executive Summary, page 15

¹⁵ "Sustainable Greenfield"; Housing, Strategy 6, action d; page 135

¹⁶ "Sustainable Greenfield"; Executive Summary, page 15

¹⁷ "Sustainable Greenfield"; Executive Summary, page 15

¹⁸ "Sustainable Greenfield"; Executive Summary, page 15

¹⁹ "Sustainable Greenfield"; Housing, Strategy 12, action a; page 141

- ✓ **Improve housing supply and access by ensuring that a full range of quality housing options are developed to serve diverse populations and needs, including the homeless, and those transitioning to and from independence**
- ✓ **Increase available rental housing to accommodate the shifts in housing demand based on the changing populations and their preferences**
- ✓ **Add new housing units through upgrading existing underutilized buildings, especially in upper stories downtown**
- ✓ **Incentivize the rehabilitation of unused and underutilized buildings and large homes into energy efficient housing**
- ✓ **Incentivize development of starter homes and workforce housing**
- ✓ **Support upgrades, renovations, and preservation of the existing affordable housing stock**
- ✓ **Increase universal design and accessibility in housing**
- ✓ **Expand options for residents to age in place**
- **Ensure future residential development promotes watershed protection, land conservation and farm preservation goals by focusing activity in areas with existing infrastructure**
- **Use local funds for programs that support affordable rental and first time homebuyer opportunities**