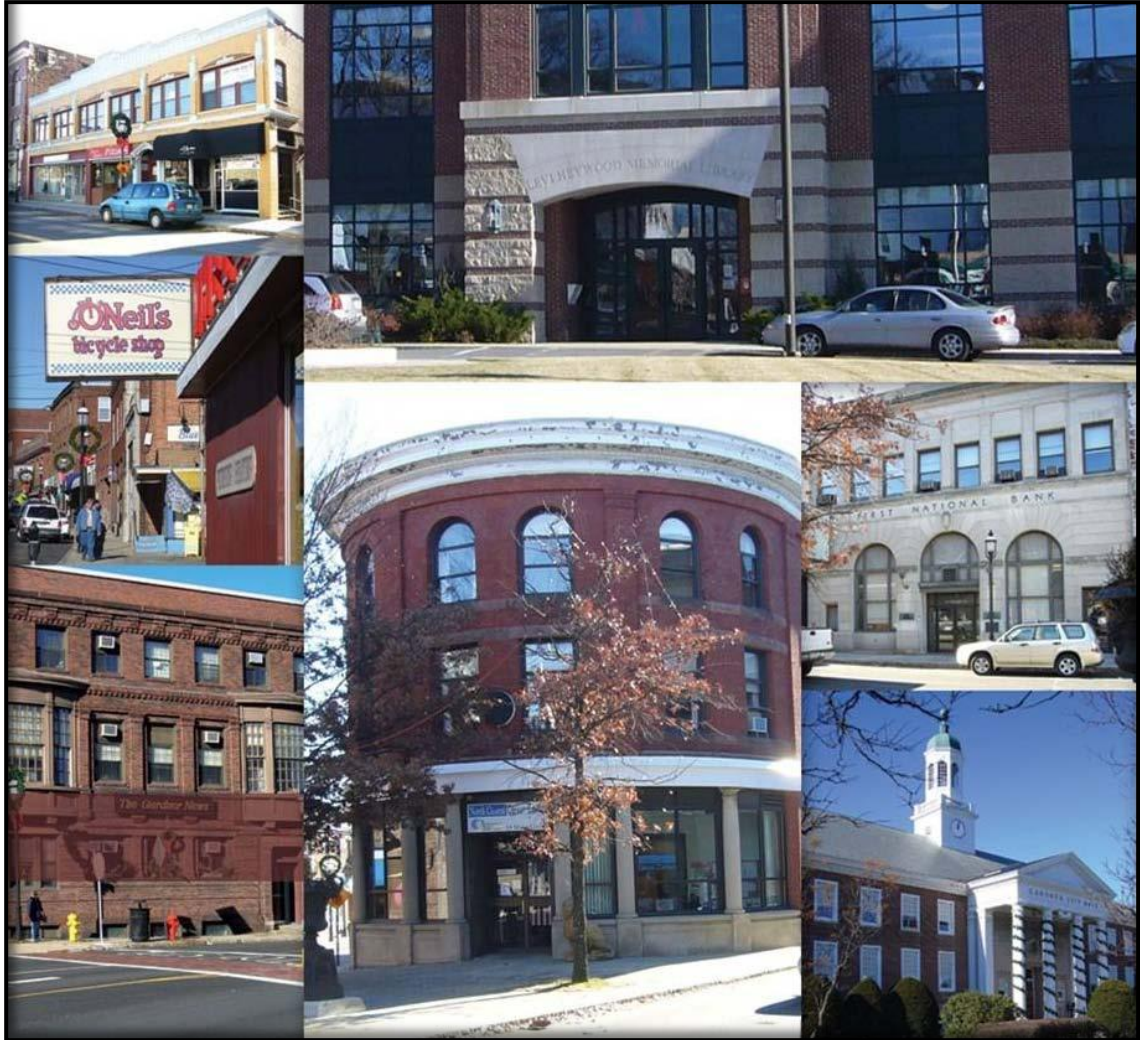


# URBAN RENEWAL PLAN GARDNER, MA July 2011



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## **List of Acronyms**

CDBG – Community Development Block Grant  
DIF – District Increment Financing  
DHCD – Massachusetts Department of Housing and Community Development  
EEA – Massachusetts Executive Office of Energy and Environmental Affairs  
EDIP – Massachusetts Economic Development Incentive Program  
EOA – Economic Opportunity Area  
EOHED – Massachusetts Executive Office of Housing and Economic Development  
GRA – Gardner Redevelopment Authority  
IRD – Invested Revenue District  
MART – Montachusett Area Regional Transit  
MassDOT – Massachusetts Department of Transportation  
MCP – Massachusetts Contingency Plan  
MEPA – Massachusetts Environmental Policy Act  
MHC – Massachusetts Historical Commission  
MWCC – Mount Wachusett Community College  
URP – Urban Renewal Plan  
URA – Urban Renewal Area

# Gardner Urban Renewal Plan

## Executive Summary

### I. Introduction

#### Background

With the implementation of this Urban Renewal Plan (URP), Gardner is poised to promote revitalization opportunities within a significant portion of the greater Downtown area, including areas of commercial/retail, office, residential, manufacturing and public space land uses. Gardner is the central city of a seven-town region in northwest Worcester County. Gardner is known as “Chair City” in recognition of its historic status as a major center for chair fabrication, with many manufacturing facilities situated within or close to central Downtown. From the late 19<sup>th</sup> to mid-20<sup>th</sup> century, commercial/retail venues, worker housing and employment were heavily interdependent and concentrated in the densely developed Downtown area. Essentially, people lived, worked and shopped in a localized area.

After the 1950s, the Downtown area saw a steady decline due to increased suburban and “automobile oriented” retail destinations. The City’s furniture manufacturing simultaneously declined over the past thirty years, a point underscored by the recent closing of the large Nichols & Stone manufacturing facility within the Urban Renewal Area (URA) defined in this study. Further, recent growth in Gardner has occurred at a significantly slower rate than the rest of the region. For example, Gardner’s population has grown just 2.8 percent over the past twenty years while the region’s population has increased 13.7 percent. Cumulatively, these trends have led to higher rates of commercial and residential vacancies and blight in the Downtown, as well as large tracts of underutilized manufacturing buildings nearby. Reinvestment in Downtown housing stock has suffered, leading to increased substandard housing conditions and tax delinquent properties.

It should be noted that while large-scale furniture manufacturing has essentially ceased<sup>1</sup>, Gardner has evolved by successfully rebranding the greater Gardner area as the “Furniture Capital of New England.” Four of the six regional furniture outlet showrooms are located in Gardner, and two of those are within the URA. The showrooms draw shoppers from all over New England. Manufacturing is still an important part of the local economy, but it has moved away from the concentration in chairs and furniture manufacturing to be more diversified. One example is New England Woodenware, which manufactures corrugated containers and high quality displays and packaging.

Gardner has long sought to improve the City’s Downtown to reestablish historic vitality, and in so doing provide enhanced opportunities for urban economic development, improved quality and diversity of housing, and increased livability and amenities with additional open space and recreation options. This

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<sup>1</sup> The one active furniture manufacturer remaining in Gardner is not located within the URA.

URP is an outgrowth of many recent studies and recommendations, in particular the 2007 Phase I Urban Revitalization Plan; the Rear Main Street Corridor Plan and Revitalization Strategy, 1998; the Downtown Parking Assessment, 2003; and the Derby Drive Traffic and Parking Study, 2009. See Attachment F for a summary overview of the Phase I report and a list of accomplishments to-date associated with Phase I recommendations. See Attachment H for a list of studies relevant to urban renewal in Gardner.

The Phase I Urban Revitalization Plan was initiated in 2005 with the formation of the Urban Revitalization Plan Steering Committee. This group is comprised of residents, business owners and municipal officials. Beginning in March 2007, the Steering Committee and consultant team conducted a multi-part planning process that assessed the following elements: housing condition indicators; key economic development conditions indicators; historic trends and future projections for demographic and market data elements; building conditions within the defined urban renewal area; non-residential property owner and business establishments surveys; and downtown revitalization case studies of other New England communities.

The Phase I Urban Revitalization Plan defined three goals.

- 1) Provide a Plan of Work to enhance, reposition and redevelop properties within Gardner's URA.
- 2) Stimulate and encourage private investment in the URA through strategic public investments.
- 3) Enhance the sense of community and pride in the Downtown and provide a place where residents and visitors come to live, shop, eat and recreate.

Using the framework from Phase I recommendations, the City has embarked on a series of initiatives to establish the policy and regulatory process for redevelopment as well as set forth a series of public improvements that together with private investment will transform Gardner into a thriving 21<sup>st</sup> Century City. Key policy and regulatory initiatives include the following.

- **Zoning: Updates:** The City has adopted a Development Overlay District to assist growth and development within economically stressed areas zoned Industrial I and Commercial I. The program provides for additional uses as a "matter of right" or allowable with Special Permit, as well as relaxes dimensional requirements, thus allowing for an appropriate level of flexibility to encourage development within the overlay district.
- **Sign and Façade Design Guidelines:** For the Downtown area, the City intends to adopt the guidelines outlined in the 2007 report entitled "City of Gardner Signage and Façade Design Guidelines" by the Cecil Group. In concert with the City's Sign & Façade Improvement program, a financial incentive program for business owners, implementation of the Sign and Façade Design Guidelines will provide a coherent and attractive business and civic environment within the historic core of the community. Based on the premise that improving visual quality for the Downtown area will encourage further reinvestment, the general goals of the guidelines are to: restore and protect the historic character; enhance the City center as a commercial area; and reinforce the City center as a civic place. Attachment G presents the guidelines report. Design guidelines for other concentration areas of the URA will be developed and adopted by the City.



- EDIP: The City is participating in the MA Economic Development Incentive Program (EDIP), a tax incentive program that involves a partnership between the company, the City and MA Executive Office of Housing and Economic Development (OHED). Gardner is a state-designated Economic Target Area, and the URA has been designated an Economic Opportunity Area (EOA) where certified projects can be located. Businesses that develop or expand in an EOA may be eligible for EDIP incentives intended to encourage further investment.
- DIF: The City applied for and secured approval for an Invested Revenue District (IRD), the first step in the District Improvement Financing (DIF) approval process that included the entire URA, for the purposes of advancing much of the Urban Renewal agenda. The IRD was approved on December 30, 2008 by the MA Economic Assistance Coordinating Council.

This URP examines the condition of the traditional commercial zone (upper Main Street), as well as the historically connected areas of lower Main Street and the Sherman/Chestnut Street Industrial area. The City believes that overall, this zone (i.e., the URA or the Project Area) has the most potential for private investment. The City is committed to implementing public strategy to cohesively rebrand the area; allow assemblage of parcels for development; and make investments and public space improvements to bring this about.

### **Role of the City and the GRA in Urban Renewal Implementation**

The City of Gardner and the Gardner Redevelopment Authority (GRA) have worked collaboratively in the development of the Gardner URP. The City and GRA intend to continue this collaborative approach throughout the implementation of the URP with shared staffing. The City and GRA both have distinct responsibilities in plan development and implementation.

The City of Gardner is responsible for plan approval. The City through the City Council will be actively involved in zoning changes, including any amendments to the Zoning Ordinance. The City's Planning Board will consider and promulgate zoning amendments as required to implement the goals and objectives of the URP, as well as review development and site plans. The City's Public Works Department will be an active partner in transportation improvements, including pedestrian walkways, extension of bicycle paths, roadway and intersection improvements, particularly the construction of Derby Drive, the improvement of Willow and Main Streets at the Gateway; and improvement of Main, Parker and Central. In addition, in the event that the City of Gardner opts to issue local bonds for implementation of URP activities, a two-thirds vote of the City Council will be required to authorize any bonding. Gardner's Conservation Commission, Historical Commission and Board of Health will continue to have jurisdiction in the URA and will take appropriate actions, as needed.

The GRA will be responsible for day-to-day implementation of the URP, including project development and management, land assemblages and disposition. The GRA will seek development partners and evaluate development proposals as to the consistency with the URP, and how prospective development proposals best advance the goals and vision of the URP. Both the City and the GRA will actively seek funding for elements and overall implementation of the URP.

Additionally, Gardner Square Two, Inc. is an active proponent of revitalization and a community-focused vehicle for promoting such initiatives. Gardner Square Two, Inc. is an engaged, voluntary, non-profit organization committed to returning its Downtown to an economically vital business, cultural and residential district. The organization will partner with the City and the GRA to implement activities focusing on the Downtown. These are expected to include Downtown celebrations and special events; facilitating small business and property owner use of a planned economic incentive fund; as well as the continued encouragement of business owner use of the existing sign and façade program.

## II. Urban Renewal Area Description

The boundaries of the URA, as presented in **Section 12.02 (1) Characteristics**, were defined based on the historic character of the City – the integration of the residential, business and manufacturing districts within a reasonably walkable area. As **Section 12.02 (2) Eligibility** notes, the overall URA spans a large area with varied uses, and proposed URP activities are grouped within the below-listed “concentration areas”. There are 337 parcels comprising 151 acres within the URA.

- Park Street Area
- Downtown
- Rear Main Street
- Gateway
- Lower Main Street
- Sherman/Chestnut Industrial Area
- Lynde and School Streets

**Section 12.02 (1) Characteristics** contains all of the maps associated with this URP. *Map 12.02 (1) S-1: Project Area Location* presents a locus map, while *Map 12.02 (1) S-2: URA Concentration Areas* depicts the concentration areas discussed throughout this report. Large and diverse, the Project Area contains all of the elements that have historically coexisted in Gardner’s Downtown, as well as looks to future opportunities for public rail access and transit oriented development fostered by the railroad tracks situated just south of lower Main Street. By encompassing all of these elements, as opposed to just a small piece of the “Main Street” Downtown, the URP effectively addresses the complexity and interconnected dynamic of Gardner.

## III. Statement of Need

This URP evaluates data from a variety of sources to support its recommendation that the Project Area meets the eligibility standards defined in M.G.L. Chapter 121B for consideration as a “decadent” area, and that it is improbable that the area would be redeveloped per the ordinary operations of private enterprise. The data evaluated include parcel ownership, land and building assessments, parcels size and condition. The finding that the URA is decadent is based upon all properties within the URA, not only the properties slated for acquisition. The following statements synthesize the findings based on the assembled data.

1. The loss of the manufacturing economic base in the URA has resulted in substantial detriment to local economic and business conditions, with current commercial vacancy rates, currently estimated to range from 20 to 30 percent<sup>2</sup>.
2. Residual contamination and small-scale hazardous waste sites mean that redevelopment projects require site assessment, and developers are often unwilling to accept the uncertainty associated with potential cleanup efforts.
3. Predominantly small and irregularly shaped lot sizes with diverse ownership limits the ability of businesses to develop or expand in the URA and thwarts land assemblage.
4. Over 50 acres in the URA are undeveloped, vacant and underutilized.
5. With 88 percent of the structures predating World War II, there are significant structural maintenance requirements which exceed the financial capabilities of owners to reinvest.
6. Approximately 38 percent of the properties with buildings in the URA were found to be in moderate or severe disrepair.
7. In certain areas, pedestrian access has been inhibited due to limited interconnections and the perception that vacant, underutilized areas are unsafe.

While previous planning activities have provided an important framework, the ongoing national economic crisis has taken a toll on the City's ability to implement the full range of recommendations. The City has concluded that the ordinary operations of private enterprise, without public investment and designation as an urban renewal area, will not be sufficient to stimulate sufficient activity. The purpose of this URP is to set forth a series of City initiatives intended to stimulate private investment to restore vitality within the URA and overall improve the "quality of life" experience for those who live, work and visit Gardner.

#### **IV. Public Action Proposed**

Gardner seeks to transform its economy from the dislocation associated with the decline of the furniture-manufacturing and industrial transition to a vibrant 21<sup>st</sup> century urban center and economy. Gardner looks to reinforce its role as a regional employment center by reinvigorating and strengthening the Downtown commercial, retail and civic foundation. Gardner URA also strives to be a residential community of choice. In essence, Gardner's URP is a tool for building healthier work and living spaces with a sustainably strong core that will generate a robust economy, environment and community. The proposed URP activities are completely consistent with the City's most recent comprehensive plan.

#### **Project Goals & Principles**

The URA contains a wide range of urban elements – residential, commercial, industrial and recreational – and the scope of the URP Project Goals and Objectives reflect this range. The following urban renewal

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<sup>2</sup> Source: Gardner Economic Development Coordinator based on survey of local commercial real estate brokers.

goals will be achieved by implementing the specific objectives listed in **12.02 (3) Section 1 Urban Renewal Area Goals and Objectives.**

1. *To foster an environment for businesses to thrive and create sustainable jobs.*
2. *Celebrate and embrace Downtown Gardner and promote its sustainable characteristics.*
3. *Reinforce the URA as the civic, business, and cultural nexus of Gardner and surrounding communities.*
4. *Transform Gardner's historic manufacturing economic base to serve 21<sup>st</sup> century industry through the reuse and redevelopment of existing industrial properties, and in so doing increase the number and diversity of well-paying jobs in the URA.*
5. *Encourage and preserve residential and economic diversity and quality of life with safe, attractive housing serving a diversity of incomes and lifestyles.*
6. *Increase real estate tax income generating properties in the URA.*
7. *Encourage private sector investment and utilize public funds judiciously and strategically as a catalyst for private investment.*
8. *Facilitate land assembly to advance the goals, objectives and activities of the URP.*

In addition to these goals, Gardner's strategy proposes to implement general area-wide principles for redevelopment and design principles for each concentration area that are incorporated into the specific urban renewal projects. The area-wide principles include:

- create jobs;
- improve natural environment;
- promote energy efficiency and renewable energy sources;
- upgrade access and circulation; and
- advocate community health.

These area-wide principles will be integral to each renewal project.

The design principles are specific to concentration areas, but include the following considerations:

- linkage between concentration areas;
- promote pedestrian activity;
- appropriate scale and massing;
- emphasis on streetscape aesthetics;
- enhanced accessibility;
- rehabilitate and reuse existing structures, where feasible;
- promote multimodal transportation options; and
- encourage mixed-use buildings.

## Proposed Activities

**Section 12.02 (3) Section 1 Objectives** describes the proposed urban renewal projects and puts forth an implementation schedule. Below is a brief overview of the projects for each concentration.

- *Park Street Area:* extend North Central Pathway recreational bike trails into Downtown; redevelop the National Grid substation area as recreational open green space; upgrade the Greenwood Memorial Bath House; continue and expand a seasonal farmer's market; and improve wayfinding to enhance the connection between Downtown and recreational features/visitors.
- *Downtown:* celebrate Downtown and promote its sustainable features through a series of enhancements and projects, including redevelopment of the Goodnow-Pearson building, the Maki building, and 86-96 Main Street into mixed-use structures; demolition of the rear of the former theater on Parker Street with rehabilitation of the street-front portion; and redevelopment of the police station after the new station is completed. Urban renewal in the Downtown also includes creation of a new public plaza connecting Main Street with Pleasant Street in front of City Hall; in-fill and rehabilitation of existing housing; support rehabilitation of second-story residential dwellings; signage and façade improvement, entrepreneurial incentives and assistance; streetscape enhancement; circulation improvements for autos, transit, bikes and pedestrians; and wayfinding for parking and enhanced parking management. The City will support and strengthen volunteer efforts to promote and celebrate Downtown Gardner, as exemplified by efforts of Gardner Square Two, Inc. The reopened visitor center on Lake Street will be utilized as multi-purpose cultural center for visitor hospitality, information and the arts.
- *Rear Main Street:* provide key linkages in and around Downtown, the Gateway area, and lower Main Street with strong connectivity with Main Street and the residential area to the east; improve pedestrian access; extend Derby Drive; extend bicycle path; develop parking to support the existing historic Downtown; construct a new police station and office/commercial building fronting Main Street at the southern end of the new Derby Drive; encourage new business space with access from Rear Main Street; and redevelop Heywood Wakefield III and IV into residential and assisted living.
- *Gateway:* implement intersection improvements; limited street widening; possibly create a green median in Main Street; enhance sidewalk and streetscape elements; upgrade lighting and improve traffic flow; assemble land to accommodate two new buildings for commercial/retail development situated on the east and west sides of Main Street at Willow Street; redevelop the Travers Welding facility at the Gateway into a mixed-use, retail, medical-office with parking; and enhance the aesthetics of the Gateway area at Timpany Boulevard and lower Main Street.
- *Lower Main Street:* emphasize area as a connector and buffer with improved streetscape (inclusive of sidewalks); strengthen the presence of transit operator Montachusett Area Regional Transit (MART) with multi-modal service (bus and eventually commuter rail service with pedestrian, bicycle and vehicular connections); adapt the auto-oriented street to be more friendly to all modes of transportation; intersection improvements at Chestnut and Main Street; brownfields redevelopment, including demolition of select buildings to allow retail development

at Sherman and Main Streets; and encourage appropriate in-fill development/redevelopment of commercial, mixed-use, retail and housing; small business and local entrepreneurial incentives and assistance.

- *Sherman/Chestnut Industrial Area*: Reopen Sanborn Street and connect to Cross Street; brownfields assessment and remediation; streetscape improvements accommodating vehicles and pedestrians with buffers for the adjacent residential area; maximize opportunities for intermodal transport; and encourage in-fill development sites along lower Main Street to focus on commercial activity that will create jobs and complement the existing industrial/commercial base. Rehabilitate select structures abutting the industrial area along the east side of Sherman Street. Local entrepreneurial and small business incentives to be used as needed to foster investment and create jobs. Some retail is envisioned to be incorporated into the lower Main Street and Sherman/Chestnut Industrial Area.
- *Lynde and School Streets*: develop Gardner Housing Authority property on Lynde Street as new in-fill housing that features universally-accessible family housing, potentially capitalizing on the Mount Wachusett Community College (MWCC) program assisting re-entry of injured war veterans and their families into the community.

In terms of implementation, short-term projects are anticipated to occur within a 5-year timeframe; mid-term project within 6 to 12 years; and long-term projects between 13 and 25 years. The short-, mid- and long-term are also referred to as Phase 1, Phase 2 and Phase 3, respectively, particularly with respect to the financial plan.

### Financial Approach

The financial plan for the Gardner URP is based on financial cost estimates of the programs and projects contained within each concentration area and the activities to fulfill the goals and objectives. **Section 12.02 (4) Financial Plan** outlines the cost elements for three phases of the URP. The major components are land assembly, site preparation costs, proposed public improvements, and relocation expense.

The total projected costs for land assembly for all three phases of the URP is \$6,165,000, although a detailed appraisal will be secured by professional and licensed appraisers to evaluate the current property values before any action for acquisition is undertaken. Site preparation costs include site assessment, demolition (inclusive of partial demolitions, building demolition, foundation removal, and clearance), environmental compliance and clean-up, where necessary, as well as public safety measures, such as temporary fencing when appropriate. Since much of the URA historically consisted of manufacturing and industrial uses, and nearly all the buildings in the area were built prior to lead paint regulations, it is presumed that environmental site assessment and clean-up costs will be necessary for all parcels to some extent. There are approximately 151 acres within the URA exclusive of streets and public ways.

Public Improvements are planned for all seven concentration areas, Park Street Area; Downtown; Rear Main Street; Gateway; lower Main Street; the Sherman/Chestnut Industrial Area; and the School-Lynde Street area over three phases. The total projected project cost for all three phases is \$117,023,000 for the

twenty-five year plan. Short-Term/Phase 1 budget is \$78,108,000. Mid-Term/Phase 2 budget is \$20,541,800. Long-Term/Phase 3 budget is \$18,374,000. A \$2.5 million entrepreneurial incentive and assistance fund will be created and operated during all three phases of the URP, and is included as part of Project costs. Design and engineering along with related soft costs are being estimated at twenty percent of project costs. A twenty percent contingency is also carried, since proposed public improvement cost estimates are based on early-stage conceptual plans and reflect order of magnitude cost estimates.

In terms of relocation expense, the URP anticipates some limited relocation expenses for residents and perhaps a business to be incurred during implementation of the plan. Relocation expenses are estimated to be \$1,470,000 over the duration of the URP. Additional costs, including funding for additional studies and evaluations, legal fees, and administration, total an estimated \$4,791,000 for the three phases. This includes funding for appraisals, market analyses, feasibility studies, swimming pool and Park Street area master plans, shared-use parking study, and planning for commuter rail expansion to Gardner. Legal and administrative expenses are estimated to be \$574,000 and \$2,870,000, respectively, during the 25-year implementation period of the URP.

The gross project budget is estimated to be \$132,919,800. This budget is detailed as to the three phases with the Phase 1 budget projected to be \$84,804,000; Phase 2 at \$26,236,800; and Phase 3 to be \$21,879,000. The gross project budget includes: public improvement costs; land assembly costs; site preparation costs; relocation costs; funds for additional studies and evaluation; legal costs, administration costs, and capitalizing the entrepreneurial incentive fund.

Implementation of the Gardner URP relies significantly on public-private partnerships, with the public sector through the URP investing in public infrastructure, assisting with land assembly and site preparation. It is envisioned that the private sector will take the initiative to commence land assembly and site preparation activities, which are not included in the project budget. It is anticipated that during the course of the plan that the City, through the GRA, may recoup \$500,000 to \$1,000,000 through land sales or leasing that can offset anticipated project costs, estimated for purposes of this study at \$750,000. Thus, the net cost of the URP less projected sales and lease revenue is \$132,169,800.

### **Implementation and Economic Benefits**

Implementation of the URP is anticipated to have cumulatively significant economic benefits for the City. The recent \$3 million new private investment in a foreclosed commercial property on Main Street resulted in over twenty newly renovated market rate residential rental units (now 100 percent occupied); creation of three new commercial spaces on Main Street (unleased as of July 2011); and a rear access commercial space (leased as Laundromat). This project was the first new private investment in the downtown area in nearly twenty-five years. In addition to creating momentum and rehabilitating a boarded-up building, the Goodnow-Pearson building created eight construction jobs, one permanent job, and new customers for downtown businesses.

The urban renewal process recently served as a catalyst to rejuvenate the longstanding project for redevelopment of a former Heywood Wakefield mill building on Pine Street into an assisted living

complex. The project, situated in the Rear Main Street area of the URA, involves the third phase of renovations to former factory complex facilities. Although the project had initially received \$10 million in federal funding in 2002, activity had languished for many years due to additional funding needs. The structure, a historic building within the Heywood Wakefield Company Complex National Register District, has significantly deteriorated in the interim. Recent federal tax credit financing has allowed the developers to raise the additional \$12.5 million needed and the renovation of about half of the building into 78 apartments. In addition to providing much-needed housing, the project will also create approximately 45 to 49 temporary construction positions and 13 permanent positions.

Another significant Downtown project involves the Travers Welding facility at 354 Main Street, which until recently consisted of a vacant and condemned warehouse building along with a brick structure. The property, which is situated in the Gateway section of the URA, is undergoing redevelopment for use as office/commercial space. The project is state-funded through the MA Opportunity Relocation and Expansion Jobs Capital Program, and will create an estimated 15+ jobs.

The Gardner URP intends to reinforce and support the continuation of this incremental private investment that can yield long-term and lasting results with a mix of public and private investment. In the URP, **12.02 (3) Section 3: Implementation Schedule** presents information relative to which projects will be undertaken in the short-, mid- and long-term timeframe, also referred to as Phase 1, Phase 2 and Phase 3, respectively.

#### *Short-Term (Phase 1), 0 to 6 years*

Short-term projects include construction to extend Derby Drive; rehabilitate the Heywood Wakefield III and IV properties into assisted living units (now underway); develop a commercial/medical office building and new retail; undertake housing rehabilitation and energy conservation; and commence transportation access improvements with a total estimated public cost of \$54.7 million. This public investment (local, state and federal) will generate approximately 200 construction jobs of three-year duration with construction wages typical of Gardner. It is anticipated that public investment will spur private activity and new private investment conservatively projected to be \$27 million in the short-term. This could generate an additional 80 to 90 construction jobs. Permanent jobs to be created are estimated to range between 199 and 287 jobs to be incrementally created throughout the initial efforts of the URP. The significant public investment projected in the short-term will establish an environment more conducive and ready for private investment over the long-term, as well as encouraging existing small businesses to grow and expand in Gardner in the URA. To further foster small business stability and expansion, the City and GRA will establish an entrepreneurial incentive fund to spur local growth and private investment.

In addition to the permanent and construction jobs created by the URP and related private investment, the City of Gardner's tax base will be substantially enhanced. Although there may be some temporary reduction in some building values due to demolition of deteriorated properties, the effects on the tax base attributable to demolition will likely be minimal. Private redevelopment and new construction in the



short-term may yield an additional \$335,000 annually in new real estate taxes by the conclusion of that phase, based on current tax rates. An example of this is the contemplated retail center development on the former Nichols and Stone property.

### *Mid-Term (Phase 2), 7 to 13 years and Long-Term (Phase 3), 14 to 25 years*

The URP is a 25-year plan of action. An additional 250 construction jobs are projected during the latter two phases from both public and private investment. The creation of permanent jobs is forecasted with increased occupancy in the Sherman/Chestnut Industrial Area, new mixed-use and retail development in downtown and lower Main Street areas. This plan anticipates that much of the growth will be internally generated from the greater Gardner region, so that new permanent job creation will be accomplished in small increments with approximately an additional 200 permanent jobs. An additional \$560,000 annually in new tax revenues are estimated to result from the projected private investment.

There are also qualitative benefits that will contribute and support the economic revitalization of the URA. These benefits include increased walkability and an enhanced bike path system, enabling residents, workers and visitors to traverse the URA by a variety of modes. This will reduce out-of-pocket transportation costs for local residents. The enhanced bike path connection with the North Central bike path system will help draw visitors to the downtown generating additional retail and food sales. The URP also calls for energy conservation and rehabilitation of housing and commercial facilities which will reduce long-term operating costs for both residents and businesses.

## **V. Commonwealth's Sustainable Development Principles**

The Commonwealth has established ten principles that encourage smart growth and sustainable development. Below is a discussion of how effectively the Gardner URP promotes these principles using redevelopment, open space and transportation improvements to attract economic development to the URA.

### **Concentrate Development and Mix Uses**

*Support the revitalization of city and town centers and neighborhoods by promoting development that is compact, conserves land, protects historic resources, and integrates uses. Encourage remediation and reuse of existing sites, structures, and infrastructure rather than new construction in undeveloped areas. Create pedestrian friendly districts and neighborhoods that mix commercial, civic, cultural, educational, and recreational activities with open spaces and homes.*

The Gardner URP advances the principle of concentrating development and mixed uses. The focus is to revitalize Downtown Gardner and the surrounding area while preserving its historic character. It promotes the rehabilitation and reuse of historic properties in the Downtown, including the former Heywood-Wakefield mill buildings, and the redevelopment of the theater and Maki buildings. The URP enhances pedestrian connections and walkability throughout the URA as well as encourages mixed-uses. The URA is wholly situated in a previously developed and built-up area with known contamination issues, and the Plan calls for extensive brownfields remediation. There is not a lot of vacant or open land

available for industrial or commercial development within the URA. Thus the City is focused on reusing and redeveloping existing commercial and industrial properties that are no longer functional.

### **Advance Equity**

*Promote equitable sharing of the benefits and burdens of development. Provide technical and strategic support for inclusive community planning and decision making to ensure social, economic, and environmental justice. Ensure that the interests of future generations are not compromised by today's decisions.*

The Gardner URP focuses on improving one of the most economically-disadvantaged sections of Gardner. As such, the URP seeks to advance public and private investment in a community of need. The City of Gardner has undertaken outreach to include residents, stakeholders and advocates, and incorporated their input into the URP. The planned activities of the URP include expanding accessibility, particularly for physically-challenged residents; increasing job opportunities for local residents; undertaking housing rehabilitation; and implementing energy conservation measures. These URP activities promote equity for current and future generations of Gardner residents.

### **Make Efficient Decisions**

*Make regulatory and permitting processes for development clear, predictable, coordinated, and timely in accordance with smart growth and environmental stewardship.*

The City of Gardner has adopted a streamlined permitting process to promote efficient and coordinated decision-making, which is being used for all development in the URP. The rear Main Street area of the Gardner URP is a designated 43D site, which was provisionally approved by the Massachusetts Interagency Permitting Board on September 24, 2008. Thus, the URP complies with the Make Efficient Decisions Principle.

### **Protect Land and Ecosystems**

*Protect and restore environmentally sensitive lands, natural resources, agricultural lands, critical habitats, wetlands and water resources, and cultural and historic landscapes. Increase the quantity, quality and accessibility of open spaces and recreational opportunities.*

A significant URP activity that protects natural resources is the relocation of the current National Grid electric substation on the southern shore of Crystal Lake, the City of Gardner's primary water supply, and restoration of this area as open space. National Grid has approached the City to discuss relocating the substation away from Crystal Lake, a significant step in long-term water resource protection. This move will occur by mutual agreement between the City and National Grid, and may involve a land swap for a parcel on a nearby railroad ROW. Some of the lines feeding into the substation have structural foundations in Crystal Lake. Moving the substation (and associated feed lines) eliminates the need for underwater work associated with the rehabilitation of these pole supports. In addition, the URP provides for investment to rehabilitate and preserve historic structures and augment amenities in the Downtown Gardner Historic District. The Gardner URP furthers the principle of protecting land and ecosystems.

## **Use Natural Resources Wisely**

*Construct and promote developments, buildings, and infrastructure that conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, and materials.*

The Gardner URP seeks to use natural resources wisely by promoting connections between the built environment and natural areas, such as Crystal Lake and Winchendon State Forest with an expanded bike path system. Reinvestment in the URA promotes the efficient use of land, energy, water and materials since it is a previously developed area and concentrates development in the center of Gardner. Thus, the Gardner URP adheres to the principle of using natural resources wisely.

## **Expand Housing Opportunities**

*Support the construction and rehabilitation of homes to meet the needs of people of all abilities, income levels, and household types. Build homes near jobs, transit, and where services are available. Foster the development of housing, particularly multifamily and smaller single-family homes, in a way that is compatible with a community's character and vision and with providing new housing choices for people of all means.*

A key component of the Gardner URP is the rehabilitation of existing housing units and the diversification of housing types in the URA. The URP calls for upper-story housing in downtown Gardner; assisted living housing, and upgrade of existing housing units through rehabilitation and energy conservation programs. Both affordable and market-rate housing units will be created through URP activities. With the URP, Gardner seeks to strengthen itself as a residential community of choice. The URA is presently served by bus transit operated by MART, but Gardner is not presently served by commuter rail. However, the long-term plan is for expansion of commuter rail services to Union Square, the southeast corner of the URA, which will become a transit-oriented development area. The Gardner URP clearly embraces and advances the expansion of housing opportunities principle.

## **Provide Transportation Choice**

*Maintain and expand transportation options that maximize mobility, reduce congestion, conserve fuel and improve air quality. Prioritize rail, bus, boat, rapid and surface transit, shared-vehicle and shared-ride services, bicycling, and walking. Invest strategically in existing and new passenger and freight transportation infrastructure that supports sound economic development consistent with smart growth objectives.*

The Gardner URP explicitly advances transportation choices throughout the URA by extending the existing North Central bike path to Downtown; increasing walkability and extending sidewalks in the URA; increasing pedestrian linkage from Rear Main Street to Main Street; improving three key traffic intersections to improve compatibility and flow for all transport modes and reduce congestion at Willow and Main Street, at Main and Chestnut, and at Main, Central, Lynde and Parker; transforming Rear Main Street, now a gravel-dirt road to Derby Drive, a multi-modal street; upgrading bus stop areas and enhancing transit services of MART, whose Gardner's hub is situated within the URA; and by long-term

planning for expanded transit and commuter rail. Freight service is also a component of the Gardner URP with existing and future freight rail access to the Sherman/Chestnut Industrial Area and lower Main Street. The Gardner URP embraces the principle of providing transportation choice.

### **Increase Job and Business Opportunities**

*Attract businesses and jobs to locations near housing, infrastructure, and transportation options. Promote economic development in industry clusters. Expand access to education, training, and entrepreneurial opportunities. Support the growth of local businesses, including sustainable natural resource-based businesses, such as agriculture, forestry, clean energy technology, and fisheries.*

The underlying thrust of the Gardner URP is to retain jobs and business opportunities, and create the foundation for new job and business opportunities. The URA is centrally-located in the Greater Gardner region with a strong transportation network, adjacent to residential neighborhoods. The URP targets support of existing small businesses, particularly in Downtown Gardner; provides for relatively low-cost flexible space to enable new business growth; and connects with MWCC to provide opportunities for twenty-first century manufacturing and business opportunities, as well as employment training. New medical-offices are also a key aspect of the redevelopment strategy for the Gardner URP. The Gardner URP advances the principle of increasing job and business opportunities.

### **Promote Clean Energy**

*Maximize energy efficiency and renewable energy opportunities. Support energy conservation strategies, local clean power generation, distributed generation technologies, and innovative industries. Reduce greenhouse gas emissions and consumption of fossil fuels.*

The URP calls for energy conservation to be incorporated in all projects, particularly housing rehabilitation, commercial renovation and redevelopment. The Gardner URP also connects with MWCC to capitalize on opportunities for twenty-first century manufacturing and business opportunities, including those in the renewable energy field. Thus, the Gardner URP incorporates the clean energy principle.

### **Plan Regionally**

*Support the development and implementation of local and regional, state and interstate plans that have broad public support and are consistent with these principles. Foster development projects, land and water conservation, transportation and housing that have a regional or multi-community benefit. Consider the long-term costs and benefits to the Commonwealth.*

Gardner is the regional employment center and is a net employer, with slightly more jobs in the City itself than resident work force. The focus on economic revitalization in the central city of the seven-town region strengthens the region. The document *Building a Better Montachusett: Montachusett Region Comprehensive Economic Development Strategy, Five Year Annual Report, Evaluation and Workplan* (Draft), September 2009 was prepared by the Montachusett Regional Planning Commission (MRPC) contains nine goals for promoting regional growth. Gardner's URP proposal is consistent with these regional growth strategies, which focus on economic development through transportation system

improvements, housing opportunities, business sector and employment growth, education and health care development. In addition, the Gardner URP supports the expansion of the North Central Bike Path connecting Gardner and Winchendon, thereby advancing the *Massachusetts Bicycle Transportation Plan*. The URP also furthers Gardner's Open Space and Recreation Plan. Thus, the Gardner URP furthers the principle encouraging regional planning.

## 12.02 (1) Characteristics

### 12.02 (1) Section 1: List of Urban Renewal Area Maps

The maps in this section depict existing characteristics of the Urban Renewal Area (URA or “Project Area”) and vicinity, and support the finding that the area meets the qualifications to be considered an URA. In addition to the maps depicting existing conditions, some of the plans included in this section present potential future conditions and recommendations. Attachment A presents a list of property owners of parcels within the Gardner URP, as well as Maps depicting parcel locations and parcel owners.

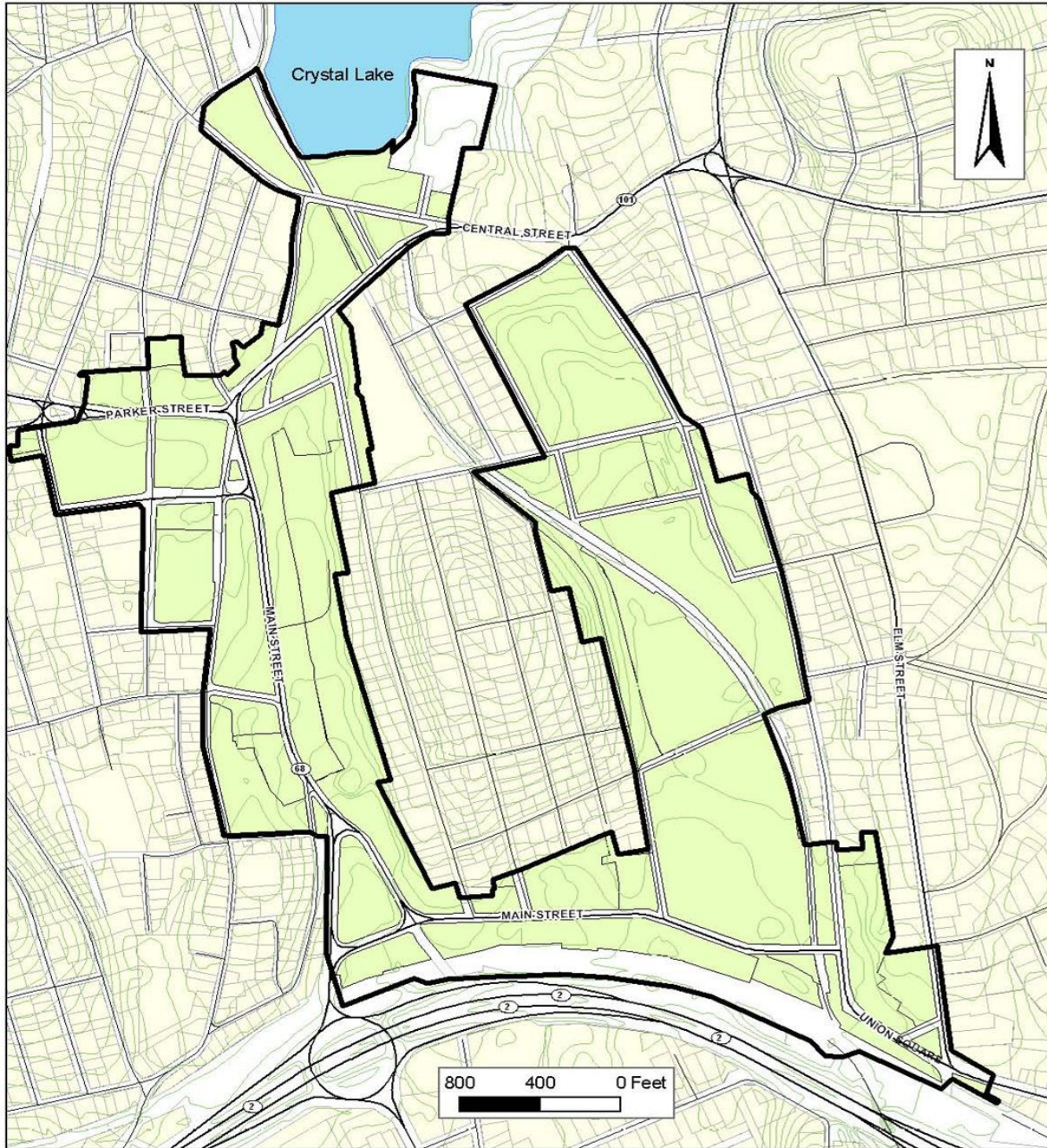
#### Map List

- Map 12.02 (1) (A-1): Project Boundary & Topography
- Map 12.02 (1) (A-2): Aerial View of Project Area
- Map 12.02 (1) (B): Boundaries of Proposed Clearance and Rehabilitation Areas
- Map 12.02 (1) (C-1): Existing Property Lines/Building Footprints & Parking Areas
- Map 12.02 (1) (C-2): Proposed Property Lines/Building Footprints & Parking Areas
- Map 12.02 (1) (D-1): Existing Land Use
- Map 12.02 (1) (D-2): Existing Zoning (Adopted January 2, 2007)
- Map 12.02 (1) (E-1): Proposed Land Uses
- Map 12.02 (1) (E-2): Proposed Zoning
- Map 12.02 (1) (F-1): Existing Roadways, Easements & ROWs
- Map 12.02 (1) (F-2): Proposed Roadways, Easements & ROWs
- Map 12.02 (1) (G): Parcels to be Acquired
- Map 12.02 (1) (H): Lots to be Created for Disposition
- Map 12.02 (1) (I): Buildings to be Demolished
- Map 12.02 (1) (J): Buildings to be Rehabilitated
- Map 12.02 (1) (K): Buildings to be Constructed



#### Supplemental Maps

- Map 12.02 (1) (S-1): Project Area Location
- Map 12.02 (1) (S-2): Concentration Areas
- Map 12.02 (1) (S-3): West Gardner Square Historic District
- Map 12.02 (1) (S-4): Structure Age in the URA
- Map 12.02 (1) (S-5): MassDEP Oil and/or Hazardous Material Sites
- Map 12.02 (1) (S-6): Census Tracts
- Map 12.02 (1) (S-7): Conceptual Design

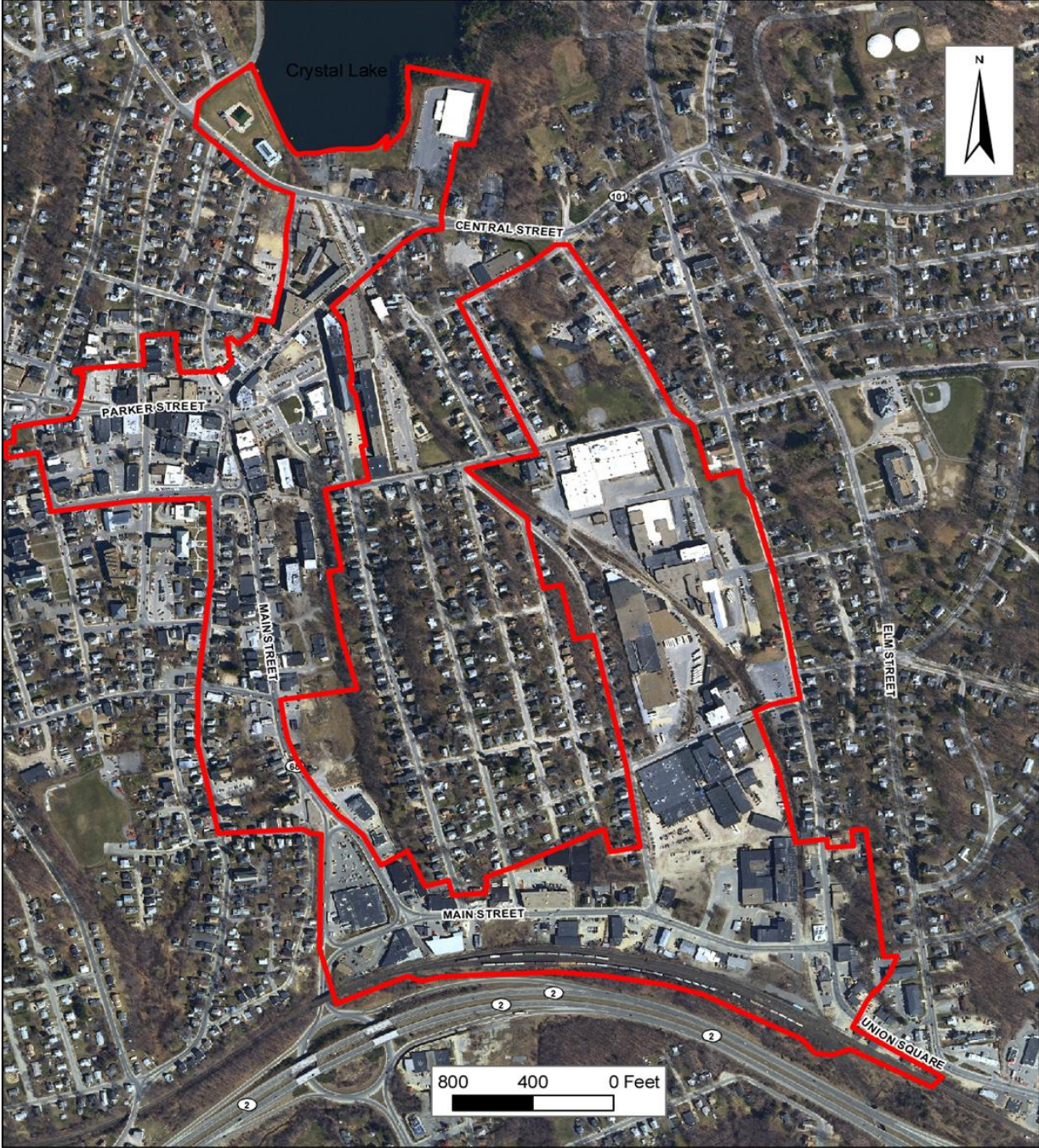
Map 12.02 (1) (A-1): Project Boundary & Topography



**Legend**

-  URP Boundary
-  10' Contours

Map 12.02 (1) (A-2): Aerial View of Project Area

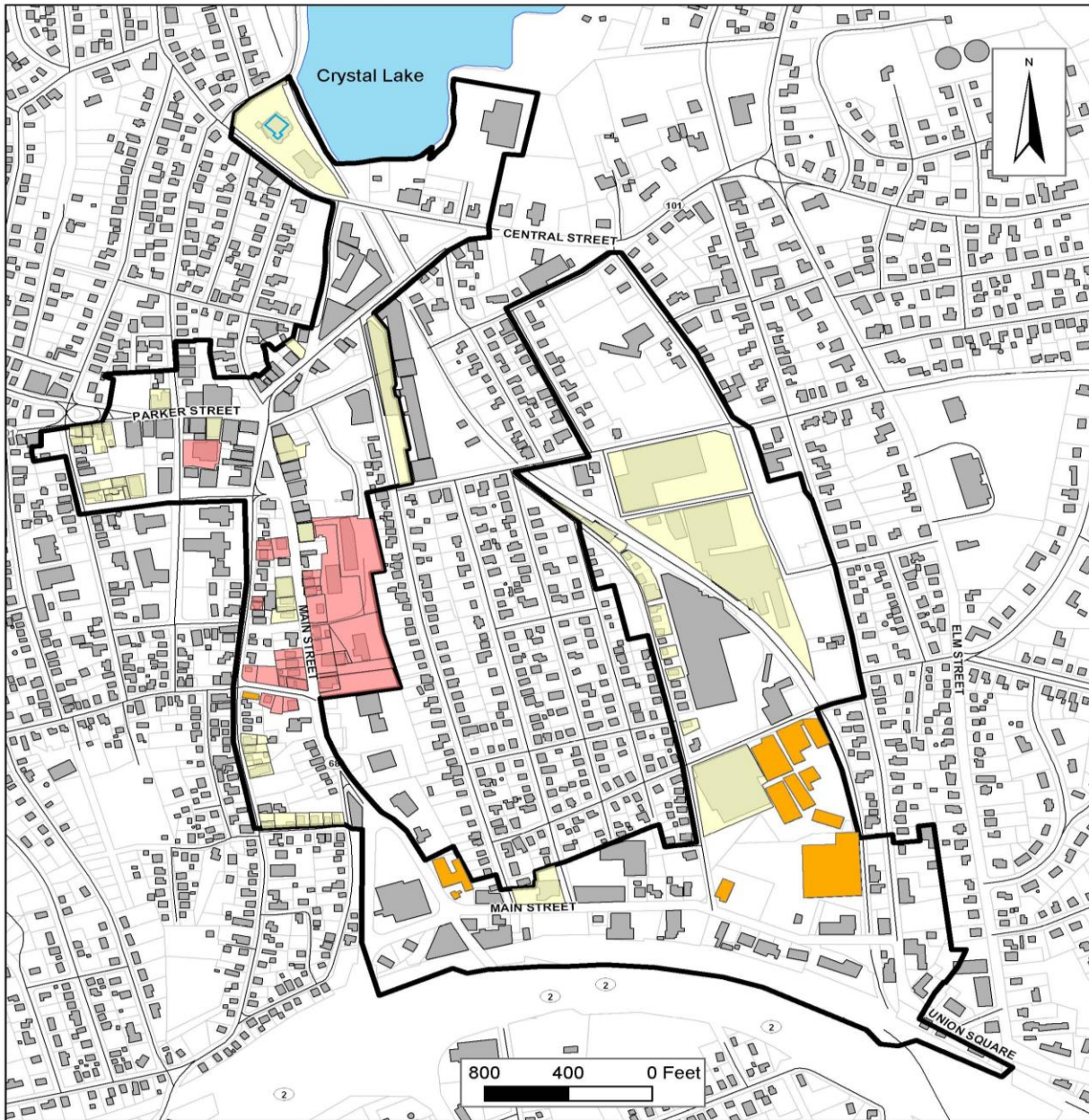


**Legend**

 URP Boundary



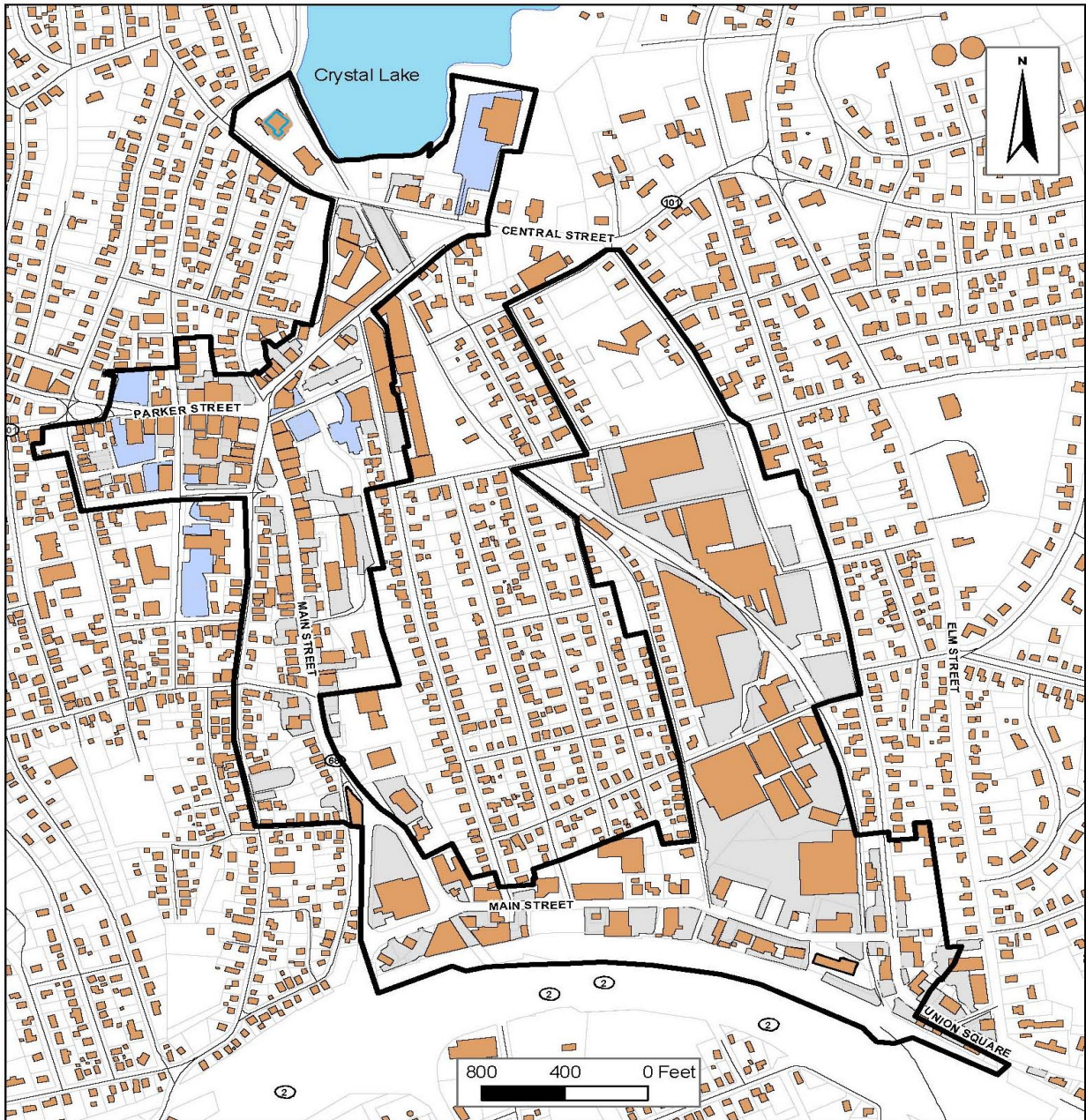
Map 12.02 (1) (B): Boundaries of Proposed Clearance and Rehabilitation Areas



**Legend**

- |                             |                               |
|-----------------------------|-------------------------------|
| Urban Renewal Area Boundary | Clearance                     |
| Building Footprints         | Rehabilitation                |
| Parcels                     | Demolition Completed by Owner |

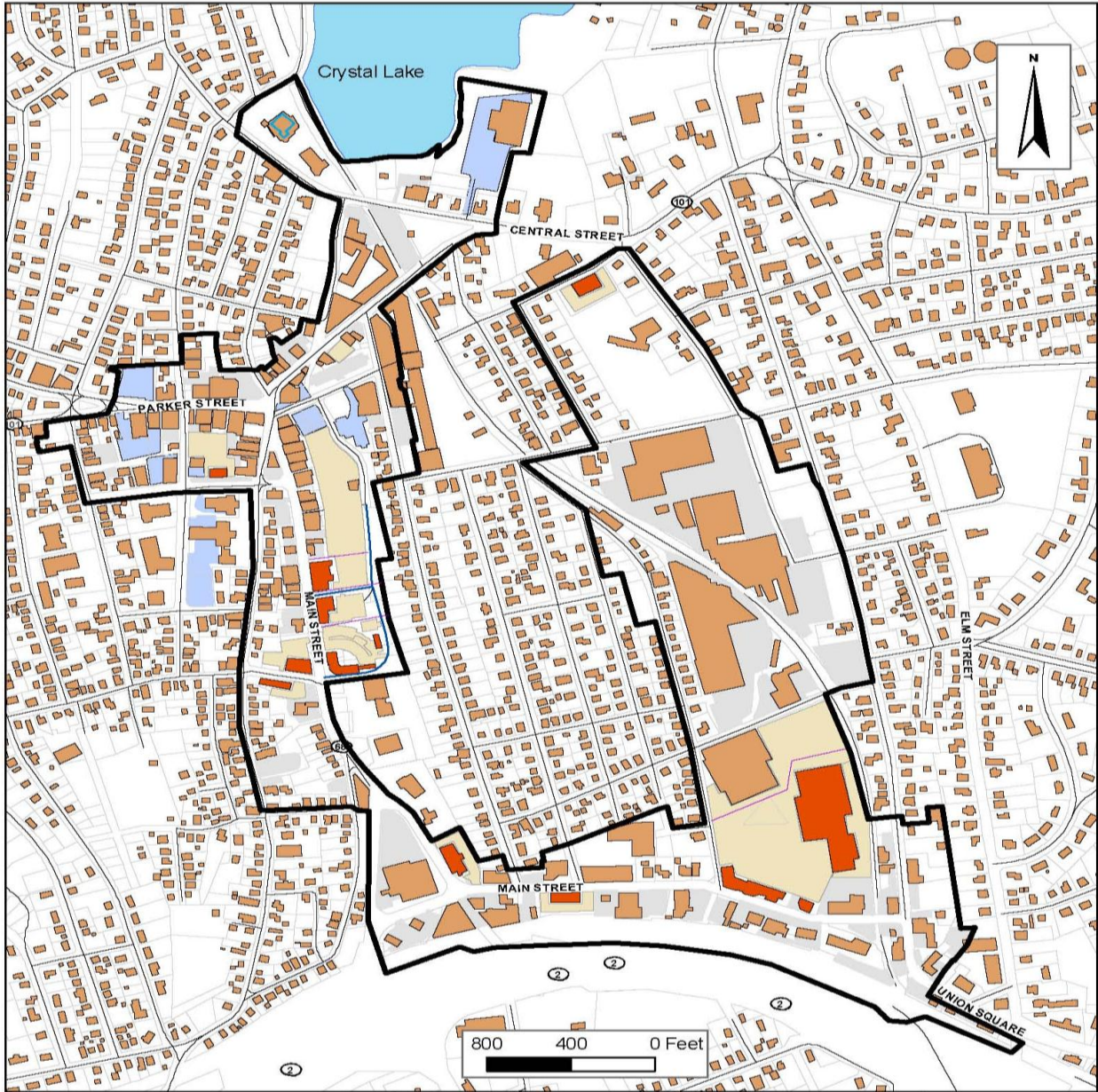
Map 12.02 (1) (C-1): Existing Property Lines/Building Footprints & Parking Areas









**Legend**

- Urban Renewal Area Boundary
- Building Footprints
- General Parking
- Public Parking
- Parcels

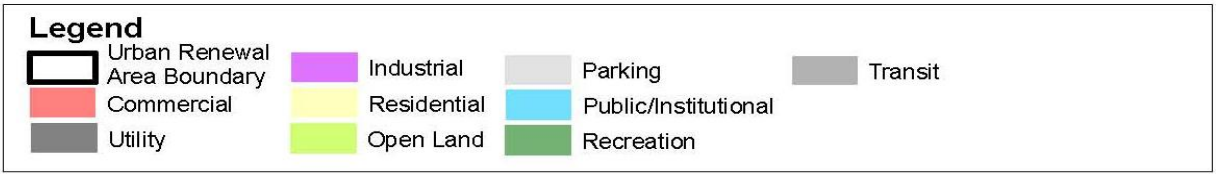
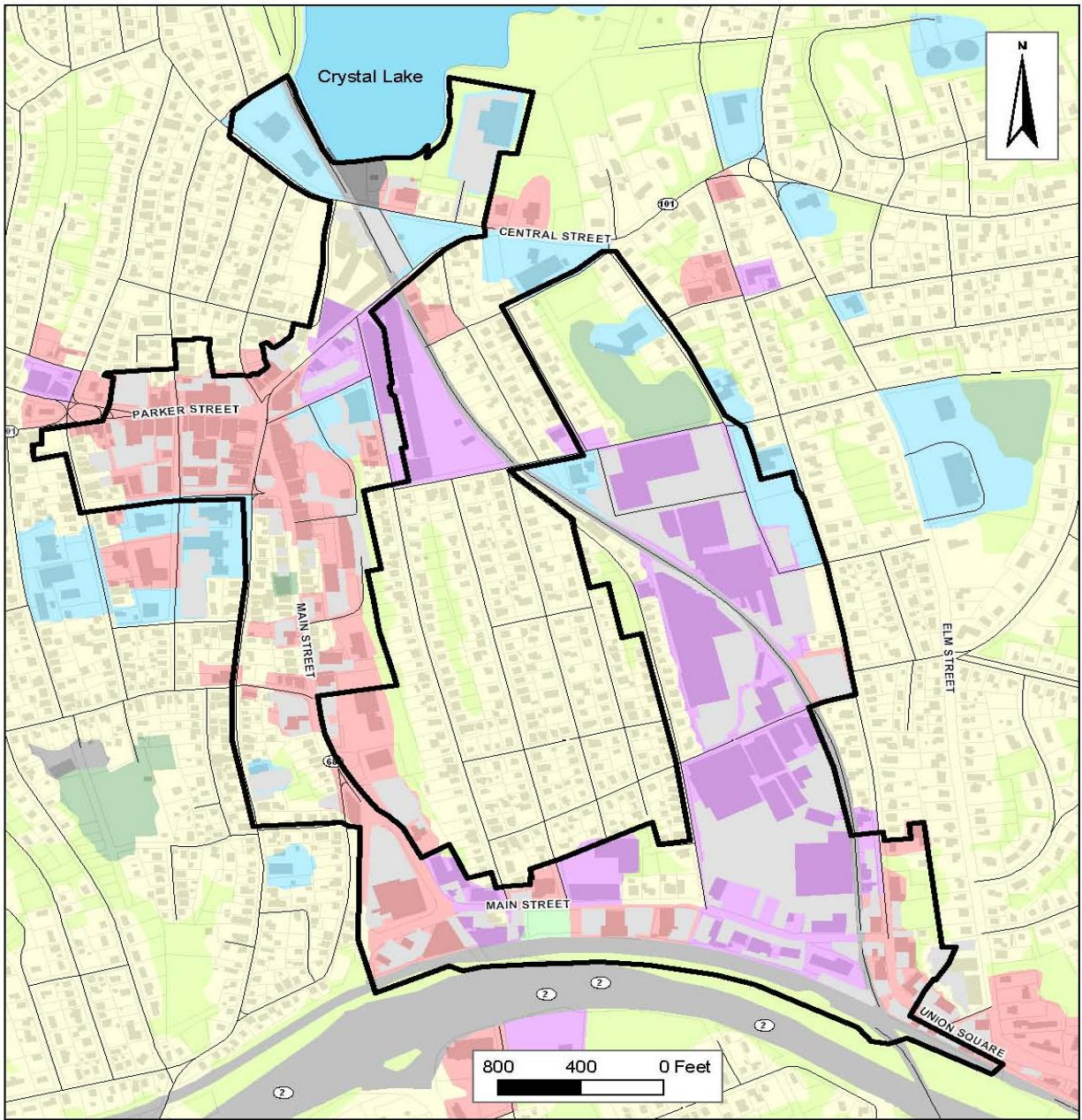
Map 12.02 (1) (C-2): Proposed Property Lines/Building Footprints, & Parking Areas



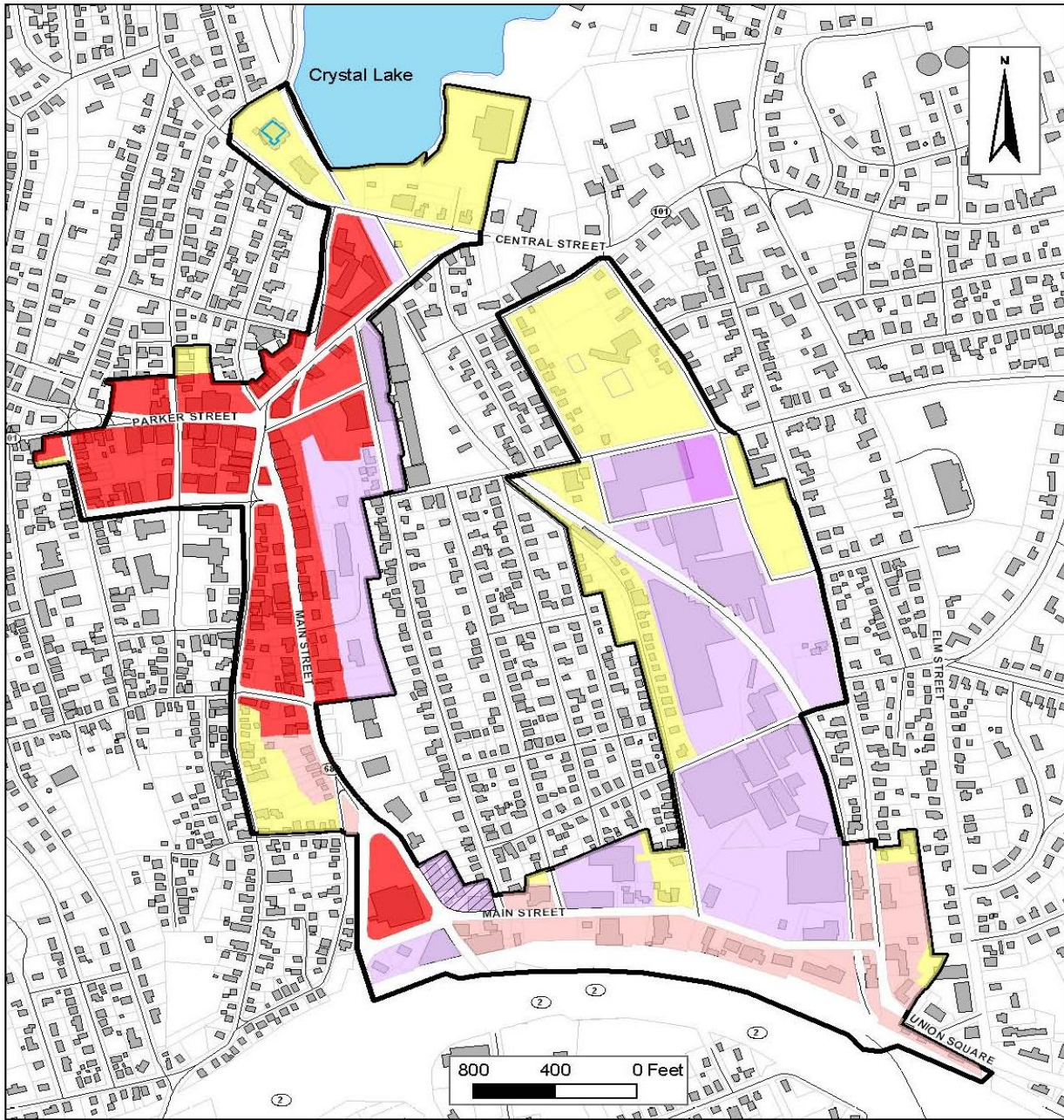
**Legend**

-  Urban Renewal Area Boundary
-  Existing Buildings
-  Proposed Parking
-  Parcels
-  Proposed Buildings
-  Proposed Property Lines

Map 12.02 (1) (D-1): Existing Land Use



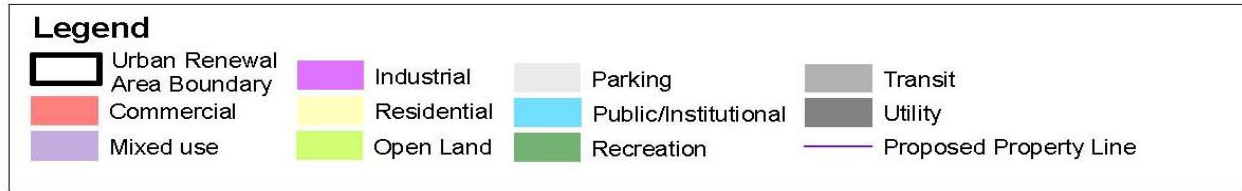
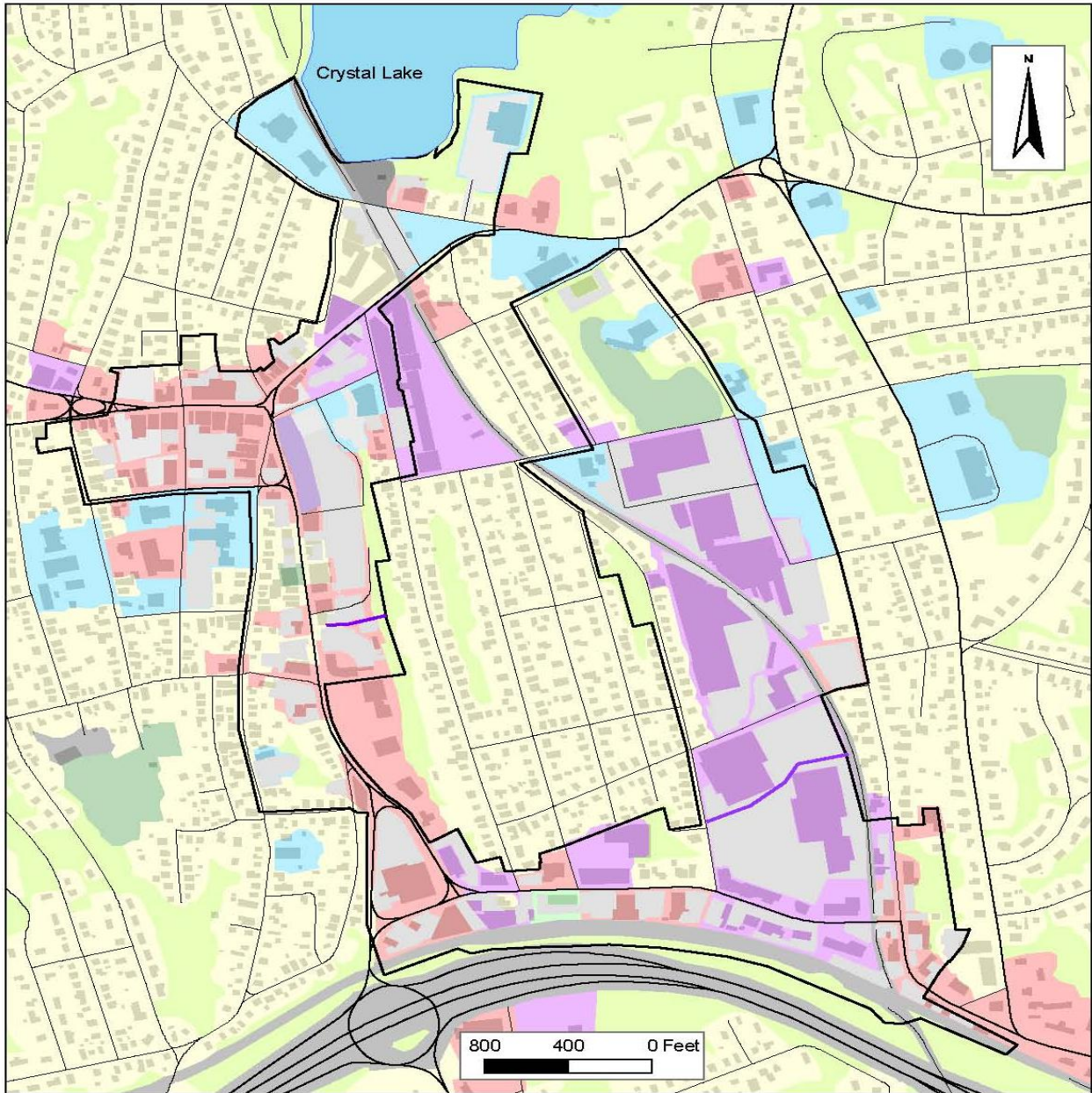
Map 12.02 (1) (D-2): Existing Zoning (adopted January 2, 2007)

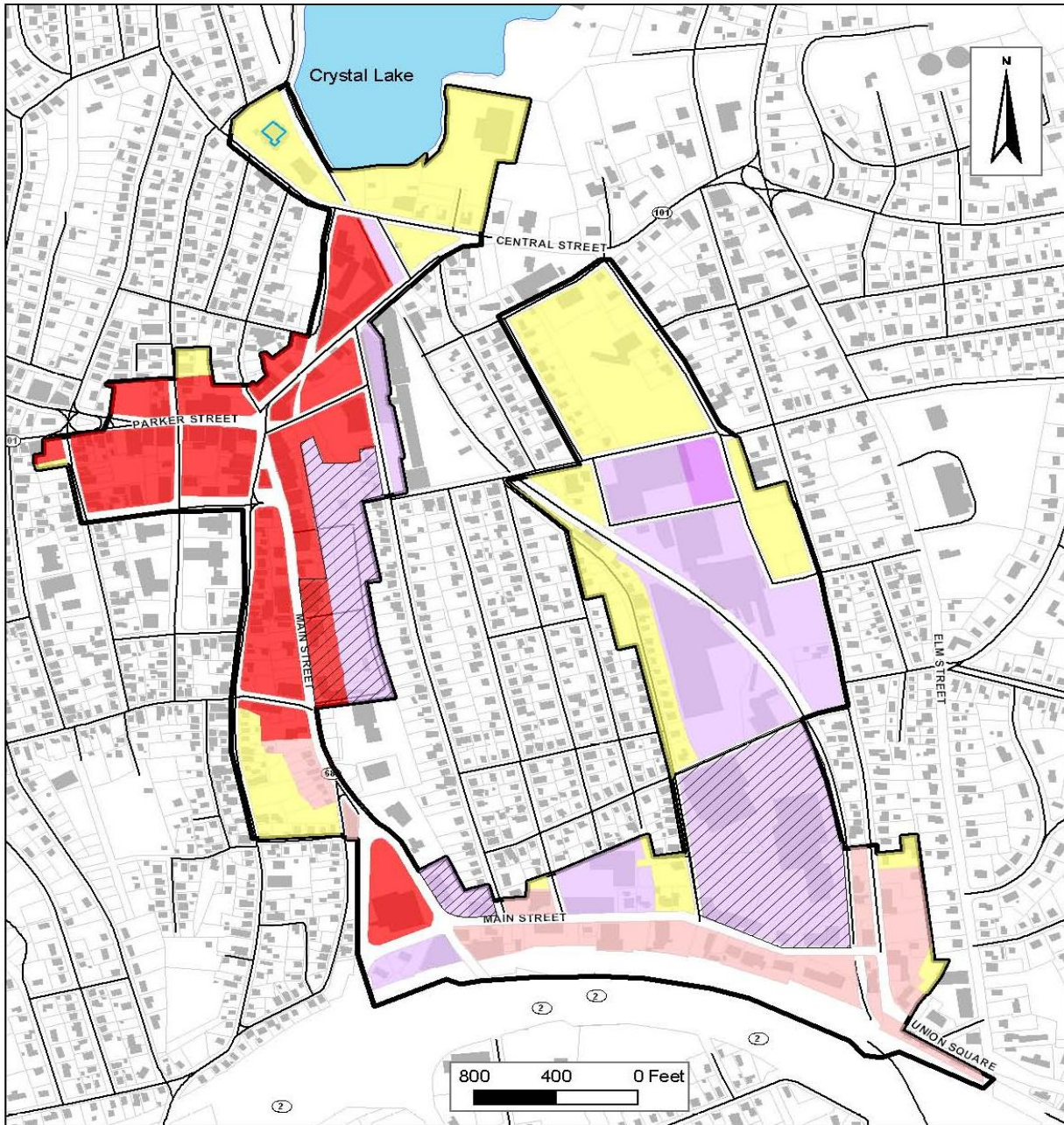


**Legend**

- |   |  |  |
|---|--|--|
|  Urban Renewal Area Boundary |  Commercial 1 |  Industrial 1                 |
|  Building Footprints         |  Commercial 2 |  Industrial 2                 |
|  Parcels                     |  Residential  |  Development Overlay District |

Map 12.02 (1) (E-1): Proposed Land Uses

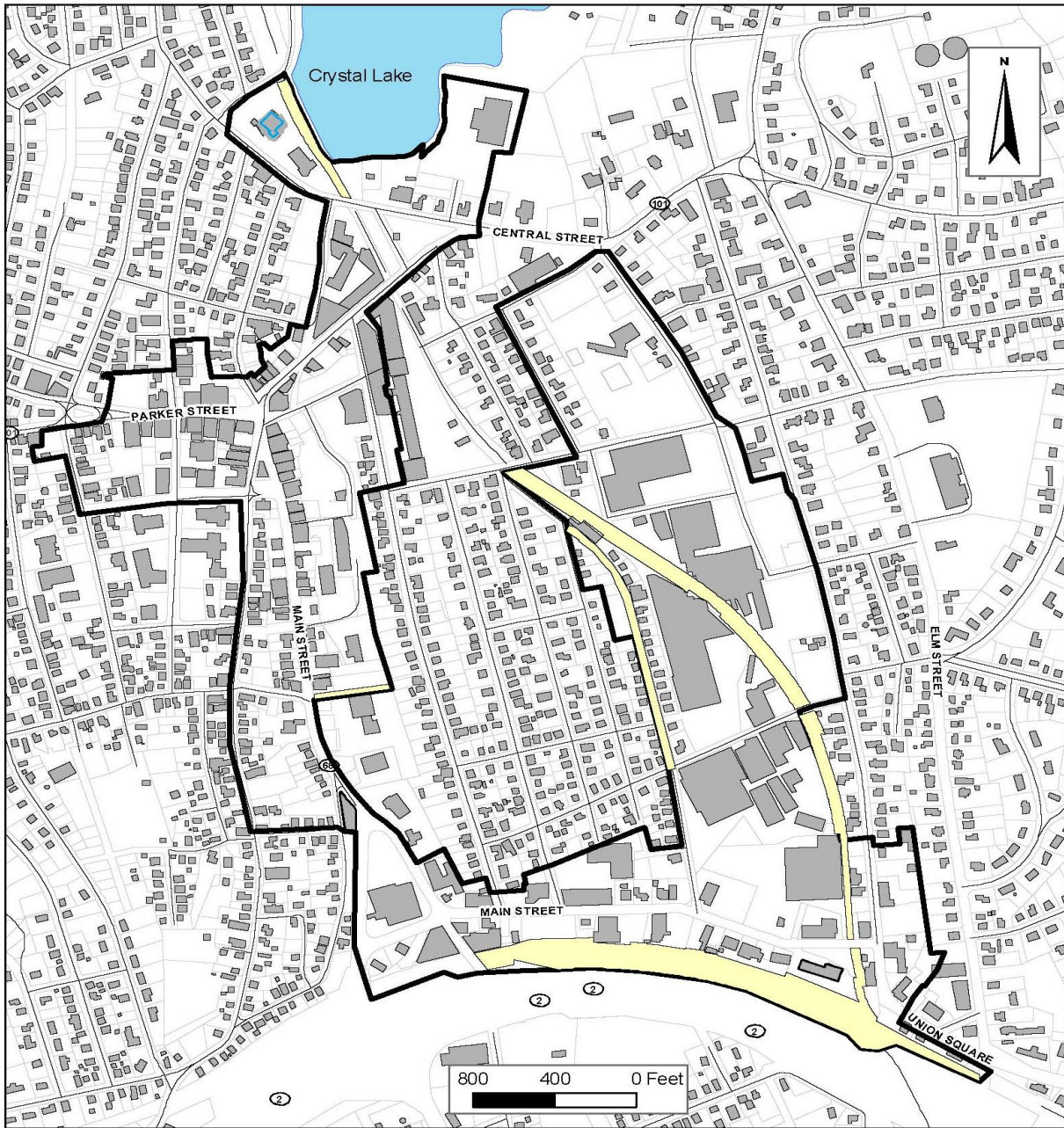









**Legend**

- |                             |              |                              |
|-----------------------------|--------------|------------------------------|
| Urban Renewal Area Boundary | Commercial 1 | Industrial 1                 |
| Building Footprints         | Commercial 2 | Industrial 2                 |
| Parcels                     | Residential  | Development Overlay District |

Map 12.02 (1) (F-1): Existing Roadways, Easements & ROWs

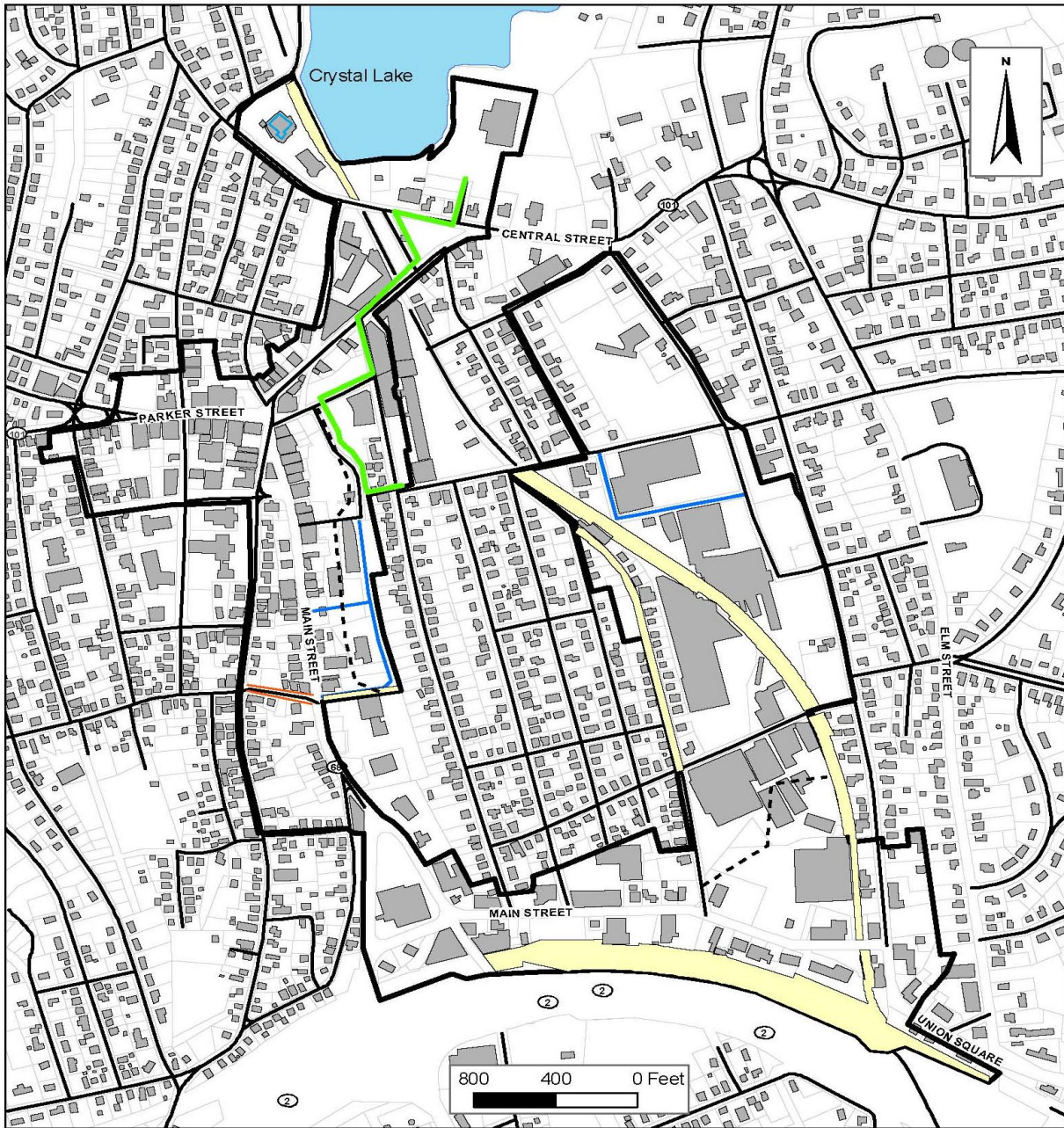


**Legend**

- |   |  |
|---|--|
|  Urban Renewal Area Boundary |  Roads              |
|  Building Footprints         |  Existing Easements |
|  Parcels                     |  |



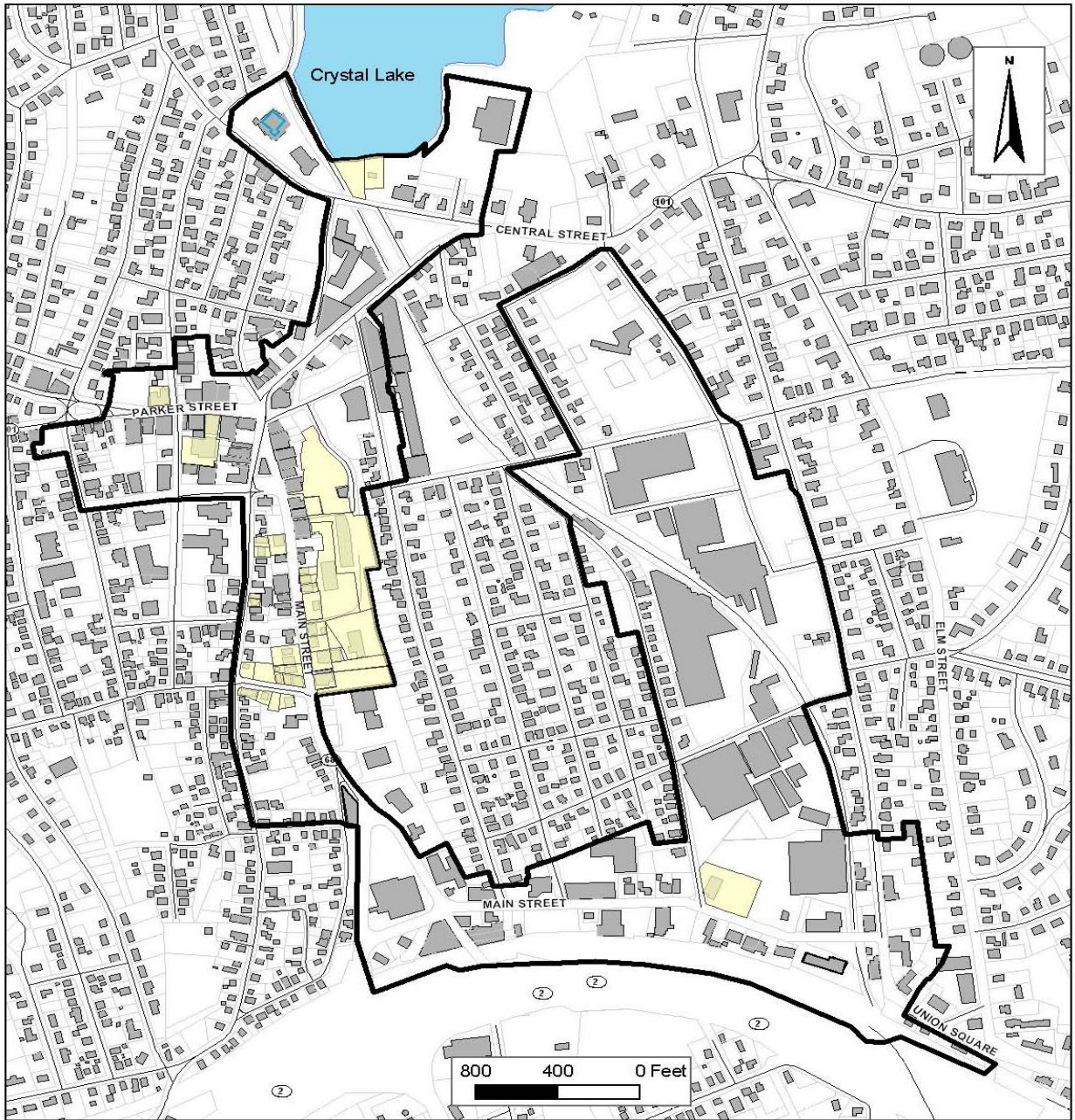
Map 12.02 (1) (F-2): Proposed Roadways, Easements & ROWs







**Legend**

- |                             |                    |                     |
|-----------------------------|--------------------|---------------------|
| Urban Renewal Area Boundary | Existing Roads     | Roadway Realignment |
| Building Footprints         | Existing Easements | Bike Path           |
| Parcels                     | Proposed Roads     | Utility Easement    |

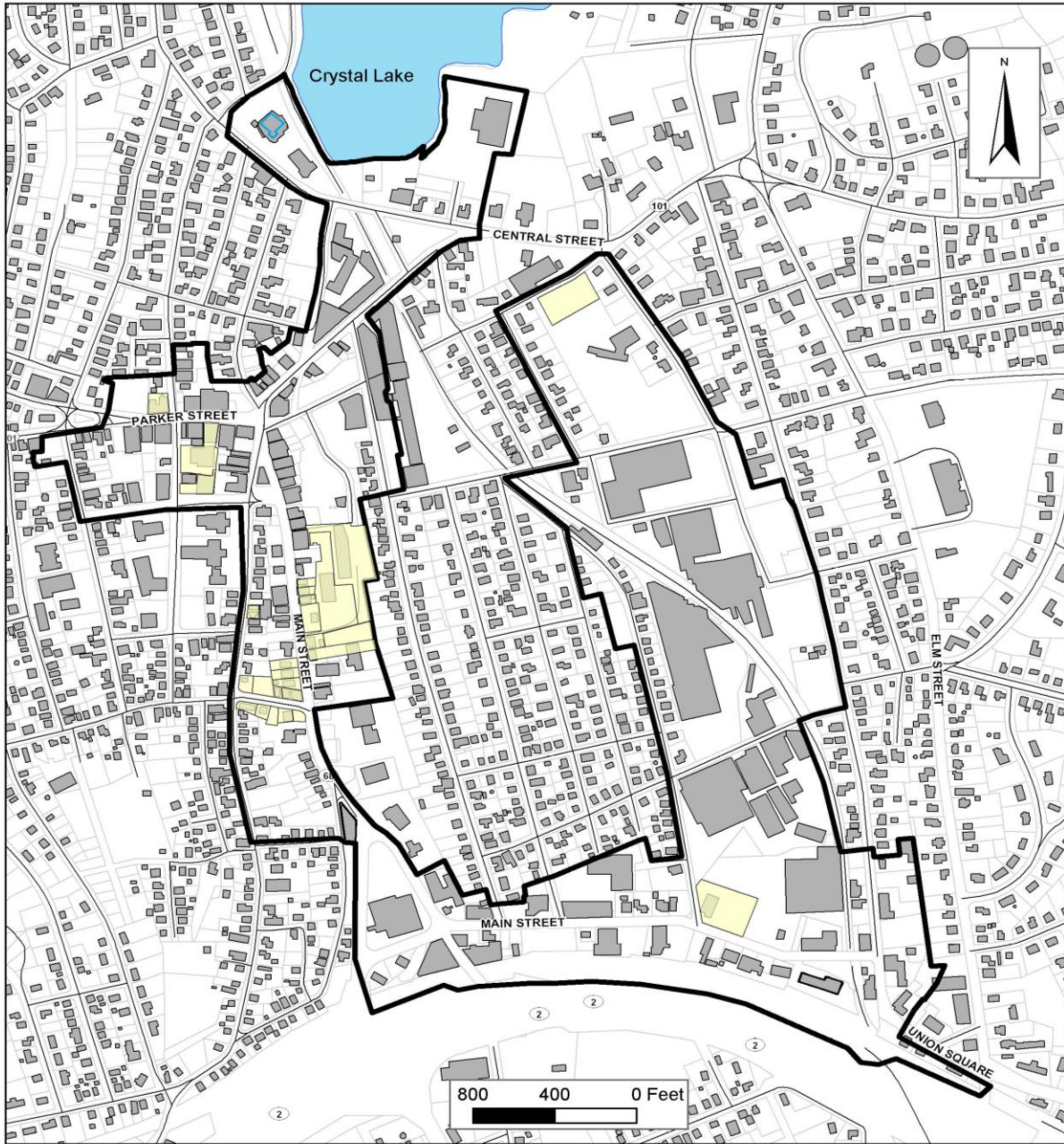
Map 12.02 (1) (G): Parcels to be Acquired







**Legend**

-  Urban Renewal Area Boundary
-  Acquisition
-  Building Footprints
-  Parcels

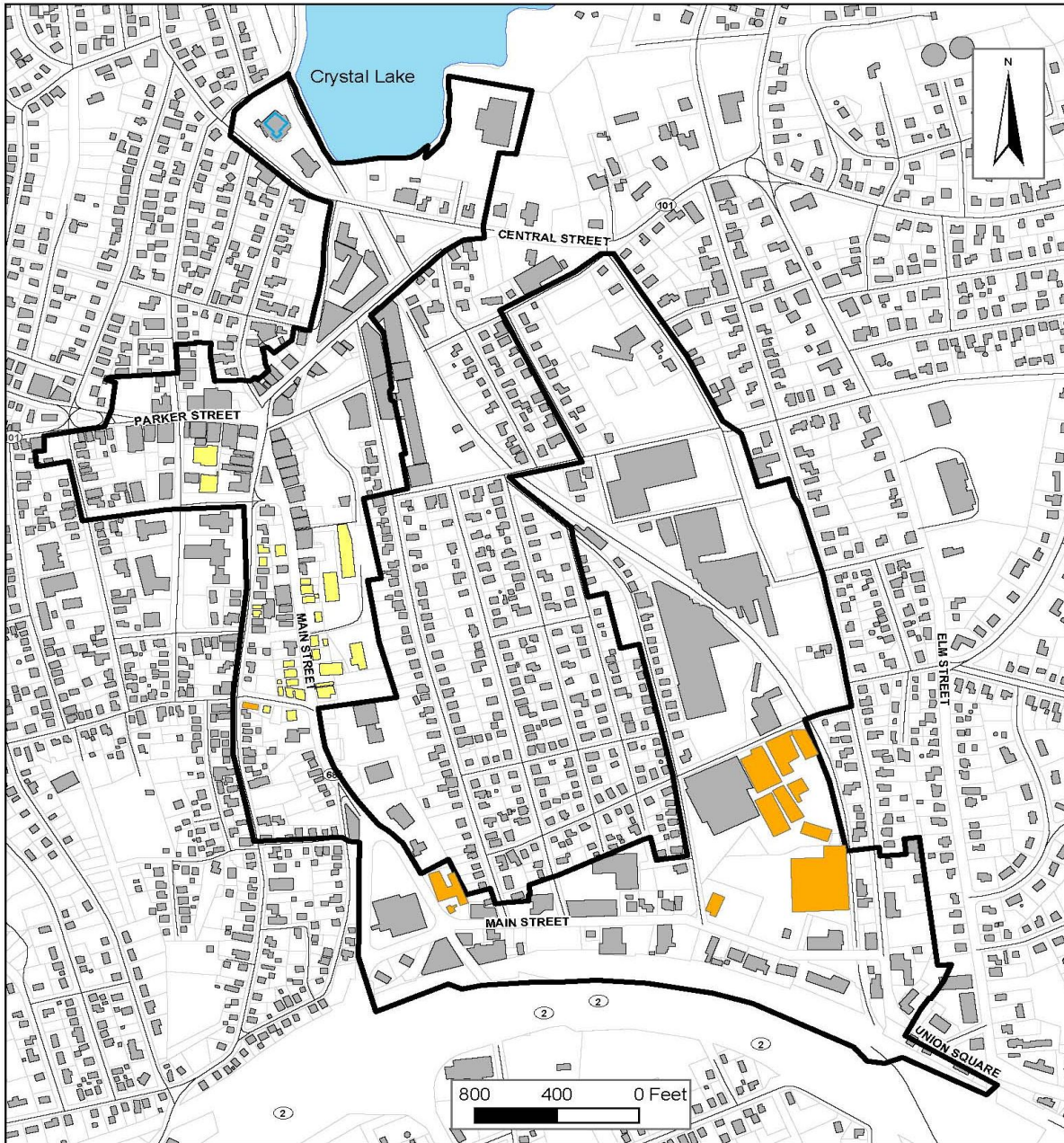
Map 12.02 (1) (H): Lots to be Created for Disposition








**Legend**

-  Urban Renewal Area Boundary
-  Disposition
-  Building Footprints
-  Parcels

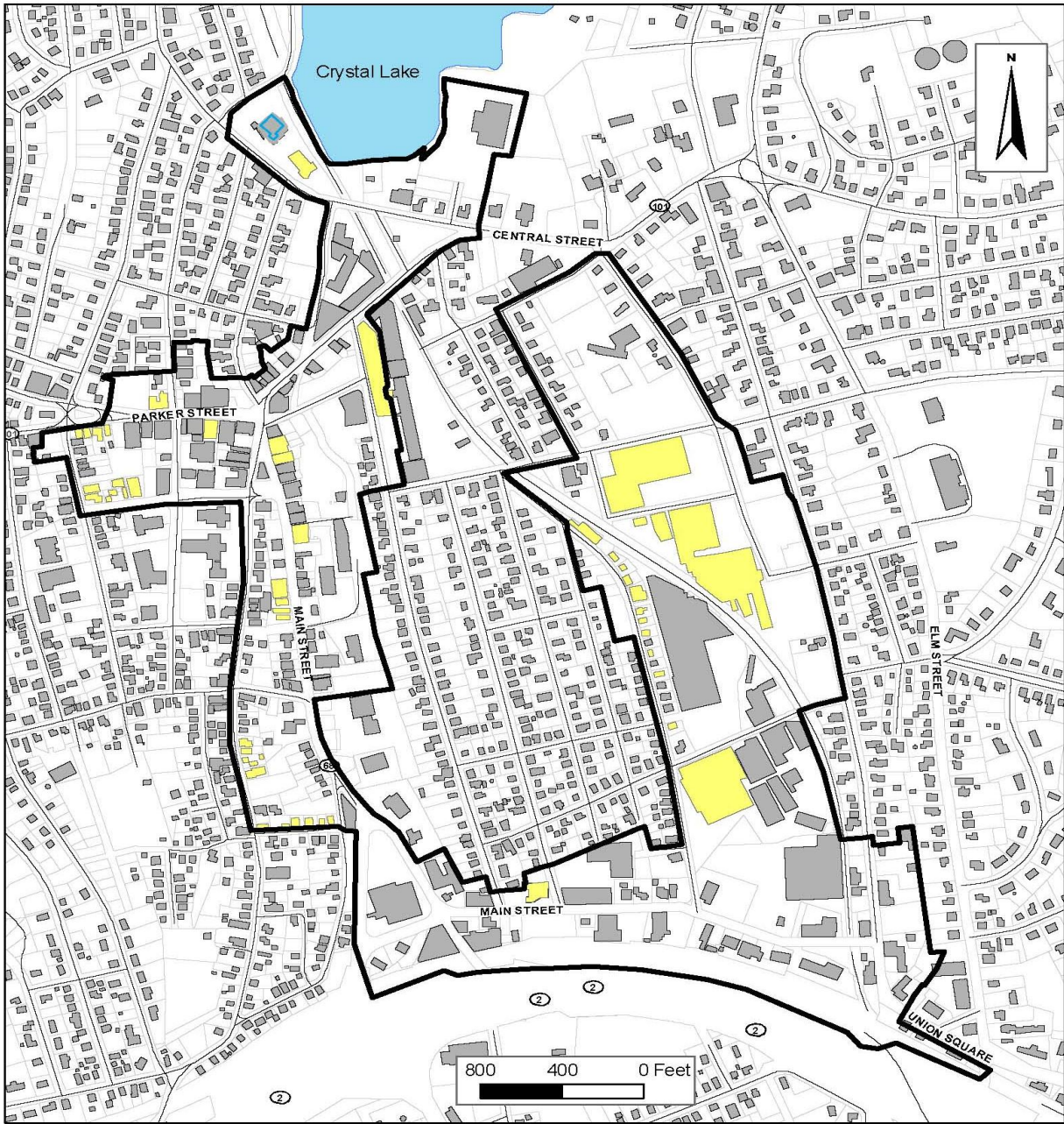
Map 12.02 (1) (I): Buildings to be Demolished







**Legend**

-  Urban Renewal Area Boundary
-  Building Footprints
-  Parcels
-  Demolition
-  Demolition Completed by Owner

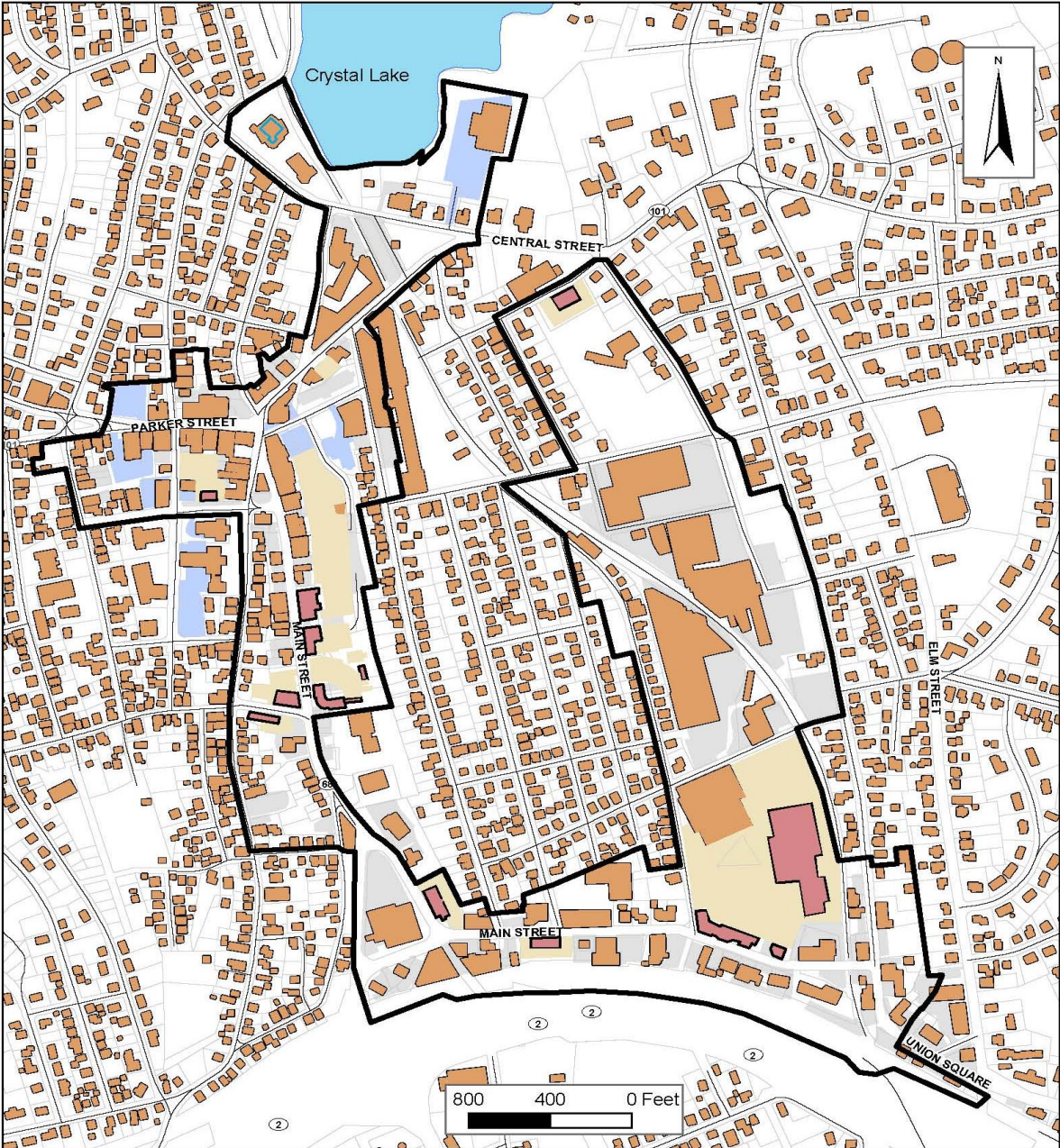
Map 12.02 (1) (J): Buildings to be Rehabilitated



**Legend**

-  Urban Renewal Area Boundary
-  Building Rehabilitation
-  Building Footprints
-  Parcels

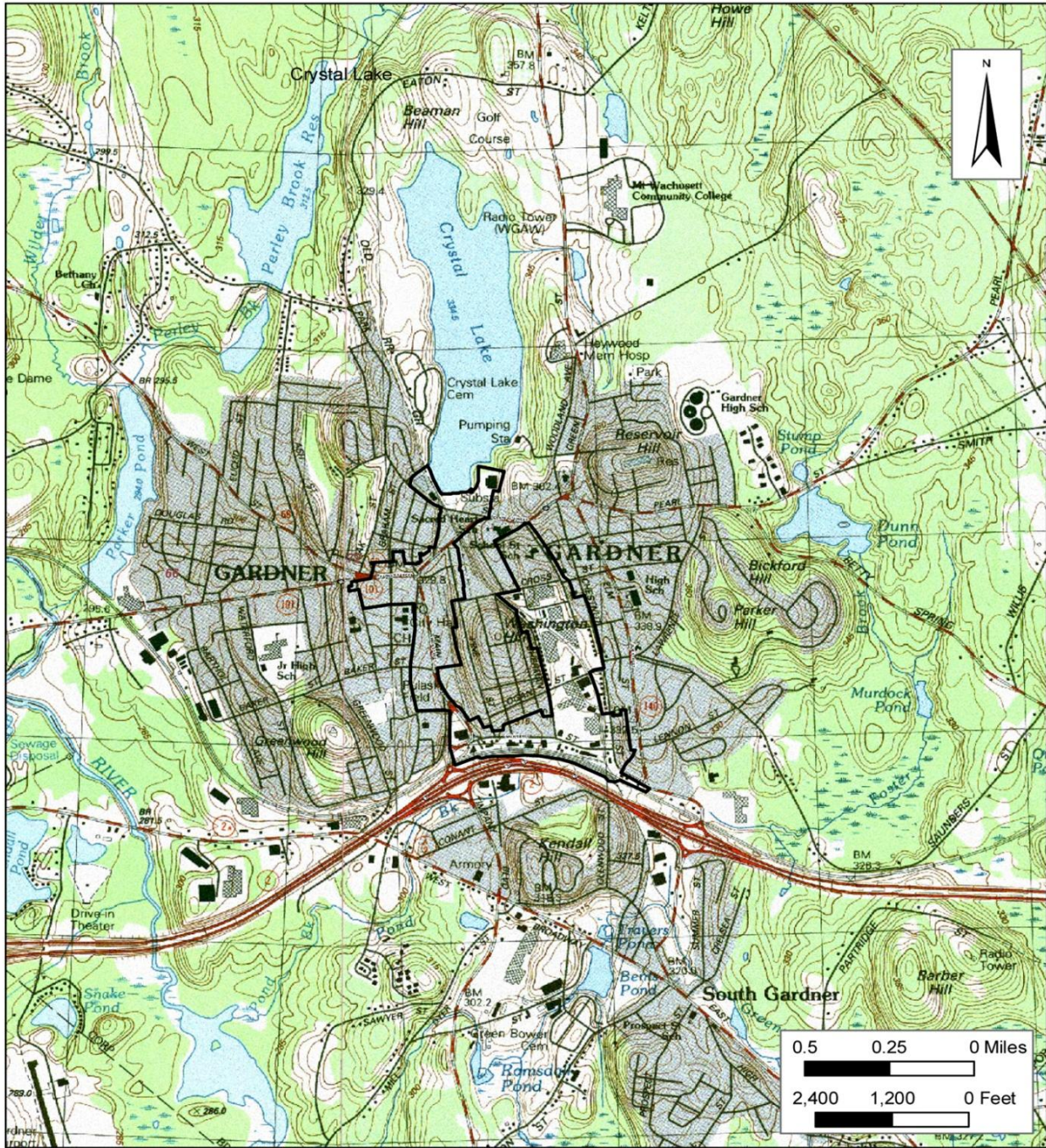
Map 12.02 (1) (K): Buildings to be Constructed



**Legend**

Urban Renewal Area Boundary	Proposed Parking	Proposed Buildings
Building Footprints	General parking	
Parcels	Public Parking	

Map 12.02 (1) (S-1): Project Area Location



**Legend**

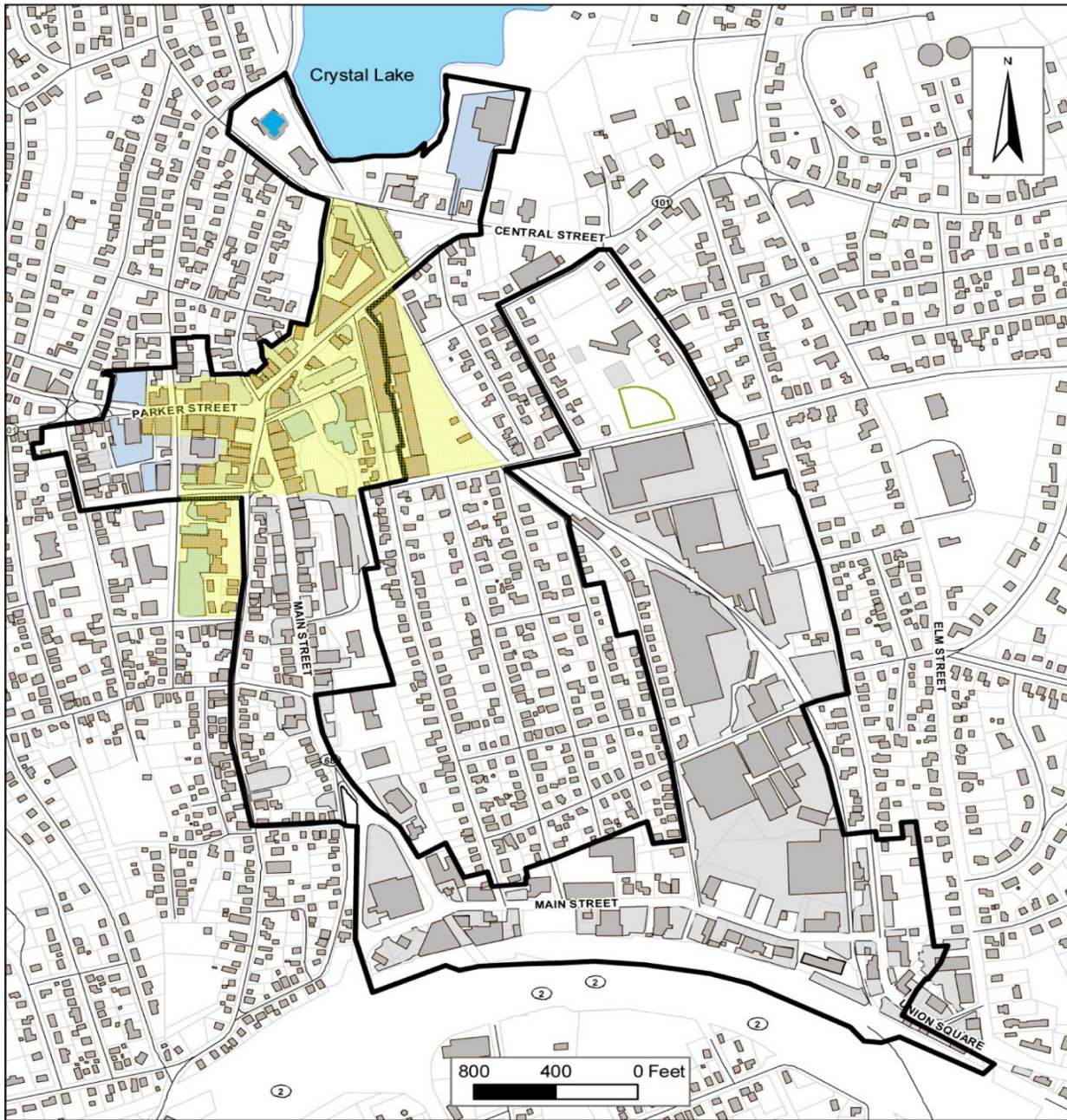
 URP Boundary

Map 12.02 (1) (S-2): URA Concentration Areas





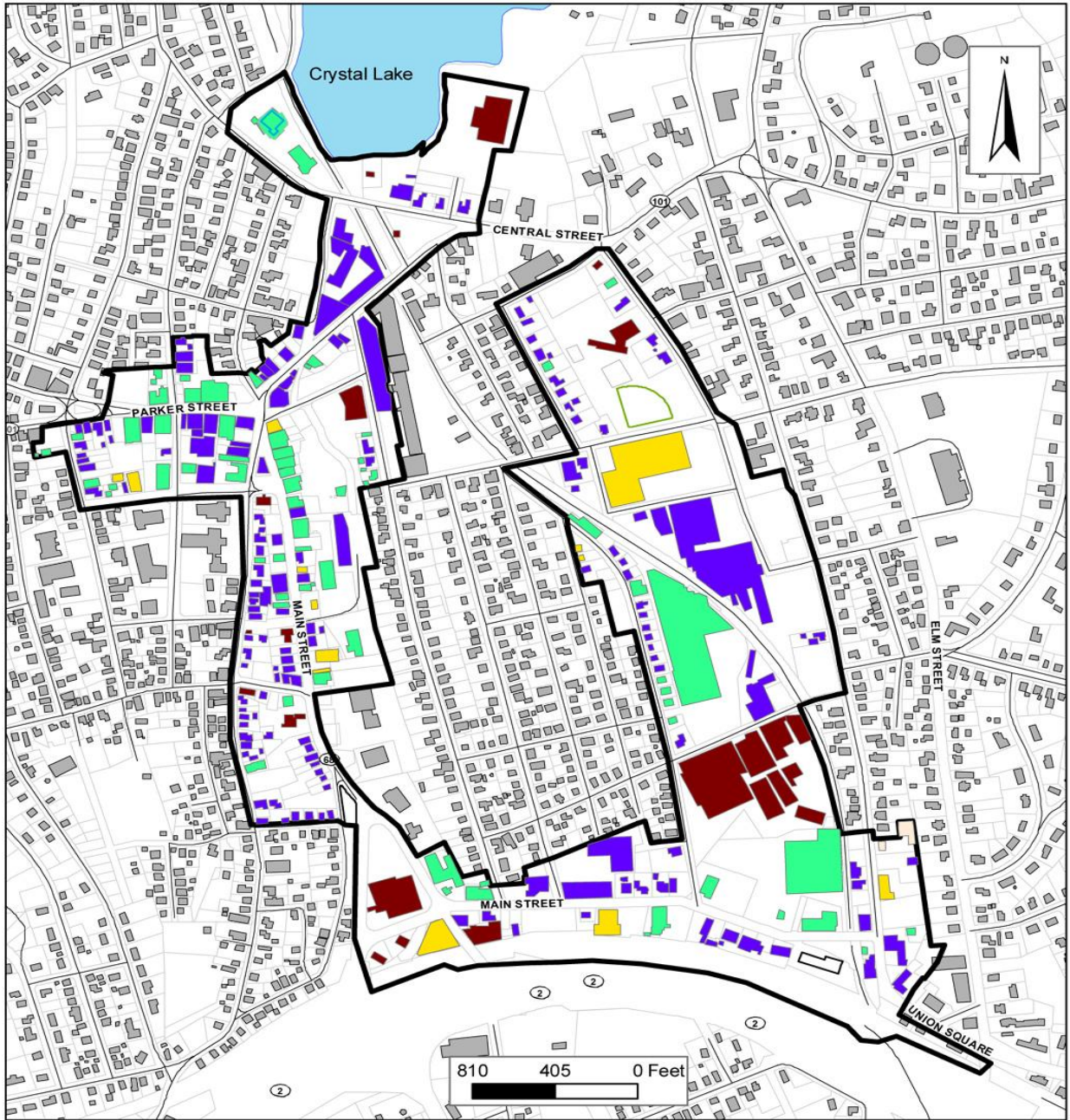
Map 12.02 (1) (S-3): West Gardner Square Historic District



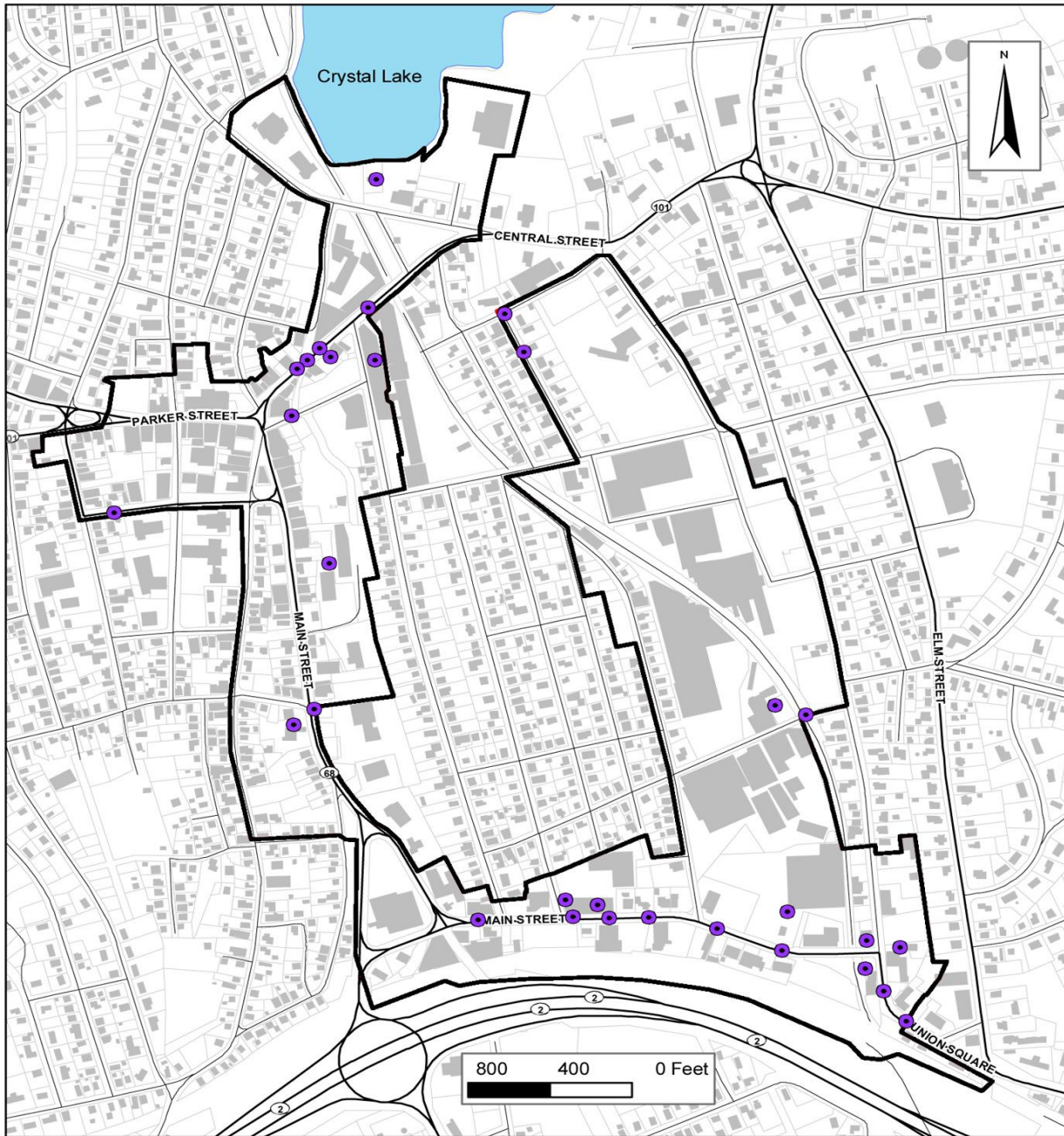
**Legend**

URP Boundary	General Parking	West Gardner Square Historic District
Building Footprints	Public Parking	
Gardner_Parcels		

Map 12.02 (1) (S-4): Structure Age in the URA



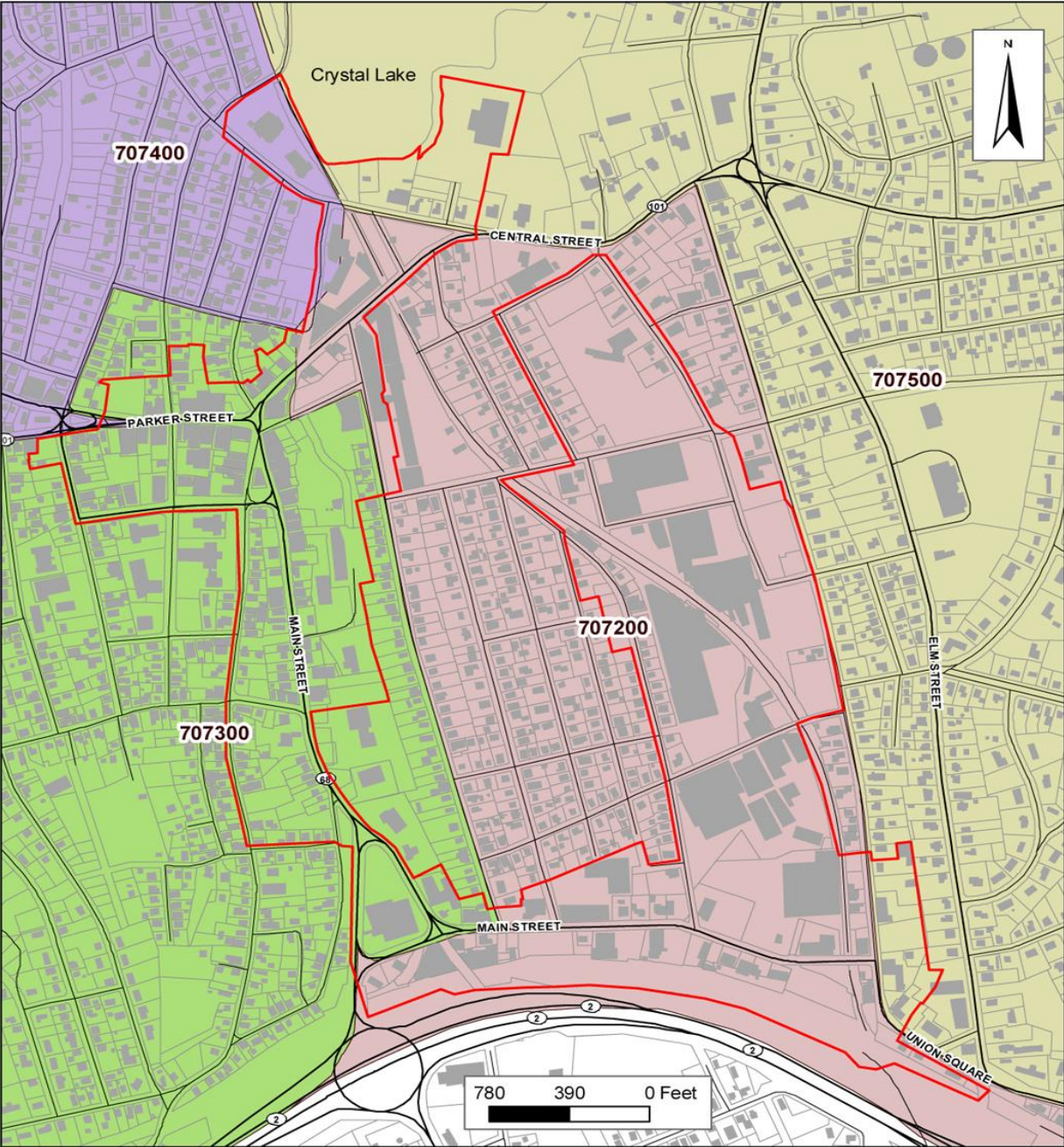
Map 12.02 (1) (S-5): MassDEP Oil and/or Hazardous Material Sites



**Legend**

-  URP Boundary
-  MassDEP Oil and/or Hazardous Material Sites\*

\* Indicates Approximate Locations



**Legend**

-  Urban Renewal Area Boundary



## 12.02 (1) Section 2: Existing Characteristics

Most of the maps are self-explanatory, but some warrant a brief narrative. This section describes the Project Area and expands on the information presented in the above listed maps, as appropriate.

### Discussion of Map Contents

#### *Map A-1: Project Boundary & Topography*

**Project Boundary:** The URA is shown in the above referenced maps and generally outlined by the streets listed below, starting in the upper northeast segment of the “U-shaped” Project Area, then following the “U” south, then due east, and finally northward. The URA encompasses approximately 337 parcels totaling 151 acres, as well as approximately 34 acres of City streets and right of ways (ROWs).

- From Park Street at Crystal Lake and Monument Park, encompassing Greenwood Memorial Pool, the National Grid substation on Crystal Lake, and the DCR Veteran’s Skating Rink.
- Western boundary of upper U-shape formed by Lake Street, Central Street, Parker Street, Nichols Street, City Hall Avenue and Pleasant Street to Wright Street, finally intersecting with Timpany Boulevard near the Route 2 rotary for Exit 22.
- Eastern boundary of the east segment of the U-shape formed by Central Street, Pine Street, and Main Street.
- The bottom of the U-shape is bounded by lower Main Street to the north and Route 2 to the south.
- The west segment of the U-shape is bounded by Sherman Street, Cross Street and Lincoln Street on the west side, West Lynde Street at the top northernmost point, then School Street and Chestnut Street before intersecting again with lower Main Street at Union Square.

The residential area separating each side of the U-shaped URA (President’s Hill) was not included as part of the project area as it is a Neighborhood Strategy Area targeted by the City’s Community Development Block Grant (CDBG) program for streetscape improvements and home rehabilitation assistance. President’s Hill includes Pine, Washington and Peabody, Grant and Sherman Streets. The City of Gardner intends to continue undertaking neighborhood improvement activities, principally housing rehabilitation, energy conservation, and accessibility in the Washington Hill area and the neighborhoods surrounding the URA using a neighborhood conservation approach.

**Topography:** The topography within the Project Area varies as it generally slopes from an elevation of about 345 ft at the northernmost point of the Project Area (Crystal Lake) to about 315 ft at lower Main Street, a grade change of about 6 percent. Across from City Hall there is a downward slope to Main Street, and Rear Main Street is at a slightly lower elevation than Main Street. While the variation in slope across the Project Area presents challenges in terms of integrating redevelopment projects into the Downtown mainstream, it does not significantly inhibit Downtown development.

Outside of the project area, essentially in the middle of the “U” described above, is President’s Hill, a steeply sloped residential area rising sharply on the west side from Rear Main to the rear of the Pine

Street properties, and on the east side from Sherman Street across from the manufacturing area. These steep slopes provide a natural boundary between the Downtown business and residential districts on the west and the residential and industrial districts on the east.

#### ***Map A-2: Aerial View of Project Area***

The URA is highly disturbed and, for the most part, densely developed. The aerial view of the Project Area clearly illustrates the distinct types of development, activities and the scale of the URA's existing conditions. For example, the recreational facilities are visible adjacent to Crystal Lake; a high concentration of small buildings cluster the Downtown along Parker and Main Streets; and the massing of large structures on the east side of the URA depicts the seemingly haphazard layout of the industrial area.

#### ***Map 12.02 (1) (G) Parcels to be Acquired***

This map depicts an overall view of the parcels within the URA planned for acquisition. *Table 12.02 (1)-1: List of Acquisition Parcels* presents all properties identified for acquisition, including street address; owner; parcel size; and current parcel use. Please note that only portions of some parcels are to be included in the acquisition and disposition. Parcels already owned by the City are not included in this list.

#### ***Map S-1: Project Area Location***

The City of Gardner is located in north Central Massachusetts approximately 30 miles north of Worcester and 60 miles west/northwest of Boston. Gardner, with a land area of approximately 23 square miles, is bordered by Winchendon and Ashburnham to the north, Westminster to the east, Hubbardston to the south and Templeton to the west. Route 2, a major east-west state highway, runs through the City at the southern end of downtown. State Highway Routes 68 (Timpany Blvd, Main Street and West Street) and 101 (Parker Street and Central Street) also run through Downtown Gardner.

Gardner is part of Worcester County and is home to 20,770 people with a population density of approximately 900 people per square mile (2000 US Census). Gardner is the center of a seven-town region in northwest Worcester County, consisting of the towns of Ashburnham, Hubbardston, Phillipston, Templeton, Westminster, Winchendon and Gardner, with a total population of 58,311 (2008 American Community Survey), with a regional population density of 239 persons per square mile, and a local density of approximately 900 persons per square mile. Nearby cities include Leominster and Fitchburg. Leominster, located about 15 miles to the southeast, has a population of approximately 41,000 residents. Fitchburg, which abuts Leominster to the north, is located just over 12 miles east of Gardner with a population of approximately 40,000 residents. Thus, Gardner is viewed as a small city within the region and the county. Additional information about Gardner is presented in **Section 12.02 (2) Eligibility**.

Table 12.02 (1)-1: List of Parcels to be Acquired

LOCATION	PARCEL ID	ACRES	OWNER	CO_OWNER	CURRENT USE
53 PARK ST	P-26-98-1	0.87	MASS ELEC CO	C/O PROPERTY TAX DEPT	Elec Substa
32 PARKER ST	O-24-3-24	0.78	TAJ MAHAL REALTY LLC		Former cinema Retail > 10,000 SF
57-67 PARKER ST	O-24-121-7	0.25	FALITE JUDITH TRUSTEE OF	MAKI BUILDING TRUST	Apt Over 8
58 MAIN ST REAR	O-24-37C-44A	1.73	RHO LTD		Vac Land Dev
99 MAIN ST	O-23-96-29	0.20	REYES JONATHAN		Apt 4 to 8 Unit
122 MAIN ST	O-23-16-38	0.09	MANNA JOHN H	PATRICIA A MANNA	Apt 4 to 8 Unit
126 MAIN ST	O-23-17-39	0.08	BRAKS TIMOTHY S	CAROL J BRAKS	Retail < 10,000 SF
136 MAIN ST	O-23-18-40	0.09	STRAZDAS RAYMOND E	SHIRLEY A STRAZDAS	Apt 4 to 8 Unit
150 MAIN ST	O-23-19-41	0.29	PARK CHAE	KEE PARK	Retail < 10,000 SF
158 MAIN ST REAR	P-23-21-2	1.80	BUSHWOOD LLC		Ind Warehouse
168 MAIN ST	O-22-24-55	0.16	COUNTRYWIDE HOME LOANS INC		Three Family
178 MAIN ST	O-22-25-56	0.18	AUKSTIKALNIS JAMES TRS OF	A & A REALTY TRUST	Apt 4 to 8 Unit
183 MAIN ST	O-22-87-52	0.15	SAKOUNMOUNG PHUNG		Apt
191 MAIN ST	O-22-86-51	0.16	DEUTSCHE BANK TRUST		Apt
196-198 MAIN ST	O-22-26-57	0.23	KRASKOUSKAS JOHN J & KATHERINE	CO TRUSTEES JONKIT REALTY TR	Office C
199 MAIN ST	O-22-85-50	0.15	ROME JOSEPH L & SYLVIA E	CO-TR H.J.& J.L.ROME REALTY TR	Apt 4 to 8 Unit
202 MAIN ST	O-22-29-60	0.05	ROME JOSEPH L & SYLVIA E TRS	H J & J L ROME RLTY TRUST	Office C
205-213 MAIN ST	O-22-84-49	0.14	ROME JOSEPH L & SYLVIA E TRS	HJ & J L ROME RLTY TRUST	Office C
210 MAIN ST	O-22-30-61	0.18	ROME JOSEPH L & SYLVIA E TRS	HJ & JL ROME RLTY TRUST	Office C
492 MAIN ST	Q-20-48-6	1.33	COLLIER-KEYWORTH CO	C/O LEGGETT & PLATT	Ind Warehouse
MAIN ST	P-23-37B-1	1.53	RHO LTD		Vac Land Dev
MAIN ST	O-22-28-58	1.32	KRASKOUSKAS J J & KATHERINE V	CO-TRUSTEES OF JONKIT RLTY TR	Ind Warehouse
MAIN ST	O-22-27-59	0.09	KRASKOUSKAS J J&KATHERINE V	CO-TR JONKIT REALTY TRUST	Vac Land Unb
82-84 MAIN ST REAR	O-23-10-32	0.22	SARGENT PETER T		Office C
214 MAIN ST REAR	O-22-32-63	0.36	KRASKOUSKAS JJ&KATHERINE V	CO-TR JONKIT REALTY TR	Vac Land Unb
94 PLEASANT ST	O-23-4-15	0.09	RA REALTY TRUST	C/O LAWRENCE PETRICCA SR	Apt 4 to 8 Unit
104 PLEASANT ST	O-23-5-16	0.10	RENES ANTONE W	WANDA F RENES	Single Family MDL-01
138 PLEASANT ST	O-23-9-20	0.04	R.J.M.DEVELOPMENT INC	C/O ALFRED FRAUMENI JR	Blighted Three Family
142 PLEASANT ST	O-23-10-21	0.06	FALITE JUDITH TRUSTEE OF	NEWBURYPORT REALTY TRUST	Blighted Two Family
194 PLEASANT ST	O-22-16-46	0.14	SPOFFORD JORDAN D	MARNE L SPOFFORD	Single Family MDL-01
7 WILLOW ST	O-22-3-74	0.10	MCCUSKER ROBERT E	CAROLE A MCCUSKER	Apt > 8 Units
WILLOW ST	O-22-2-73	0.11	MCCUSKER ROBERT E	CAROLE A MCCUSKER	Vacant Land Dev
10-12 WILLOW ST	O-22-5-48	0.06	RELLSTAB BRIAN J		Other Motor SS C
15 WILLOW ST	O-22-1-72	0.12	CROWLEY KATHLEEN		Auto Repair
WILLOW ST	O-22-4-47	0.23	KRASKOUSKAS J J & KATHERINE	CO-TR JONKIT REALTY TRUST	Vac Land Dev



### **Map S-3: URA West Gardner Square Historic District**

The northwest segment of the URA contains the West Gardner Square Historic District, listed as a National Register Historic District in 1985. The District contains 53 properties and is roughly bounded by City Hall Avenue, Pleasant, Connors, Parker and Central Streets, and the Providence and Worcester Railroad tracks.

The following buildings and/or complexes within the West Gardner Square Historic District had been listed to the National Register prior to 1985:

- Lake Street Fire Station (*2 Lake Street; DCR Heritage State Park Building, within WGSHD*), NRIND 03/25/1980
- Heywood Wakefield Company Complex (*206 Central Street, within WGSHD*), NRDIS 09/15/1983, 5 properties
- Gardner News Building (*309 Central Street, within WGSHD*), NRIND 11/14/1979, 1 property
- Garbose Building (*3 Pleasant Street and 3-10 Parker Street, within WGSHD*), NRIND 04/12/1983, 1 property

In addition, the following property, also located within the URA, is National Register listed:

- Blue Moon Diner (*102 Main Street*), NRIND 12/04/2003, also Diners of Massachusetts NRMPS 12/04/2003, 1 property.

An online search of the Massachusetts Cultural Resource Information System (MACRIS) was conducted to identify inventoried properties within the URA. According to the MHC website, MACRIS data are compiled from a variety of records and files maintained by the Massachusetts Historical Commission (MHC), including but not limited to, the Inventory of Historic Assets of the Commonwealth, National Register of Historic Places nominations, State Register of Historic Places listings, and local historic district study reports. In addition, a review of the MHC inventory files for Gardner was conducted at MHC's office in Boston. There are a number of inventoried properties within the URA, including the following:

- Greenwood Memorial Pool and Bathhouse, circa 1914, determined potentially eligible for the National Register in 2009;
- former Congregation Ohave Shalom Synagogue, 152 Pleasant Street, circa 1912, now the Gardner Music Hall;
- former Colonial Hotel at Pleasant Street and City Hall Avenue, circa 1923, now apartments; and
- former Goodnow-Pearson Store at 14-34 Main Street, circa 1907, now apartments and commercial.

There are also a number of public monuments included on the Inventory that are within the URA, including the Soldier's Monument at Park and Central Streets and various monuments on Pleasant Street.

## 12.02 (2) Eligibility

There are specific criteria established by the Commonwealth of Massachusetts which must be met in order for an area to be designated as an urban renewal area. This section provides an overview of the City of Gardner and its history, followed by a description of the trends and conditions within the URA that demonstrate the physical and economic deterioration which has accompanied its decline. This information presents data and other descriptive material which demonstrate that the project area is a blighted open, a decadent, and/or a substandard area within the definitions of MGL Ch. 121 B, Section 1.

### 12.02 (2) Section 1: Eligibility - Background Information

#### URA Location

As noted in **Section 12.02 (1) Characteristics**, the City of Gardner is located in north Central Massachusetts approximately 30 miles north of Worcester and 60 miles west/northwest of Boston. Gardner has a land area of approximately 23 square miles and is bordered by Winchendon and Ashburnham to the north; Westminster to the east; Hubbardston to the south; and Templeton to the west.

Gardner is part of Worcester County and is home to 20,770 people with a population density of approximately 900 people per square mile (2000 US Census). Gardner is the center of a seven-town region in northwest Worcester County, consisting of the towns of Ashburnham, Hubbardston, Phillipston, Templeton, Westminster, Winchendon and Gardner, with a total population of 58,311 (2008 American Community Survey), with a regional population density of 239 persons per square mile. The nearest cities to Gardner are Leominster and Fitchburg. Leominster, located about 15 miles to the southeast, has a population of approximately 41,000 residents. Fitchburg, located just over 12 miles east of Gardner, has a population of approximately 40,000 residents. Thus, Gardner is viewed as a small city within the region and the county.

The City's main highway connection is State Route 2, also known as the Mohawk Trail, which is a major regional east/west highway serving northern Massachusetts communities linking Boston to New York and provides access to Interstate 91 in Greenfield. There are two Gardner exits from Route 2, with exit rotary ramps located respectively at the southwestern edge and just a quarter-mile beyond the southeastern boundary of the Gardner URA. Interstate 190 lies 15 miles east of Gardner and interconnects with the Massachusetts Turnpike and Route 290 in Worcester.

Gardner is served by freight rail service, which played a major role in the industrial history of the City known for its furniture manufacturing. The Montachusett Regional Transit Authority (MART) provides bus service to the greater Gardner area, with routes within the City as well as intercity routes connecting to Orange, Winchendon, Fitchburg and Leominster. In addition to scheduled service, MART offers dial-a-ride for the elderly, handicapped and medical trips. Currently, Gardner does not have commuter rail service to Boston; the closest commuter rail stop is the Intermodal Center located in Fitchburg, and an extension to Wachusett Station located nine miles east of Gardner is in the planning/design phase.

Gardner is home to MWCC, a public two-year community college offering over 40 associate degrees and certificates, as well as a wide range of continuing education opportunities, located on a 269-acre campus. MWCC recently donated about 10 acres to the newly opened LEED-certified Northeast Veteran Training and Rehabilitation Center. The privately-funded facility serves recovering veterans and their families by combining rehabilitation services, housing and opportunities for academic advancement. Veterans are also allowed a tuition waiver.

Heywood Hospital, initially opened in 1907, is also located in Gardner. The hospital provides a broad range of medical, surgical, obstetrical, pediatric and psychiatric services on an inpatient and outpatient basis. The hospital is currently undergoing a \$30 million dollar expansion.

### Local History

The City of Gardner, settled in 1764 and incorporated in 1785, was named in honor of Col. Thomas Gardner, a Massachusetts political figure and soldier from the American Revolution who was mortally wounded in the Battle of Bunker Hill. When incorporated, Gardner received land grants from the surrounding towns of Ashburnham, Westminster, Templeton and Winchendon.

By 1805 Gardner had become a center for lumber and the furniture industry. The Heywood-Wakefield chair factory complex was created and expanded between 1870 and 1897 and remained for better part of the next century a major factor in the City's economy. Gardner was also the home of the Conant-Ball furniture factory. The Nichols & Stone Chair Company originated in 1762 in nearby Westminster and moved to Gardner at the turn of the 20th century. The middle years of the 19th century brought an influx of immigrants from England, Ireland and Canada. Russians, Finns, Swedes and Poles joined them in the 1890s as the chair-making industry expanded. In 1896, evening naturalization classes established in the City to help immigrants become citizens were commended by the state.

The Simplex Company was founded in Gardner, Massachusetts in 1894 as a time clock company. Simplex operated for over a century under the private ownership of the Watkins family, expanding its business in the 1950s into fire alarm and other building systems. Simplex was acquired in December 2000 by Tyco International. Shortly after the acquisition by Tyco International, Simplex operations in the Sherman/Chestnut Industrial Area were shuttered. Mt. Gardner Seminary, a college for women, was formed in 1884 and the free public library was created in 1886. The City also has a rich history of hand wrought sterling silversmithing begun in 1905 by Arthur J. Stone, widely considered to be the Dean of American Silversmiths. Around the same time period, the State Colony for the Insane at Gardner was constructed, pioneering the use of cottage residences rather than one huge building for patients. The facility is now the North Central Correctional Institution. Gardner was reincorporated as a City in 1923.

### Project Area

**Section 12.02 (1) 2.2** included a detailed description of the U-shaped boundaries of the URA. Because the overall URA spans a large area with varied uses, proposed URP activities are grouped within the below-listed "concentration areas".

- **Park Street Area:** *Park Street and Monument Park; includes Greenwood Memorial Pool complex, DCR Veteran's Skating Rink and a National Grid Company electrical substation. Adjacent to Crystal Lake.*
- **Downtown:** *traditional Downtown, Parker Street, Central Street and Main Street; mixed use with residential and commercial.*
- **Rear Main Street:** *situated behind Main Street extending from West Lynde Street to the Rite Aid parking lot; includes former industrial areas the Heywood Wakefield buildings, parking and the new Levi Heywood Memorial Library.*
- **Gateway:** *from Route 2's Exit 22 rotary at Timpany Boulevard to Willow Street; mixed use.*
- **Lower Main Street:** *along the portion of Main Street and railroad tracks that run parallel to Route 2 from Timpany Boulevard to Union Square; primarily commercial and industrial uses.*
- **Sherman/Chestnut Industrial Area:** *includes former Nichols & Stone and Simplex facilities and active New England Wooden Ware office and factory; primarily industrial with perimeter residential and small warehouse uses along the east side of Sherman Street.*
- **Lynde and School Streets:** *block bounded by Lincoln Street, West Lynde Street, School Street and Cross Street; includes residential along Lincoln Street, CAPS School area and adjacent park along School Street.*

President's Hill, the residential area separating each side of the U-shaped URA, was not included as part of the project area as it is a Neighborhood Strategy Area targeted by the City's CDBG program for streetscape improvements and housing rehabilitation assistance. This area includes Pine, Washington, Grant, Sherman and Peabody Streets. The City of Gardner intends to continue undertaking neighborhood improvement activities, principally housing rehabilitation, energy conservation, and accessibility in the President's Hill area and the neighborhoods surrounding the URA using a neighborhood conservation approach.

The URA encompasses what was historically the nexus of commerce and manufacturing in the City. Once a thriving mix of residential, commercial, and manufacturing activities, the residents of the URA often live, work, and shop all within a compact and walkable urban environment. Government uses, including City Hall, the US Postal Service facilities and various state agencies also once clustered within the URA and brought people into the Downtown vicinity.

Over time, a number of factors have cumulatively resulted in reduced URA activity, higher business vacancy rates, abandoned manufacturing facilities and an increase in substandard housing. These factors have included manufacturing facilities closures, associated job losses in the local economy, the development of automobile-centered strip malls, and new residential subdivisions outside of the City center. In addition, a significant blow to downtown vitality was the loss of state government offices and related jobs in the early 1990's. Closures included a large welfare office and a branch registry office, and staff reductions occurred at a state employment services office. The Gardner District Court also relocated northeast from Downtown to a facility near MWCC. Although Gardner continues to be the economic center for a seven-town region with a population of 58,000, the urbanized center of Gardner and its Downtown has experienced economic disinvestment during the past twenty-five years of outward sprawl.

### ***Business Context***

Three points relative to the business environment are important to note in the discussion of Gardner's urban renewal eligibility. First, the once thriving downtown commercial area has lost its vibrancy. According to local broker estimates, storefront vacancy rates are currently between 20 and 30 percent, resulting in a derelict appearance of some areas, as well as poor upkeep and disrepair as building owners defer maintenance. Secondly, the now-closed major furniture manufacturers left behind vacant and obsolete mill buildings - even successor users like Simplex have long-since moved to more modern facilities elsewhere. While some unused buildings have been slated for reuse for specialty housing (e.g., assisted living at Heywood Wakefield III), others sit vacant, dilapidated and even condemned. *Map 12.02 (1) (S-4): Structure Age in the URA* presents an overview of when structures within the URA were built. Finally, during Gardner's manufacturing heyday there was little or no regulatory oversight regarding the use, storage and disposal of hazardous materials. Residual contamination and small-scale hazardous waste sites are known to be present in the former manufacturing districts. This is reflected in conditions shown in *Map 12.02 (1) (S-5): MassDEP Oil and/or Hazardous Material Sites*. Almost every redevelopment project proposed in Gardner's URA requires site assessment with current owners and developers often unwilling to accept the uncertainty associated with potential cleanup efforts. Thus, the combination of deferred maintenance, obsolete structures and potential hazardous sites has resulted in a prevalence of decadent building conditions.

The current low cost of space in the URA has been the most compelling factor in the attraction and retention of businesses. However, the lease rates required to support rehabilitation, reuse, redevelopment, demolition, and/or remediation are higher than what can be charged under current market conditions, thereby significantly inhibiting such efforts if left to market forces.

### ***Housing Context***

The URA has historically benefited from the close proximity of housing (predominately multi-family with some single family dwellings), which allows residents to access employment and shopping opportunities within convenient walking distance. The majority of the existing housing stock is over fifty years old and much of it has not been properly maintained. Much of this housing is considered "market rate" housing, but it is important to note that the market rents are actually less than the quoted maximum

rents for an “affordable” housing unit, as defined by US Department of Housing & Urban Development’s Fair Market Rents schedule for the Fitchburg-Leominster area, which includes Gardner. This can lead to a situation where a newly constructed or rehabilitated “affordable” unit may, in fact, charge a higher rental rate than an existing market rate unit. This poses a serious challenge for the City in promoting affordable and diverse housing. Gardner, like many communities, is experiencing significant foreclosures. The two census tracts which encompass the URA and the immediately abutting residential neighborhood have had 119 foreclosure starts in the past two years, per the MA Department of Housing and Community Development’s (DHCD) Neighborhood Stabilization Plan amendment, which is an 18.2 percent foreclosure rate for Census Tract 7073 and a 17.0 percent rate for Census Tract 7072.

### **Historic Context**

The West Gardner Square Historic District overlays the northwest portion of the URA, as shown in *Map 12.02 (1) S-3: West Gardner Square Historic District*. According to the 1984 National Register of Historic Places nomination form, the district encompasses about 34 acres, and “represents the business and civic node associated with Gardner’s industrial ventures.” Forty-eight individual buildings and three industrial complexes associated with the former Heywood Wakefield Factory are contained within the District. The commercial and industrial areas of the historic district are characterized by multistory buildings fronting directly on the sidewalk; the civic area is distinguished by two-story buildings on large lots with tree-shaded, landscaped lawns at the front and side of each building. Most of the structures date from the early 20<sup>th</sup> century, and are largely in the classical or Colonial Revival styles. The district also contains a number of monuments.

Another National Register-listed structure in the URA is the Blue Moon Diner at 102 Main Street. The diner dates to 1949 and is part of the Diners of Massachusetts Multiple Property Listing Submission. Additional information pertaining to the age of structures within the URA is presented later in this section.

### **Municipal Demographic Data**

*Table 12.02 (2)-1: Demographic Data*, below, summarizes demographic data for Gardner and the URA based on information from the 2000 US Census and the 2006-2008 American Community Survey. As of the 2000 US Census, the population of Gardner was 20,770, with 8,282 households and 5,085 families residing in the City. The population density of the City was approximately 900 people per square mile (362.4/km<sup>2</sup>). The census indicates the presence of 8,838 housing units at an average density of 398.3/sq mi (153.8/ km<sup>2</sup>). The racial makeup of Gardner was 93.13 percent White, 2.29 percent African American, 0.34 percent Native American, 1.37 percent Asian, 0.08 percent Pacific Islander, 1.22 percent from other races, and 1.58 percent from two or more races. Hispanic or Latino of any race constituted 4.08 percent of the population, while 19.6 percent were of French Canadian decent, 17.6 percent of French decent, and 12.7 percent of Irish ancestry, according to Census 2000.

The URA is located in US Census Tract (CT) 7072 on the west and Census Tract 7073, Block Group (BG) 1 on the east, as depicted in *Map 12.02 (1) (S-6): Census Tracts* in **Section 12.02 (1) Characteristics**. There are 4,286 residents in the URA and the immediate residential area according to

the 2000 US Census. The racial make-up of the URA area is similar to the City of Gardner as a whole, with slightly more white residents, 94.7 percent compared to 93.1 percent citywide.

The Census indicates the presence of 8,282 households, of which 30.3 percent had children under the age of 18 living with them; 44.4 percent were married couples living together; 12.7 percent had a female household with no husband present; and 38.6 percent were non-families. As of 2000, 32.4 percent of all households were made up of individuals and 13.5 percent had someone living alone who was 65 years of age or older. The average household size was 2.35 and the average family size was 2.97. There are 1,958 households in the URA, of which 49.6 percent were family households. About 25 percent of households have persons less than 18 years of age in the URA. The URA has 30.5 percent of married-couple family households, and 13.7 percent of households headed by a female with no husband present.

The age of the City's population was spread out, with 23.7 percent under the age of 18; 7.7 percent from 18 to 24; 31.8 percent from 25 to 44; 20.7 percent from 45 to 64; and 16.1 percent were 65 years of age or older. The median age was 38 years. For every 100 females there were 105.1 males; for every 100 females age 18 and over, there were 103.7 males. The median age for the URA is 34.5 years, slightly younger than the citywide median. The age cohorts for the URA compared to Gardner citywide are depicted in *Figure 12.02 (2)-1: Age Cohorts in Gardner and the URA Neighborhood*, below.

The 2000 Census median income for a household in Gardner was \$37,334. The median household income for the URA is significantly lower than the citywide median. Median household income for CT 7072 is \$33,393, which is 89.4 percent of the Gardner median, and the household median income for CT 7073 BG 1 is \$27,197, which is 81.4 percent of the citywide median. Gardner's median household income per the 2000 Census was 78 percent of the median household income for Worcester County.

The 2000 Census per capita income was \$18,624. The income of about 7.0 percent of families and 9.6 percent of the population was below the poverty line, including 12.8 percent of those under age 18 and 11.7 percent of those ages 65 or over. The per capita income for URA residents is lower than the citywide rate as reported by the 2000 Census. The per capita income for the URA is \$16,833. The poverty rate in the URA area is 16.7 percent compared to a city rate of 9.6 percent.

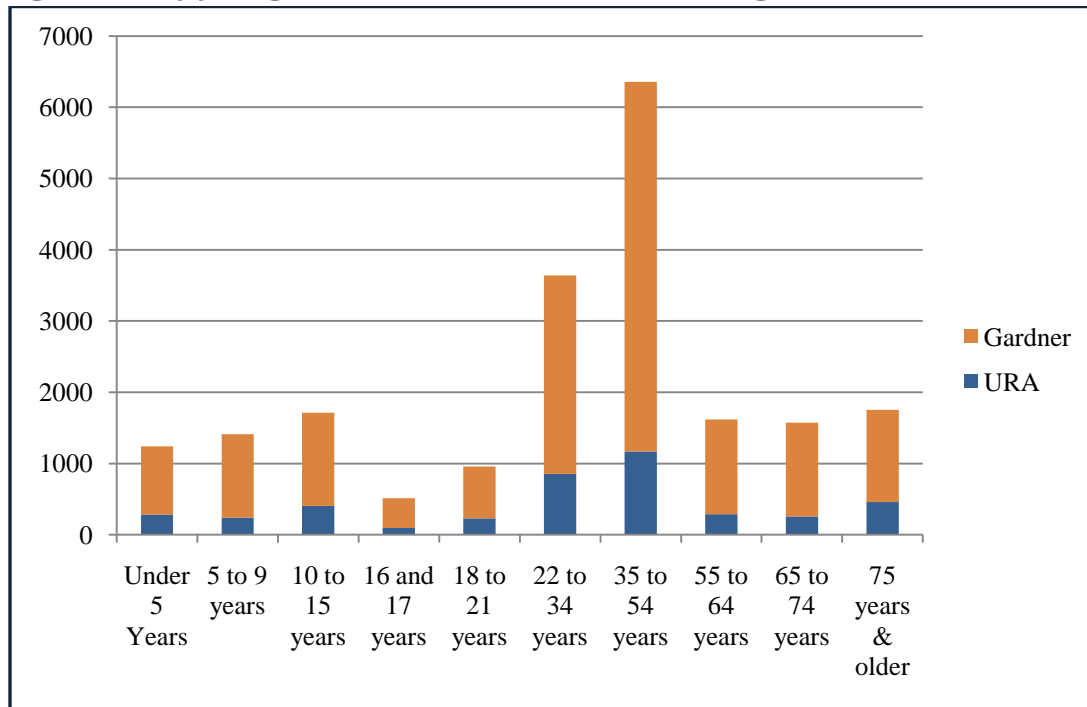
Table 12.02 (2)-1: Demographic Data

	City of Gardner 2000 Census	City of Gardner 2006-2008 American Community Survey	Urban Renewal Area Neighborhood 2000 Census (Census Tract 7202 and Census Tract 7203, Block Group 1)	
<b>Population</b>	20,770	20,682	4,286	
<b>Households</b>	8,312	8,404	1,958	
<b>Median Household Income</b>	\$37,334	\$47,630	<b>CT 7202</b>	<b>CT 7203 BG 1</b>
			\$33,393	\$27,197
<b>Per Capita Income</b>	\$18,624	\$24,938	\$16,833	
<b>Individuals Below Poverty Level</b>	9.6%	10.4%	16.7%	
<b>Housing Units</b>	8,838	8,944	2,266	
<b>Occupied</b>	8,282	8,404	2,029	
<b>Vacant</b>	556	540	237	
<b>Owner-Occupied</b>	54.6%	58.9%	27.6%	
<b>Renter-Occupied</b>	45.4%	41.1%	72.4%	
<b>Educational Attainment</b>				
<b>High School Graduate or Higher</b>	78.2%	82.1%	70.3%	
<b>Bachelor's Degree or Higher</b>	15.2%	20.3%	11.2%	
<b>Median Age</b>	37.5 years	37.4 years	34.5 years	
<b>Foreign Born</b>	7.1%	12.5%	7.7%	

Source: US Census 2000 and 2006-2008 American Community Survey



Figure 12.02 (2)-1: Age Cohorts in Gardner and the URA Neighborhood



Source: 2000 US Census

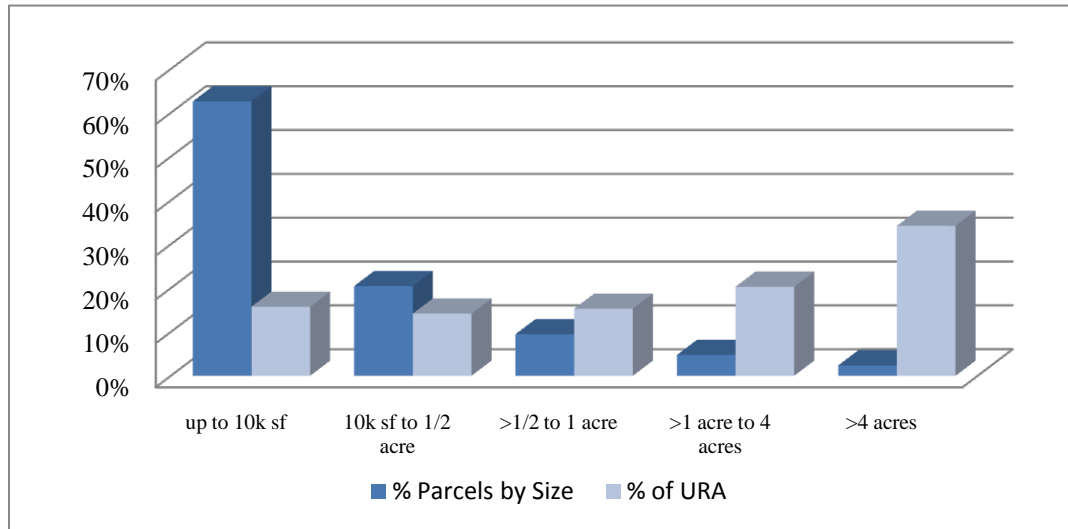
### Property Characteristics and Ownership

Using parcel data provided by the City, properties were evaluated in terms of parcel size, ownership, structure age and condition. Each element is discussed below. Data indicates that the URA contains approximately 337 parcels comprising 151 acres (not including roadways or ROWs).

### Parcel Size

Parcel size ranges from 1,100 square feet to just over eight acres. *Figure 12.02 (2)-2: Parcel Size Distribution*, below, presents parcel size distribution by breaking down the URA by parcel size and by the cumulative area for that size category. This graph shows that the number of some parcel types is disproportionate to the acreage for that type. For example, 211 of the parcels (63 percent) measure less than 10,000 ft<sup>2</sup>. However, while the 63 percent of the parcels are small, their cumulative acreage is only 28 acres, or 16 percent of the overall URA. Conversely, only eight of the 337 parcels (2.4 percent) are greater than 4 acres, but cumulatively those eight parcels total 53 acres, or 34 percent, of the URA.

Figure 12.02 (2)-2: Parcel Size Distribution



Source: City of Gardner

The lots are also inconsistently sized within the URA. Smaller parcels tend to be concentrated in along the Downtown section of Main Street, as well as to the west of Main Street and south of Willow Street. There is also a concentration of smaller parcels in the Sherman/Chestnut Industrial Area on the east side of Sherman Street backing onto the railroad spur. Larger parcels tend to be situated behind – almost hidden behind – buildings along the main streets. Without adequate connections between the main thoroughfares and the parcels it is difficult to redevelop these parcels. In addition, it’s notable that even within the industrial areas, there are small, oddly shaped parcels interspersed with the larger tracts.

### Parcel Ownership

A review of available records indicates that property ownership is widely distributed. Approximately 211 parties own the 337 parcels within the URA; of these, about 158 parties (75 percent) own just one parcel, and 53 parties (25 percent) own multiple parcels. Attachment A presents a list of property owners. The dual factors of diverse ownership and predominantly small lot size have proven to be major impediments to land assemblage for redevelopment in the ordinary course of business.

The largest property owner is the City of Gardner, with 21 parcels comprising 15.9 acres of noncontiguous land throughout the URA. The largest City-owned tracts are a seven-acre parcel on School Street (the CAPS School and surrounding area) and a three-acre parcel on Park Street (Greenwood Memorial Pool). Other large property owners with noncontiguous parcels include Liberty Properties, with three parcels in the Sherman/Chestnut Industrial Area totaling six acres, and the State of Massachusetts with three parcels in the URA totaling 4.9 acres, of which 4.6 acres is associated with the DCR Veteran’s Skating Rink on Park Street.

Private owners of larger tracts of contiguous parcels are primarily situated within the Sherman/Chestnut Industrial Area and include Black Point Realty with 14.6 acres on Sherman Street; the Urquhart Family

LLC with 10.5 acres at School and Sanborn Streets, and New England Woodenware with 6.8 acres. In addition, Boston & Maine Railroad owns 9.7 acres of property on the south side of lower Main Street.

### Structure Age

Within the URA, approximately 220 parcels contain 283 structures. These 220 properties containing structures comprise approximately 100 acres, or 65 percent, of the URA. Some structures are situated on more than one parcel, and some parcels contain more than one structure. *Table 12.02 (2)-2: Age of Structures*, below, breaks down the data by age of structures.

*Table 12.02 (2)-2: Age of Structures*

Year Built	Number of Structures	% of Total
Pre-1900	175	62.6%
1901 to 1940	72	25.4%
1941 to 1960	12	4.2%
1961 to Present	23	8.1%
Unknown	2	0.7%
<b>TOTAL</b>	<b>283</b>	<b>100%</b>

*Source: City of Gardner*

The overwhelming majority of structures were built prior to 1900, with about 88 percent of the structures predating World War II. Thus the URA is dominated by older properties originally built without the benefit of current building and life safety codes and zoning requirements. *Map 12.02 (1) (S-4): Structure Age in the URA*, presented in **Section 12.02 (1) Characteristics**, illustrates structure age throughout the URA. The age of the building stock presents an enormous maintenance challenge which has proven overwhelming to many property owners, as evidenced by the property condition survey discussed below.

### Property Conditions

A building condition survey of properties in the URA was conducted by a licensed architect. The 220 properties containing structures, i.e., “improved” properties, were evaluated in terms of the condition of those structures based on the below-described rating system classifications. If a property had more than one structure in varying conditions, it was rated based on the predominant condition of the primary building.

- **ACCEPTABLE:** *Conditions of the parts of the building span from new to “kept up” so as to appear new, well cared for, and in no need of cleaning or maintenance.*
- **SERVICEABLE:** *Condition of the building parts are in deteriorating shape, in need of paint, washing, caulking, re-pointing, scraping rust, etc. Structure is still able to function at its intended purpose. The condition/deterioration is surficial.*
- **MODERATE DISREPAIR:** *Conditions have worsened past cosmetic repairs. Thin cracks in masonry walls would allow potential for moisture penetration. Damaged exterior walls would be*

*indicative of constant dampness or interior moisture reaching into the interior. The need for repair and attention to the underlying causes would represent moderate disrepair. Broken glass, damaged frames, missing roof shingles, broken, disrupted, or sagging cornice, eaves, and gutters are individual items of this category. These items can be repaired or replaced. Yet entire systems of enclosures have not failed.*

- **SEVERE DISREPAIR:** *Worsening conditions are now past the weather protecting exterior materials of the building. Water/ice entering under or behind these exterior materials will or has degraded the entire structure. Severe disrepair include wide cracks in masonry walls, a sinking foundation, the broken or rotted out conditions of walls, sills, windows, doors, eaves, metal fasteners severely reduced by rust, and entire roofing assemblies missing. It would be disrepair at a level that indicates, or at least suggests, compromised structural integrity.*

The types of structures present in the URA included single and multi-family residential, retail, commercial, manufacturing, storage, warehouse, public and institutional uses. The structural elements of buildings included wood frame, masonry, and steel frame systems. Exterior sheathing included brick, wood, stucco, vinyl, and aluminum. Exterior components evaluated included windows, doors, foundations, roof, cornices/eaves, balcony, porches, exterior stairs, and general outside conditions. Building height ranged from one- to six-stories.

Applying the classification rating system to building conditions indicates that 83 of the 220 properties with buildings fall into the Moderate to Severe Disrepair categories. Thus approximately 38 percent of the properties with buildings in the URA have significant repair and condition issues.

## **12.02 (2) Section 2: Area Eligibility Designation as Decadent**

According to Massachusetts state statutes, M.G.L. Chapter 121B, an urban renewal area must meet the definition of “blighted open”, “decadent”, or “substandard” to be eligible for urban renewal. Such a designation will enable the City to undertake certain revitalization activities to stimulate economic development within the URA. Consequently, this URP evaluates data from a variety of sources to support its recommendation that the Project Area meets the eligibility standards for consideration as a decadent area and that it is improbable that the area would be redeveloped per the ordinary operations of private enterprise. The data, discussed in the previous section, includes City records identifying parcel ownership, land and building assessments, square footage of parcels and structures, usage, and easements. In addition, site inspections and evaluations were completed for property in the URA.

## Definitions for Defining an Urban Renewal Area as Decadent

A decadent area is defined by M.G.L. Ch 121B as: “an area which is detrimental to safety, health, morals, welfare or sound growth of a community because of the existence of buildings which are out of repair, physically deteriorated, unfit for human habitation, or obsolete, or in need of major maintenance or repair, or because much of the real estate in recent years has been sold or taken for nonpayment of taxes or upon foreclosure of mortgages, or because buildings have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced, or because of a substantial change in business or economic conditions, or because of inadequate light, air, or open space, or because of excessive land coverage or because diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped by the ordinary operations of private enterprise, or by reason of any combination of the foregoing conditions.”

To summarize, a decadent area is predominated by the following conditions:

- out of repair facilities;
- physical deterioration of buildings;
- buildings unfit for human habitation;
- obsolete structures;
- buildings requiring major maintenance or repair;
- properties subject of recent foreclosure;
- properties taken for nonpayment of taxes;
- area where buildings have been demolished and are unlikely to be replaced due to business and economic conditions;
- obsolete street patterns, irregular lot sizes or diversity of ownership; and/or
- presenting major redevelopment obstacles.

The City Council and GRA have evaluated the assembled data presented earlier in this section and conclude that said data supports the finding that the URA is, in fact, decadent and that it is improbable that the area will be redeveloped by the ordinary operations of private enterprise due to those conditions.

## The Findings

The finding of decadence is based upon all properties within the URA, not only the properties slated for acquisition. The following statements synthesize the findings based on the assembled data.

1. The loss of the manufacturing economic base in the URA has resulted in substantial detriment to local economic and business conditions, with current commercial vacancy rates locally estimated at between 20 to 30 percent.
2. Residual contamination and small-scale hazardous waste sites mean that redevelopment projects require site assessment, and developers are often unwilling to accept the uncertainty associated with potential cleanup efforts.
3. Predominantly small and irregularly shaped lot sizes with diverse ownership limits the ability of businesses to develop or expand in the URA and thwarts land assemblage.

4. Over 50 acres in the URA are undeveloped, vacant and underutilized.
5. With 88 percent of the structures predating World War II there are significant structural maintenance requirements, but the financial capabilities of owners to reinvest continues to decline.
6. Approximately 38 percent of the properties with buildings in the URA were found to be in moderate or severe disrepair.
7. In certain areas, pedestrian access has been inhibited due to limited interconnections and the perception that vacant, underutilized areas are unsafe.

Each finding is substantiated by supporting documentation below.

**1. The loss of the manufacturing economic base in the URA has resulted in substantial detriment to local economic and business conditions, with current commercial vacancy rates locally estimated at between 20 and 30 percent.**

As previously described, the Gardner URA was once a thriving economic and commercial center driven primarily by the manufacturing of furniture. During the 19<sup>th</sup> and early 20<sup>th</sup> century the URA was a vibrant nexus which provided employment and housing for the local population and a commercial center for business and civic affairs. The City evolved prior to the advent of the automobile, and the development pattern was compact and conducive to pedestrian travel. In the mid- to late-20<sup>th</sup> century, with the rise of the automobile and the gradual loss of manufacturing jobs, the URA began to experience substantial changes to its economic and social underpinnings.

Old manufacturing buildings became vacant. Sporadic reuse, especially on the first floor, occurred, but full reuse has never gained momentum. Many of the mill buildings are currently vacant, in disrepair, or have been recently demolished, leaving open parcels with concrete pads. The Downtown commercial center has continued to lose market share to outlying auto-oriented strip malls and centers which offer abundant parking and spacious new facilities. The City's Economic Development Coordinated estimates current commercial vacancy rates at about 20 percent based on a survey of local commercial real estate brokers.

With the rise of the automobile allowing longer commutes and the loss of the urban employment base, it is no longer necessary to live in the URA in order to be close to work and services. Also, culturally it is no longer common to live in a multi-unit (e.g., a triple-decker) dwelling with extended family as many immigrant families once did. Many of those who could afford it have moved to outlying sections of Gardner and surrounding towns – the “suburban” areas and commute to work and shopping trips via automobile. Those remaining in the URA often are not able to afford the cost of higher living costs associated with a suburban-style single-family home and/or automobile ownership.

**2. Residual contamination and small-scale hazardous waste sites mean that redevelopment projects require site assessment, and developers are often unwilling to accept the uncertainty associated with potential cleanup efforts.**

As shown in *Map 12.02 (1) (S-5)*, quite a few 21E sites have been identified in the URA. The historic manufacturing activities occurred during a time when regulatory oversight was nonexistent, and has resulted in the need for site investigations and increased potential for cleanup activities. Redevelopment within the URA, particularly in industrial areas, is likely to reveal the presence of additional hazardous materials. Because this situation brings with it a level of uncertainty, and potential redevelopers are unwilling to assume a potential liability, redevelopment becomes less likely. Once designated an urban renewal area, the City and GRA can undertake appropriate steps to assess and mitigate the potential for hazardous materials, thus allowing a level of assurance that will promote Brownfield redevelopment.

**3. Predominantly small and irregularly shaped lot sizes with diverse ownership limits the ability of businesses to develop or expand in the URA and thwarts land assemblage.**

A legacy from the timeframe of Gardner's urban development, which pre-dates zoning, is that the URA is comprised of irregularly sized and shaped lots, which has inhibited consolidation and assemblage. As described previously, property ownership is widely distributed with 211 parties owning the 337 parcels within the URA such that 75 percent own just one parcel and 25 percent own multiple parcels. Small parcels are prevalent, with 63 percent measuring less than 10,000 ft<sup>2</sup> and fully 93 percent measuring less than one acre. Further, segments of the URA with larger parcels (i.e., former industrial areas) are interspersed with oddly shaped smaller parcels.

Diverse ownership and predominantly small or irregularly shaped lot size have proven to be major impediments to land assemblage for redevelopment in the ordinary course of business. Businesses that wish to expand or develop in the URA are thwarted due to lack of expansion space or inability to assemble multiple parcels.

**4. Over 50 acres in the URA are undeveloped, vacant and underutilized.**

Recent demolition activities have removed some of the unsafe structures from Rear Main Street and the Sherman/Chestnut Industrial Area. In addition, some of the larger parcels contain buildings which have become functionally obsolete due to age and neglect, but not been replaced or renovated and under existing conditions it is unlikely. A major obstacle is that these parcels are situated behind buildings on main thoroughfares, and there is a significant lack of access. Diversity of ownership and inconsistent lot size pose additional challenges for land assemblage. In Rear Main Street, for example, the former Gem Industries buildings were recently demolished and the property remains vacant. The URP contemplates the assemblage of these properties with adjacent parcels in order to extend Derby Drive to allow access and create much needed parking for existing and proposed Downtown commercial and mixed use development. Derby Drive would replace the current rear Main Street, an unimproved dirt and gravel road. This type of activity will only occur with the implementation of the URP.

**5. With 88 percent of the structures predating World War II there are significant structural maintenance requirements, but the financial capabilities of owners to reinvest and maintain continues to decline.**

City records reveal that over 63 percent of all structures in the URA were constructed prior to 1900. Another 25 percent were constructed between 1900 and 1941. With approximately 88 percent of structures predating World War II, the overwhelming majority of structures can be considered obsolete in terms of design, functionality, code compliance and adaptability to contemporary living and/or working conditions. The structures predating 1900 have likely been retrofitted to some extent with modern building systems (e.g., HVAC, mechanical, electrical and communication systems) that were never contemplated when the buildings were constructed. As the age of the structures advances, the need for significant upkeep and maintenance becomes more pronounced. At the same time owners face major expenses they also face reduced property values and rental revenues based on market forces, with an overall impact of reducing their ability to reinvest.

**6. Approximately 38 percent of the properties with buildings in the URA were found to be in moderate or severe disrepair.**

Based on the building survey described above, a significant number of properties contain buildings with significant repair deficiencies. These conditions are distributed throughout the URA. The deficiencies point to serious concerns regarding health and safety. Fire is a particular concern as the older buildings have repeatedly been retrofitted to accommodate modern efficiencies.

**7. In certain areas, pedestrian access has been inhibited due to limited interconnections and the perception that vacant, underutilized areas are unsafe.**

In evaluating the overall URA condition, it becomes apparent that the larger properties associated with the former manufacturing activities were situated in such a way that they are close to main streets but still somewhat hidden, and access was likely limited on purpose. As the buildings have decayed, there is a pervasive sense of urban disinterest, bringing with it the perception of unsafe conditions. Urban renewal offers the significant opportunity to build connections between the main thoroughfares and the vacant, underutilized areas. Improved access, in conjunction with the application of pedestrian-friendly development design standards, will provide a springboard to rehabilitate and constructively utilize parcels.

## **12.02 (2) Section 3: Area Eligibility Clearance and Rehabilitation**

### **Clearance and Spot Clearance**

Based on inspections of the buildings recommended for demolition, it is reasonable to assert that well over 50 percent of the floor area of the buildings is functionally obsolete, structurally substandard or is not reasonably capable of being rehabilitated for productive use. Some of the buildings were torn down by private owners during the preparation of this study; others have been declared unsafe or condemned by the City. Areas were designated for clearance as a last resort because rehabilitation and reuse is not a feasible option. In addition, given the age and industrial history of the structures, it is likely there are issues with hazardous materials that must be addressed to achieve successful brownfields reuse. *Table 12.02 (2)-3* (see next page) presents a list of the acquisition, clearance, rehabilitation and disposition parcels. Clearance is necessary and justified because more than 50 percent of the floor area of the



buildings proposed for clearance is functionally obsolete, structurally substandard, or not reasonably capable of being rehabilitated for productive use.

Per the guidance materials for M.G.L. Chapter 121B, if conditions warranting clearance do not exist, the appropriate treatment may be spot clearance to remove substandard buildings and blighting influences or spot clearance to provide land for project improvements and supporting facilities that are necessary to achieve the objectives of the Urban Renewal Plan. Spot clearance may involve buildings that are in good condition but whose demolition is necessary to achieve Plan objectives (e.g., reduce density, infrastructure improvements to improve access to and within the area).

The Gardner URP identifies two clearance areas and five “spot” clearance areas. (see last column of *Table 12.02 (2)-3*). Each is discussed below.

### ***Rear Main Street Clearance Area***

The parcels included in the Rear Main Street Clearance Area are listed in *Table 12.02 (2)-3* and shown in *Map 12.02 (1) (b): Boundaries of Proposed Clearance and Rehabilitation Areas*. There are currently ten existing buildings in the clearance area, all of which are deficient. The buildings size totals 116,771 sf, of which 107,959 sf is deficient, representing 92 percent.

### ***Gateway Clearance Area***

The parcels included in the Gateway Clearance Area are listed in *Table 12.02 (2)-3* and shown in *Map 12.02 (1) (b): Boundaries of Proposed Clearance and Rehabilitation Areas*. There are currently eight existing buildings in the clearance area, all if which are deficient. The buildings total 45,295 sf, of which 30,926 sf is deficient, representing 68 percent.

### ***Spot Clearance Areas***

**City Hall Plaza:** Three parcels designated for spot clearance are associated with the proposed City Hall Plaza (parcels O-23-96-29, O-23-5-16 and O-23-4-15). Development of this new public space is necessary to achieve the URP objectives outlined in **Section 12.02 (3) Objectives**. A new urban outdoor space will provide an important anchor for the center of Downtown. The plaza’s connection to Main Street and Pleasant Street in front of City Hall will reinforce the existing strong civic presence and increase Downtown open space. The plaza will provide a pedestrian link and visual connection between Pleasant Street/City Hall and Main Street as well as provide a gathering spot for community gatherings and events, contribute toward creating a “sense of place” in the center of Downtown and strengthen connections between Main Street and the governmental services area (the current employment center) of Downtown.

**138 & 142 Pleasant Street:** These two adjacent parcels each contain a blighted dwelling (parcels O-23-1021 and O-23-9-20, respectively). The properties are privately owned and the structures are vacant and condemned. The City plans to acquire the parcels to clear the sites such that they are suitable for private commercial redevelopment. This will remove a public nuisance and potential hazard from a densely developed mixed use neighborhood.

**National Grid Substation:** A “spot clearance” parcel is the electric substation in the Park Street Concentration Area (parcel P-26-98-1). The relocation of the National Grid Substation from the southern shore of Crystal Lake will provide visual and open space enhancement for the URA by connecting the lakefront to Downtown. As the City has been approached by NGRID regarding a relocation of this aging substation, relocation is anticipated to occur by mutual agreement between the City and National Grid, and may involve a land swap for a parcel on a nearby railroad ROW. Some of the stanchions supporting utility lines feeding into the substation have structural foundations in Crystal Lake, and those structures are due for rehabilitation or replacement. Moving the substation (and associated feed lines) eliminates the need for underwater work associated with these structures. This open space amenity will open up a long obstructed vista to Crystal lake and complement the adjacent municipal pool, City Common, and bikeway recreation amenities. Relocating the substation away from Crystal Lake is significant step in long-term water resource protection as well as open space and recreation.

**Former Gardner Cinema:** The rear portion of the former cinema at 32 Parker Street (parcel O-24-3-24), virtually destroyed by fire and since condemned by the City, is slated for clearance, while the street-front portion would be stabilized by the City and sold to a developer/owner to be rehabilitated for an appropriate commercial reuse.

**Gardner Police Station:** The existing Gardner Police Station at 31 City Hall Avenue (parcel O-24-7-15), considered outdated and inadequate, will be subject to clearance after a new station is constructed along the east side of Main Street in the Rear Main Street concentration area. The City Hall Avenue parcel can be privately redeveloped as a commercial or mixed use building.

### ***Brownfields***

A Phase II Environmental Assessment was conducted on the municipally-owned property used for parking situated off West Lynde Street in the Rear Main Street area. The assessment identified contaminants exceeding reportable thresholds under the Massachusetts Contingency Plan (MCP). Such results were not unexpected, as Rear Main Street was historically used by various manufacturers in the 19<sup>th</sup> and 20<sup>th</sup> centuries. Much of the processing and handling of products and by-products of the manufacturing process pre-dates current knowledge and protocols associated with hazardous materials. Previous assessments undertaken in the Rear Main Street area, e.g., the recently constructed Rite Aid also encountered reportable concentrations of MCP-regulated hazardous materials. Therefore, it is anticipated that remediation is likely to be required as part of the site clearance and preparation activities.

Table 12.02 (2)-3: Parcels for Acquisition, Clearance, Rehabilitation and Disposition

Property	Concentration Area	MAP_PAR_ID	OWNER_CHR	LOCATION	Lot Area	USE_DESCRI	Total Bldg Area	Substandard, Obsolete, Not Rehabable Bldg Area%	Bldg Area	No. of Bldgs	Proposed for Disposition	Proposed Use	Comments	No. DU	No. BUS
Civic Plaza	Civic Plaza	O-23-96-29	REYES JONATHAN	99 MAIN ST	0.20	Apt 4 to 8 Unit	4,398	0	0	1		Spot Clearance for Civic plaza	4 Units	4	
Civic Plaza	Civic Plaza	O-23-5-16	RENES ANTONE W	104 PLEASANT ST	0.10	Single Fam MDL-01	1,983	0	0	1		Spot Clearance for Civic plaza	Single Family	1	
Civic Plaza	Civic Plaza	O-23-4-15	RA REALTY TRUST	94 PLEASANT ST	0.09	Apt 4 to 8 Unit	3,787	50%	1,894	1		Spot Clearance for Civic plaza	4 Units	4	
Rear Main	Rear Main St	O-23-19-41	PARK CHAE	150 MAIN ST	0.29	Retail < 10,000 SF	12,780	100%	12,780	1	x	Commercial Bldg	Cleaners		1
Rear Main	Rear Main St	O-22-24-55	COUNTRYWIDE HOME LOANS INC	168 MAIN ST	0.17	Three Family	7,255	100%	7,255	1	x	Commercial Bldg	3 Units	3	
Rear Main	Rear Main St	O-23-17-39	BRASKS TIMOTHY S	126 MAIN ST	0.09	Retail < 10,000 SF	4,037	50%	2,019	1	x	Commercial Bldg	Comm Res Tavern Vacant		
Rear Main	Rear Main St	O-23-18-40	STRAZDAS RAYMOND E	136 MAIN ST	0.09	Three Family	3,952	100%	3,952	1	x	Commercial Bldg	Triple Decker Vacant?	3	
Rear Main	Rear Main St	O-22-29-60	ROME JOSEPH L & SYLVIA E TRS	202 MAIN ST	0.05	Office C	2,213	100%	2,213	1		Police Station	Vacant HR Block		
Rear Main	Rear Main St	O-22-26-57	KRASKOUSKAS JOHN J & KATHERINE	196-198 MAIN ST	0.25	Office C	10,924	75%	8,193	1		Police Station	Comm Bldg		
Rear Main	Rear Main St	O-22-30-61	ROME JOSEPH L & SYLVIA E TRS	210 MAIN ST	0.18	Office C	7,928	100%	7,928	1		Police Station	Ch of Comm Partially Vacant		2
Rear Main	Rear Main St	O-22-27-59	KRASKOUSKAS JOHN J&KATHERINE V	MAIN ST	see O-22-27-57	Vac Land Unb	see O-22-27-57					Police Station			
Rear Main	Rear Main St	O-23-16-38	MANNA JOHN H	122 MAIN ST	0.10	Apt 4 to 8 Unit	4,277	100%	4,277	1		Commercial Bldg	4 Units	4	
Rear Main	Rear Main St	O-22-25-56	AUKSTIKALNIS JAMES TRS OF	178 MAIN ST	0.19	Apt 4 to 8 Unit	8,126	50%	4,063	1		Police Station	6 Units	6	
Rear Main	Rear Main St	O-22-28-58	KRASKOUSKAS J J & KATHERINE V	MAIN ST	1.32	Ind Warehouse	6,691	100%	6,691			Police Station	Vacant Bldg/Storage		
Rear Main	Rear Main St	P-23-37B-1	RHO LTD	MAIN ST	2.31	Vac Land Dev	0		0			RMS	Vacant Land		
Rear Main	Rear Main St	O-22-32-63	KRASKOUSKAS JOHN J&KATHERINE V	214 MAIN ST REAR	see O-22-28-58	Vac Land Unb	see O-22-28-58				x	Police Station			
Rear Main	Rear Main St	P-23-21-2	BUSHWOOD LLC	158 MAIN ST REAR	1.72	Ind Warehouse	48,588	100%	48,588	1		RMS	Gym Partially Vacant Bldg		3
Rear Main	Rear Main St	O-24-37C-44A	RHO LTD	58 MAIN ST REAR	see P-23-37B-1	Vac Land Dev	see P-23-37B-1		0			RMS	Vacant Land		
Rear Main	Rear Main St	O-23-10-32	SARGENT PETER	82-84 MAIN ST REAR					0			Partial taking of rear of parcel	Vacant land		
Willow St	Gateway	O-22-16-46	SPOFFORD JORDAN D	194 PLEASANT ST	0.14	Single Fam MDL-01	6,091	50%	3,046	1	x	St Alignment and Commercial Dev	1 Unit	1	
Willow St	Gateway	O-22-1-72	CROWLEY KATHLEEN	15 WILLOW ST	0.12	Auto Repair	5,192	100%	5,192	1	x	St Alignment and Commercial Dev	Fred's Auto Body		1
Willow St	Gateway	O-22-2-73	MCCUSKER ROBERT E	WILLOW ST	see 0-22-3-74	Vacant Land Dev	see 0-22-3-74				x	St Alignment and Commercial Dev			
Willow St	Gateway	O-22-5-48	RELLSTAB BRIAN J	10-12 WILLOW ST	0.06	Other Motor SS C	2,445	100%	2,445	1	x	St Alignment and Commercial Dev	Vacant Mixed Use Bldg		
Willow St	Gateway	O-22-4-47	KRASKOUSKAS J J & KATHERINE	WILLOW ST	0.23	Vac Land Dev	0		0		x	St Alignment and Commercial Dev	Vacant Land		
Willow St	Gateway	O-22-3-74	MCCUSKER ROBERT E	7 WILLOW ST	0.10	Apt > 8 Units	4,530	75%	3,398	1	x	St Alignment and Commercial Dev	9 Units	9	
Willow/Main	Gateway	O-22-84-49	ROME JOSEPH L & SYLVIA E TRS	205-213 MAIN ST	0.15	Office C	6,655	100%	6,655	1	x	St Alignment and Commercial Dev	Partially Vacant/Nextel		1
Willow/Main	Gateway	O-22-86-51	DEUTSCHE BANK TRUST	191 MAIN ST	0.16	Three Family	6,957	50%	3,479	1	x	St Alignment and Commercial Dev	3 Units	3	
Willow/Main	Gateway	O-22-85-50	ROME JOSEPH L & SYLVIA E	199 MAIN ST	0.15	Three Family	6,725	50%	3,363	1	x	St Alignment and Commercial Dev	3 Units	3	
Willow/Main	Gateway	O-22-87-52	SAKOUNMOUNG PHUNG	183 MAIN ST	0.15	Three Family	6,700	50%	3,350	1	x	St Alignment and Commercial Dev	3 Units Vacant	3	
Leggat Platt	Lower Main St	Q-20-48-6	COLLIER-KEYWORTH CO	492 MAIN ST	1.36	Ind Warehouse	Vacant	100%	Vacant		x	St Alignment and Commercial Dev	Vacant Land Haz Mat		
Maki Bldg	Downtown	O-24-121-7	FALITE JUDITH TRUSTEE OF	57-67 PARKER ST	0.25	Vacant Comm Bldg	10,773	50%	10,773		x	Rehab	Maki Building Vacant		
Cinema	Downtown	O-24-3-24	TAJ MAHAL REALTY LLC	32 PARKER ST	0.78	Retail > 10,000 SF	33,788	50%	33,788	1	x	Spot Clearance/PrtlDemo and Rehab	Theater Building Vacant		
Blighted	Downtown	O-23-10-21	FALITE JUDITH TRUSTEE OF	142 PLEASANT ST	0.06	Two Family	2,480	100%	2,480	1	x	Spot Clearance/Commercial Bldg	Vacant		
Blighted	Downtown	O-23-9-20	R.J.M.DEVELOPMENT INC	138 PLEASANT ST	0.04	Three Family	1,620	100%	1,620	1	x	Spot Clearance/Commercial Bldg	Condemned Vacant		
Grid	Park St	P-26-98-1	MASS ELEC CO	53 PARK ST	0.87	Elec Substation	NA	100%	NA			Spot Clearance/Community Uses	NGrid Sub Station	NA	NA
<b>Total</b>					<b>11.76</b>		<b>220,895</b>	<b>85.76%</b>	<b>189,439</b>	<b>24</b>				<b>44</b>	<b>8</b>
														<b>Yellow Denotes Owner Occupied</b>	
														<b>2</b>	<b>2</b>
<b>Summary by Concentration Area</b>															
		Civic Plaza	0.38	10,168	NA	1,894	3	Spot Clearance		9	0				
		Rear Main St	6.76	116,771	92%	107,959	10			16	6				
		Gateway	1.27	45,295	68%	30,926	8			19	2				
		Lower Main St	1.36	Vacant	100%	Vacant				0	0				
		Downtown	1.12	48,661	100%	48,661	3	Spot Clearance		0	0				
		Park St	0.87	NA	100%	NA		Spot Clearance		NA	NA				
		<b>Total</b>	<b>11.76</b>	<b>220,895</b>	<b>85.76%</b>	<b>189,439</b>	<b>24</b>			<b>44</b>	<b>8</b>				

## Rehabilitation

The age of the structures within the URA presents both challenges and opportunities during URP implementation. Since many of the URA's structures pre-date the automobile, the existing land use pattern and mix of uses already embodies the desired urban form, containing elements such as pedestrian-friendly streets; mixed uses; pleasing and compatible architectural styles; and highly concentrated development. However, the age of the buildings, in combination with deferred maintenance and neglect, cumulatively pose significant challenges, including functional obsolescence; visual blighting influence; accessibility; and safety code compliance.

The former Gardner Cinema (street-front portion) and the Maki Building, both on Parker Street, are the only rehabilitation projects slated to be acquired by the City. It is anticipated that after acquisition, the City will stabilize the buildings then market them to developers/owners who will rehabilitate the properties. The rest of the properties have been identified as being in need of rehabilitation, with the expectation that they will remain under private ownership and the GRA will provide assistance to owners to facilitate such activities. Overall, the properties identified for rehabilitation do not meet the standards for blighted or decadent, and rehabilitation is proposed to retain and enhance the real estate assets, as well as restore their role in positively contributing to the community fabric and historic context of the URA.

Private rehabilitation efforts will be encouraged and facilitated by the GRA, who will work with the City of Gardner's various boards and departments (e.g., Planning Board; Department of Public Works) to build consensus and establish conditions such that rehabilitation is encouraged. In addition, both the City and the GRA will actively seek funding for elements and overall implementation of the URP including CDBG. Gardner Square Two, Inc., an active proponent of revitalization, will continue to implement activities focusing on Downtown businesses, including celebrations and special events; facilitating small business and property owner use of a planned economic incentive fund; and continued encouragement of business owners to take advantage of the existing sign and façade program. In addition, the Gardner Community Development Corp will look for opportunities for residential redevelopment and Downtown housing opportunities. There are a number of examples that reflect the success of the City's approach, including:

- the Goodnow-Pearson Building Rehabilitation;
- the CDBG on Sherman Street near the industrial area;
- recent façade improvements; and
- proposed CDC mixed use rehabilitation on Main Street.

### 12.02 (2) Section 4: URP Conformity with Local Comprehensive Plan

This URP is in conformance with the Gardner Community Development Plan (2004), which is the most recent comprehensive plan undertaken for the City. The following are key elements of the plan:

- **Housing:** The City should develop affordable and market rate senior housing and assisted living facilities; promote the redevelopment of historic mill buildings through efforts such as the Rear

Main Street project; facilitate the redevelopment of vacant lots and abandoned buildings in and near downtown; and continue to facilitate the rehabilitation of existing housing.

- **Economic Development:** The City should encourage and facilitate retention and expansion of Gardner's businesses; diversify local economy and increase employment by facilitating the attraction of new businesses; conduct strategic planning efforts to reinvest in older industrial and commercial properties; offer development incentives and create unique opportunities for reinvestment in older industrial and commercial properties; enhance community amenities and promote positive image to improve quality of City life; and encourage regional collaboration.
- **Transportation:** Improve selected intersections, including Union Square.
- **Open Space:** Protect Gardner's natural resources; and improve Gardner's recreation resources and facilities. The open space improvements contained in the URP also advance the goals of Gardner's 2006 Open Space and Outdoor Recreation Plan.

The URP's Goals and Objectives, described in **Section 12.02 (3) Objectives**, reflect and promote the above listed action items from the comprehensive plan.

## 12.02 (3) Project Objectives

The Project Objectives discussion contains the following sections:

- **12.02 (3) Section 1 – Urban Renewal Area Goals and Objectives** - introduces the eight goals and associated objectives defined through the urban renewal planning process. The URP addresses a broad range of issues, reflecting the URA’s varied conditions and needs. Concerns include housing, business development, job creation, transportation and transit, recreation and the health of community residents.
- **12.02 (3) Section 2 Overall Redevelopment Strategy** - defines Gardner’s overall vision plan and addresses general URP topics (i.e., design principles, area-wide principles), then delves into the City’s vision for a number of projects. This section highlights the areas where the City plans to focus development efforts and provides a blueprint for the City’s decision-making going forward.
- **12.02 (3) Section 3 Implementation Schedule** – presents a table with the City’s general outlook for implementation of the URP over a 25-year planning period.
- **12.02 (3) Section 4 Economic Benefit** – forecasts the approximate number of jobs that will be retained, how many will be created as a result of the proposed renewal and redevelopment.

The discussion herein relies on the maps presented in **Section 12.02 (1) Characteristics**. This URP is an outgrowth of many recent studies and recommendations, in particular the 2007 Phase I Urban Revitalization Plan; the Rear Main Street Corridor Plan and Revitalization Strategy, 1998; the Downtown Parking Assessment and Garage Feasibility/Design Studies, 2003; and the Derby Drive Traffic and Parking Study, 2009. See Attachment F for a summary overview of the Phase I report, a list of accomplishments to-date associated with Phase I recommendations, as well as selected sections of the document. See Attachment H for a list of studies relevant to urban renewal in Gardner.

### 12.02 (3) Section 1: Urban Renewal Goals and Objectives

The URA was once a thriving mix of residential, commercial, government and manufacturing activity; residents essentially lived, worked and shopped within a fairly concentrated urban area comprised of single and multi-family homes, mills and manufacturing facilities, and concentrations of small supporting businesses. Government uses, including City Hall, the US Postal Service facilities and various state agencies also brought people into the Downtown vicinity. Over time, a number of factors have cumulatively resulted in reduced URA activity, higher business vacancy rates, abandoned manufacturing facilities and an increase in substandard housing. These factors have included manufacturing facilities closures, associated job losses in the local economy, development of automobile-centered strip malls, and new residential subdivisions outside of the City center. In addition, a significant blow to downtown vitality was the loss of state government offices and related jobs in the early 1990’s. Closures included a large welfare office and a branch registry office, as well as staff reductions at a state employment services

office. The Gardner District Court also relocated northeast from Downtown to a facility near MWCC. Although Gardner continues to be the economic center for a six-town region with a population of 58,000, the urbanized center of Gardner and its Downtown has experienced economic disinvestment during the past twenty-five years of outward sprawl. Nonetheless, Downtown Gardner and vicinity have many positive attributes and sustainable features. To use a cliché, the City has “good bones,” and the URP proposes to use this advantage to spur significant redevelopment.

The City’s approach to urban renewal has been systematic and comprehensive, as well as extremely dynamic, continuously adjusting to shifting market forces and economic conditions at the local, regional and state levels. Gardner’s long-term efforts have resulted in a number of small-scale successes in the Downtown, e.g., the new Levi Heywood Memorial Library and the recently renovated Goodnow-Pearson Building. While generally pleased with the progress to-date, stakeholders concur that the City needs a DHCD-approved urban renewal plan take on larger-scale redevelopment opportunities and fully realize their vision for the City’s future. Such an approval would provide the basic tools and framework for moving forward in a meaningful way.

Citizen participation has been an integral component of the URP process. **Section 12.02 (11) Citizen Participation**, supplemented by Attachment I: Public Participation, describe the public outreach process since Phase I. In 2009, two public meetings and three Steering Committee meetings were held to disseminate information, refocus the City’s vision plan, and update the project’s overall goals and objectives. The Steering Committee continues to meet on a regular basis, with two meetings held during winter/spring 2010 and more anticipated in the future.

The URA contains a wide range of urban elements – residential, commercial, industrial and recreational – and the scope of the URP Project Goals and Objectives reflect this range. Below is a list of the eight goals for urban renewal in Gardner, followed by a discussion of the supporting implementation objectives.

### **Gardner’s URP Goals and Objectives**

The URP Goals are first listed below, followed by a discussion of each goal with the specific objectives which support it. These goals are subsequently referred to by number (e.g., Goal #1).

- 1. To foster an environment for businesses to thrive and create sustainable jobs.*
- 2. Celebrate and embrace Downtown Gardner and promote its sustainable characteristics.*
- 3. Reinforce the URA as the civic, business, and cultural nexus of Gardner and surrounding communities.*
- 4. Transform Gardner’s historic manufacturing economic base to serve 21<sup>st</sup> century industry through the reuse and redevelopment of existing industrial properties, and in so doing increase the number and diversity of well-paying jobs in the URA.*
- 5. Encourage and preserve residential and economic diversity and quality of life with safe, attractive housing serving a diversity of incomes and lifestyles.*
- 6. Increase real estate tax income generating properties in the URA.*

7. *Encourage private sector investment and utilize public funds judiciously and strategically as a catalyst for private investment.*
8. *Facilitate land assembly to advance the goals, objectives and activities of the URP.*

The goals and supporting objectives are detailed below.

**1. Goal: To foster an environment for businesses to thrive and create sustainable jobs.**

**Objectives:**

- Continue the District Increment Financing (DIF) approval process for the URA such that funds can be channeled into redevelopment.
- Continue to participate in the MA Economic Development Incentive Program (EDIP) such that businesses within the Economic Opportunity Area of Gardner can take advantage of tax incentives to encourage business growth and increase job opportunities.
- Encourage businesses to utilize streamline permitting and one-stop service at City Hall by publicizing availability through businesses resources (e.g., Greater Gardner CDC website <http://www.ggcdc.org/>) and online government resources (e.g., the City's Economic Development homepage <http://www.grow.gardner-ma.gov/Pages/index>).
- Facilitate private investment by connecting the private sector with both private and public financing tools (e.g., Grow Gardner Fund).
- Implement a new entrepreneurial incentive fund program designed to: support local entrepreneurial growth; reduce vacancy rates for Downtown commercial storefronts; fill vacancies throughout the URA; and increase/retain jobs by fostering local small business growth and productivity.
- Link employers with job training and workforce incentive tools, including programs at MWCC and the North Central Massachusetts Workforce Investment Board.
- Institute permitting predictability and transparency through zoning and design guidelines, which put forth the community's vision for revitalization and promote sound site planning and building design and development.
- Create accessible development sites to enhance marketability and promote redevelopment of under-utilized land by improving wayfinding, conducting site assessment and cleanup, and land assemblage.
- Eliminate eyesores and blighted buildings to improve URA aesthetics, promote redevelopment and infill, and work towards boosting overall perception of the City as a thriving, safe, sustainable urban center. This will be facilitated with construction of much-needed modern police facilities along Main Street/ rear Main Street.
- As a state-certified Green Community, Gardner will encourage energy conservation measures and the use of renewable energy throughout the URA, as well as contribute to reduction of greenhouse gas impacts and improve long-term environmental sustainability.



**2. Goal: Celebrate and embrace Downtown Gardner and promote its sustainable characteristics.**

**Objectives:**

- Continue to cultivate a local “pride of place” by encouraging special events throughout the year that draw a variety of demographics (e.g., families, students, seniors) and/or interest groups (e.g., artists, athletes) into the Downtown, and provide for new public gathering space in the heart of the Downtown’s core. Positive experiences at special events expose visitors to Downtown amenities, provide a strong sense of place and encourage return visits.
- Foster the long-established and successful partnership between the City and Gardner Square Two, Inc., a privately funded business organization that sponsors many improvement projects as well as Downtown events drawing thousands of visitors from all over the state. Annual events include the Sidewalk Sale, Oktoberfest, Halloween Stroll and Season’s Greetings/Memorial Lights Program.
- Enhance outdoor spaces and recreational opportunities to attract visitors to the Downtown. Examples of proposed projects that support this objective include the reopening of the visitor center for a multi-use cultural arts and hospitality facility; development of a new City Hall Plaza, a new civic park connecting Main Street to Pleasant Street; and expansion of the bicycle route from near Crystal Lake to Downtown’s Main Street area.
- Implement streetscape improvements, including lighting, landscaping, walkways and similar elements that enrich the historic character and quality of Downtown.
- Implement design guidelines and appropriate coordination with the Gardner Historical Commission to promote sensitively designed spaces, including adherence to the U.S. Secretary of the Interior’s Standards for the Treatment of Historic Properties for properties and districts listed on the National Register of Historic Places.
- Improve Downtown’s pedestrian-friendly elements by developing multiple pedestrian access points using existing alleys and walkways between Main Street and the Rear Main Street Corridor’s parking areas, as well as to the Pine Street residences (e.g., Sullivan’s Way).
- Improve Downtown’s overall accessibility by encouraging expanded transit service, and user-friendly bus stops. Improve accessibility for vehicles with parking that is easy to find and allows for appropriate parking capacity.
- Improve environmental sustainability by implementation of an overall energy conservation program, promotion of renewable energy throughout the URA, and support of multi-modal transit opportunities.
- Facilitate the volunteer resources and energy of Gardner Square Two, Inc. where possible, including: supporting Downtown activity and celebrations; business assistance and expansion; and improving distribution of small business resources, including the entrepreneurial incentive fund and the façade and signage assistance program.
- Create new lower-cost commercial space in the Rear Main Street area by opening up the rear exposures of buildings on the east side of Main Street, increasing public activity and creating an

inviting environment, thereby providing new small-business opportunities and additional revenue for building owners.

- Increase building occupancy (and eliminate the eyesore of abandoned buildings Downtown) by the redevelopment of the Maki Building, the former Gardner Cinema, and Heywood Wakefield III and IV.

**3. Goal: Reinforce the URA as the civic, business, and cultural nexus of Gardner and surrounding communities.**

**Objectives:**

- Redevelop Rear Main Street, extend Derby Drive, and rehabilitate the historic Heywood Wakefield buildings. These projects are adjacent to the beautiful new Levi-Heywood Memorial Library and associated park on West Lynde Street, and will increase visibility and usage of this important community resource. The library was a Brownfield's project constructed on the former Conant Ball property which launched the City's redevelopment efforts embodied in this URP.
- Improve wayfinding for automobiles, bicycles and pedestrians throughout the URA, as well as support expanded transit opportunities, to allow Gardner to become a multi-modal community. Wayfinding is essentially a user-friendly and systematic approach for orienting and guiding people to specific destinations. A destination could be a district (e.g., business district, medical district) or a use (e.g., parking, library, police station, or City Hall). Wayfinding is needed at differing scales for pedestrians, bicyclists, transit users, and vehicles.
- Encourage opportunities for improved visibility and access to government facilities in Downtown Gardner, including wayfinding and the new City Hall Plaza extending to Main Street.
- Implement design guidelines, create new open spaces, and improve streetscape elements to protect Gardner's rich architectural and historic heritage, celebrate Gardner's cultural heritage and attract people to the Downtown.
- Reopen the visitor center on Lake Street as a hospitality and visitor center with cultural and arts exhibits to expand Downtown attractions and increase Downtown activity. This project may involve a partnership with the Greater Gardner Chamber of Commerce. Other cultural activities could include public events at the proposed City Hall Plaza and a farmer's market.
- Establish a Parking Management District to supplement the existing designated parking meter fund to generate revenues and support continued parking management and accessibility improvements Downtown, including snow removal on sidewalks.

**4. Goal: Transform Gardner’s historic manufacturing economic base to serve 21<sup>st</sup> century industry through the reuse and redevelopment of existing industrial properties, and in so doing increase the number and diversity of well-paying jobs in the URA.**

**Objectives:**

- Foster the redevelopment and repositioning of key properties to increase employment and focus on 21<sup>st</sup> century industry (e.g., technological upgrading and innovation, environmental sustainability and dealing with climate change) to increase the number and diversity of well-paying jobs in the URA.
- Develop and utilize public and private incentives to spur private investment, e.g., DIF and EDIP.
- Develop and administer an entrepreneurial incentive fund to foster local small business growth, productivity and expansion.
- Strategically transfer tax title properties and redevelop into income-producing properties with housing, commercial and industrial uses.
- Initiate land assemblage, site preparation (e.g., infrastructure, site investigations/cleanup) and discussions with prospective businesses to support and encourage redevelopment in key locations.

**5. Goal: Encourage and preserve residential and economic diversity and quality of life with safe, attractive housing serving a diversity of incomes and lifestyles.**

**Objectives:**

- Code enforcement by City officials, first working with property owners to achieve voluntary compliance and, if necessary, by pursuing legal action if a violation is not corrected. This will improve neighborhoods by improving health and safety, as well as the aesthetic appearance. The result fosters orderly community development and improved economic vitality.
- Housing rehabilitation for low, moderate and private market initiatives, emphasizing increasing and the number of owner-occupied units in the URA.
- Incorporate the concept of “workforce housing” into the City’s overall approach to fostering stronger residential markets for diverse income levels. By providing quality workforce housing, Gardner looks to encourage workers to stay in the community, to support local business and increase the local tax base. A healthy mix of quality workforce housing would be both affordable and market rate.
- Adaptive reuse of historic buildings using a mixed-use approach fostering upper-story housing in Downtown Gardner.
- Infill development and rehabilitation of market rate, affordable and workforce housing in appropriate areas of the URA will be encouraged by utilizing available local, state or federal housing initiatives or programs.
- Promote a sustainable, healthier community by strengthening connections between recreational facilities at the Greenwood pools, DCR Veteran’s Skating Rink, North Central Bike Path, etc. and

the URA. Improve pedestrian- and bicycle-friendly conveniences, and provide amenities, e.g., downtown bicycle racks, reopen visitor center for hospitality, hold seasonal farmer's market.

- Improve the quality of community life in Gardner by promoting street-level community-serving retail to provide the type of environment in which local economic activities can thrive.

**6. Goal: Increase real estate tax income generating properties in the URA.**

**Objectives:**

- Strategically transfer tax title properties and redevelop into income-producing properties with housing, commercial and industrial uses. .
- Redevelop and reposition key properties throughout the URA to attract new businesses to the URA, thus increase employment and focus on 21<sup>st</sup> century industry. Specific opportunities for creative reuse include the Maki Building, former Gardner Cinema building, Heywood Wakefield III and IV, the Travers Welding property, and a number of buildings in the lower Main Street and Sherman/Chestnut Industrial Area.
- Develop vacant parcels into active, productive properties by initiating Brownfield's cleanup and tearing down blighted buildings, as appropriate.
- Develop and administer a revolving loan and incentive fund for façade, signage, and energy conservation improvements for commercial and mixed-use properties.
- Acquire tax delinquent and abandoned properties to stimulate reuse.

**7. Goal: Encourage private sector investment and utilize public funds judiciously and strategically as a catalyst for private investment.**

**Objectives:**

- Implement the URP-proposed activities to stimulate the creation of development sites that offer adequate land area, safe access, site improvements and supporting infrastructure such that redevelopment is appealing to the private sector. For example, by taking the initiative to conduct Brownfield site assessments and cleanups at prominent but potentially contaminated properties across the URA the GRA will make strategic public investment likely to encourage private reinvestment by eliminating the role of hazardous substances as a barrier to redevelopment by private interests.
- Connect the private sector with both public and private financing options and incentives to facilitate private investment.
- Improve public infrastructure in the URA, which mutually promotes public presence and private development. For example, the extension of Derby Drive and the Rear Main Street area redevelopment will address a comprehensive parking strategy for Downtown that supports businesses and residences, details the construction of aesthetically pleasing new shared-use parking facilities which incorporates sidewalks, bicycle paths, and landscaping. Introduce the possibility of developing walk-out retail, residential or even restaurant space with outdoor seating

from the basement level of Main Street buildings due to the naturally lower elevation of the proposed parking area.

- Eliminate eyesores and blighted buildings by either rehabilitation or demolition to significantly improve urban perceptions of safety, economic activity, and quality of life.
- Increase visibility, connectivity and access throughout the URA by implementing wayfinding and multi-modal access opportunities, with a “Complete Streets” approach to integrate cars, busses, pedestrians, and bicyclists.

**8. Goal: Facilitate land assembly to advance the goals, objectives and activities of the URP.**

**Objectives:**

- Acquire selected URP parcels to foster the creation of sites of sufficient size and with appropriate access and improvements such that new construction is encouraged and sound redevelopment is facilitated.
- Ensure that developers follow the Gardner zoning and design guidelines, which put forth the community’s vision for URA revitalization and promote sound site planning and building design and development.

## **12.02 (3) Section 2: Overall Redevelopment Strategy**

This URP establishes the approximately 185-acre Gardner URA (151 acres of parcels and 34 acres of streets and ROWs), which is comprised of interdependent commercial, residential and industrial areas. Taking into consideration a variety of market-driven forces since 2007, in particular the significant economic downturn in 2008, as well as the Needs Assessment described in **Section 12.02 (2) Eligibility**, Gardner’s strategy proposes general area-wide approaches to redevelopment, as well as specific urban renewal projects within areas of concentrated effort. Design principles appropriate for each concentrated area are also developed. This URP compiles information necessary to assist private investors in understanding the City’s work with the community and to develop goals, objectives and requirements for development in the URA. This plan will also give the GRA the ability to negotiate directly with potential developers for the development of parcels, and will provide a mechanism for acquiring select parcels necessary to accomplish redevelopment objectives. Finally, the strategy herein identifies certain public actions necessary to make the Gardner URA a sustainable, pedestrian-friendly and healthier community.

### **Gardner’s Redevelopment Vision Statement**

Gardner seeks to transform its economy from the dislocation associated with the decline of the furniture-manufacturing and industrial transition, to a vibrant 21<sup>st</sup> century urban center and economy. Gardner looks to reinforce its role as a regional employment center by reinvigorating and strengthening the Downtown commercial, retail and civic foundation. Gardner URA also strives to be a residential community of choice. In essence, Gardner’s URP is a tool for building healthier work and living spaces with a sustainably strong core that will generate a robust economy, environment and community.

## URA Concentration Areas

The boundaries of the URA, as presented in **Section 12.02 (1) Characteristics**, were defined based on the historic character of the city – the integration of the residential, business and manufacturing districts within a reasonably walkable area. As noted in **Section 12.02 (2) Eligibility**, the overall URA spans a large area with varied uses, and proposed URP activities are grouped within the below-listed “concentration areas”. *Map 12.02 (1) (S-2): URA Concentration Areas* depicts the seven URA concentration areas.

- Park Street Area
- Downtown
- Rear Main Street
- Gateway
- Lower Main Street
- Sherman/Chestnut Industrial Area
- Lynde and School Streets

## Design Principles

Design Principles for this project are important to consider at the beginning of the redevelopment discussion, as they provide the basic building block for Gardner’s overall vision. Because design principles are location-specific (i.e., design standards vary by land use) the discussion focuses on the URP Concentration Areas listed above. *Table 12.02 (3)-1 Gardner URA Design Principles*, below, presents a brief description of each concentration area and an overview of the general design principles associated to be applied within. This discussion focuses primarily on general design guidelines the City will apply to encourage development that is appropriate to the surrounding area’s characteristics in size and scale, and be reflected in/consistent with the zoning ordinances

## Area-Wide Principles for Improvements

There are some approaches to urban renewal that are appropriate to apply across the entire URA in an ongoing manner. While not presented as individual projects, per se, these principles are integrated into the Plan’s objectives as well as provide structure and support to the City’s vision plan by creating incremental, but cumulatively significant improvements. *Table 12.02 (3)-2: Gardner URP Area-Wide Principles for Improvement* summarizes the general principles that will be applied as each improvement project evolves from conception through design to actual implementation.

## URP Redevelopment Strategy

The following sections discuss specific improvements and activities proposed to support the URP within each concentration area. The discussion for each area concludes by referencing the project goals supported by the proposed projects. The goals were presented earlier in **Section 12.02 (3) Section 1**.

### *Park Street Area*

The URA is adjacent to a magnificent natural feature, Crystal Lake, an integral part of the City's water supply system. Although direct access to the 150-acre lake is restricted, there is still a significant opportunity to take advantage of its beautiful scenic features. To capitalize on this asset and strengthen opportunities to link the natural environment to Downtown and Rear Main Street, the URP supports the following projects:

- Extend the existing North Central Pathway recreational bike trails linking downtown Gardner with MWCC and downtown Winchendon, as well as Dunn Pond, to and through Downtown Gardner along Rear Main Street. The extended bike trail will include a rest and hospitality stop at the re-opened visitor center on Lake Street in the Downtown concentration area.
- Redevelop the National Grid electric substation (parcel P-26-98-1) as a recreational open green space to open up the vista of Crystal Lake from northern Main Street, Cottage Street and Park Street. Although National Grid's specific plans for relocating the substation are not determined, it is anticipated that new facilities will be situated to the north along the existing utility line.
- Upgrade the eighty-year old Greenwood Memorial Bath House, a public pool and home to the renowned Greenwood Memorial Swim Club. The pool facility is also used by the swim club to host competitive swim meets, drawing visitors to Gardner from Massachusetts as well as southern New Hampshire.
- Continue and expand a seasonal farmer's market to bring surrounding rural farms into the Downtown to sell fresh products to urban residents and employees.
- Improve wayfinding to enhance the connection between Downtown and recreational features/visitors, creating an additional market for Downtown shopping and dining.

These activities directly support Goal #2, Goal #3, Goal #5 and Goal #6 by improving the aesthetics of the Downtown, increasing open space and recreational opportunities, linking existing recreational facilities with the Downtown residential and commercial areas, and promoting an overall healthier community.

Table 12.02 (3)-1: Gardner URA Design Principles

<b>Concentration Areas</b>						
<b>Park St.</b>	<b>Downtown</b>	<b>Rear Main</b>	<b>Gateway</b>	<b>Lower Main St. Area</b>	<b>Sherman/Chestnut Industrial</b>	<b>Lynde St./School St.</b>
Park St; pool, skating rink and substation.	Traditional Downtown, Parker St., Central St. and Main St.	Rear of Main St. from West Lynde St. to the intersection Willow and Main Streets.	From Route 2/Timpany Blvd. to Willow St.	Main St. & railroad from Timpany Blvd. to Union Square	Former Nichols & Stone & Simplex.	CAPS School area and adjacent park.
<b>Principles To Be Applied For Design</b>						
<ul style="list-style-type: none"> <li>- Strongly link Downtown with recreational facilities and opportunities such that visitors to recreational facilities are encouraged to visit Downtown.</li> <li>- Landscape viewsheds that emphasize natural elements and engage passive and active recreation.</li> <li>- Encourage activities that promote a healthy community.</li> <li>- Expand multi-use trail and pedestrian connections</li> </ul>	<ul style="list-style-type: none"> <li>- Promote pedestrian activity.</li> <li>- Control scale and massing so infill &amp; new buildings are compatible with adjacent buildings, historic elements &amp; pedestrian scale.</li> <li>- Implement sign/ façade guidelines for consistency and aesthetics.</li> <li>- Encourage mixed-use buildings.</li> <li>- Adhere to US Secretary of Interior Standards for Historic Properties.</li> </ul>	<ul style="list-style-type: none"> <li>- Strongly link Downtown with extended Derby Drive and associated parking areas.</li> <li>- Encourage ground floor Rear Main St. business opportunities.</li> <li>- Emphasize streetscape aesthetics and sidewalk access to commercial establishments.</li> <li>- Integrate larger and smaller footprints on a consistent scale.</li> </ul>	<ul style="list-style-type: none"> <li>- Emphasize streetscape aesthetics and sidewalk access to commercial establishments.</li> <li>- Integrate larger and smaller footprints on a consistent scale.</li> <li>- Promote pedestrian activity.</li> <li>- Control scale and massing so infill &amp; new buildings are compatible with historic elements and pedestrian scale.</li> <li>- Implement façade guidelines for consistency and aesthetics.</li> <li>- Encourage mixed-use buildings.</li> </ul>	<ul style="list-style-type: none"> <li>- Limit paved expanses with landscape</li> <li>- Consolidate ingress and egress points &amp; promote interconnectivity of adjoining parcels. Avoid repetitive architectural elements.</li> <li>- For larger footprint retailers, place smaller storefronts close to the street creating sections of more traditional street frontage.</li> <li>- Long-term plan for transit-oriented development at Union Square</li> <li>- Multi-modal connections.</li> </ul>	<ul style="list-style-type: none"> <li>- Rehabilitate and reuse existing structures, where feasible.</li> <li>- Design for flexibility of small but growing businesses.</li> <li>- Promote access to multimodal transportation options.</li> <li>- Buffering residential areas.</li> </ul>	<ul style="list-style-type: none"> <li>- Design for universal accessibility.</li> <li>- Promote open space opportunities.</li> <li>- Promote interconnection of accessible housing and recreation.</li> <li>- Connect with Park Street area.</li> </ul>



*Table 12.02 (3)-2: Gardner URP Area-Wide Principles for Improvements*

<p><b>Job Creation</b></p>	<ul style="list-style-type: none"> <li>• Every URP project to consider the short- and long-term potential for creating and sustaining employment opportunities.</li> <li>• Focus on creating an environment which provides a foundation for small business and entrepreneurs to create and retain good-paying jobs.</li> <li>• Create an entrepreneurial incentive fund to foster job creation and small business growth, productivity, expansion and marketability.</li> </ul>
<p><b>A Clean, Safe, Physical and Natural Environment</b></p>	<ul style="list-style-type: none"> <li>• Facilitate providing residents, workers and visitors with a clean, safe physical and natural environment.</li> <li>• Increase code enforcement and housing rehabilitation throughout URA.</li> <li>• Rehabilitate, where feasible, including façade improvements.</li> <li>• Address the City’s past as a manufacturing center by proactively conducting Brownfields site assessments and remediation activities, particularly focusing on key URP parcels for redevelopment.</li> <li>• Focus on public safety improvements.</li> </ul>
<p><b>Energy Efficiency and Renewable Energy</b></p>	<ul style="list-style-type: none"> <li>• Energy conservation efforts will occur throughout the URA to minimize energy and fuel usage and costs, including encouraging energy retrofiting during commercial and residential rehabilitation, and the incorporation of renewable energy technologies into development and redevelopment opportunities.</li> <li>• Focus attention on enhancing alternative modes of transport, in particular pedestrian- and bicycle-friendly connections, and public transit options.</li> </ul>
<p><b>Access and Circulation</b></p>	<ul style="list-style-type: none"> <li>• Wayfinding to utilize a combination of signs, landmarks, entry portals and pathways for pedestrians, bikes, transit-riders, automobiles and freight trucks throughout the URA, as well as establish stronger connections to nearby hospital and community college.</li> <li>• Wayfinding to provide for customer, employee and resident access in Downtown and the URA with a context-sensitive parking supply and management approach.</li> <li>• Enhance pedestrian connections with paths, streetscape, and amenities.</li> <li>• Maintain multi-modal freight access for commercial and industrial use</li> <li>• Safe and efficient routing of truck traffic.</li> <li>• Comprehensive multi-modal parking management.</li> <li>• Plan for future inter-modal accessibility (e.g., commuter rail).</li> </ul>
<p><b>Promote a Healthy Gardner</b></p>	<ul style="list-style-type: none"> <li>• Increase focus on the broad environmental conditions that promote overall community health.</li> <li>• Increase recreational opportunities, including bike path extensions and Downtown connections where feasible, Greenwood Memorial Pool rehabilitation, conversion of the electrical substation to a public park, a farmer’s market, pedestrian-friendly design, and increased green spaces.</li> </ul>
<p><b>Design Standards</b></p>	<ul style="list-style-type: none"> <li>• Reinforce pedestrian scale and provide for pedestrian/bicycle access.</li> <li>• Appropriate transitions between auto- and pedestrian-oriented districts.</li> <li>• Strengthen historical context.</li> <li>• Enhance connectivity of concentration areas.</li> <li>• Encourage mixed uses and integration of design features.</li> <li>• See <i>Table 12.02 (3)-1</i> for additional details.</li> </ul>

## *Downtown*

Through the URP, the City seeks to restore Downtown's vibrancy and reinforce it as the civic, business and cultural nexus of Gardner and the surrounding communities. The goal is to celebrate Downtown and promote its sustainable features through a series of enhancements and projects encouraging mixed-use buildings with ground level retail and active-service uses for the Gardner region and upper-story residential. The historic context of the URA is extremely important to the essence of Downtown Gardner, and a major thrust of the URP is the preservation of that facet through beneficial reuse and rehabilitation of existing structures, where feasible; enhanced streetscape elements; and opening of the visitor center as multi-purpose cultural center for visitor hospitality, information and the arts.

Downtown Gardner is an historic, pedestrian-centric downtown that has some significant abandoned buildings, namely the fire-damaged former Gardner Cinema structure at 32 Parker Street (parcel O-24-3-24), and the Maki Building at 57-67 Parker Street (parcel O-24-121-7), both of which have been condemned. The absence of vital uses in these buildings creates the image of a declining downtown. The auditorium portion of the former Gardner Cinema was virtually destroyed by fire and has since been condemned by the City. This section would be demolished, but the street-front portion, formerly the cinema lobby with offices above, would be rehabilitated for an appropriate commercial reuse. It is anticipated that the City will stabilize the street front portion of the former cinema and the Maki building to prevent further damage, then market the structures to private develop/owners for rehabilitation. The City will support and assist the rehabilitation efforts through the façade improvements program and grant programs.

The creation of a new City Hall Plaza connecting Main Street with Pleasant Street in front of City Hall will reinforce the existing strong civic presence and increase Downtown open space. The plaza will provide a pedestrian link and visual connection between Pleasant Street/City Hall and Main Street as well as provide a gathering spot for community concerts and events, contribute toward creating a "sense of place" in the center of Downtown and strengthen connections between Main Street and the governmental services area (the current employment center) of Downtown.

In-fill housing, streetscape, enhanced circulation for autos, transit, bikes and pedestrians, wayfinding for parking and enhanced parking management will be all part of the integrated approach to urban renewal improvements for Downtown. Specific public improvements include the addition of street furniture, landscaping, and improved wayfinding along Main Street. To address traffic flow within the Downtown district, the City conducted a transportation and circulation study of the intersection at Main, Parker, Central and Vernon Streets to determine the feasibility of flow improvements at this location. The traffic study considered the transportation impacts and needs of the proposed URP projects. Its recommendations for future transportation management and physical changes are an attachment to the URP.

A mixed-use upgrade of retail and housing involving a partnership between the City and the Greater Gardner Community Development Corporation (CDC) is proposed at 86-96 Main Street (parcel O-23-11-

33). The project involves renovation of the existing building into five units of affordable housing with first floor retail. Energy conservation features will be incorporated into the rehab project.

The existing police station at 31 City Hall Avenue (parcel O-24-7-15), long considered outdated and inadequate, will be demolished after a new station is constructed along the east side of Main Street in the Rear Main Street concentration area (discussed below). The building was converted from an automobile dealership building. The floor plate, building slab, building systems, water damage, and documented mold problems render it functionally obsolete as a police station or for current business or residential uses. Rehabilitation costs are expected to exceed new construction costs due to upgrades necessary to correct deficiencies and meet current building, life safety, and energy code requirements. The City Hall Avenue parcel could then be redeveloped with a commercial or mixed use building.

For all of the above-described activities, sign and façade programs will be utilized to assist small and start-up businesses in downtown during URP implementation. The combination of new gut-rehab space and small-scale enhancements to existing storefronts will enable a range of small businesses and entrepreneurs to locate in Downtown, creating new vitality and jobs. An entrepreneurial incentive fund designed to fill financing gaps, encourage local entrepreneurs and strengthen existing small businesses will be created to serve the Downtown area, as well as other commercial areas throughout the URA. Use of sustainable products and energy conservation will be encouraged. The upgrade of upper-story uses into a variety of residential units serving persons with diverse lifestyles and incomes will foster a 24-hour Downtown.

Proposed activities in the Downtown area promote all eight of the goals listed previously in this section. With its mix of commercial, residential and government uses, the Downtown revitalization strategy embodies all elements of this URP.

### *Rear Main Street*

Rear Main Street was historically the support spine to the Downtown and economic hub of Gardner. Formerly home to a number of manufacturing facilities, the area currently contains a parking lot, footprint remnants of recently demolished factories, an old factory smokestack used as a well-disguised cell tower, and some remaining blighted manufacturing buildings.

The new Levi-Heywood Memorial Library and park situated off West Lynde Street are situated on a brownfields site that was formerly industrial land. The project was the initial public investment to define a new rear Main Street, and as such is the northern anchor for this former manufacturing area.

The focus of the URP along Rear Main Street is to provide key linkages in and around Downtown, the Gateway area, and lower Main Street with strong connectivity with Main Street and the residential area to the east. This will be accomplished through improved pedestrian access, an extended bicycle path, parking to support the existing historic Downtown and redevelopment of Heywood Wakefield III and IV into residential and assisted living. As such, the plan for Rear Main Street includes extension of Derby Drive and associated sidewalk system, streetscape improvements, bicycle path extension, improved

pedestrian linkages to Main Street and public transit, as well as landscaped parking. The Parking Management District will serve the Heywood Wakefield IV redevelopment, which has no available land for parking; provide long-needed off-street parking for existing businesses and residences along Main Street, and support new commercial and civic development along Main Street that will require off street parking. The Main Street business district was originally developed before the automobile and its lack of parking has created a competitive disadvantage contributing to decline and disinvestment. Land acquisition will enable the creation of a site for a new police station and medical or commercial office building to anchor the southern portion of Rear Main Street (see *Table 12.02 (2)-3*). Siting the police facilities along the highly traveled Main Street may have the added benefit of bolstering the perception of public safety in the Downtown and Rear Main Street. A new commercial or medical office building(s) along Main Street just north of the police station would create jobs and augment Downtown Gardner's customer base with additional employees and patients. With Derby Drive visibility, space in the existing buildings along the east side of Main Street can be redeveloped and opened up to Derby Drive, thereby complementing and augmenting downtown retail and services. This will create new, relatively-low cost space opportunities for new small businesses. The immediate focus will be the construction of Derby Drive with related pedestrian and bicycle paths, and the medical-office building with parking.

Rear Main Street activities promote the all eight of the URP goals outlined previously in this section. The elements of the Rear Main Street revitalization strategy will transform an under-utilized and blighted section of town into a vibrant, mixed use resource that enhances and supports the Downtown. The existing brick smokestack structure used for a cell antenna will be retained.

### **Gateway**

The access to Downtown Gardner and rear Main Street is Exit 23 off Route 2. This point of entry from Route 2 stretches to Willow Street, which is when a newcomer actually senses they have passed the typical auto-oriented chain stores near a highway entrance and have arrived in Downtown Gardner. At present, there are decrepit and substandard buildings that frame the Gateway to Downtown, creating a somewhat lackluster first impression. As part of the URP, the Gateway area will be transformed and made more welcoming by implementing intersection improvements; limited street widening; possible creation of a green median; sidewalk and streetscape enhancements; upgraded lighting; and improved traffic flow.

The URP proposes to widen and realign Willow Street to match the Derby Street extension at the intersection with Main street (see *Table 12.02 (2)-3*). As shown in *Map 12.01 (1) (I): Buildings to be Demolished*, structures demolition of structures will occur to accommodate the street widening. Assembled parcels will also accommodate new buildings for commercial/retail development. Recognizing the Gateway's importance as an urban transition area, development will emphasize streetscape aesthetics and sidewalk access to commercial establishments. The City will encourage residential rehabilitation along the north side of Wright Street and the east side of Pleasant Street south of Willow by seeking appropriate grants and funding resources. Redevelopment of the Travers Welding site (parcel P-20-38-9) at the Gateway into a mixed-use, retail, medical-office has commenced. This will

significantly enhance the aesthetics of the Gateway area at Timpany Boulevard and lower Main Street. Screening Hannaford's rooftop HVAC system, perhaps with photo voltaic panels or other green features, is proposed as a means to improve the gateway viewshed because the northbound roadway's elevation allows a clear view of the supermarket's rooftop.

The revitalization strategy for the Gateway section fosters all of the URP goals, with the Gateway's focus on commercial development and street-level aesthetics especially supporting Goal #1, Goal #2, Goal #7 and Goal #8.

### *Lower Main Street*

Main Street connects all of the areas of concentration – Downtown, Rear Main Street, the Gateway, and Sherman/Chestnut Industrial Area. The portion of Main Street referred to as “lower Main Street” runs parallel to Route 2 and the freight railroad tracks. Lower Main Street is also situated such that provides a transportation linkage between two Gardner access points to the primary regional roadway system, Route 2. Exit 23 for Downtown Gardner and Exit 22 for South Gardner essentially “bookend” lower Main Street. Lacking a clear identity, lower Main Street is a mix of predominantly auto-oriented uses (e.g., retail, industry, and housing), abandoned buildings, vacant lots, and potential Brownfield sites.

The lower Main Street area has an intensive blend of uses but lacks the urban character of upper Main Street. The URP proposes to emphasize this area as a connector and buffer with improved streetscape (inclusive of sidewalks); to strengthen the presence of transit operator Montachusett Area Regional Transit (MART) with multi-modal service (bus and eventually commuter rail, with pedestrian, bicycle and vehicular connections); to adapt the auto-oriented street to be more friendly to all modes of transportation; to encourage Brownfield clean-up; and to encourage appropriate in-fill development/redevelopment of commercial, mixed-use, retail and housing.

The parcel situated on the north east corner of the intersection of Sherman and Main Street is slated for acquisition by the City (parcel Q-20-48-6). Recently, a building on this site was demolished by the property owner and when testing revealed contamination remediation was initiated. The City plans to acquire and eventually dispose of the property to a private developer for commercial development. The size and scale of the project will be consistent with the existing conditions of the area. This approach will allay the expressed concerns over environmental liability between seller and buyer while allowing the City to have a greater control over the site's future development. In addition, the URP includes rehabilitation of an existing commercial structure at the corner of Main and Washington Streets (parcel P-20-41-12). While rehabilitation will be the responsibility of the property owner, the City will encourage efforts via the façade improvements program and code enforcement. In addition to the streetscape improvements along lower Main Street, the URP also calls for improved wayfinding to direct visitors to destinations and parking.

Efforts in the lower Main Street vicinity are especially relevant to furthering Goal #1, Goal #4, Goal #6 and Goal #8. With the presence of the MART facility, railroad, and proximity to Route 2, lower Main Street offers exciting potential for integrating intermodal transportation options into Gardner's urban core.

### *Sherman/Chestnut Industrial Area*

The Sherman/Chestnut Industrial Area was historically an employment and manufacturing center for furniture and security devices that largely fueled Gardner's economic engine. In 2008, Nichols & Stone, a 246-year old furniture manufacturer, permanently closed its doors in Gardner. The former manufacturing buildings associated with Nichols & Stone, etc., are not suited for contemporary manufacturing and commercial operations. Some of the facilities were multi-level, some likely have hazardous materials issues, some were cobbled-together buildings with numerous add-ons, and some are dilapidated. The Simplex facility which manufactured fire alarms and time clocks has also closed recently, a large portion of which remains vacant.

The Sherman/Chestnut Industrial Area is to be revived with emphasis on becoming an employment center geared to smaller-scale establishments, including small manufacturers, green industries and small businesses. Urban renewal rehabilitation in the industrial area will be privately undertaken with encouragement and support offered by the GRA, including expedited permitting, grant research assistance, brownfields remediation assistance, and area infrastructure improvements. Retaining existing specialty manufacturers that appear to be thriving, such as Data Cable Guide and New England Woodenware, will also be a priority focus. The aim is to create next-generation space (beyond incubator) for smaller, established businesses that can capitalize on available space and personnel resources. The space would essentially be low-cost and flexible, thus able to accommodate the varied needs of growing businesses. Of the remaining buildings, a combination of demolition and rehabilitation (including energy retrofitting) will be utilized. Personnel to staff the new businesses include the existing workforce with manufacturing skill sets, retrained unemployed furniture or other workers, and new graduates from MWCC. In particular, the college offers training and education in emerging 21<sup>st</sup> century, green and renewable industries.

To this end, the City of Gardner has recently been certified as a Green Community under the MA Green Communities Act. Moreover, the Sherman/Chestnut Industrial Area has the beginning framework for intermodal transport. It is served by freight trucks as well as an active rail spur utilized for materials delivery and product shipping. For people, MART's transit facility is located at the foot of Sherman and Main Street, with bus routes and stops in the Sherman/Chestnut Industrial Area connecting with the Downtown, nearby hospital, community college and surrounding towns.

An important step in making the Sherman/Chestnut Industrial Area more suitable for 21st century commercial and manufacturing businesses is the demolition of eight former Nichols and Stone industrial/manufacturing/warehouse structures and subsequent commercial/retail redevelopment of the site. One of the buildings is on parcel R-21-55-1; the remaining seven are on parcel Q-23-16-23. As noted above, these buildings are outdated and not viable for rehabilitation. The current property owner has undertaken demolition activities. The other closed large-scale manufacturing structure, the Simplex

building on School Street (parcel Q-24-1-1), is slated for rehabilitation, but it is anticipated that this will be undertaken by the private sector with encouragement from the City (e.g., expedited permitting, etc., as noted above). The City plans to reopen the now-abandoned Sanborn Street extending from School Street to South Lincoln Street behind the Simplex building, thus providing good access to Cross Street, and provide streetscape improvements accommodating vehicles and pedestrians with buffers for the adjacent residential area. Brownfield's assessment and remediation will be undertaken, as appropriate. In-fill development sites along lower Main Street will focus on commercial activity that will create jobs and complement the existing industrial/commercial base. Intersection improvements at Main and Chestnut Streets will improve traffic flow at Union Square.

The URP also includes rehabilitation of a number of residences and small warehouse structures along the east side of Sherman Street. These activities will be undertaken using CDBG housing rehabilitation assistance, the façade improvements program and code enforcement.

The strategic redevelopment of the Sherman/Chestnut Industrial Area supports Goal #1, Goal #4, Goal #6, Goal #7 and Goal #8. The efforts present an exciting opportunity for replacing the current blight of the obsolete manufacturing facilities with low cost, flexible space for new and growing businesses.

### *Lynde and School Streets*

This area contains a Gardner Housing Authority property on Lynde Street across from the Sacred Heart School that could be used for new in-fill development featuring universally-accessible family housing, capitalizing on the Northeast Veteran Training and Rehabilitation Center at MWCC assisting re-entry of injured war veterans and their families into the community. Nearby employment opportunities Downtown and in the Sherman/Chestnut Industrial Area could make this a wheel or walk-to-work location with easy access to Downtown.

Activities proposed for the Lynde and School Streets area further Goal #5 and Goal #8. Efforts will provide universally accessible and affordable housing close to job opportunities and shopping facilities associated with Gardner's revitalized urban core, as well as educational facilities at MWCC.

## **12.02 (3) Section 3: Implementation Schedule**

The following tables present an overview of the implementation schedule for projects within each concentration area. Short-term projects are anticipated to occur within a 6-year time frame; mid-term projects within 7 to 13 years; and long-term projects between 14 and 25 years. Some projects appear across time spans because they may be initiated in one phase, but full implementation may be of longer duration based on market conditions, assemblage, resolution of access issues, etc. In addition to the specific projects, the area-wide principles for improvements listed previously in *Table 12.02 (3)-2* will be implemented on an ongoing basis as an element of each project. Those principles reflect the City's goals and objectives for the URP, essentially forming the core values of the urban renewal, included job creation, improving the urban environment, encouraging renewable technologies, promoting community health, and implementing design guidelines.

Table 12.02 (3)-3: Park Street Area Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
• Continue and expand seasonal farmer’s market.	X		
• Use wayfinding to strongly link recreational areas with Downtown (comprehensive budget for wayfinding improvements is included in budget for Gateway Area).	X		
• Extend North Central Bike Trail to Downtown from present terminus at DCR Veteran’s Skating Rink (included in Rear Main Street Area budget).	X	X	
• Undertake a Master Plan for Greenwood Memorial Pool and Bathhouse.	X	X	
• Undertake necessary physical improvements to pool facilities to maintain viability and sustain historical character.		X	X
• National Grid relocation of electric substation at Crystal Lake.			X



Table 12.02 (3)-4: Downtown Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
• Improve wayfinding to Downtown & other destinations for pedestrians, bikes, cars and trucks (wayfinding improvements budget included in Gateway).	X	X	X
• CDC renovation of 86-96 Main Street with five affordable units and first floor retail.	X		
• Rehabilitate Goodnow-Pearson building into market rate apartments with first-floor & rear Main Street commercial.	X		
• Reuse visitor center for multi-use cultural, arts and hospitality facility.	X		
• Infill vacant parcel with commercial development, including parcel assemblage.	X	X	X
• Facilitate occupation of Downtown retail and commercial space (e. g. façade improvement programs, link public/private resources, etc.).	X	X	
• Study and implement traffic/circulation improvements to Parker/Central/Vernon intersection.	X	X	
• Redevelop the Parker Street frontage of former theater building damaged by fire for commercial uses.		X	
• Rehabilitate Maki Building for commercial/mixed use.		X	X
• Create new City Hall Plaza connecting Main Street and City Hall.		X	
• Streetscape improvements to promote historic ambiance, as well as sign and façade improvement programs.	X	X	
• Support and augment volunteer initiatives, e.g., Gardner Square Two, Inc., to promote and celebrate Downtown, Inc.	X	X	X
• Create an entrepreneurial incentive fund to enhance the growth, productivity, stability, expansion and marketability of local small business.	X	X	X
• Redevelop the property vacated on City Hall Avenue when police station moves to Main Street.	X	X	
• Support rehabilitation of selected residential and commercial properties on Parker, Nichols and Main Streets, and City Hall Avenue. Demolish two blighted structures on Pleasant Street.	X	X	X

Table 12.02 (3)-5: Rear Main Street Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
• Rear Main Street extension of Derby Drive, including bike lanes, sidewalks, streetscape amenities and utility rerouting.	X		
• Heywood Wakefield III –Rehabilitation and reuse for assisted living; \$10 million HUD grant awarded.	X		
• Heywood Wakefield IV-- Rehabilitation and reuse.		X	
• Creation and management of parking program to support Downtown, Heywood-Wakefield, and medical-office building needs.	X		
• Extension of Bike Trail to Downtown via Rear Main Street	X		
• Strongly link Rear Main with Main Street and Pine Street, e.g., Sullivan’s Way.	X	X	X
• Improve wayfinding to Downtown & other destinations for pedestrians, bikes, cars and trucks (wayfinding improvements budget included in Gateway).	X	X	X
• Create sites for a medical or commercial building on Main Street and new Police Station to anchor southern segment and interconnect the Gateway, Rear Main and Downtown.	X	X	

Table 12.02 (3)-6: Gateway Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
• Improve wayfinding to Downtown & other destinations for pedestrians, bikes, cars and trucks.	X	X	X
• Pleasant Street & Willow Street building demolition, transitional commercial redevelopment and street alignment.	X		
• Improve aesthetics at "Downtown Gateway" area near Hannaford’s Supermarket.		X	
• Travers Welding commercial development -- Development Overlay Zoning District extended to include commercial use.	X		
• Selected housing rehabilitation--lower Pleasant and Wright Streets.	X	X	X

Table 12.02 (3)-7: Lower Main Street Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
• MART transit enhancements.	X	X	X
• Plan for commuter rail expansion and intermodal facilities.			X
• Commercial development at Main & Sherman Streets; Demolition of select buildings is in process.	X	X	
• Rehabilitate commercial building at west corner of Main and Washington Streets/selected housing rehabilitation.		X	
• Create an entrepreneurial incentive fund to enhance the growth, productivity, stability, expansion and marketability of local small business.	X	X	X
• Environmental remediation and acquisition of property at intersection of Sherman and Main Streets to be combined with commercial development.	X		

Table 12.02 (3)-8: Sherman/Chestnut Industrial Area Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
• Data Guide Cable Relocation and Reuse of Nichols Stone Bldg & selected demolition of others with plans toward large retail user.	X	X	
• Flex space at Simplex buildings	X	X	X
• Demolition of outdated manufacturing structures.	X		
• Rehabilitation/reuse of vacant former Simplex Bldg at 23 Cross Street.		X	
• Site Reuse		X	X
• Reopen abandoned Sanborn Street connecting School and South Lincoln Streets.		X	
• Create an entrepreneurial incentive fund to enhance the growth, productivity, stability, expansion and marketability of local small business.	X	X	X
• Intersection improvements at Main and Chestnut Streets	X		

Table 12.02 (3)-9: Lynde and School Streets Implementation Schedule

Project	Short-Term	Mid-Term	Long-Term
<ul style="list-style-type: none"> <li>Investigate development options on Housing Authority land, including universally accessible family housing.</li> </ul>		X	X

### 12.02 (3) Section 4: Economic Benefits

Implementation of the URP is anticipated to have cumulatively significant economic benefits for the City. The Gardner URP focuses on strengthening the commercial center and industrial/business core of Gardner, so as to encourage and attract private investment yielding jobs and a stronger tax base. Since the urban renewal planning effort has commenced, positive results have already been noticed. The recent \$3 million new private investment in a foreclosed commercial property on Main Street resulted in over twenty newly renovated market rate residential rental units (now 100 percent occupied); creation of three new commercial spaces on Main Street (unleased as of July 2011); and a rear access commercial space (leased as Laundromat). This project was the first new private investment in the Downtown area in nearly twenty-five years. In addition to creating momentum and rehabilitating a boarded-up building, the Goodnow-Pearson building created eight construction jobs, one permanent job, and new customers for Downtown businesses.

The urban renewal process recently served as a catalyst to rejuvenate the longstanding project for redevelopment of a former Heywood Wakefield mill building on Pine Street into an assisted living complex. The project, situated in the Rear Main Street area of the URA, involves the third phase of renovations to former factory complex facilities. Although the project had initially received \$10 million in federal funding in 2002, activity had languished for many years due to additional funding needs. The historic structure has significantly deteriorated in the interim. Recent federal tax credit financing allowed the developers to raise the additional \$12.5 million needed to commence the renovation of about half of the building into 78 apartments. In addition to providing much-needed housing, the project will also create approximately 200 temporary construction positions and 35 full time positions.

Another significant Downtown project involves the Travers Welding facility at 354 Main Street, which until recently consisted of a vacant and condemned warehouse building along with a brick structure. The property, which is situated in the Gateway section of the URA, is undergoing redevelopment for use as office/commercial space. The project is state-funded through the MA Opportunity Relocation and Expansion Jobs Capital Program, and will create an estimated 15 or more jobs.

The Gardner URP intends to reinforce and support the continuation of this incremental private investment that can yield long-term and lasting results with a mix of public and private investment.

### **Economic Benefit for Short-Term Projects**

As noted previously, short-term projects include substantial public investment to extend Derby Drive; rehabilitate the Heywood Wakefield III and IV properties into assisted living units; develop a medical office building and new retail; undertake housing rehabilitation and energy conservation; and commence transportation access improvements with a total estimated public cost of \$54.4 million. This public investment (local, state and federal) will generate approximately 200 construction jobs of three-year duration with construction wages typical of Gardner. It is anticipated that the public investment will spur private activity and new private investment conservatively projected to be \$22 million in the short-term. This could generate an additional 80 to 90 construction jobs. Permanent jobs to be created are estimated to range between 199 and 287 jobs to be incrementally created throughout the initial efforts of the URP. The significant public investment projected in the short-term will establish an environment more conducive and ready for private investment over the long-term, as well as encouraging existing small businesses to grow and expand in Gardner in the URA.

In addition to the permanent and construction jobs created by the URP and related private investment, the City of Gardner's tax base will be substantially enhanced. Although there may be some temporary reduction in some building values due to demolition of deteriorated properties, the effects on the tax base attributable to demolition will likely be minimal. Private redevelopment and new construction in the short-term may yield an additional \$335,000 annually in new real estate taxes by the conclusion of that phase, based on current tax rates.

### **Economic Benefit for Mid- and Long-Term Projects**

Mid- and long-term focus on the six to twelve year period and the twelve to 25 year periods of the URP, respectively, which is a 25-year plan of action. An additional 250 construction jobs are projected during the latter two phases. The creation of permanent jobs is forecasted with increased occupancy in the Sherman-Chestnut Industrial Area, new mixed-use and retail development in downtown and lower Main Street areas. This plan anticipates that much of the growth will be internally generated from the greater Gardner region, so that new permanent job creation will be accomplished in small increments with approximately an additional 200 permanent jobs. An additional \$560,000 annually in new tax revenues are estimated to result from the projected private investment.

There are also qualitative benefits that will contribute and support the economic revitalization of the URA. These benefits include increased walkability and an enhanced bike path system, enabling residents, workers and visitors to traverse the URA by a variety of modes. This will reduce out-of-pocket transportation costs for local residents. The enhanced bike path connection with the North Central bike path system will help draw visitors to the downtown generating additional retail and food sales. The URP also calls for energy conservation and rehabilitation of housing and commercial facilities which will reduce long-term operating costs for residents and businesses, alike.

## **12.02 (4) Financial Plan**

The financial plan for the Gardner URP is based on financial cost estimates of the programs and projects contained within each concentration area and the activities to fulfill the goals and objectives. A brief summary of each item is provided, with additional detail in the budget presented at the conclusion of this section. The financial plan is outlined for all three phases of the URP: the short-term phase, also referred to as Phase I, spans a 5-year period; mid-term, or Phase 2, covers from 6 to 12 years; and the long-term, Phase 3, encompasses the last twelve years of this 25-year plan.

### **Section 12.02 (4) Section 1: Land Assembly**

Land assembly may occur either publicly by the GRA or the City of Gardner or privately by a private developer. The estimated costs for land assembly are based on appraised valuations of the properties to be assembled with a three percent (3%) per annum inflation factor. The total projected costs for land assembly for all three phases of the URP is \$6,165,000 over the 25-year duration of the URP. Appraisals for thirty-five properties were prepared by a licensed professional appraiser familiar with the Gardner market in fall 2010. The total appraisal value in aggregate is \$3,894,800. Although, the URP budget for land assembly exceeds the value identified in the fall 2010 appraisals, the GRA and the City of Gardner believe it is fiscally prudent to retain the \$6,165,000 budget. Land assembly will occur throughout the URP program and values will fluctuate. The \$6,165,000 budget accounts for marginal value increases over time due to inflation. Before acquisition, the GRA will engage a professional, licensed appraiser to evaluate the subject property and prepare an up-to-date appraised value before action on a prospective acquisition is undertaken.

### **Section 12.02 (4) Section 2: Site Preparation Costs**

Site preparation costs include site assessment, demolition (inclusive of partial demolitions, building demolition, foundation removal, and clearance), environmental compliance and clean-up, where necessary, as well as public safety measures, such as temporary fencing when appropriate. Since much of the URA was adjacent or the subject of historic manufacturing and industrial uses and nearly all the buildings in the area were built prior to lead paint regulations, it is presumed that environmental site assessment and clean-up costs will be necessary for all parcels to some extent. There are approximately 151 acres within the URA exclusive of streets and public ways. Site preparation costs are estimated to be \$3,470,000 over the 25-year URP plan.

### **Section 12.02 (4) Section 3: Proposed Public Improvements**

Public Improvements are planned for all seven concentration areas, Park Street Area; Downtown; Rear Main Street; Gateway; lower Main Street; the Sherman/Chestnut Industrial Area; and the School-Lynde Street area over three phases. The total projected project cost for all three phases is \$76,716,800 for the twenty-five year plan. Short-Term/Phase 1 budget is \$47,681,500. Mid-Term/Phase 2 budget is \$15,291,300. Long-Term/Phase 3 budget is \$13,744,000. A \$2.5 million entrepreneurial incentive and assistance fund will be created and operated during all three phases of the URP, and is included as part of

Project costs. The public improvement and project costs for concentration areas are detailed in *Table 12.02 (4)-1: Public Improvement Project Costs*, below. Design and engineering along with related soft costs are being estimated at twenty percent of project costs. A twenty percent contingency is also carried, since proposed public improvement cost estimates are based on early-stage conceptual plans and reflect order of magnitude cost estimates.

*Table 12.02 (4)-1: Public Improvement Project Costs*

<b>Concentration Area</b>	<b>Phase 1: Short-Term</b>	<b>Phase 2: Mid-Term</b>	<b>Phase 3: Long-Term</b>	<b>TOTAL</b>
Park Street Area	\$ -	\$ -	\$ 2,700,000	\$ 2,700,000
Downtown	\$ 2,702,000	\$ 5,350,000	\$ 3,050,000	\$ 11,102,000
Lower Main Street	\$ 782,500	\$ 692,500	\$ 75,000	\$ 1,550,000
Rear Main Street	\$ 29,413,000	\$ 62,000	\$ -	\$ 29,475,000
Gateway	\$ 625,000	\$ 725,000	\$ 350,000	\$ 1,700,000
Sherman/Chestnut Industrial Area	\$ -	\$ 1,950,000	\$ -	\$ 1,950,000
School & Lynde Streets	\$ -	\$ 1,250,000	\$ 3,285,000	\$ 4,535,000
<b>Subtotal Public Improvement Construction Costs</b>	<b>\$ 33,522,500</b>	<b>\$ 10,029,500</b>	<b>\$ 9,460,000</b>	<b>\$ 53,012,000</b>
Entrepreneurial Incentive Fund (EIF)	\$ 750,000	\$ 1,250,000	\$ 500,000	\$ 2,500,000
<b>Subtotal EIF and Public Improvement Construction Costs</b>	<b>\$ 34,272,500</b>	<b>\$ 11,279,500</b>	<b>\$ 9,960,000</b>	<b>\$ 55,512,000</b>
Design & Engineering	\$ 6,704,500	\$ 2,005,900	\$ 1,892,000	\$ 10,602,400
Construction Contingency	\$ 6,704,500	\$ 2,005,900	\$ 1,892,000	\$ 10,602,400
<b>TOTAL</b>	<b>\$ 47,681,500</b>	<b>\$ 15,291,300</b>	<b>\$ 13,744,000</b>	<b>\$ 76,716,800</b>

## Section 12.02 (4) Section 4: Relocation Expenses

The Gardner URP anticipates that there may be some, although limited, relocation expenses of residents and perhaps a business, which will be required during the course of the plan. Relocation expenses are estimated to be \$1,470,000 over the course of the URP.

### Additional URP Costs

The Project budget includes funding for additional studies and evaluations, legal fees, and administration. Additional studies and evaluations during the course of the life of the URP are estimated to be \$1,347,000 during all three phases. This includes funding for appraisals, market analyses, feasibility studies, swimming pool and Park Street area master plan, shared-use parking study, and planning for commuter rail expansion to Gardner. Legal is estimated to be \$574,000 and administration \$2,870,000 during the twenty-five year URP.

## Section 12.02 (4) Section 5: Gross Project Costs

The gross project budget, presented in *Table 12.02 (4)-2 URP Budget – All Phases*, below, for the duration of the Gardner URP, is \$91,862,800. Broken down by phase, the budget for Phase 1 is projected to be \$54,377,500; Phase 2 is \$20,986,300; and Phase 3 is \$16,499,000. The gross project budget includes the public improvement costs enumerated previously in *Table 12.02 (4)-1*, land assembly costs, site preparation costs, relocation costs, funds for additional studies and evaluation, as well as capitalizing the entrepreneurial incentive fund.

### Budget Narrative

#### Land Assembly

Land assembly costs are based on the valuation of the thirty-five parcels identified for potential land assembly. For purposes of budgeting, the highest of the appraised value or the assessed value from the City of Gardner Assessor's Office was used. Land assembly will occur in three concentration areas, namely Downtown, Rear Main Street and the Gateway areas. Downtown activities include assembly of land for redevelopment, such as the theater and Maki buildings on Parker Street and for development of the civic plaza. Rear Main Street land assembly activities include a roadway with sidewalks and a bicycle lane, parking area, and site redevelopment for the commercial building. Gateway activities include land assembly for public improvements and site redevelopment. Total land assembly costs are \$6,165,000.

#### Site Preparation

Site preparation activities include selected demolition, general clean-up and grading, brownfields site assessment, brownfields clean-up, and fencing or other site protection-stabilization measures, when necessary. Site preparation costs are budgeted to be \$3,470,000 over the course of the URP.



Table 12.02 (4)-2: URP Budget – All Phases

	<b>Phase 1: Short-Term</b>	<b>Phase 2: Mid-Term</b>	<b>Phase 3: Long-Term</b>	<b>Total</b>
Land Assembly	\$ 2,785,000	\$ 2,908,000	\$ 472,000	\$ 6,165,000
Site Preparation	\$ 1,780,000	\$ 935,000	\$ 755,000	\$ 3,470,000
Relocation Expenses	\$ 978,000	\$ 492,000	\$ -	\$ 1,470,000
Public Improvements Construction Costs	\$33,522,500	\$10,029,500	\$ 9,460,000	\$ 53,012,000
Entrepreneurial Incentive Fund	\$ 750,000	\$ 1,250,000	\$ 500,000	\$ 2,500,000
<b>Subtotal - EIF and Public Improvement Construction Costs</b>	<b>\$ 34,272,500</b>	<b>\$ 11,279,500</b>	<b>\$ 9,960,000</b>	<b>\$ 55,512,000</b>
Design & Engineering	\$ 6,704,500	\$ 2,005,900	\$ 1,822,000	\$ 10,602,400
Construction Contingency	\$ 6,704,500	\$ 2,005,900	\$ 1,892,000	\$ 10,602,400
Planned Studies & Evaluations	\$ 433,000	\$ 436,000	\$ 478,000	\$ 1,347,000
Legal	\$ 120,000	\$ 154,000	\$ 300,000	\$ 574,000
Administration	\$ 600,000	\$ 770,000	\$ 1,500,000	\$ 2,870,000
<b>TOTAL EXPENSES</b>	<b>\$54,377,500</b>	<b>\$20,986,300</b>	<b>\$17,249,000</b>	<b>\$ 92,612,800</b>
<b>Less Leasing/Land Sale Revenue</b>			<b>(\$ 750,000)</b>	<b>(\$ 750,000)</b>
<b>TOTAL NET BUDGET</b>	<b>\$54,377,500</b>	<b>\$20,986,300</b>	<b>\$16,499,000</b>	<b>\$ 91,862,800</b>

### Relocation

Relocation costs are projected to total \$1,470,000 over the duration of the URP. Thirty-five parcels have been identified for site assembly and acquisition, including 16 parcels that do not require relocation because they are vacant land or vacant buildings. The remaining seventeen parcels include partially vacant buildings. There are 44 residential units in occupied or partially-occupied buildings with an estimated occupancy rate of 75 percent. There are 8 semi-active to active businesses on these properties. Acquisition negotiations for owner-occupied parcels will include relocation consideration. The relocation

budget includes funds for moving and for initial leasing. Exact costs of relocation will vary as to specific situation. In general, the Gardner URP is budgeting \$12,000 to \$15,000 per residential relocation and approximately \$150,000 per commercial relocation. A contingency is carried within the relocation line item to address unforeseen relocation costs and inflation over the duration of the URP.

### ***Public Improvement Costs***

The public improvement cost budget is \$80,017,000. Cost estimates are based on engineer and landscape architect's estimates and experience with comparable projects and are detailed as to concentration area in *Table 12.02(4)-1 Public Improvement Project Costs*, *Table 12.02 (4)-3 Uses of Public Improvement Costs* and *Table 12.02 (4)-4 Sources of Public Improvement Costs* provide further details.

### ***Design & Engineering***

In accordance with accepted cost estimating standards, design and engineering costs and related soft costs, inclusive of permitting, are budgeted to be 20 percent of conceptual cost estimates. Much of the design and engineering costs are for vertical construction which has a higher percentage cost for architectural and engineering costs. Design and engineering for infrastructure costs, such as streetscape, tends to be higher than percentile than general road work. Thus, design and engineering costs are projected to be \$10,602,400 over the life of the URP.

### ***Contingency***

A twenty percent contingency of construction costs is carried as a part of the URP budget. The total amount of contingency for the duration of the URP is \$10,602,400.

### ***Entrepreneurial Incentive Fund***

As a part of the URP program to support and encourage small business start-up and growth, a \$2.5 million Entrepreneurial Incentive Fund is a part of the URP budget.

### ***Additional Studies***

During the course of the URP, it is anticipated that additional studies may be necessary, such as feasibility studies, parking management studies, market analyses, or a swimming pool master plan, for example. \$1,347,000 is budgeted over the 25 years of the URP or one percent of the overall URP budget.

### ***Legal***

Legal costs are budgeted to be \$574,000 over the course of the URP.

Table 12.02 (4)-3: Uses of Public Improvement Costs

Concentration Area	Projects	Phase 1 Short-Term	Phase 1 Short-Term Public†	Phase 2 Mid-Term	Phase 2 Mid-Term Public†	Phase 3 Long-Term	Phase 3 Long-Term Public†	Total	Total Public†
Park St. Area	Redevelopment of the Swimming Pool & National Grid site area along Crystal Lake					\$ 3,000,000	\$ 2,700,000	\$ 3,000,000	\$ 2,700,000
	Sub-Total Park Street Area	\$ -		\$ -		\$ 3,000,000	\$ 2,700,000	\$ 3,000,000	\$ 2,700,000
Downtown	Expand housing downtown: housing & commercial rehabilitation	\$ 500,000	\$ 450,000	\$ 1,000,000	\$ 800,000	\$ 500,000	\$ 350,000	\$ 2,000,000	\$ 1,600,000
	86-96 Main Street redevelopment	\$ 1,352,000	\$ 1,352,000					\$ 1,352,000	\$ 1,352,000
	Re-use of Heritage State Park to a Visitors and Art Center	\$ 500,000	\$ 500,000					\$ 500,000	\$ 500,000
	Facilitate occupation of downtown retail space	\$ 400,000	\$ 400,000	\$ 400,000	\$ 400,000			\$ 800,000	\$ 800,000
	Theater Building Redevelopment			\$ 5,000,000	\$ 2,500,000			\$ 5,000,000	\$ 2,500,000
	Wayfinding			\$ 200,000	\$ 200,000			\$ 200,000	\$ 200,000
	Traffic and pedestrian circulation improvements			\$ 250,000	\$ 250,000			\$ 250,000	\$ 250,000
	Maki Building Redevelopment					\$ 5,000,000	\$ 2,500,000	\$ 5,000,000	\$ 2,500,000
	Infill development			\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 400,000	\$ 400,000

Concentration Area	Projects	Phase 1 Short-Term	Phase 1 Short-Term Public†	Phase 2 Mid-Term	Phase 2 Mid-Term Public†	Phase 3 Long-Term	Phase 3 Long-Term Public†	Total	Total Public†
	Civic Plaza			\$ 1,000,000	\$ 1,000,000			\$ 1,000,000	\$ 1,000,000
	<b>Sub-Total Downtown</b>	\$ 2,752,000	\$ 2,702,000	\$ 8,050,000	\$ 5,350,000	\$ 5,700,000	\$ 3,050,000	\$ 16,502,000	\$ 11,102,000
<b>Lower Main Street</b>	Transition retail development on Main Street (north of Rite Aid)	\$ 150,000	\$ 135,000	\$ 100,000	\$ 90,000			\$ 250,000	\$ 225,000
	Selected housing and building rehabilitation	\$ 375,000	\$ 375,000	\$ 125,000	\$ 125,000			\$ 500,000	\$ 500,000
	MART Transit Enhancements	\$ 25,000	\$ 25,000	\$ 50,000	\$ 50,000	\$ 75,000	\$ 75,000	\$ 150,000	\$ 150,000
	Commercial development at Main & Sherman	\$ 50,000	\$ 47,500	\$ 450,000	\$ 427,500			\$ 500,000	\$ 475,000
	Brownfields cleanup at Pine & Main St.	\$ 200,000	\$ 200,000					\$ 200,000	\$ 200,000
	<b>Sub-Total Lower Main Street</b>	\$ 800,000	\$ 782,500	\$ 725,000	\$ 692,500	\$ 75,000	\$ 75,000	\$ 1,600,000	\$ 1,550,000
<b>Rear Main Street</b>	Creation of parking to support existing & new commercial and housing development.	\$ 1,250,000	\$ 1,250,000					\$ 1,250,000	\$ 1,250,000
	Travers Welding Project*	\$ 25,000	\$ 25,000					\$ 25,000	\$ 25,000
	Heyward Wakefield III*	\$ 23,130,000	\$ 10,000,000					\$ 23,130,000	\$ 10,000,000
	Heyward Wakefield IV	\$ 10,000,000	\$ 2,000,000					\$ 10,000,000	\$ 2,000,000
	Medical /Commercial Building	\$ 200,000	\$ 200,000					\$ 200,000	\$ 200,000

Concentration Area	Projects	Phase 1 Short-Term	Phase 1 Short-Term Public†	Phase 2 Mid-Term	Phase 2 Mid-Term Public†	Phase 3 Long-Term	Phase 3 Long-Term Public†	Total	Total Public†
	Extension of Derby Drive with streetscape	\$ 3,887,000	\$ 3,887,000					\$ 3,887,000	\$ 3,887,000
	Bike lanes and sidewalks (from Park St.)	\$ 619,000	\$ 619,000					\$ 619,000	\$ 619,000
	Rear Main Utility Re-routing	\$ 584,000	\$ 584,000					\$ 584,000	\$ 584,000
	Intersection improvement-- Derby Drive & Main Street	\$ 848,000	\$ 848,000					\$ 848,000	\$ 848,000
	Police Station	\$ 10,000,000	\$ 10,000,000					\$ 10,000,000	\$ 10,000,000
	Sullivan's Way pedestrian linkage			\$ 62,000	\$ 62,000			\$ 62,000	\$ 62,000
	<b>Sub-Total Rear Main Street</b>	<b>\$ 50,543,000</b>	<b>\$ 29,413,000</b>	<b>\$ 62,000</b>	<b>\$ 62,000</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 50,605,000</b>	<b>\$ 29,475,000</b>
Gateway	Gateway Wayfinding & throughout URP	\$ 200,000	\$ 200,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 300,000	\$ 300,000
	Pleasant St and Willow bldg demolition and street widening	\$ 250,000	\$ 250,000					\$ 250,000	\$ 250,000
	Gateway entrance and aesthetics at Hannaford			\$ 500,000	\$ 375,000			\$ 500,000	\$ 375,000
	Housing & Building Rehabilitation	\$ 175,000	\$ 175,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 775,000	\$ 775,000
	<b>Sub-Total Gateway</b>	<b>\$ 625,000</b>	<b>\$ 625,000</b>	<b>\$ 850,000</b>	<b>\$ 725,000</b>	<b>\$ 350,000</b>	<b>\$ 350,000</b>	<b>\$ 1,825,000</b>	<b>\$ 1,700,000</b>
Sh er	Re-use/repair of 23 Cross Street			\$ 1,000,000	\$ 1,000,000			\$ 1,000,000	\$ 1,000,000

Concentration Area	Projects	Phase 1 Short-Term	Phase 1 Short-Term Public†	Phase 2 Mid-Term	Phase 2 Mid-Term Public†	Phase 3 Long-Term	Phase 3 Long-Term Public†	Total	Total Public†
	Main and Chestnut Intersection Improvements			\$ 350,000		\$ 350,000		\$ 350,000	\$ 350,000
	Re-open abandoned Sanborn Street			\$ 600,000		\$ 600,000		\$ 600,000	\$ 600,000
	Sub-Total	\$ -	\$ -	\$ 1,950,000	\$ 1,950,000	\$ -	\$ -	\$ 1,950,000	\$ 1,950,000
	Sherman/Chestnut Industrial Area								
School Lynde	Universal Accessible Park			\$ 1,250,000	\$ 1,250,000			\$ 1,250,000	\$ 1,250,000
	Housing Development					\$ 3,285,000	\$ 3,285,000	\$ 3,285,000	\$ 3,285,000
	Sub-Total School/Lynde Streets	\$ -	\$ -	\$ 1,250,000	\$ 1,250,000	\$ 3,285,000	\$ 3,285,000	\$ 4,535,000	\$ 4,535,000
	<b>TOTAL ALL CONCENTRATION AREAS‡</b>	<b>\$ 54,720,000</b>	<b>\$ 33,522,500</b>	<b>\$ 12,887,000</b>	<b>\$ 10,029,500</b>	<b>\$ 12,410,000</b>	<b>\$ 9,460,000</b>	<b>\$ 80,017,000</b>	<b>\$ 53,012,000</b>
All	<b>Entrepreneurial Incentive Fund</b>	\$ 1,500,000	\$ 750,000	\$ 2,500,000	\$ 1,250,000	\$ 1,000,000	\$ 500,000	\$ 5,000,000	\$ 2,500,000
	<b>TOTAL</b>	<b>\$ 56,220,000</b>	<b>\$ 34,272,500</b>	<b>\$ 15,387,000</b>	<b>\$ 11,279,500</b>	<b>\$ 13,410,000</b>	<b>\$ 9,960,000</b>	<b>\$ 85,017,000</b>	<b>\$ 55,512,000</b>

\* These projects are currently under construction, and represent \$23,155,000 of the budget.

† Public financing does not include the amount of tax credits, e.g., New Markets, Historical, Energy or Low Income Housing Tax Credits.

‡ Project costs do not include design and engineering, construction contingency, planning, site preparation, legal or administrative cost

Table 12.02 (4)-4: Sources of Public Improvement Costs

Concentration		Projects	Total	Public†	Prospective Sources
Area					
Park Street Area	Redevelopment of the Swimming Pool & National Grid site area along Crystal Lake	\$ 3,000,000	\$ 2,700,000	LAWCON funding, Scenic Trails funding; Urban Parks; and local parks funding and private contributions	
	<b>Sub-Total Park Street Area</b>	<b>\$ 3,000,000</b>	<b>\$ 2,700,000</b>		
Downtown	Expand housing downtown: housing and commercial rehabilitation	\$ 2,000,000	\$ 1,600,000	CDBG; MassHousing	
	86-96 Main Street redevelopment	\$ 1,352,000	\$ 1,352,000	DHCD Housing Initiative Funding	
	Re-use of Heritage State Park to a Visitors & Art Center	\$ 500,000	\$ 500,000	Tourism funding; Mass Cultural Council funding for arts centers	
	Facilitate occupation of downtown retail space	\$ 800,000	\$ 800,000	DIF and CDBG; Grow Gardner Fund	
	Theater Building Redevelopment	\$ 5,000,000	\$ 2,500,000	New Market Tax Credits; CDBG; DIF	
	Wayfinding	\$ 200,000	\$ 200,000	MassWorks	
	Traffic and pedestrian circulation improvements	\$ 250,000	\$ 250,000	MassWorks	
	Maki Building Redevelopment	\$ 5,000,000	\$ 2,500,000	New Market Tax Credits; CDBG; DF	
	Infill development	\$ 400,000	\$ 400,000	New Market Tax Credits; CDBG; DF	
	Civic Plaza	\$ 1,000,000	\$ 1,000,000	LAWCON; Urban Parks; DIF	
<b>Sub-Total Downtown</b>	<b>\$ 16,502,000</b>	<b>\$ 11,102,000</b>			
Lower Main Street	Transition retail development on Main Street (north of Rite Aid)	\$ 250,000	\$ 225,000	New Markets Tax Credits; DIF; CDBG; Grow Gardner Fund	
	Selected res and comm. rehabilitation	\$ 500,000	\$ 500,000	CDBG	
	MART Transit Enhancements	\$ 150,000	\$ 150,000	FTA; Livable Communities	
	Commercial development at Main &	\$ 500,000	\$ 475,000	DIF; CDBG; Grow Gardner Fund	

Concentration Area	Projects	Total	Public†	Prospective Sources
Sherman	Brownfields cleanup at Pine and Main Streets	\$ 200,000	\$ 200,000	US EPA Brownfields Assessment
	<b>Sub-Total Lower Main Street</b>	<b>\$ 1,600,000</b>	<b>\$ 1,550,000</b>	
	Creation of parking to support existing & new commercial & housing development.	\$ 1,250,000	\$ 1,250,000	MassWorks and DIF
Rear Main Street	Travers Welding Project*	\$ 25,000	\$ 25,000	MORE Jobs
	Heyward Wakefield III*	\$ 23,130,000	\$ 10,000,000	This project is already underway using HUD funding, CDAG and LIHTC
	Heyward Wakefield IV	\$ 10,000,000	\$ 2,000,000	LIHTC, HOME, Historic Tax Credits
	Medical /Commercial Building	\$ 200,000	\$ 200,000	New Market Tax Credits; MassWorks; DIF
	Extension of Derby Drive with streetscape	\$ 3,887,000	\$ 3,887,000	MassWorks, DIF
	Bike lanes and sidewalks (from Park Street)	\$ 619,000	\$ 619,000	MassWorks, DIF, Scenic Byways, Enhancements
	Rear Main Utility Re-routing	\$ 584,000	\$ 584,000	MassWorks, DIF
	Intersection improvement: Derby Drive & Main	\$ 848,000	\$ 848,000	MassWorks, DIF
	Police Station	\$ 10,000,000	\$ 10,000,000	Municipal Bond
	Sullivan's Way pedestrian linkage	\$ 62,000	\$ 62,000	Livable Communities
	<b>Sub-Total Rear Main Street</b>	<b>\$ 50,605,000</b>	<b>\$ 29,475,000</b>	
Gateway	Gateway & URP Wayfinding	\$ 300,000	\$ 300,000	CDBG, MassWorks or Enhancements
	Pleasant St and Willow bldg demolition and street widening	\$ 250,000	\$ 250,000	CDBG and PWED



Concentration				
Area	Projects	Total	Public†	Prospective Sources
	Gateway entrance and aesthetics at Hannaford	\$ 500,000	\$ 375,000	SRECs, Federal renewable energy tax credits; DIF
	Housing & Building Rehabilitation	\$ 775,000	\$ 775,000	CDBG
	<b>Sub-Total Gateway</b>	<b>\$ 1,825,000</b>	<b>\$ 1,700,000</b>	
Sherman/ Chestnut Industrial Area	Re-use/repair of 23 Cross Street	\$ 1,000,000	\$ 1,000,000	DIF and Energy Conservation funding
	Main / Chestnut Intersection Improvements	\$ 350,000	\$ 350,000	FTA/FHWA Livable Communities
	Re-open abandoned Sanborn Street	\$ 600,000	\$ 600,000	MassWorks; Chapter 90
	<b>Sub-Total Sherman/Chestnut Industrial Area</b>	<b>\$ 1,950,000</b>	<b>\$ 1,950,000</b>	
School/ Lynde Streets	Universal Accessible Park	\$ 1,250,000	\$ 1,250,000	LAWCON and Urban Parks, CDBG, Private contributors
	Housing Development	\$ 3,285,000	\$ 3,285,000	LIHTC, Section 202 Housing; CDBG; and Gardner Housing Authority
	<b>Sub-Total School/Lynde Streets</b>	<b>\$ 4,535,000</b>	<b>\$ 4,535,000</b>	
<b>Sub-Total Public Improvement Construction Costs</b>				
<b>TOTAL ALL CONCENTRATION AREAS‡</b>		<b>\$ 80,017,000</b>	<b>\$ 53,012,000</b>	
All Areas	<b>Entrepreneurial Incentive Fund</b>	<b>\$ 5,000,000</b>	<b>\$ 2,500,000</b>	Financial institutions, EDA, CDBG, DIF
<b>TOTAL</b>		<b>\$ 85,017,000</b>	<b>\$ 55,512,000</b>	

\* These projects are currently under construction, and represent \$23,155,000 of the budget.

† Public financing does not include the amount of tax credits, e.g., New Markets, Historical, Energy or Low Income Housing Tax Credits.

‡ Project costs do not include design and engineering, construction contingency, planning, site preparation, legal or administrative costs.

### Administration

Administration and implementation of the URP will require staff and support services. \$2,870,000 is budgeted for administration, which is an average of \$114,800 annually over the course of the URP.

### *Leasing Revenue & Land Sales*

The Redevelopment Authority anticipates minimal leasing and land sale revenue in the range of \$500,000 to \$1,000,000. For budgetary purposes, \$750,000 of leasing and land sale revenues is projected.

### **Section 12.02 (4) Section 6: Net Project Costs**

The Gardner URP relies significantly on public-private partnerships, with the public sector through the URP investing in public infrastructure, assisting with land assembly and site preparation. It is envisioned that the private sector will also take the initiative for land assembly and site preparation activities, which are not included in the project budget. It is anticipated that during the course of the plan that the City, through its Redevelopment Authority, may recoup \$500,000 to \$1,000,000 through land sales or leasing that can offset anticipated project costs. Thus, the net cost of the URP less projected sales and lease revenue is \$91,862,800.

Thirty-five parcels were identified for site assembly and acquisition. Twenty-five (25) of the thirty-five (35) parcels, or nearly three-quarters of the parcels, being assembled for public purposes such as roadway improvements, civic plaza, street alignment and intersection improvements and construction of a police station. As such, the GRA anticipates limited revenue through leasing and land sales. Since nine parcels slated for acquisition are proposed for commercial and housing purposes, the GRA anticipates that it may generate \$500,000 to \$1,000,000 in lease or land sales revenue over the course of the URP. To spur private investor participation, the GRA anticipates that it may need to underwrite land costs as part of the redevelopment effort.

### **Section 1.02 (4) Section 7: Sources of Funding**

The Gardner URP intends to rely on a mix of funding sources including federal, state, and local funding to spur private investment to implement the URP. Thus, the City of Gardner has an approved Invested Revenue District which approximates the boundaries of the URP. The City of Gardner has already taken the first steps for financing the URP plan with District Improvement Financing (DIF). Although DIF financing is not sufficient for the overall 25-year URP, it demonstrates the significant local commitment to URP implementation. DIF funds will be used to leverage state and federal funds to enable additional private sector investment. The use of tax credits, such as state and federal historic tax credits and New Market Tax Credits, is planned to further entice private sector investment.

For major project components, such as Rear Main Street, it is anticipated the legislatively-designated funds may be needed. The City and the Gardner Redevelopment Authority will need to aggressively pursue state and federal grant funding to assist in financing and implementing the URP, as well as urban renewal funding (when restored by the state legislature). The City of Gardner and the GRA should also consider requesting designation of the URP as a Growth District as part of the funding strategy. The City's designation as a Green Community will provide additional potential funds for the URP. If there is a significant new employer or large expansion of a business with out-of-state sales, the Commonwealth's I-Cube – Infrastructure Investment Initiative—may be a potential source of funding for

infrastructure, particularly Rear Main Street. The prospective funding sources for each concentration area are noted below in *Table 12.02(4)-5, Prospective Funding Sources*.

*Table 12.02 (4)-5. Prospective Funding Sources*

Concentration Area	TOTAL	Anticipated Funding Sources
Park Street Area	\$ 2,700,000	Private corporate contributions and open space funding, such as LAWCON funding; EPA and environmental funding to protect drinking water sources; and potentially Community Preservation Act funding, if locally adopted. Urban Renewal funding as it becomes available (when restored).
Downtown	\$ 11,102,000	Downtown projects will include a mix of funding sources including CDBG funding, Downtown Initiative funding; a mix of public and private financing with the use of state and federal historic tax credits, New Markets Tax Credits, and possibly Low Income Housing Tax Credits (LIHTC); supplemented with funding from CEDAC, MassDevelopment; EPA brownfields site assessment, Gardner’s EPA-funded brownfields revolving loan fund, and District Improvement Financing. LAWCON and Urban Parks funds could support the Civic Plaza. PACE Bonds and Green Communities can be used for energy conservation. Formation of a Business Improvement District would provide additional resources for programmatic activities in the downtown. The Community Preservation Act funding, if locally adopted, could be additional source of funds for downtown improvements related to open space, historic preservation or affordable housing, and DIF. Urban renewal funding, as it becomes available (when restored).
Lower Main Street	\$ 1,250,000	MORE Jobs funding, CDBG, private funding sources. Urban renewal funding, as it becomes available (when restored).
Rear Main Street	\$ 29,475,000	MassWorks funds; MORE Jobs, DIF, US Economic Development Administration, Green Communities, and Transit-Oriented-Development funding to support street and bike path extensions. The local Brownfields Revolving Loan Fund can assist with brownfields remediation. Funding parking improvements may require public-private partnership and additional legislative-designated support. New Markets Tax Credits and Mass Development financing are likely sources for medical office facility. Urban renewal funding, as it becomes available (when restored). DIF, LIHTC, Historic Tax Credits, Enhancements, Scenic Byways and HOME funds will all be utilized.

<b>Concentration Area</b>	<b>TOTAL</b>	<b>Anticipated Funding Sources</b>
Gateway	\$ 1,700,000	CDBG and energy-related funding, such as PACE bonds. Urban renewal funding, as it becomes available (when restored); Enhancements
Sherman/Chestnut Industrial Area	\$ 1,950,000	MassWorks funding for infrastructure. CDBG, District Improvement Financing and the Brownfields Revolving Loan Fund to address blighted properties. PACE Energy Bonds and Green Community funds for energy conservation. Urban Renewal funding, as it becomes available (when restored). New market Tax Credit; DIF.
School & Lynde Streets	\$ 4,535,000	HUD 202 program to support housing, state housing resources, and CDBG funding. Open space improvements to be funded by LAWCON or Urban Parks funding. Urban Renewal funding, as it becomes available (when restored).
Entrepreneurial Incentive Fund	\$ 2,500,000	This fund should be capitalized with a mix of funding commitments from local financial institutions, CDBG, EDA funding, SBA resources, urban renewal funds (once restored) along with private sources.
<b>TOTAL</b>	<b>\$ 85,017,200</b>	

## 12.02 (5) Requisite Municipal Approvals

As required by c.121B, Section 48, evidence of the required municipal approvals is to be included in the Attachments of the final URP. Specifically, Final URP Attachments include the below-listed items.

- Declaration of Necessity from the GRA – *Attachment B*
- Evidence of a public hearing (of which MHC was notified) – *Attachment C*
- Approval of the Plan by local boards and officials (City Council, Mayor, GRA, Planning Board) – *Attachment D*
- Legal counsel’s opinion that the URP is in compliance with applicable laws – *Attachment E*

The MEPA ENF for the URP has not yet been filed by the City, but a copy will be sent to DHCD when the document is submitted to MEPA.

## 12.02 (6) Site Preparation

As required by 760 CMR 12.02 (6), this section describes site preparation actions necessary to prepare the site for redevelopment and/or public improvement, including any potential problems or obstacles that must be addressed in the Project Area. Areas to be affected by site preparation activities are presented in *Map 12.02 (I): Buildings to be Demolished* and *Map 12.02 (J): Buildings to be Rehabilitated*, both contained in **Section 12.02 (1) Characteristics**. For the City of Gardner URA, site preparations activity will include the action items described below. Cost estimates for site preparation were included in **12.02 (4) (b) Financial Plan**.

### 12.02 (6) Section 1: Demolition to Support Redevelopment of Rear Main Street

The Rear Main Street improvements outlined in **12.02 (3) Section 2: Overall Redevelopment Strategy** require the assemblage of City and privately owned properties to accommodate the extension of Derby Drive and proposed development. While some of the sites (e.g., GEM Industries) have been cleared of derelict buildings by private owners (e.g., parcel O-24-37C-44A and P-23-37B-1), two additional former manufacturing/industrial buildings will require demolition. These buildings are not National Register-listed and are situated outside the West Gardner Square Historic District. It is anticipated that the sites will require environmental remediation. This assumption is based on two factors: anecdotal information regarding the past use of the properties; and testing performed for the City on the municipal parking lot and adjoining land detected reportable levels of contamination. The Rear Main Street area is also the location of a major storm drain which runs from the north to south through the site which needs to be definitively located and integrated into final development plans. The buildings are shown on *Map 12.02 (I): Buildings to be Demolished*, and situated on parcels P-23-21-2 and O-22-28-58 (see *Attachment A Map A-1: Gardner URA Parcels*).

In addition, some structures along Main Street are slated for demolition to accommodate the new police station and commercial/medical office building. These buildings are shown on *Map 12.02 (I): Buildings to be Demolished* and situated on parcels O-22-30-61 (210 Main Street); O-22-29-60 (202 Main Street); O-22-26-27 and O-22-57-59 (196-198 Main Street); O-22-25-56 (178 Main Street); and O-22-24-55 (168 Main Street).

### 12.02 (6) Section 2: Demolition to Support Redevelopment of Travers Welding Site (Lower Main Street)

Public funding has been secured under the MORE Jobs program for retaining wall infrastructure supporting the redevelopment of the former Travers Welding property located at 354 Main Street as commercial space with a municipal parking lot. The structures are shown on *Map 12.02 (I): Buildings to be Demolished*, and situated on parcel P-20-38-9 (see *Attachment A Map A-1: Gardner URA Parcels*).

## 12.02 (6) Section 3: Demolition to Support Redevelopment of Former Industrial Area (Sherman/Chestnut Industrial Area)

In the vicinity of the former Nichols & Stone facilities, the owner of Data Cable Guide plans to relocate the business to the most recent Nichols & Stone building. The balance of the site, which includes the current location of Data Cable Guide (a nondescript commercial two-story building likely built sometime in the 1960's), will be cleared. The property located at the intersection of Main and Sherman Streets is owned by a third-party. The onsite buildings were recently demolished, and the property is also known to contain hazardous materials. The current owner is not inclined to perform further testing and would consider a long-term land lease of the property with the proviso that the area suspected of contamination remains paved and undeveloped. The property is prominently located at the intersection of Main and Sherman Streets and, left a paved expanse without buildings, would be inconsistent with the goals and objectives of this URP. This property is situated in a critical location and is an essential piece of the assemblage required to develop the site. The buildings are shown on *Map 12.02 (I): Buildings to be Demolished*, and situated on parcels Q-20-48-6, R-21-55-1, and Q-21-1-1 (see *Attachment A Map A-1: Gardner URA Parcels*).

## 12.02 (6) Section 4: Demolition to Support Downtown Revitalization

### Civic Plaza

The Civic Plaza proposed for the west side of Main Street will create pedestrian connectivity between Main Street and City Hall and become a new civic park that can be utilized for outdoor concerts or other public activities. Creation of the Civic Plaza will require the acquisition and demolition of #94 and #104 Pleasant Street, and #99 Main Street. These buildings are not situated within the West Gardner Square Historic District. All three structures are residential dwellings containing two or more units. The buildings are shown on *Map 12.02 (I): Buildings to be Demolished*, and situated on parcels O-23-4-15, O-23-5-16, and O-23-96-29 (see *Attachment A Map A-1: Gardner URA Parcels*).

### Rear of Former Theater

The former theater on Parker Street was operated as the Gardner Cinema until 1999. In 2007 the rear portion was destroyed by fire and subsequently condemned by the City. The rear portion is to be demolished while the street frontage section is slated for rehabilitation. The structure is shown on *Map 12.02 (I): Buildings to be Demolished*, and situated on parcel O-24-3-24 (see *Attachment A Map A-1: Gardner URA Parcels*).

### Existing Police Station

The police facilities are slated to move to a new, up-to-date facility on Main Street across from Willow Street. The existing structure will likely be demolished to allow for the redevelopment of the parcel to a commercial use, possibly incorporating office or residential uses on upper floors. The structure is shown on *Map 12.02 (I): Buildings to be Demolished* and situated on parcel O-24-7-15.

## 12.02 (6) Section 5: Demolition to Support Willow Street Widening (Gateway)

Willow Street widening will require the acquisition and demolition of structures on both the north and south sides of the street extending from Main Street to Pleasant Street. The buildings are shown on *Map 12.02 (I): Buildings to be Demolished*, and situated on parcels O-22-1-72, O-22-2-73, O-22-5-48, O-22-4-47, and O-22-3-74 (see *Attachment A Map A-1: Gardner URA Parcels*).



## 12.02 (7) Public Improvements

As required by 760 CMR 12.02 (7), this URP describes proposed public improvements in the Project Area, a description of their general design, and an explanation of how the improvements will help achieve the objectives of the Plan.

There are a number of public improvements proposed as part of the Gardner URP. These improvements are herein described with a discussion of their intended benefits to address the Plan objectives.

### 12.02 (7) Section 1: Roadway Improvements

Proposed roadway improvements include the following:

- **Improved Access to Businesses/Parking Areas**  
The extension of Derby Drive in Rear Main Street will provide better access to and in downtown Gardner. Derby Drive will extend from Lynde Street southerly and turn westerly where it will intersect with Main Street across from Willow Street.
- **Willow Street Widening**  
The City plans to widen and improve Willow Street between Main Street and Pleasant Street. The widening will result in improved traffic flow and channelization with the Willow Street and Main Street signalized intersection.
- **Reactivate Sanborn Street between School and South Lincoln Streets.**  
The reopening of Sanborn Street will provide improved access to buildings and parking in the Sherman/Chestnut Industrial Area. The improved access will aid in the proposed reuse and rehabilitation of the existing buildings which abut Sanborn Street.
- **Main/ Parker/Central/West Lynde and Vernon Streets Intersection Improvements**  
This intersection serves as the nexus of the major traveled ways in Downtown Gardner. A Traffic Study conducted as part of the URA process recommends improvements to this intersection which will improve vehicular and pedestrian safety and circulation. The recommended options include installation of a roundabout and installation of signalization. A roundabout option is recommended for field-testing using sand bags and line painting to evaluate performance.

### 12.02 (7) Section 2: Parking

Parking was cited in the Survey of Businesses and in Public Participation Sessions as the major need in Downtown Gardner. As part of the Rear Main Street redevelopment, City-managed parking will be strategically located to serve existing buildings, residents and businesses in the northerly section of Rear Main Street. In the southern portion of Rear Main Street there is sufficient area to accommodate surface parking spaces to serve existing and proposed office/retail buildings. Physical parking improvements will be accompanied by a comprehensive parking management strategy and implementation plan for Downtown and Rear Main Street. The City has already implemented many best parking practices Downtown, including metering on-street parking; use of parking meter revenues for multi-modal access,

such as snow removal on sidewalks and crosswalks to facilitate walking, shared-use parking; use of small scattered-site parking; and encouragement of alternative travel modes, namely transit, walking and bicycling.

## **12.02 (7) Section 3: Pedestrian/Bicycle Circulation Improvements**

Improved pedestrian/bicycle improvements to and within the URA is proposed to make the area more accessible to residents, shoppers, businesses, and visitors. Improvements to wayfinding, streetscape, pedestrian corridors and bicyclists are highlighted below.

### **Wayfinding**

The street pattern within the URA often confounds visitors to Gardner. Wayfinding measures are proposed to direct visitors within and through the URA, allowing for a more pleasant and productive visit to the area. Measures include improved signage to destinations and public parking. The goal is to encourage visitors that may be in the area for a specific purpose, e.g., furniture outlet shopping or Heywood Hospital appointment, to explore the business district.

### **Streetscape**

Streetscape improvements are proposed throughout the URA. In the Downtown/Rear Main/Gateway areas streetscape improvements will be designed to promote a sense of public safety and encourage pedestrian activity. Along lower Main Street and the Sherman/Chestnut Industrial area, streetscape efforts will focus on developing an overall sense of place while improving the areas abilities to accommodate intermodal transit.

### **Pedestrian Corridors**

Main Street in Downtown Gardner is comprised of long uninterrupted blocks. Pedestrian Corridors are proposed which connect Main Street and Rear Main Street. The pedestrian linkage is critical to provide access to the Downtown destinations from the proposed parking area.

### **Bicycle Circulation**

Bicycling will be improved by extending the North Central Pathway into Downtown. The route will follow existing roadways and continue into the Rear Main Street area. Street markings and signage will be critical elements for making the public ways bicycle-friendly. In addition, bicycle amenities such as storage racks will be provided.

## **12.02 (7) Section 4: Public Space**

- **Civic Plaza**  
A Civic Plaza is proposed to provide a pedestrian connection between Gardner City Hall and Main Street. The Civic Plaza will improve pedestrian linkage to Downtown, offer an inviting open space amenity, and increase the attractiveness of Downtown Gardner.

- National Grid/Crystal Lake  
The relocation of the National Grid Substation from the southern shore of Crystal Lake will provide visual and open space enhancement for the URA by connecting the lakefront to Downtown. This open space amenity will complement the adjacent municipal pool, City Common, and bikeway recreation amenities.
- Rear Main Street  
Along Rear Main Street properties, the installation of wide sidewalks, benches, outdoor seating and other amenities will increasing public activity and create an inviting environment,

### **12.02 (7) Section 5: Bikeway**

The current Bike Path terminates unceremoniously at the rear of the DCR Veteran’s Skating Rink. As noted above, the Bike Path is to be extended into Rear Main Street to attract bike trail users and serve as a trail head. This will offer more visibility to the bike trail and will attract more visitors to downtown Gardner.

## 12.02 (8) Relocation

All businesses and residents displaced by public action are entitled to receive relocation assistance and payment under Chapter 79A of the Massachusetts General Laws (M.G.L.). In accordance with the Code of Massachusetts Regulations (CMR) 27.02 and 27.03, the City of Gardner intends to provide fair and equitable treatment to all parties displaced due to the public actions documented in the URP.

The City will prepare a detailed relocation strategy for any property which involves public acquisition of property for redevelopment. The cost of relocation has been estimated, but will likely be revised based on tenancy, use and market conditions at the time of site assemblage. The relocation cost estimated in **Section 12.02 (4) Financial Plan** is estimated based on similar projects requiring site assemblage or land acquisition. The total relocation cost estimate is \$1,470,000 for parcels to be publicly acquired. The City will retain the services of a relocation consultant experienced in relation matters to directly assist the City, including assistance in finding alternative sites, data regarding relevant zoning issues, review of moving cost estimates, etc. The City and the GRA anticipate designating a point person on staff to serve as the relocation officer to be assisted by a relocation assistant.

The City acknowledges that each occupant in legal occupancy at the time of the acquisition are entitled to remain on the said property for not less than four months from the date of its receipt of notice to vacate. The City will consult with the Bureau of Relocation in advance of property acquisition to ensure that 760 CMR, MGL. C 79a and 49 CFR Part 24 are met.

## 12.02 (9) Redeveloper's Obligation

To the maximum extent possible, the City seeks to stimulate and leverage private investment and activities within the URA. After approval of the URP, the GRA will be responsible for the disposition of properties requiring public acquisition for redevelopment. The GRA, in consultation with the City, will outline the desired uses for the parcels in accordance with this URP report. For each public acquisition and disposition event, potential redevelopers shall be required to provide, at a minimum, the following information to the GRA:

- a full description of the proposed development;
- a detailed description of the nature and location of any public improvements being sought;
- financial strength of the developer with financial sources;
- proposed job creation and job retention – temporary, permanent and construction jobs;
- timetable for design, permitting and construction;
- past experience and references; and
- partners or development team.

When submissions are made by interested developer(s), GRA will check each proposal for completeness and adherence to submission requirements. Then GRA will evaluate each proposal and take into consideration such factors as:

- job creation and retention;
- the proposed acquisition cost of City or GRA parcels;
- commitment to add new mixed-use, residential, retail and/or commercial activity;
- advancement of the URP's area-wide principles, including Job Creation; A Clean, Safe, Physical and Natural Environment; Energy Efficiency and Renewable Energy; Access and Circulation; Promote a Healthy Gardner; and Design Standards;
- fulfillment of the goals and objectives of the URP;
- adherence to the design principles; and
- representation that the developer shares the City's vision for the revitalization of the URA.

Following this evaluation by the GRA, a preliminary designation will be made for a preferred developer. The selected development entity and the GRA will be required to enter into a Land Disposition Agreement to be approved by the DHCD as required by 760 CMR 12.00; and a Development Agreement. Designated developers will be required to comply with the goals and objectives of this URP, current zoning regulations, and with Design Guidelines.

## 12.02 (10) Disposition

Under Chapter 121B and M.G.L. 30B, the sale or lease of real property by public agencies engaged in the development and disposition of commercial and industrial real estate in accordance with an approved plan is exempt from public disposition procedures. The GRA, vested with the powers of an urban renewal agency, may exercise this authority and negotiate directly with regional or national development entities or new businesses that wish to relocate onto land made available, provided it is in the City's best interest to do so and further provided they meet the requirements of this URP.

The parcels illustrated in *Map 12.02 (1) (G)* and *Map 12.02 (1) (H)* of **Section 12.02 (1) Characteristics**, respectively depict areas defined for potential acquisition and disposition for new development. The City will work to establish site plans consistent with both the URP vision and the needs of the developers. The City believes that this flexible approach has the best chance of creating a coherent, attractive and ultimately successful revitalization of the URA. Therefore, any proposed redeveloper(s) of the sites will be able to propose alternative building and/or parcel arrangements for the URA provided such an arrangement meets the requirements of this Plan, the goals and objectives of the Plan, and the terms of the Land Disposition Agreement(s) to be negotiated with the proposed redeveloper.

## 12.02 (11) Citizen Participation

This URP incorporates input received from public outreach efforts undertaken during both Phase I and Phase II of Gardner's urban renewal planning process. The main components of the City's overall approach to citizen participation throughout the URP process include:

- URP Steering Committee;
- public forums;
- conducting a survey of property and business owners;
- private meetings upon request;
- online posting of Urban Renewal forums, presentations, handouts, and reports; and
- media outreach (e.g., recording forums for broadcast on local cable channel television, newspaper).

The citizen involvement process, as depicted in the flow chart shown in *Figure 12.02 (11)-1: Gardner URP Citizen Participation Process* was initiated in November 2005 with the formation of the URP Steering Committee. The Committee is comprised of a dedicated group of residents, business owners and municipal officials that have been committed to the development and implementation of the URP. The committee, after careful consideration of existing conditions and redevelopment options, has approved the URA boundary and defined the framework of this URP. The GRA is grateful for the commitment of the Steering Committee (see member list in Attachment I), and intends to meet with the group on a regular basis during URP implementation. In addition, if amendments to the URP are proposed, they will be presented by the GRA to the Steering Committee for review and comment.

Since 2007, four public forums have been held to discuss urban renewal in Gardner, define issues of concern, and collect information relative to the URP and its objectives. Information presented at meetings included site conditions, redevelopment options, elements of this URP, proposed infrastructure improvements, and implementation strategies and funding initiatives. Discussion, question/answer periods and future planning steps rounded out the forums. In general, the URP has been well received and embraced by persons attending the public meetings and forums. Comments and concerns expressed at public forums regarding such matters as traffic, transit, access, walkability and pedestrian traffic, public infrastructure improvements, and private property physical improvements, are reflected in the URP's goals and objectives, defined in **Section 12.02 (3) Objectives**.

The URP process has also entailed meetings between the GRA and business owners, property owners, stakeholders and private developers to share information and facilitate future development options.

Figure 12.02 (11)-1: Gardner URP Citizen Participation Process.

### GARDNER URBAN RENEWAL PLANNING PROCESS





## ATTACHMENTS

### URDP Required Documents

- A. URA Parcel Owner Information and Maps
- B. Declaration of Necessity
- C. Evidence of Public Hearing
- D. Approval of the Plan by local boards and officials
- E. Legal Counsel Opinion

### Other Supplemental Documents

- F. Phase I Overview
- G. City of Gardner Signage and Façade Design Guidelines, October 2007
- H. List of Relevant Documents (copies available upon request)
- I. Public Participation Information
- J. Traffic Improvements Study, May 2010

## Attachment A: URA Parcel Owner Information & Map

<i>Attachment A: Property Owners of Parcels within the Gardner URP</i>					
<i>Parcel #</i>	<i>Area</i>	<i>Address</i>	<i>Owner</i>	<i>C/O Owner</i>	<i>Use Description</i>
N-24-4-11	0.162	32-34 NICHOLS ST	32 NICHOLS LLC		Apt > 8 Units
Q-24-21-11	0.191	149 CROSS ST	ADAM MARK E	RONELLE M CORLISS	Three Family Retail > 10,000 SF
O-24-8-48	0.028	66-72 MAIN ST	AHMIC CORP	ATTN ALEX PIERPONT	
O-24-102-19	0.194	25 PLEASANT ST	AHMIC CORP	C/O ALEX PIERPONT	Office C
O-22-25-56	0.179	178 MAIN ST	AUKSTIKALNIS JAMES TRS OF	A & A REALTY TRUST	Apt 4 to 8 Unit
R-21-35-19	0.595	446 CHESTNUT ST	AUSTIN LUKE A		Two Family
O-24-14-33	0.052	270-272 CENTRAL ST	BALLWEG KEITH R & DIANE M	TRS OF BALLWEG LIVING TR	Office C
O-21-14-48	0.179	19 WRIGHT ST	BALTRUCKI JAMES E		Two Family Single Fam
O-21-15-49	0.112	15 WRIGHT ST	BANK OF NEW YORK AS TRUSTEE	C/O COUNTRYWIDE HOME LOANS	MDL-01 Retail < 10,000 SF
O-23-8-19	0.279	126 PLEASANT ST	BANKOWSKI LAWRENCE	LOU ANN BANKOWSKI	
Q-24-6-6	0.259	54 LINCOLN ST	BEAULIEU REJEAN J	BERNICE P BEAULIEU	Two Family
O-24-17-30	0.101	309 CENTRAL ST	BELL ALBERTA S	WALTER SHANE BELL	Office C
O-22-24-82	0.121	274 PLEASANT ST	BERGERON DAVID		Three Family
O-22-24-82	0.125	274 PLEASANT ST	BERGERON DAVID		Three Family
Q-22-13-43	0.110	138 SHERMAN ST	BERGERON NICHOLAUS		Two Family
R-21-55-1	0.059	1 ERNRIC PLACE	BLACK POINT REALTY LLC		Factory
R-21-55-1	0.133	1 ERNRIC PLACE	BLACK POINT REALTY LLC		Factory
R-21-55-1	5.435	1 ERNRIC PLACE	BLACK POINT REALTY LLC		Factory Single Fam MDL-01
P-24-71-3	0.079	91 PINE ST	BLODGETT BRENDA J		
R-20-59-7	0.561	543 MAIN ST	BOSTON & MAINE CORP RR	C/O GUILFORD TRANSPORTN CORP	Other
R-20-59-7	1.062	543 MAIN ST	BOSTON & MAINE CORP RR	C/O GUILFORD TRANSPORTN CORP	Other
R-20-59-7	8.034	543 MAIN ST	BOSTON & MAINE CORP RR	C/O GUILFORD TRANSPORTN CORP	Other
P-20-72-4	0.155	385 MAIN ST	BOUPHA PHAY	KAEO BOUPHA	Three Family Retail < 10,000 SF
O-23-17-39	0.083	126 MAIN ST	BRAKS TIMOTHY S	CAROL J BRAKS	Retail < 10,000 SF
P-25-80-2	0.141	3 PINE ST	BRIGGS LISA M		
O-23-12-35	0.057	102 MAIN ST	BROUILLET JAMIE	C/O JAMIE FLOYD	Rest/Club C
O-21-30A-47	0.057	25 WRIGHT ST	BURGE ROBERT S TR OF THE	GARDNER PROPERTIES RLTY TR	Apt 4 to 8 Unit
O-21-30A-47	0.069	25 WRIGHT ST	BURGE ROBERT S TR OF THE	GARDNER PROPERTIES RLTY TR	Apt 4 to 8 Unit
P-23-21-2	1.796	158 MAIN ST REAR	BUSHWOOD LLC		Ind Warehouse
Q-23-6-20	0.110	88 SHERMAN ST	C T PROPERTIES LLC		Two Family

<i>Parcel #</i>	<i>Area</i>	<i>Address</i>	<i>Owner</i>	<i>C/O Owner</i>	<i>Use Description</i>
R-20-57-16	0.207	578 MAIN ST	CAP PROPERTIES - 123, LLC		Retail < 10,000 SF
R-20-61-9	0.169	515 MAIN ST	CHAIR CITY OIL		Retail < 10,000 SF
R-20-60-8	0.173	525 MAIN ST	CHAIR CITY OIL COINC		Rtl Oil St MDL-95
R-24-67-15	0.950	CHESTNUT ST	CHESTNUT STREET UNITED	METHODIST CHURCH	Church Etc V
O-26-97-50	0.016	69 PARK ST	CITY OF GARDNER	GREENWOOD MEM POOL	Municipal R
Q-24-2-14	0.025	CROSS ST	CITY OF GARDNER		Municipal V
O-24-122-11	0.039	PARKER ST	CITY OF GARDNER		Municipal V
O-24-32-10	0.043	7-11 GRAHAM ST	CITY OF GARDNER		Municipal V
O-24-5-36	0.050	LYNDE ST	CITY OF GARDNER		Municipal V
O-24-5-36	0.061	LYNDE ST	CITY OF GARDNER		Municipal V
O-24-5-36	0.104	LYNDE ST	CITY OF GARDNER		Municipal V
N-24-9-2	0.172	PARKER ST	CITY OF GARDNER		Municipal V
O-21-27-43	0.175	294 PLEASANT ST	CITY OF GARDNER		Municipal C
O-24-4-37	0.175	13-17 W LYNDE ST	CITY OF GARDNER		Municipal V
P-26-103-4A	0.230	PARK ST	CITY OF GARDNER		Municipal V
O-24-7-15	0.302	31 CITY HALL AVE	CITY OF GARDNER	POLICE STATION	Police
N-24-14-24	0.310	PARKER ST	CITY OF GARDNER		Municipal V
Q-23-36-1	0.517	SHERMAN ST	CITY OF GARDNER		Municipal V
O-21-28-44	0.543	PLEASANT ST	CITY OF GARDNER		Municipal V
N-24-8A-1A	0.698	PARKER ST	CITY OF GARDNER		Municipal V
O-24-1-39	0.798	W LYNDE ST	CITY OF GARDNER		Municipal V
N-24-120-70	0.805	WEST ST	CITY OF GARDNER		Municipal V
P-26-1-10	0.941	PARK ST	CITY OF GARDNER		Municipal V
O-26-97-50	2.953	69 PARK ST	CITY OF GARDNER	GREENWOOD MEM POOL	Municipal R
Q-24-21-12	6.953	SCHOOL ST	CITY OF GARDNER	SCHOOL ST SCHOOL	Municipal C
R-20-44-17	0.161	447 CHESTNUT ST	COHEN MERRILL L		Vac Land Dev
S-20-37-2	0.024	351 ELM ST	COLLETTE DORIS M		Three Family
Q-20-48-6	1.330	492 MAIN ST	COLLIER-KEYWORTH CO	C/O LEGGETT & PLATT	Ind Warehouse
O-23-98-30	0.004	MAIN ST	COLONIAL CO-OPERATIVE		Other Motor SS V
O-23-98-30	0.051	MAIN ST	COLONIAL CO-OPERATIVE		Other Motor SS V
O-23-2-13	0.039	70 PLEASANT ST	COLONIAL COOPERATIVE BANK		Office C
O-23-1-12	0.092	6 CITY HALL AVE	COLONIAL CO-OPERATIVE BANK		Bank Bldg
O-23-1-12	0.129	6 CITY HALL AVE	COLONIAL CO-OPERATIVE BANK		Bank Bldg
O-23-1-12	0.192	6 CITY HALL AVE	COLONIAL CO-OPERATIVE BANK		Bank Bldg
O-24-2-42	0.357	14 MAIN ST	COLONIAL CO-OPERATIVE BANK		Retail >10,000 SF

<i>Parcel #</i>	<i>Area</i>	<i>Address</i>	<i>Owner</i>	<i>C/O Owner</i>	<i>Use Description</i>
O-24-8-16	0.394	19 CITY HALL AVE	COLONIAL HOTEL ASSOC LTD PTNRS		Retail > 10,000 SF
O-25-24-9	0.125	CENTRAL ST	COMMONWEALTH OF MASS	DEPT OF ENV.MGMT DEPT OF ENVIRONMENTAL MAN	Dep Env Mv
O-25-1-10	0.167	LAKE ST	COMMONWEALTH OF MASS		Dep Env Mn C
P-26-104A-6	4.600	PARK ST	COMMONWEALTH OF MASS		Dep Env Mn C
Q-25-26-4	0.236	23 SCHOOL ST	CORMIER BRIAN P	BERNADETTE M CORMIER	Apt 4 to 8 Unit Other Motor SS C
P-24-74-6	0.044	69 PINE ST	CORMIER GILLES J		Auto Repair
P-24-73-5	0.181	87 PINE ST	CORMIER GILLES J		Auto Repair
O-22-24-55	0.155	168 MAIN ST	COUNTRYWIDE HOME LOANS INC		Three Family Single Fam MDL-01
Q-24-5-5	0.257	46 LINCOLN ST 284-286 PLEASANT ST	CROTEAU BERNARD L	KATHRYN D SUND	
O-21-26-42	0.175		CROTEAU RUSSELL R	MARY A CROTEAU	Apt 4 to 8 Unit
O-22-1-72	0.121	15 WILLOW ST	CROWLEY KATHLEEN		Auto Repair
N-24-2-8	0.126	16 NICHOLS ST	CROWLEY KATHLEEN M	GEORGE J CROWLEY	Two Family
O-23-9-31	0.086	74 MAIN ST	D'AMBROSIO FRANCIS A JR		Office C Vacant Land Unb
O-22-22-80	0.050	PLEASANT ST REAR	DAUPHINAIS FRANCIS W	TOINI I DAUPHINAIS	
Q-23-4-18	0.106	78 SHERMAN ST	DELLASANTA ERIK M	CULLEN MARK	Apt 4 to 8 Unit
Q-23-37-2	0.111	SHERMAN ST	DELLASANTA ERIK M	MARK CULLEN	Vacant Land Pot
Q-23-37-2	0.115	SHERMAN ST	DELLASANTA ERIK M	MARK CULLEN	Vacant Land Pot
Q-22-21-49	0.305	93 LOGAN ST	DEMBEK RAYMOND P		Two Family
O-22-14-44	0.196	174 PLEASANT ST	DENNEY EDWARD B		Two Family
R-20-59A-7A	0.626	MAIN ST	DESIGN LOGIC INC		Warehouse C
O-22-86-51	0.164	191 MAIN ST	DEUTSCHE BANK TRUST	COMPANY AMERICAS	Apt 4 to 8 Unit
N-24-3-14	0.064	77 CITY HALL AVE	DIPLATZI REALTY LLC		Two Family
O-24-101-18	0.133	29-31 PLEASANT ST	DODGE JOHN M	D/B/A SHOOTERS BILLIARDS	Rest/Club C Vacant Land Dev
Y-27-16E-8	0.003	CHAPEL ST	D'ONFRO ASSOCIATES INC		
Q-20-65-11	0.886	483 MAIN ST	DRAKE REALTY TRUST	C/O ROYAL STEAM HEATER CO	Hardware Store
O-22-80-68	0.185	249 MAIN ST	DUFAULT NORMAN G		Two Family
O-22-15-45	0.279	186 PLEASANT ST	EDUCATIONAL LIVING RES INC ELLIOTT MARCIA L & CHARLES BRYAN	TRUSTEES	P/Hos Char R
O-25-22-7	0.063	CENTRAL ST			Vac Land Dev
O-24-18-31	0.044	307 CENTRAL ST	ELLIOTT MARCIA L AND CHARLES	BRYAN ELLIOTT, TRUSTEES	Office C
O-24-6-2	0.149	57 CITY HALL AVE	ETHEL HEIGHTS LLC	C/O GERARD DESROSIERS	Prof Bldg C
O-24-6-2	0.501	57 CITY HALL AVE	ETHEL HEIGHTS LLC	C/O GERARD DESROSIERS	Prof Bldg C
O-23-10-21	0.056	142 PLEASANT ST	FALITE JUDITH TRUSTEE OF	NEWBURYPORT REALTY TRUST	Two Family
O-24-121-7	0.245	57-67 PARKER ST	FALITE JUDITH TRUSTEE OF	MAKI BUILDING TRUST	Apt Over 8 Single Fam MDL-01
O-23-3-14	0.164	80 PLEASANT ST	FARROW MICHAEL J	AUDREY CARABBA	

<i>Parcel #</i>	<i>Area</i>	<i>Address</i>	<i>Owner</i>	<i>C/O Owner</i>	<i>Use Description</i>
O-23-94-27	0.220	123 MAIN ST	FAVREAU BRIAN N		Bowling
N-24-8-1	0.283	86-90 PARKER ST	FLORIAN DAVID T & DEAN M TRS	FLORIAN FAMILY TRUST	Office C
N-24-5A-12A	0.084	NICHOLS ST REAR	FRATERNAL ORDER OF EAGLES	HILLCREST AERIE #747	P/Hos Char V
O-24-5-1	0.246	71 CITY HALL AVE	FRATERNAL ORDER OF EAGLES	HILLCREST AERIE NO.747 INC	P/Hos Char C Retail < 10,000 SF
O-24-1-41	0.099	4-8 MAIN ST	GALLANT JAMES R	MAUREEN A GALLANT	
S-20-36-1	0.386	365-377 ELM ST	GARDNER COMMONS LLC		Apt > 8 Units
N-24-3A-10	0.120	26 NICHOLS ST	GARDNER DEEP SEA CLUB	LP CASE&DB MELLITT&E LEBLANC	Two Family
N-24-3-9	0.125	24 NICHOLS ST	GARDNER DEEP SEA CLUB	LP LAJOIE&DB MELLITT&E LEBLANC	Three Family
R-22-24-31	0.299	35 LOGAN ST	GARDNER GAS FUEL & LIGHT CO	C/O UNITIL	Gas Substa
Q-25-1A-27	0.976	LYNDE ST	GARDNER HOUSING AUTHORITY		Municipal V
R-20-2-1	0.315	19 UNION SQ	GARDNER JADE REALTY INC		Rest/Club C
P-26-100-2	0.175	31 PARK ST	GARDNR LDGE =1426BPOE INC		Fraternal Org
P-26-100-2	0.289	31 PARK ST	GARDNR LDGE =1426BPOE INC		Fraternal Org
P-26-100-2	1.219	31 PARK ST	GARDNR LDGE =1426BPOE INC		Fraternal Org Single Fam MDL-01
R-22-57-34	0.315	291 CHESTNUT ST	GASTON RALPH	LORRAINE GASTON	Retail < 10,000 SF
O-24-15-34	0.110	280-302 CENTRAL ST	GAUTHIER BRIAN R		Retail > 10,000 SF
O-24-16-35	0.236	310-320 CENTRAL ST	GAUTHIER BRIAN R		SF
O-23-91-24	0.180	151 MAIN ST	GAUTHIER IRENE A		Two Family
Q-22-11-41	0.109	124-126 SHERMAN ST	GAUVIN MATHIEU		Three Family Retail < 10,000 SF
N-24-11-4	0.210	110-118 PARKER ST	GIFFORD ROBERT W	KING MELODY R	
P-20-1-13	2.722	21 TIMPANY BLVD	GM CRIMSON LLC		Supermarket
O-23-7-18	0.193	116 PLEASANT ST 116-118 SHERMAN ST	GOGUEN J GERARD	SUSAN E GOGUEN	Two Family
Q-23-10-25	0.109		GORMAN TIMOTHY P		Three Family
Q-24-8-8	0.262	72 LINCOLN ST	GRAVES BRIAN E	PRISCILLA M GRAVES	Apt 4 to 8 Unit
O-24-100-17	0.047	33 PLEASANT ST	GRAVES SCOTT		Office C
O-25-11-2	0.088	248 CENTRAL ST	GREATER GARDNER	COMMUNITY DEV CORP	Rest/Clubs C
O-23-12-23	0.101	152 PLEASANT ST	HALL JAMES B		Other Cult
O-22-81-69	0.434	243 MAIN ST	HAMBERG JOANNE E TR OF	WHALOM RD NOMINEE TR	Single Fam Retail < 10,000 SF
O-23-10A-32A	0.034	78 MAIN ST	HANKS CHRIS R	DIANE M HANKS	
Q-25-25-3	0.321	39 SCHOOL ST	HANNULA PATRICK L		Apt 4 to 8 Unit
Q-22-12-42	0.109	132 SHERMAN ST	HANSON MARINA L		Two Family Retail >10,000 SF
O-24-2-23	0.269	14-24 PARKER ST	HATZOPOULOS TRIFON	CHRYANTHI HATZOPOULOS	Single Fam MDL-01
R-20-37-19	0.201	478 CHESTNUT ST	HAUGHTON DENNIS B	SYDNEY O. HAUGHTON	

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P-26-101-3	0.244	23 PARK ST	HILL SHARRON L		Single Fam MDL-01
R-20-40-2	0.294	497-505 CHESTNUT ST	HILLMAN PROPERTY MAN. LLC		Office C Single Fam MDL-01
Q-23-16-4	0.144	107 GRANT ST	HOOD WILLIAM K JR		Single Fam MDL-01
O-22-23-81	0.095	266 PLEASANT ST REAR	HURSEY PETER T	SARAH J HURSEY	Two Family Retail < 10,000 SF
N-24-13-6	0.073	130 PARKER ST	HURTUBISE ROBERT & VIRGINIA	C/O 101 STORAGE	Single Fam MDL-01
O-22-20-78	0.140	254 PLEASANT ST	HUTCHINS DONALD J	SHARON L MURPHY	Three Family
O-21-17-51	0.066	5 WRIGHT ST	ISPERDULI JAMES	ARZU ISPERDULI	Auto S & S Single Fam MDL-01
P-20-41-12	0.748	412 MAIN ST	JAFERIAN EDWARD D		Three Family
Q-20-47-5	0.315	267 SHERMAN ST	JAILLET DONNA M	TR JACKS REALTY TRUST	Auto S & S Single Fam MDL-01
Q-20-46-4	0.247	474 MAIN ST	JAILLET DONNA TRUSTEE	OF ADAMS REALTY TRUST TRUSTEES OF JARVIS REAL ESTATE TR	Three Family Retail < 10,000 SF
O-24-1-14	0.107	34 CONNORS ST	JARVIS RICHARD G & DONNA M		Three Family
O-21-77-56	0.402	263-265 MAIN ST	KENDA ROBERT L		Apt 4 to 8 Unit
N-24-1-7	0.113	8-12 NICHOLS ST	KOGOS FAYE		Two Family
P-26-102-4	0.146	17 PARK ST	KONDROTAS THOMAS P	BRENDA R KONDROTAS	Vac Land Dev
O-22-4-47	0.228	WILLOW ST	KRASKOUSKAS J J & KATHERINE	CO-TR JONKIT REALTY TRUST CO-TRUSTEES OF JONKIT RLTY TR	Ind Warehouse
O-22-28-58	0.025	MAIN ST	KRASKOUSKAS J J & KATHERINE V	CO-TRUSTEES OF JONKIT RLTY TR	Ind Warehouse
O-22-28-58	0.106	MAIN ST	KRASKOUSKAS J J & KATHERINE V	CO-TRUSTEES OF JONKIT RLTY TR	Ind Warehouse
O-22-28-58	1.165	MAIN ST	KRASKOUSKAS J J & KATHERINE V		Office C
O-22-26-57	0.232	196-198 MAIN ST	KRASKOUSKAS JOHN J & KATHERINE KRASKOUSKAS JOHN J&KATHERINE V	CO TRUSTEES JONKIT REALTY TR	Vac Land Unb
O-22-27-59	0.090	MAIN ST	KRASKOUSKAS JOHN J&KATHERINE V	CO-TR JONKIT REALTY TRUST	Vac Land Unb
O-22-32-63	0.357	214 MAIN ST REAR	KRASKOUSKAS JOHN J&KATHERINE V	CO-TR JONKIT REALTY TR	Vac Land Unb Retail >10,000 SF
O-24-6-5	0.371	62 PARKER ST	KRASKOUSKAS JOHN J&KATHERINE V	CO-TRUSTEES JONKIT REALTY TR	Rest/Club C
R-19-1-15	0.067	29 UNION SQ	KYMALAINEN THOMAS & ALICE M TR	KYMALAINEN REALTY TRUST	Rest/Club C
R-19-1-15	0.320	29 UNION SQ	KYMALAINEN THOMAS & ALICE M TR	KYMALAINEN REALTY TRUST	Auto Repair
P-20-3-18	0.124	7 DONLAN ST	KYMALAINEN THOMAS J & ALICE M	TR OF KYMALAINEN REALTY TR	Auto Repair
P-20-2-19	0.273	15 DONLAN ST	KYMALAINEN THOMAS J & ALICE M	TR OF KYMALAINEN REALTY TR	Auto Repair
P-20-2-19	0.282	15 DONLAN ST	KYMALAINEN THOMAS J & ALICE M	TR OF KYMALAINEN REALTY TR	Auto Repair
P-20-3-18	0.284	7 DONLAN ST	KYMALAINEN THOMAS J & ALICE M	TR OF KYMALAINEN REALTY TR	Auto Repair Retail < 10,000 SF
R-20-3-21	0.399	8 UNION SQ	KYMALAINEN THOMAS J & ALICE TR	KYMALAINEN REALTY TRUST	Auto Repair V
R-21-34A- 18	0.535	440 CHESTNUT ST 448-450 CHESTNUT ST	KYPRIANOS CHRISTOPHER C TR	CC KYPRIANOS CHESTNUT ST RE TR	Factory
R-21-36-20	0.582	58 LYNDE ST	L H SAWIN CO INC		Apt 4 to 8 Unit
P-25-2-17	0.297		LANGLOIS JOHN P		

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P-21-37-40	0.073	314 MAIN ST	LARSEN KENNETH A TRUSTEE	GARDNER MAIN RLT TRUST	Retail < 10,000 SF
Q-20-67-13	0.125	437 MAIN ST	LEBLANC BRUCE E	URSULA R LEBLANC	Auto Repair
Q-20-68A-13A	0.136	MAIN ST	LEBLANC BRUCE E	URSULA R LEBLANC	Auto Repair V Retail > 10,000 SF
O-24-5-45	0.150	36-38 MAIN ST	LEBLANC JEANNE T, BARBARA A	ANNE M & ALAN W LEBLANC	Single Fam MDL-01
P-24-72-4	0.091	93 PINE ST	LEBLANC PATRICIA	LIFE TENANT	Two Family
O-23-11-22	0.098	148 PLEASANT ST	LEGER JOHN J LEGER ROGER A & SHIRLEY (LIFE TEN)	RONALD G LEGER (RMDRMN)	Two Family
Q-22-17-47	0.117	172 SHERMAN ST	LEVI HEYWOOD MEMORIAL	LIBRARY ASSOCIATION	Municipal V
O-24-2B-40	1.703	WEST LYNDE ST	LINDSEY REALTY TRUST	C/O GARY LABELL	Vac Land Dev Retail >10,000 SF
Q-20-68-14	0.751	435 MAIN ST	LOCAL 154 UFWA AFL-CIO		Single Fam MDL-01
O-24-7-47	0.163	50-52 MAIN ST	LUCIER NORMAN E	PEARL L LUCIER	Single Fam MDL-01
Q-22-18-48	0.125	188 SHERMAN ST	MACINTOSH JAMES	MARY A MACINTOSH	Factory
P-25-1-18	0.281	14 LINCOLN ST	MACK PROTOTYPE, INC		Factory
Q-20-42-1	0.193	424 MAIN ST	MACK PROTOTYPE, INC		Two Family
Q-20-42-1	2.482	424 MAIN ST	MAILLET MELDERICK		Prof Bldg C
O-21-31-54	0.135	5 EMERALD ST	MALIK A TARIQ TRUSTEE	A TARIQ MALIK RLTY TR	Apt 4 to 8 Unit Retail >10,000 SF
Q-25-22-1	0.343	75 SCHOOL ST	MANNA JOHN H	PATRICIA A MANNA	Retail < 10,000 SF
O-23-16-38	0.087	122 MAIN ST	MARCUS DEAN	JUDITH S MARCUS	Retail < 10,000 SF
O-24-123-26	0.008	33-49 PARKER ST	MARCUS DEAN	JUDITH S MARCUS	Office C
O-24-5-13	0.082	52 PARKER ST	MARCUS DEAN	JUDITH S MARCUS	Office C
O-24-99-44	0.125	25 MAIN ST	MARCUS DEAN	JUDITH S MARCUS	Retail >10,000 SF
O-24-1-22	0.151	4-12 PARKER ST	MARCUS DEAN	JUDITH S MARCUS	Retail >10,000 SF
O-24-4-25	0.236	42-50 PARKER ST	MARCUS DEAN	JUDITH S MARCUS	Retail >10,000 SF
O-24-123-26	0.701	33-49 PARKER ST	MARCUS DEAN	JUDITH S MARCUS	Retail < 10,000 SF
O-24-6-46	0.114	40-42 MAIN ST	MARINO PETER A AS TRUSTEE	OF ANNA REALTY TRUST	Two Family
Q-25-23-2	0.394	65 SCHOOL ST	MARTIN LORENZO	ANISLEY MARTIN	Vac Land Unb
O-23-11A-34	0.005	MAIN ST	MASS ELEC CO	C/O PROPERTY TAX DEPT	Elec Substa
P-26-98-1	0.369	53 PARK ST	MASS ELEC CO	C/O PROPERTY TAX DEPT	Elec Substa
P-26-98-1	0.508	53 PARK ST	MASS ELEC CO	C/O PROPERTY TAX DEPT	Apt > 8 Units R
O-22-21-79	0.106	266-268 PLEASANT ST	MATTHEWS STEPHEN B JR		Single Fam MDL-01
O-22-19-77	0.074	242 PLEASANT ST	MCCAIE RHEAL	LUCILLE MCCAIE	Single Fam MDL-01
O-22-19-77	0.114	242 PLEASANT ST	MCCAIE RHEAL	LUCILLE MCCAIE	Single Fam MDL-01
O-22-3-74	0.104	7 WILLOW ST	MCCUSKER ROBERT E	CAROLE A MCCUSKER	Apt > 8 Units

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O-22-2-73	0.106	WILLOW ST	MCCUSKER ROBERT E	CAROLE A MCCUSKER	Vacant Land Dev
O-21-32-55	0.119	1 EMERALD ST	MCGRANE JAMES A	MARCIA J MCGRANE	Single Fam MDL-01
R-20-39-20	0.125	504 CHESTNUT ST	MCPHERSON SCOTT B		Farm Bldgs Retail < 10,000 SF
O-24-19-32	0.077	297-301 CENTRAL ST	MENEAR JON S	DEBORAH L MENEAR	
O-24-31-9	0.503	27-29 GRAHAM ST	MILES PROPERTIES INC		Apt > 8 Units
Q-23-17-5	0.300	105 GRANT ST	MOEN CHRISTIAN		Two Family
R-20-50-10	1.115	MAIN ST	MONTACHUSETT REG. TRANSIT AUTHORITY		Municipal V
O-25-13-4	0.143	264 CENTRAL ST	MONTACHUSETT VETERANS	PROPERTIES INC	P/Hos Char C
O-25-13-4	0.220	264 CENTRAL ST	MONTACHUSETT VETERANS	PROPERTIES INC	P/Hos Char C Single Fam MDL-01
O-22-18-76	0.117	228 PLEASANT ST	MONTVILLE VICKY L		
O-25-25-1	0.547	61 LAKE ST	MOUNTAIN CLIMBER LLC	C/O BAY MNGMT CORP	Apt > 8 Units
O-25-25-1	2.803	61 LAKE ST	MOUNTAIN CLIMBER LLC	C/O BAY MNGMT CORP	Apt > 8 Units
O-23-93-26	0.159	139 MAIN ST	MURRAY WALTER A	LILLIAN M MURRAY	Apt > 8 Units R
O-23-6-17	0.082	110 PLEASANT ST	NADZAK DAVID W		Three Family
M-32-48A-10	0.737	PARK ST OFF	NEW ENGLAND POWER	C/O PROP TAX DEPT	Elec Row
Q-23-7B-22A	0.082	LOGAN ST	NEW ENGLAND WOODEN WARE CORP		Vac Land Unb
Q-23-7A-22	6.664	75 LOGAN ST	NEW ENGLAND WOODEN WARE CORP		Factory Other Motor SS V
Q-21-19-2	0.394	SHERMAN ST	NICHOLS & STONE		
Q-21-1-1	8.571	232 SHERMAN ST	NICHOLS & STONE CO		Factory Single Fam MDL-01
P-26-104-5	0.351	7 PARK ST	NORDMAN RUDOLPH S	MARY E NORDMAN	
Q-20-44-3	0.275	462 MAIN ST	O'KEEFE NEIL R	SAMANTHA A O'KEEFE	Two Family
P-26-101A-3A	0.007	PARK ST OFF	OWNER UNKNOWN		Municipal V Single Fam MDL-01
Q-25-27-5	0.309	4 LYNDE ST	PAGE RUSSELL K	CHERYL A PAGE	
O-24-103-20	0.120	17 PLEASANT ST	PANAGIOTIDIS HRISANTHI TR	PLEASANT STREET REALTY TRUST	Rest/Club C Retail < 10,000 SF
O-24-104-21	0.142	7-13 PLEASANT ST	PANAGIOTIDIS PETER	LITSA PANAGIOTIDIS JEROLD G PAQUETTE RE TR- 1989	
P-25-79-1	0.025	15 PINE ST	PAQUETTE JEROLD G TR OF		Vac Land Unb Retail < 10,000 SF
O-23-19-41	0.293	150 MAIN ST	PARK CHAE	KEE PARK	
R-21-46A-4	0.173	CHESTNUT ST	PARKER JAMES T TRUSTEE	PARKER GLASS REALTY TRUST	Vac Land Dev
R-21-46-3	0.142	441 CHESTNUT ST	PARKER JAMES T. TRUSTEE	PARKER GLASS REALTY TRUST	Auto Repair
N-24-4-16	0.040	73 CITY HALL AVE	PEOPLE'S FUEL INC		Office C
O-24-1-8	0.191	20 GRAHAM ST	PERRY ALLISON & LINDA L TRS	UNDER THE PERRY LIVING TRUST	Apt 4 to 8 Unit
Q-22-14-44	0.116	146 SHERMAN ST	PIERCE MICHAEL R	ROBIN L PIERCE	Three Family



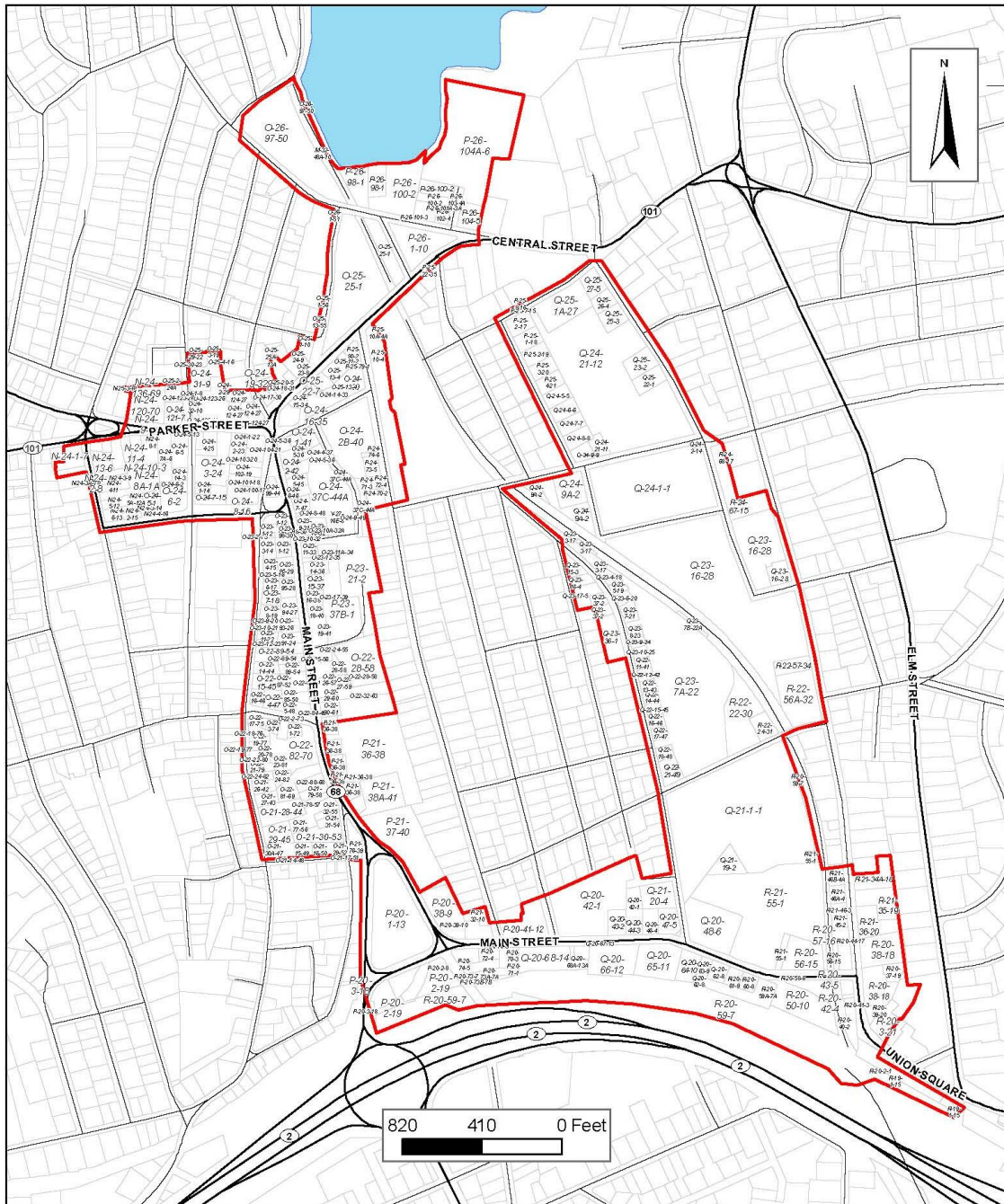
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P-21-36-38	0.059	232 MAIN ST	PJC REALTY MA INC	C/O RITE AID 10078	Retail >10,000 SF
P-21-36-38	0.705	232 MAIN ST	PJC REALTY MA INC	C/O RITE AID 10078	Retail >10,000 SF
O-22-82-70	0.892	221 MAIN ST	POWER TEST RLTY CO LTD PTSP	C/O GETTY PETROLEUM CORP	Retail < 10,000 SF
O-25-30-23	0.160	35-39 GRAHAM ST	R A REALTY TRUST	C/O LAWRENCE PETRICCA SR	Two Family
O-23-9-20	0.036	138 PLEASANT ST	R.J.M.DEVELOPMENT INC	C/O ALFRED FRAUMENI JR	Three Family
O-23-4-15	0.091	94 PLEASANT ST	RA REALTY TRUST	C/O LAWRENCE PETRICCA SR	Apt 4 to 8 Unit
O-22-5-48	0.055	10-12 WILLOW ST	RELLSTAB BRIAN J		Other Motor SS C
O-23-5-16	0.101	104 PLEASANT ST	RENES ANTONE W	WANDA F RENES	Single Fam MDL-01
N-24-12-5	0.076	120-124 PARKER ST	REPPUCCI RICHARD R	TR.OF THE RX REALTY TRUST	Retail < 10,000 SF
O-23-96-29	0.198	99 MAIN ST	REYES JONATHAN		Apt 4 to 8 Unit
O-24-37C-44A	0.238	58 MAIN ST REAR	RHO LTD		Vac Land Dev
O-24-37C-44A	0.615	58 MAIN ST REAR	RHO LTD		Vac Land Dev
P-23-37B-1	1.525	MAIN ST	RHO LTD		Vac Land Dev
O-24-37C-44A	1.729	58 MAIN ST REAR	RHO LTD		Vac Land Dev
O-25-20-5	0.208	287 CENTRAL ST	RICHARD ALFRED J & GLORIA R	C CORMIER CO-TR GARDNER TRAVEL RLTY TR	Office C Single Fam MDL-01
N-24-43-23	0.124	17 NICHOLS ST	RICHARD ALVIN		
Q-22-15-45	0.116	154-156 SHERMAN ST	RICKS LESLIE A	MARIA A RICKS	Three Family
P-25-3-20	0.255	30-32 LINCOLN ST	RINGUETTE LOUIS G	SHARON E RINGUETTE	Two Family
R-20-42-4	0.024	491 CHESTNUT ST	RJ EYLES ENTERPRISES LLC		Rest/Club C
R-20-41-3	0.032	493-495 CHESTNUT ST	RJ EYLES ENTERPRISES LLC		Rest/Club C
R-20-43-5	0.109	487 CHESTNUT ST	RJ EYLES ENTERPRISES LLC		Rest/Club C
O-21-16-50	0.108	11 WRIGHT ST	ROBERTS PAUL E	SUSANA M ROBERTS	Apt 4 to 8 Unit
Q-24-9A-2	0.132	CROSS ST	ROMAN CATHOLIC BISHOPS	OF WORCESTER	Church Etc C
Q-24-9A-2	0.567	CROSS ST	ROMAN CATHOLIC BISHOPS	OF WORCESTER	Church Etc C
Q-24-9A-2	0.589	CROSS ST	ROMAN CATHOLIC BISHOPS	OF WORCESTER	Church Etc C
R-20-56-15	0.083	562 MAIN ST	ROME ARTHUR E & JOSEPH L	CO-TRS OF A & J REALTY TR	Retail >10,000 SF
R-20-58-6	0.386	MAIN ST	ROME ARTHUR E & JOSEPH L	CO-TRS OF A&J REALTY TR	Vac Land Dev Retail >10,000 SF
R-20-56-15	0.715	562 MAIN ST	ROME ARTHUR E & JOSEPH L	CO-TRS OF A & J REALTY TR	SF
R-22-22-30	1.274	45 LOGAN ST	ROME ARTHUR E & JOSEPH L	TRS A & J RLTY TRUST	Ind Warehouse
Q-23-7-21	0.186	92 SHERMAN ST	ROME HERBERT J	JOSEPH L ROME	Ind Bldg
Q-23-3-17	0.003	74 SHERMAN ST	ROME JOSEPH L & ARTHUR E	TRS A & J RLTY TRUST	Ind Warehouse
Q-23-3-17	0.044	74 SHERMAN ST	ROME JOSEPH L & ARTHUR E	TRS A & J RLTY TRUST	Ind Warehouse
Q-23-3-17	0.413	74 SHERMAN ST	ROME JOSEPH L & ARTHUR E	TRS A & J RLTY TRUST	Ind Warehouse

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O-22-85-50	0.153	199 MAIN ST	ROME JOSEPH L & SYLVIA E	CO-TR H.J.& J.L.ROME REALTY TR	Apt 4 to 8 Unit
O-22-29-60	0.050	202 MAIN ST	ROME JOSEPH L & SYLVIA E TRS	H J & J L ROME RLTY TRUST	Office C
O-22-84-49	0.139	205-213 MAIN ST	ROME JOSEPH L & SYLVIA E TRS	HJ & J L ROME RLTY TRUST	Office C
O-22-30-61	0.180	210 MAIN ST	ROME JOSEPH L & SYLVIA E TRS	HJ & JL ROME RLTY TRUST	Office C
R-20-38-18	0.660	486 CHESTNUT ST	ROUMBAKIS KONSTANTINOS	EVANGELOS ROUMBAKIS	Rest/Club C
R-20-38-18	0.791	486 CHESTNUT ST	ROUMBAKIS KONSTANTINOS	EVANGELOS ROUMBAKIS	Rest/Club C Vacant Land Mfg
Q-20-63-9	0.141	503 MAIN ST	ROYAL STEAM HEATER CO		Ind Warehouse
Q-20-64-10	0.370	499 MAIN ST	ROYAL STEAM HEATER CO		
O-22-87-52	0.163	183 MAIN ST	SAKOUNMOUNG PHUNG	TINA SAKOUNMOUNG	Three Family
O-21-29-45	0.343	320-326 PLEASANT ST	SAMUEL JAMES AS TR OF	PLEASANT VIEW RLTY TR	Apt > 8 Units R
O-23-10-32	0.030	82-84 MAIN ST	SARGENT PETER T		Office C
O-23-10-32	0.218	82-84 MAIN ST	SARGENT PETER T		Office C
R-21-46B-4A	0.166	CHESTNUT ST	SARGENT WILLIAM S	ANNETTE E SARGENT	Vac Land Dev Single Family MDL-01
Q-23-15-3	0.173	109 GRANT ST	SHANHOLTZ MONICA R		
R-21-45-2	0.096	445 CHESTNUT ST	SHAW JOHN		Ind Warehouse
Q-24-9-9	0.199	LINCOLN ST	SOUTH LINCOLN REALTY LLC	C/O LIBERTY PROPERTIES	Park Lot
R-22-56A-32	1.155	CHESTNUT ST	SOUTH LINCOLN REALTY LLC	C/O LIBERTY PROPERTIES	Park Lot
Q-24-1-1	4.609	34 SANBORN ST	SOUTH LINCOLN REALTY LLC	C/O LIBERTY PROPERTIES	Factory
O-22-17-75	0.110	214 PLEASANT ST	SOUTH MIDDLESEX NON-	PROFIT HOUSING CORP	Rest/Clubs C Single Family MDL-01
O-22-16-46	0.137	194 PLEASANT ST	SPOFFORD JORDAN D	MARNE L SPOFFORD	
O-24-9-49	0.003	58 MAIN ST REAR	SPRINT SPECTRUM		Tel Rel Tw V Single Family MDL-01
Q-20-43-2	0.275	456 MAIN ST	STACY DOROTHY		Retail >10,000 SF
P-21-76-39	0.249	287 MAIN ST	STASUKELIS DICK L		Park Lot
O-21-30-53	0.464	EMERALD ST	STASUKELIS DICK L		
N-24-5-12	0.171	46-52 NICHOLS ST	STONE - GARDNER LLC		Apt > 8 Units Single Family MDL-01
P-25-4-21	0.256	38 LINCOLN ST	STORM ALAN M	PAULINE M STORM	
O-23-18-40	0.087	136 MAIN ST	STRAZDAS RAYMOND E	SHIRLEY A STRAZDAS	Apt 4 to 8 Unit
N-24-6-13	0.145	56 NICHOLS ST	SULLIVAN MARK P		Apt 4 to 8 Unit
P-25-2-19	0.266	22 LINCOLN ST	SURETTE MARC A		Three Family Retail > 10,000 SF
O-24-3-24	0.784	32 PARKER ST	TAJ MAHAL REALTY LLC		Retail >10,000 SF
O-24-14-3	0.122	19 CONNORS ST	TANGUAY BRIAN P	TINA M TANGUAY	Single Family MDL-01
Q-24-7-7	0.260	62 LINCOLN ST	TEKEN DARLENE E	SHLOMO M TEKEN	Single Family MDL-01
Q-21-20-4	0.520	265 SHERMAN ST	THATCHER MARIAN R LIFE TEN	EUGENIE E CROWLEY RMDRMN	Single Family MDL-01

<i>Parcel #</i>	<i>Area</i>	<i>Address</i>	<i>Owner</i>	<i>C/O Owner</i>	<i>Use Description</i>
N-24-2-15	0.083	79 CITY HALL AVE	THOMAS ROBERT F	SUSAN M THOMAS	Single Family MDL-01
O-25-23-8	0.153	271-277 CENTRAL ST	TOBIN MARY		Apt > 8 Units Retail < 10,000 SF
O-21-79-58	0.173	255 MAIN ST	TPRF2 LLC		SF
P-20-2-8	0.551	25 MECHANIC ST	TRAVERS WELDING CO		Ind Warehouse
P-20-71-1	0.070	391 MAIN ST	TRAVERS WELDING CO INC		Ind Warehouse
P-20-73B-7B	0.095	MECHANIC ST	TRAVERS WELDING CO INC		Vacant Land Mfg
P-20-70-3	0.106	391 MAIN ST	TRAVERS WELDING CO INC		Vacant Land Mfg
P-20-70-3	0.112	391 MAIN ST	TRAVERS WELDING CO INC		Vacant Land Mfg
P-20-73-7	0.191	30 MECHANIC ST	TRAVERS WELDING CO INC		Ind Warehouse
P-21-32-10	0.195	PINE ST	TRAVERS WELDING CO INC		Park Lot
P-20-73A-7A	0.200	MECHANIC ST	TRAVERS WELDING CO INC		Vacant Land Mfg
P-20-38-9	0.888	354 MAIN ST	TRAVERS WELDING CO INC		Factory Retail < 10,000 SF
Q-20-62-8	0.054	509 MAIN ST	TRS DRAKE REALTY TRUST	C/O ROYAL STEAM HEATER CO	Retail < 10,000 SF
Q-20-62-8	0.207	509 MAIN ST	TRS DRAKE REALTY TRUST	C/O ROYAL STEAM HEATER CO	Retail < 10,000 SF
Q-23-16-28	0.286	SCHOOL & SANBORN	URQUHART FAMILY LLC		Factory
Q-23-16-28	1.590	SCHOOL & SANBORN	URQUHART FAMILY LLC		Factory
Q-23-16-28	8.173	SCHOOL & SANBORN	URQUHART FAMILY LLC		Factory
Q-23-8-23	0.108	102 SHERMAN ST	VIERIRA MARTIN J	MARIE VIERIRA	Apt 4 to 8 Unit
P-24-70-2	0.173	103 PINE ST	VONGKHANKEO RANDY	MONE VONGKHANKEO	Two Family
O-24-7A-6	0.250	74-78 PARKER ST	WALTON RICHARD J TR	MOON HILL RLTY TR	Rest/Club C
O-23-95-28	0.192	109 MAIN ST	WHEELEN SUPPLY CO INC		Warehouse C Retail < 10,000 SF
O-23-15-37	0.186	110-114 MAIN ST	WHEELEN SUPPLY CO INC		SF
O-21-78-57	0.119	261 MAIN ST	WHEELER FRED R SR	CECILE Y WHEELER	Single Family MDL-01 Retail < 10,000 SF
N-24-10-3	0.145	108 PARKER ST	WHITE THOMAS A & LINDA J	TRS LEONARD RLTY TR	SF
O-21-29-52	0.086	19 EMERALD ST	WICKMAN BARRY J	DONNA M WICKMAN CO-TRS OF 108 MAIN ST REALTY TR	Apt 4 to 8 Unit Retail >10,000 SF
O-23-14-36	0.214	108 MAIN ST 108-110 SHERMAN ST	WILLOUGHBY BRUCE H + MARY E		SF
Q-23-9-24	0.090	ST	WIRTANEN JOHN F		Three Family Single Family
Q-23-5-19	0.127	82 SHERMAN ST	WITHEROW DON D	MELANIE K DOBBS	MDL-01
Q-20-66-12	0.895	457 MAIN ST	WOOD ENTERPRISES INC		Prof Assoc
O-24-124-27	0.052	29 PARKER ST	WORC CTY INST FOR SVGS	C/O BANK OF AMERICA	Bank Bldg
O-24-124-27	0.141	29 PARKER ST	WORC CTY INST FOR SVGS	C/O BANK OF AMERICA	Bank Bldg
O-24-124-27	0.185	29 PARKER ST	WORC CTY INST FOR SVGS	C/O BANK OF AMERICA	Bank Bldg

<i>Parcel #</i>	<i>Area</i>	<i>Address</i>	<i>Owner</i>	<i>C/O Owner</i>	<i>Use Description</i>
O-24-124-27	0.192	29 PARKER ST	WORC CTY INST FOR SVGS	C/O BANK OF AMERICA	Bank Bldg
P-25-10-4	1.539	206 CENTRAL ST	WORCESTER COMMUNITY HOUSING	RESOURCES INC	Housing Auth
O-22-89-54	0.133	167 MAIN ST	WORKERS CREDIT UNION		Bank Bldg
O-22-89-54	0.165	167 MAIN ST	WORKERS CREDIT UNION		Bank Bldg
O-22-89-54	0.353	167 MAIN ST	WORKERS CREDIT UNION		Bank Bldg
P-20-74-5	0.247	377 MAIN ST	WORRICK NORMAN H		Warehouse C Retail >10,000 SF
P-20-39-10	0.263	380 MAIN ST	WORRICK NORMAN H		
Q-22-16-46	0.117	164 SHERMAN ST	YABLONSKI EDWARD S, B.A. & M.E.	MICHAEL J & MARY ANN ZLOTNIK	Three Family Retail < 10,000 SF
O-23-11-33	0.146	86-96 MAIN ST	ZADROGA ALCIRA AS TRUSTEE OF	THE DEANDRADE REALTY TRUST	

Attachment A Map A-1: Gardner URA Parcels



**Legend**

- Urban Renewal Area Boundary
- Parcel boundary
- ### Parcel Number

## Attachment B: Declaration of Necessity

## Attachment C: Evidence of Public Hearing

- Notice of Public Hearing
- Legal Ad
- Massachusetts Historical Commission Notification

## **Attachment D: Local Approvals**

- City Council and Mayor
- Gardner Planning Board
- Gardner Historical Commission



## Attachment E: Legal Counsel Opinion

## Attachment F: Phase I Overview

### F.1 Phase I Urban Revitalization Plan – Summary Overview

Since 2005, the City of Gardner has actively engaged both the residential and business communities in the urban renewal planning process through a public outreach program. An Urban Revitalization Plan Steering Committee was organized comprised of over 30 residents, business owners and municipal officials. Beginning in March 2007, the Steering Committee and the consultant team conducted a multi-part planning process that included the following elements:

- a business survey;
- a property survey;
- a market analysis;
- community workshops;
- identification of needs; and
- visioning redevelopment options.

The result of these efforts, documented in the 2007 Phase I Urban Revitalization Plan, outlined three goals and embodied 15 associated implementation actions. The three goals of the 2007 Plan were:

- 1) *Provide a Plan of Work to enhance, reposition, and redevelop properties within Gardner's URA.*
- 2) *Stimulate and encourage private investment in the URA through strategic public investments.*
- 3) *Enhance the sense of community and pride in the Downtown and provide a place where residents and visitors come to live, shop, eat and recreate.*

The 15 associated implementation actions defined in the 2007 report included incentives to encourage public and private investment, elimination of blighted buildings, and implementation of the Phase I Development Plan.

### F.2 Accomplishments since Phase I

Between 2007 and the present, a number of projects and accomplishments have occurred that either directly or indirectly support the implementation actions. These initiatives include the following:

- Creation/expansion of a Development Overlay District to the Downtown area to allow for increased redevelopment options within economically stressed areas zoned Industrial I and/or Commercial I.
- Renovation of the historic Goodnow-Pearson Building on Main Street into 27 market rate apartments, three commercial storefronts and a new public Laundromat, opening a rear façade looking outward to Rear Main Street (Derby Drive).

- Demolition of GEM Industries and Superior Friction buildings on Rear Main Street, with the reuse of the existing smokestack as a leased cell tower such that is perfectly integrated into the Downtown’s historic character.
- Refurbishment of Sullivan’s Way, a public stairway from Rear Main to residential Pine Street.
- City hired an Economic Development Coordinator as a result of collaboration between the GRA, Greater Gardner Industrial Foundation, and the City of Gardner.
- City support of community festivals, including special events within the URA like the Sidewalk Sale, Oktoberfest and Chair Luge held in September 2009, where Parker Street became a pedestrian mall with refreshment tents and music. Support has included issuing special limited alcohol beverage licenses to encourage outdoor dining and celebration during community events.
- Participation in MA Economic Development Incentive Program (EDIP), a tax incentive program that involves a partnership between the company, the City and MA EOHEA. Gardner is a state-designated Economic Target Area and the URA has been designated an Economic Opportunity Area (EOA). Businesses that develop or expand in an EOA may be eligible for EDIP incentives to encourage further investment.
- The City applied for and secured approval for an Invested Revenue District, the first step in the DIF approval process that included the entire URA, for the purposes of advancing much of the Urban Renewal agenda. The Invested Revenue District was provisionally approved on December 30, 2008 by the MA Economic Assistance Coordinating Council.
- In June 2008, the City enacted the “Ordinance Relating to Nuisances on Property” and “Ordinance Relative to Vacant and Abandoned Buildings.” The nuisance ordinance allows City officials to establish property standards and enforce violations. The ordinance related to vacant buildings requires City notification when a building is or will become vacant or abandoned, and sets standards for building closure to prevent unauthorized entry, as well as minimize hazards to public safety personnel inspecting or entering such vacant buildings. These ordinances are part of the City’s strategy to increase neighborhood stability and mitigate foreclosures.
- Development of Sign and Façade Design Guidelines, to be adopted and implemented as part of the City’s Sign and Façade Improvement Program. The improvement program currently provides technical and financial assistance to eligible property owners to renovate commercial buildings, and to commercial businesses to repair or replace existing signs, or erect new signs.

## Attachment G: Design Guidelines

As noted in the URP, the City has developed signage and façade design guidelines for the Downtown. These guidelines are presented in the attached report, *City of Gardner Signage and Façade Design Guidelines*, October 2007 by the Cecil Group. Once approved, the design guidelines will apply to Rear Main Street as well as the Downtown area. Additional design guidelines will be developed for the other concentration areas of the Gardner URA (e.g., Gateway, Lower Main Street, and the Sherman/Chestnut Industrial Area) addressing each area's specific needs and issues.

## Attachment H: List of Relevant Documents

Gardner has long sought to improve the City's Downtown to reestablish historic vitality, and in so doing provide enhanced opportunities for urban economic development, improved quality and diversity of housing, and increased available open space and recreation options. The documents listed below include some of the more recent community-based planning activities that addressed concerns and included recommendations for the Downtown area. Report covers are attached; in the interest of reducing waste and encouraging sustainable practices document copies are available upon request.

- A. *FY 2009 Community Development Strategy*, (undated), City of Gardner
- B. *Building A Better Montachusett: Montachusett Region Comprehensive Economic Development Strategy, Five Year Annual Report, Evaluation and Work Plan*, October 2009
- C. *Traffic and Parking Study: Derby Drive, Gardner Massachusetts* June 2009, Tighe & Bond
- D. *Phase I Urban Revitalization Plan*, September 2007, RKG Associates and BSC Group (see selected excerpts in Attachment F)
- E. *Open Space and Recreation Plan*, May 2006, City of Gardner
- F. *Gardner Community Development Plan: Putting It All Together*, 2004, Daylor Consulting Group
- G. *Downtown Parking Assessment and Garage Feasibility/Design Studies*, 2003, Gale Associates
- H. *Rear Main Street Corridor Plan and Revitalization Strategy*, 1998, VHB
- I. *Restricted Appraisal Report*, September 30, 2010, L. J. Boudreau Associates

## Attachment I: Public Participation Information

As noted in the report, public participation was an important component of the urban renewal process. This attachment presents a list of the members of the Steering Committee, as well as some representative material from public presentations and local newspaper articles.

*Table I-1: Steering Committee Members*

Steering Committee Members and Affiliation		
John Flick, Esq.	Mark Goldstein, Esq.	George Corey, Esq.
Doug Pochini, CDC	Eleanor Fox, Colonial Cooperative Bank	Richard Tourigny, Trigg Realty, Inc.
Paul A. Texeria, RCAP Solutions, Inc.	Councilor Alice Anderson	Carolyn Kamuda, Kamuda Real Estate
Dean Marcus	Michael Ellis, Chamber of Commerce	Daniel Moen, Heywood Hospital
Edward Terceiro, Jr., MWCC	Karen Koller, RCAP Solutions, Inc.	Kristin Wood, Rep. John Olver's Office
Allen L. Gross, Gardner Planning Board	Laura M. Casker, Gardner Planning Board	Patti Bergstrom Brooks, The Velvet Goose
Stephen E. Cormier	Cleo E. Monette, GRA	Richard Cormier, GRA
Edward Lepkowski, GRA	G. Albert Anderson, GRA	Scott Graves, Esq.
Ellen Bonner, Liberty Way Real Estate	Brian LaRoche, Sharp Image	James J. Cuickshank, CDC
Bruce Rome, Rome Furniture	Gary Lorden, Benjamin Builders	Judy Seppala, City of Gardner
Peter Haley, Henshaw and Haley Realtors	Tim Vatour, Gardner Planning Board	

## Attachment J: Traffic Improvements Study