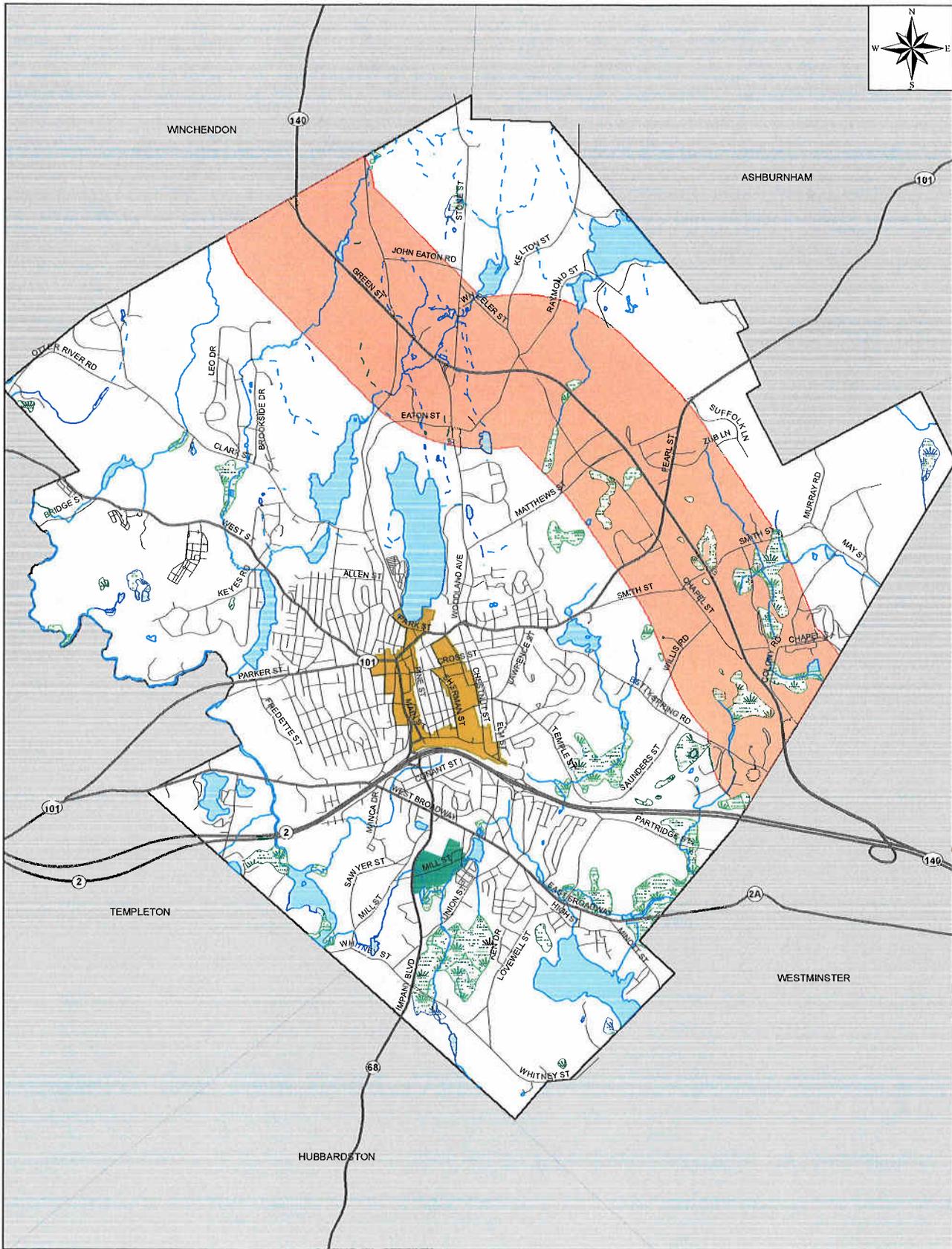


a. Map



Areas of Concern Gardner, Massachusetts

NOTES:
 -Data from Office of Geographic Information (MassGIS),
 Commonwealth of Massachusetts Information Technology Division
 & City of Gardner Engineering
 -NAD83 datum, Massachusetts State Plane Mainland Zone coordinate system.



Legend

- Roads
- State Route
- City of Gardner
- Surrounding Cities and Towns
- Perennial Stream
- Intermittent Stream
- Surface Water Body
- Wetland
- Mill Street Corridor
- Urban Renewal Area
- Route 140 Corridor

b. Urban Renewal Plan

URBAN RENEWAL PLAN GARDNER, MA October 2010



SUBMITTED TO:
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List of Acronyms

CDBG – Community Development Block Grant
DIF – District Increment Financing
DHCD – MA Department of Housing and Community Development
EDIP – MA Economic Development Incentive Program
EOA – Economic Opportunity Area
EOHED – MA Executive Office of Housing and Economic Development
GRA – Gardner Redevelopment Authority
IRD – Invested Revenue District
MART – Montachusett Area Regional Transit
MCP – Massachusetts Contingency Plan
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 19th to mid-20th 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 ceased¹, 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

¹ 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 G for a summary overview of the Phase I report and a list of accomplishments to-date associated with Phase I recommendations. See Attachment I for a list of studies relevant to urban renewal in Gardner.

The Phase I Urban Revitalization Plan was initiated by 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 21st 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 Cecile 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 H 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 Increment 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 percent².
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 21st 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

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

goals will be achieved by implementing the specific objections 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 21st 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 \$3,765,600, 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 Lynde and School Streets over three phases. The total projected public improvements construction project cost for all three

phases is \$80,023,000 for the twenty-five year plan. Short-term/Phase 1 budget is \$17,145,000. Mid-term/Phase 2 budget is \$14,087,000. Long-term/Phase 3 budget is \$48,791,000. In addition, there is a construction contingency and design/engineering costs, each projected to be twenty percent of construction costs estimates. A \$5 million entrepreneurial incentive and assistance pool will be created and operated during all three phases of the URP, and is included as part of the project 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 \$802,000 over the course of the URP. Additional costs, including funding for additional studies and evaluations, legal fees, and administration, are estimated at \$4,815,000 during all 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 \$129,885,200. This budget is detailed as to the three phases with the Phase 1 budget projected to be \$32,051,600; Phase 2 at \$25,492,800; and Phase 3 to be \$72,340,800. The gross project budget includes: public improvement costs; land assembly costs; site preparation costs; relocation costs; funds for additional studies and evaluation; 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. Thus, the net cost of the URP less projected sales and lease revenue is \$128,885,200.

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 April 2010); 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 property 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 \$24 million. This public investment (local, state and federal) will generate approximately 55 to 65 construction jobs of one-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 \$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.

The most significant URP activity which protects land and ecosystems 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. The URP calls for its relocation and the restoration of this area as open space. The relocation of the National Grid electric power substation away from the shores of Crystal Lake is significant step in long-term water resource protection. 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.

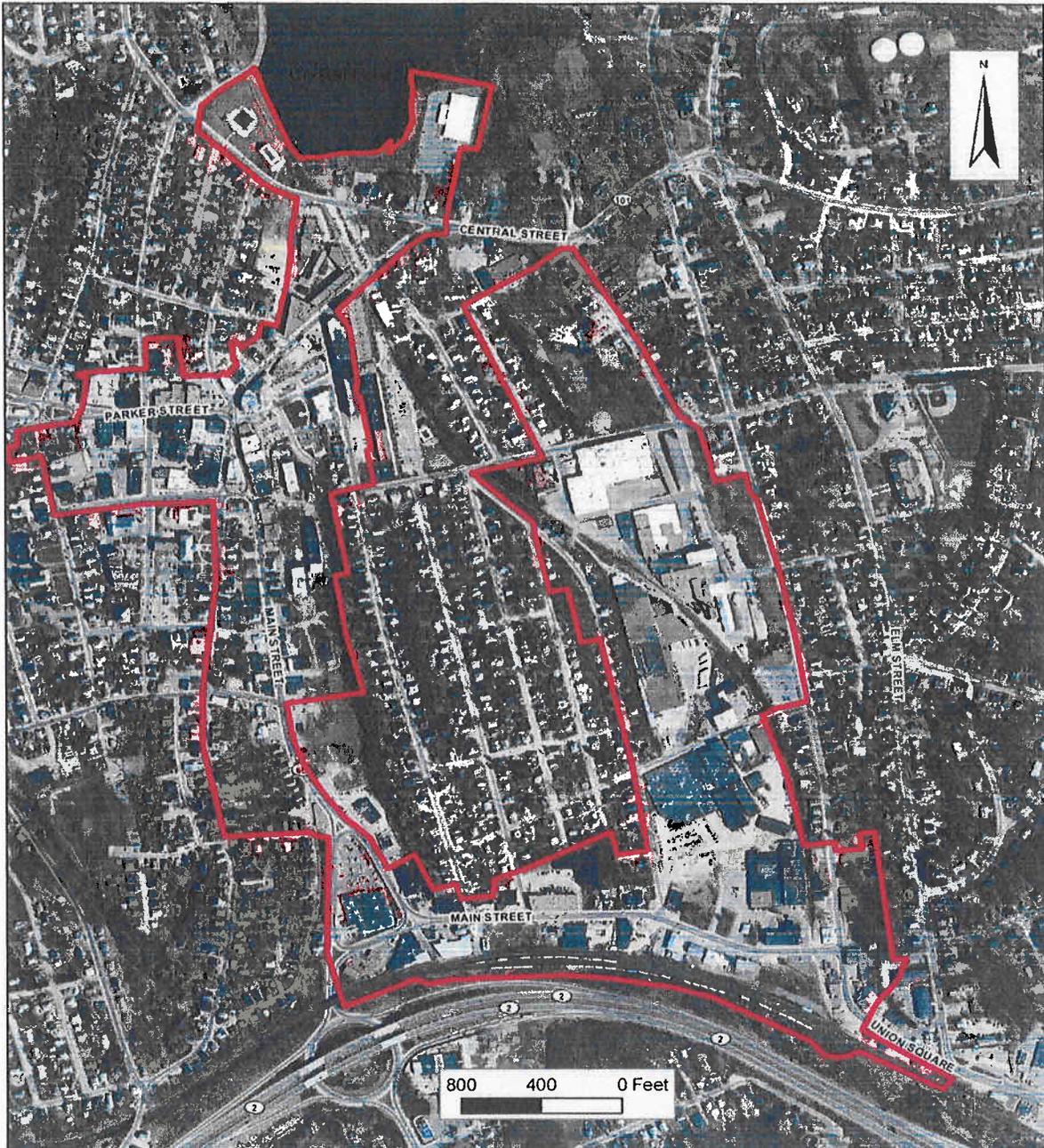
Map List

- 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) (A-2): Aerial View of Project Area



Legend

 URP Boundary

c. Route 140 Corridor

Route 140 Corridor Study

The study will evaluate congestion, capacity and safety in the short, medium and long term along Route 140 between Route 2 in Westminster and Route 12 in Winchendon. The short term evaluation will be based on existing data and studies. Because of the large amount of undeveloped land in the study area, the medium and long term evaluations will project traffic volumes and flows looking at one or more build out scenarios. The study will review and analyze existing land uses and zoning maps, and delineate undeveloped land that could be developed. It will develop and identify short, medium and long term improvements based upon identified issues and problems, and feedback from the community.

d. Mill Street Corridor (see Section III)

e. Community Development Strategy

FY 2011 COMMUNITY DEVELOPMENT STRATEGY

INTRODUCTION

The FY 2011 Community Development Strategy (CDS) summarizes the City's various efforts to engage in community-based planning and priority setting, and to outline a plan of action intended to accomplish specific community development goals. The FY 2011 CDS incorporates findings of relevant plans including: Urban Renewal Plan (CDBG, pending 2010); Land Development Guidebook (City, 2009); Expedited Permitting (City, 2008); Urban Revitalization Study (CDBG, 2007); Capital Improvement Program (City, 2007); Design Guidelines (City, 2007); Open Space and Recreation Plan (City, 2006); Zoning Ordinance (City, 2006); Montachusett Opportunity Council, Inc. Community Action Plan (MOC, 2006); ADA/504 Self-Evaluation and Transition Plan (City, 2005); Peabody Hill Housing Inventory (City, 2005); Rules And Regulations Governing The Subdivision of Land (City, 2005); Downtown Target Area Inventory (City, 2004); E.O. 418 Community Development Plans (City, 2004). The City will use the FY 2011 CDS to direct resources from all sources toward projects that address the needs identified by the community as high priorities. The City expects to address the priorities with the CDBG and non-CDBG resources identified after each Action Step.

DEFINED TARGET AREA

For FY 2011, the City, acting through its Department of Community Development and Planning, has elected to target its CDBG activities to the properties bound by the approved Downtown Target Area (DTA) (a Slum and Blight Target Area, approved by DHCD through July 8, 2014), the boundaries of the proposed Urban Renewal Area (URA) (boundaries initially drawn in 1995 and further refined through a series of public meetings in 2009 to its current layout), and in Census Tracts and Blocks that exceed 51% LMI. According to documentation received from the Department of Housing and Community Development, this would include the following: Tract 7071 Blocks 1 & 2; Tract 7072 Block 1; Tract 7073 Blocks 1 & 2 and Tract 7074 Block 2.

HOUSING

Goal 1: Expand Housing Opportunities in appropriate locations to meet the needs of Gardner's population.

Action Steps:

- Partner with local and regional non-profit organizations and local and regional weatherization programs to rehabilitate existing buildings or construct new ones within the Downtown Target Area (DTA), Urban Renewal Area (URA) and CDBG Target Areas (Census Tract/Block #7071/001 & 002; 7072/001; 7073/001 & 002 and 7074/002) in order to effectively utilize the existing infrastructure, create safe and affordable housing, repair dilapidated buildings, and create walkable neighborhoods. *{Community Development Block Grant (CDBG), Greater Gardner Community Development Corporation (CDC), Gardner Community Action Committee (CAC), Gardner Redevelopment Authority (GRA), Montachusett Regional Vocational Technical School (Monty Tech)}*
- Target efforts to rehabilitate substandard housing, or to construct new homes, in CDBG Target Areas. *{CDBG and local match, local financial institutions}*
- Modernize and selectively reconfigure existing public housing. *{Gardner Housing Authority and Department of Housing & Community Development (DHCD)}*
- Facilitate the redevelopment of vacant lots and underutilized buildings in the DTA, URA and CDBG Target Areas by increasing the quantity and availability of parking; supporting Brownfield assessment and remediation; expediting the process for taking control of tax title

properties; and exploring the use of the receivership provisions in M.G.L. Ch. 111, Section 127 I & J. *{City Budget, Environmental Protection Agency (EPA), Public Works Economic Development (PWED) grant, Community Development Action Grant (CDAG) and GRA}*

- Utilize MGL Chapter 40R to create a smart growth zoning district. *{City}*
- Complete and implement an Urban Renewal Plan in order to facilitate redevelopment efforts in and near the Downtown Target Area. *{Community Development Block Grant (CDBG), GRA, City Budget}*

Goal 2: Better manage the amount and style of residential growth in the rural areas, particularly in Water Supply Protection Districts, in order to maintain the area's rural character and protect natural resources.

Action Steps:

- Adopt a local ordinance limiting the expansion of the sewer collection system to a defined area unless the developer obtains a change in the defined area based on sound planning and/or engineering rationale. *{City Budget}*
- Create one or more Areas of Critical Concern Overlay Districts to provide additional design and development guidelines to protect and conserve environmentally sensitive lands and natural resources. *{City Budget}*
- Develop an Intermunicipal Agreement with neighboring towns in order to provide consistent protection to environmentally sensitive lands, natural resources, and water supplies. *{City Budget}*

Goal 3: Provide appropriate support to residents dealing with foreclosure.

Actions Steps:

- Partner with local banks, realtors and attorneys to identify and track foreclosed properties *{City Budget, Private Financing}*
- Partner with local non-profit and for-profit organizations that offer foreclosure prevention counseling and education to first time homebuyers and others entering the housing market *{Community Development Block Grant (CDBG), Greater Gardner Community Development Corporation (CDC), RCAP Solutions; Neighborworks Homeownership Center; local financial institutions}*

ECONOMIC DEVELOPMENT

Goal 1: Diversify the local economy and increase job opportunities by encouraging and facilitating retention and expansion of Gardner based businesses along with attracting new businesses to Gardner.

Action Steps:

- Expand the Business Visitation Program. *{Chamber of Commerce, GRA and Mayor's Office}*
- Better coordinate economic development activities through hiring an Economic Development Coordinator *{Greater Gardner Industrial Foundation, GRA, City, CDBG}*
- Complete and implement an Urban Renewal Plan in order to facilitate redevelopment efforts in and near the Downtown Target Area. *{Community Development Block Grant (CDBG), GRA, City Budget; other State and Federal grants, tax credits and financing programs}*
- Utilize MGL 43D to attract redevelopment to the Priority Development Sites *{City and 43D TA Grant}*.

- Create a District Improvement Financing (DIF) Program within a provisionally approved DIF District under MGL 43Q *{GRA, City Budget}*
- Partner with local and regional non-profit and for-profit organizations to rehabilitate existing buildings particularly within the DTA and URA in order to effectively utilize the existing infrastructure, repair dilapidated buildings, and create walkable neighborhoods. *{Community Development Block Grant (CDBG), Greater Gardner Community Development Corporation (CDC), Gardner Community Action Committee (CAC), Gardner Redevelopment Authority (GRA), Montachusett Regional Vocational Technical School (Monty Tech), Economic Development Fund (EDF), Montachusett Opportunity Council (MOC) and local financial institutions}*
- Assist, and expand, training opportunities of the local workforce. *{Chamber of Commerce, GRA, local businesses, local non-profits, Workforce Investment Board (WIB)}*
- Assist in the formation of local and regional business relationships. *{GRA, Chamber of Commerce, Square Two and Montachusett Regional Planning Commission(MRPC)}*
- Implement a proactive Marketing Strategy through tradeshow and conference attendance, promotional advertisements, flyers, factsheets, site tours, and preparation of “Doing Business in Gardner” handbook. *{City Budget, GRA, Economic Development Website, Chamber of Commerce}*
- Promote the Grow Gardner Fund loan program. *{GRA, Economic Development Website}*
- Formalize staff outreach to local business and related technical support. *{GRA and City Budget}*
- Promote and utilize state programs such as the Economic Development Incentive Program (EDIP); District Improvement Financing Program (DIF); and loan programs available from public and quasi-public entities. *{GRA, City Budget, Economic Development Website}*
- Support job training, job-related childcare assistance, job-related transportation, elder self-sufficiency and other economic security and self sufficiency programs *(HOPE, MOC, GRA, CDC, MHCC, CAC)*

Goal 2: Promote reinvestment in older industrial and commercial properties by conducting strategic planning efforts and identifying opportunities and offering development incentives.

Action Steps:

- Complete and implement an Urban Renewal Plan in order to facilitate redevelopment efforts in and near the Downtown Target Area. *{Community Development Block Grant (CDBG), GRA, City Budget, other State and Federal grants, tax credits and financing programs}*
- Promote the Grow Gardner Fund loan program. *{GRA and Economic Development Website}*
- Utilize MGL 40R & 40Q to create a smart growth zoning district and a funding mechanism to provide a local source of financing for redevelopment efforts. *{City Budget}*
- Utilize MGL 43D to attract redevelopment to the Priority Development Sites *{City and 43D TA Grant}*.
- Create a District Improvement Financing (DIF) Program within a provisionally approved DIF District under MGL 43Q *{GRA, City Budget}*
- Assist businesses to make improvements to building facades and signs within the Downtown Target Area. *{CDBG}*
- Implement a proactive Marketing Strategy through tradeshow and conference attendance, promotional advertisements, flyers, factsheets, site tours, and preparation of “Doing Business in Gardner” handbook. *{City Budget, GRA, Economic Development Website, Chamber of Commerce}*
- Support Brownfield assessment and remediation. *{EPA, MRPC, GRA, DEP and private investment}*

- Expand the scope and distribution of the “Distressed Property List”. *{City Budget}*
- Make loans to qualified businesses from the Grow Gardner Fund. *{GRA and Grow America Fund}*
- Promote and utilize state programs such as the Economic Development Incentive Program (EDIP); District Improvement Financing Program (DIF); and loan programs available from public and quasi-public entities. *{GRA, City Budget, Economic Development Website}*
- Selectively demolish buildings that are beyond reuse in CDBG Target Areas (DTA, URA, and Census Tract/Block #7071/001 & 002; 7072/001; 7073/001 & 002 and 7074/002). *{CDBG}*
- Apply appropriate ‘Smart Parking’ standards and strategies and increase the availability of parking to support redevelopment. *{CDAG, PWED}*

OPEN SPACE AND RECREATION

Goal 1: Protect and conserve Gardner’s natural resources.

Action Steps:

- Set priorities for and acquire additional open space parcels, particularly in the Water Supply Protection Districts and Areas of Critical Concern. *{Division of Conservation & Recreation (DCR) and other State and Foundation grants, Donations, and City Budget}*
- Cooperate with the Division of Fisheries and Wildlife to place Conservation Restrictions on City owned land in Crystal Lake watershed *{Division of Fisheries & Wildlife and City Budget}*
- Improve management and maintenance of existing municipally owned open space. *{City Budget}*
- Adopt a Reduced Salt Policy. *{City Budget}*
- Create one or more Areas of Critical Concern Overlay Districts to provide additional design and development guidelines to protect and conserve environmentally sensitive lands and natural resources. *{City Budget}*
- Develop inter-municipal agreements aimed at protecting watershed and open space along town boundaries. *{City Budget}*
- Promote awareness of the benefits of donating open space. *{City Budget and volunteer efforts}*
- Increase maintenance of the City’s open space parcels and dams. *{City Budget}*

Goal 2: Improve recreational resources and facilities.

Action Steps:

- Acquire land, or more effectively utilize existing land, particularly in west Gardner, for municipal recreation fields. *{DCR, City Budget, Urban Self Help, local contributions}*
- Complete North Central Pathway in conjunction with the Town of Winchendon. *{DCR and other State and Foundation grants, and volunteer support}*
- Complete the restoration of Parkers Pond. *{Army Corps of Engineers, Department of Environmental Protection (DEP) and other State grants}*
- Improve public access to Lake Wampanoag and create access to Wright’s Reservoir. *{DCR and volunteer support}*
- Create Otter River Greenway in conjunction with the Town of Templeton. *{DCR, MA Environmental Trust and volunteer support}*
- Construct a Little League complex. *{Local contributions, City Budget and EPA}*
- Increase maintenance of the City’s existing recreation facilities. *{City Budget}*

GREEN COMMUNITY

Goal 1: Reduce greenhouse gases and energy consumption.

Action Steps:

- Promote and support green energy initiatives throughout the City. *{City Budget, MWCC, DOER; Mass Technology Collaborative Renewable Energy}*
- Adopt provisions which decrease baseline energy use in all municipal buildings. *{City Budget, MWCC, DOER}*
- Partner with neighboring community in support of the Green Communities Act. *{City Budget, Town of Winchendon}*
- Advocate for converting the heating system from electric to gas or oil to facilitate the reopening of the Heritage Visitor's Center. *{City Budget, DCR}*
- Install a municipal wind turbine at the GRA's Summit Industrial Park. *{City Budget}*
- Investigate the feasibility of waste to energy facilities and other waste recycling opportunities. *{City Budget}*

TRANSPORTATION

Goal 1: Increase access to transportation options.

Action Steps:

- Complete North Central Pathway in conjunction with the Town of Winchendon. *{DCR and other State and Foundation grants, and City Budget}*
- Apply appropriate 'Smart Parking' standards and strategies in the DTA and URA.
- Complete Derby Drive (aka Pond Brook Street) and increase availability of parking in the DTA. *{PWED, CDAG, CDBG and matching private sector funds}*
- Advocate for upgrading of State Route 2 and improvements to Commuter Rail System serving Northern Worcester County. *{None required}*
- Advocate for increased bus service (more routes and frequency) to allow working parents and the underemployed better access to childcare facilities and employment locations *{None required}*

Goal 2: Ensure that people, including those with disabilities, can travel throughout the City in a safe and convenient manner.

Action Steps:

- Install ADA compliant curb ramps and sidewalks and repair deteriorated infrastructure within the DTA. *{CDBG, City Budget and MassHighway}*
- Prepare and implement a pavement management plan. *{City Budget and MassHighway}*
- Continue to support the Montachusett Regional Transit Authority's fixed route and para-transit services. *{City Budget and USDOT grants}*
- Improve dangerous intersections. *{MassHighway}*
- Provide better traffic control features, such as line painting and cross walks. *{City Budget}*
- Increase the enforcement of traffic laws and ordinances. *{City Budget}*

MUNICIPAL UTILITIES AND SERVICES

Goal 1: Improve delivery of municipal services

Action Steps:

- Restore municipal staffing levels in all departments to 2002 levels. *{City Budget}*
- Annually update the City's first Capital Improvement Program *{City Budget}*
- Expand access to, and availability of, recycling facilities and other alternatives to decrease the municipal solid waste produced within the City. *{City Budget and EPA}*
- Concentrate scarce local resources to address public safety and public health priorities. *{City Budget and CDBG}*
- Increase opportunities for staff training and professional development. *{City Budget and GRA}*
- Modernize municipal equipment, with an emphasis on public safety and computer technology. *{City Budget and Federal Grants}*
- Assess the needs and costs related to building a new Police Station and upgrading the Fire Station/HQ. *{City Budget}*

Goal 2: Advance sound water policies and practices

Action Steps:

- Upgrade existing water distribution and sewer collection systems as outlined in recently completed studies. *{City Enterprise Fund Accounts}*
- Adopt local ordinance requiring storm water Best Management Practice's. *{City Budget}*
- Adopt a local ordinance limiting the expansion of the sewer collection system to a defined area unless the developer obtains a change in the defined area based on sound planning and/or engineering rationale. *{City Budget}*
- Adopt Reduced Salt Policy. *{City Budget}*

SPECIAL NEEDS

Goal 1: Improve access to municipal and regional services, activities and programs.

Action Steps:

- Improve access to municipal buildings and other priority buildings identified in the City's ADA Transition Plan. *{CDBG, City Budget and other locally raised funds}*
- Improve access to municipal communications by providing auxiliary aids and services. *{City Budget and volunteer support}*
- Continue to support the Montachusett Regional Transit Authority's fixed route and para-transit services. *{City Budget and USDOT grants}*

Goal 2: Increase support available to persons having special needs, including but not limited to the elderly, the homeless, low and moderate income persons and the disabled.

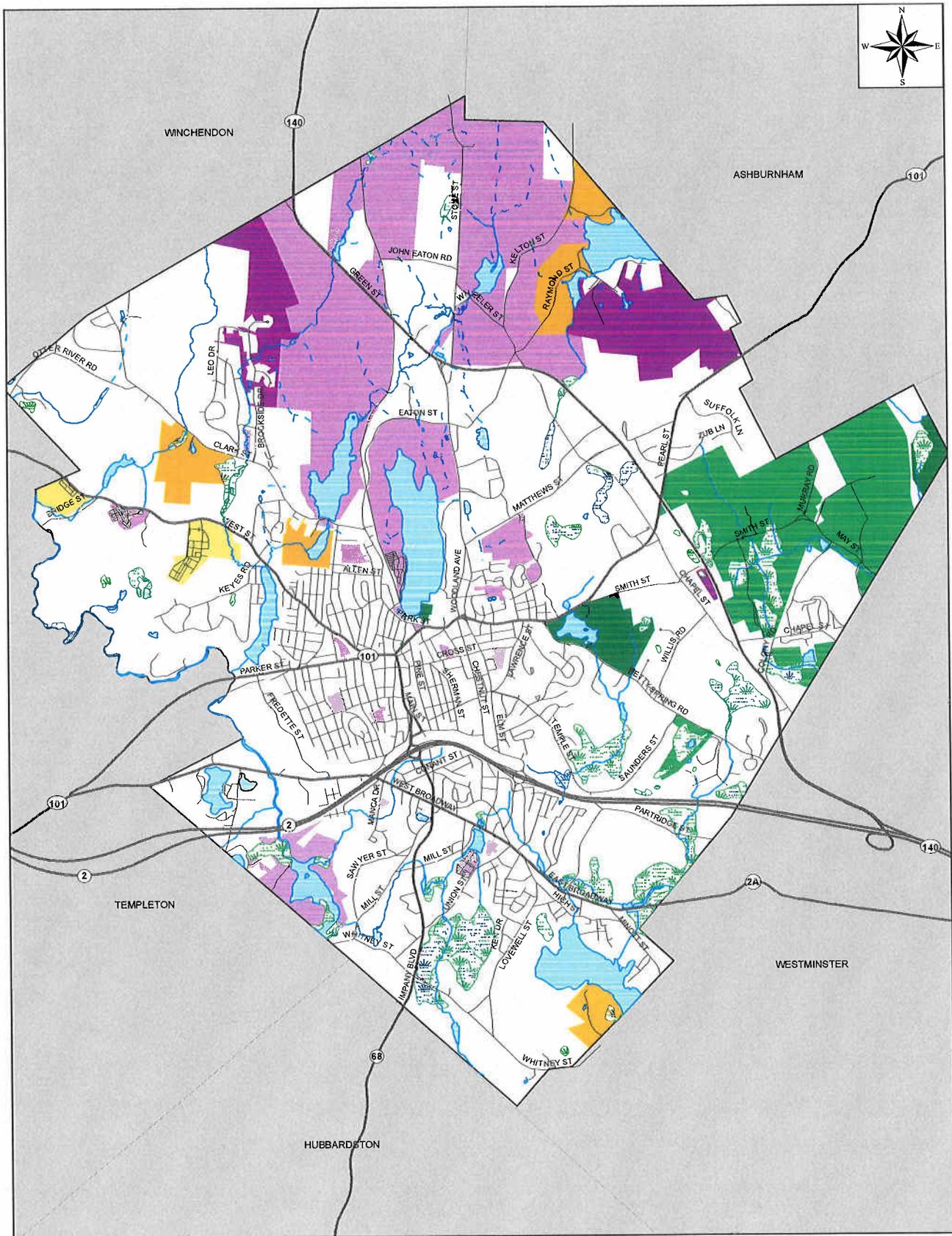
Action Steps:

- Expand partnerships with local and regional health, social and human service providers. *{Various grant sources including CDBG}*
- Provide technical and strategic support for community and regional planning. *{City Budget}*
- Support efforts of private developers to create affordable and market rate senior housing, particularly assisted living facilities for the frail elderly. *{Housing & Urban Development (HUD) and CDBG}*
- Expand existing City efforts to rehabilitate substandard housing, particularly inaccessible, multi-family buildings. *{CDBG and local match}*

FY 2011 Community Development Strategy
Priority List

1. Rehabilitate dilapidated buildings within the Downtown & CDBG Target Areas (DTA, URA and Census Tract/Block #7071/001 & 002; 7072/001; 7073/001 & 002 and 7074/002).
2. Selectively demolish buildings that are beyond reuse in CDBG Target Areas (DTA, URA and Census Tract/Block #7071/001 & 002; 7072/001; 7073/001 & 002 and 7074/002).
3. Complete and implement an Urban Renewal Plan.
4. Rehabilitate non-code compliant and/or construction of affordable single and multi-family homes.
5. Reconstruct or alter streets, sidewalks, and public buildings to allow for handicap accessibility and to encourage pedestrian travel.
6. Work cooperatively with all area for-profit, non-profit and service agencies to implement the CDS.
7. Restore, enhance, build, and support diverse recreational facilities and/or activities.
8. Support and expand economic security and self-sufficiency programs.
9. Apply appropriate 'Smart Parking' standards and strategies and increase availability of parking in the Downtown Target Area.
10. Acquire, protect, and maintain open space and environmentally sensitive lands.
11. Attract and assist businesses opening in, relocating to, or already existing in, Gardner.
12. Effectively utilize MGL Ch 40Q & R to establish a smart growth zoning district and a funding mechanism to provide a source of financing local redevelopment efforts.
13. Utilize MGL 43D to attract redevelopment to the Priority Development Sites.
14. Upgrade existing infrastructure, particularly in the Downtown Target Area and Urban Renewal Area.
15. Redevelopment of vacant or underutilized land and buildings, particularly in the target areas.
16. Annually update the Capital Improvement Program.
17. Reopen the Heritage Visitor's Center

3.) Municipal Buildings & Key Institutions, and Open Space Maps



Parks, Recreation, and Open Space Gardner, Massachusetts

NOTES:
 -Data from Office of Geographic Information (MassGIS),
 Commonwealth of Massachusetts Information Technology Division
 & City of Gardner Engineering
 -NAD83 datum, Massachusetts State Plane Mainland Zone coordinate system.



Legend

- | | |
|--------------------------------|------------------------------|
| — Roads | Open Space |
| — State Route | Federal |
| ▭ City of Gardner | DCR-State Parks & Recreation |
| ▭ Surrounding Cities and Towns | Department of Fish & Game |
| — Perennial Stream | Municipal |
| — Intermittent Stream | Land Trust |
| — Surface Water Body | Non Profit |
| — Wetland | Private |

II. Residential, Commercial, Industrial Information

1.) Property tax rates

The most property tax rate is \$14.86 (FY10) per \$1,000 of valuation for both residential and commercial/industrial property owners.

2.) Utility service map

The City of Gardner provides municipal water and sewer to approximately 95% of its residents. A water and sewer map is attached.

3.) Retail sales shipments and receipts (see attached)

4.) Identification of vacant retail / industrial space

Gardner has five distinct commercial retail centers each having unique characteristics along with the following estimated vacancy rates:

- Lower Main Street / Union Square – 5%
- Pearson Boulevard / Gardner Plaza – 5%
- South Gardner Square – 10%
- Timpany Boulevard / Timpany Plaza – 8%
- Downtown – 25%

Gardner is anchored by two modern industrial parks, one developed in the 1970s and 1980s and the other developed in the 1990s and 2000s.

- East Gardner Industrial Park – currently has no known vacancies, however, there is potential that some building are underutilized
- Summit Industrial Park – currently has one vacant 60,000 square foot modern manufacturing building, and one building with 2,000 s.f. of available office space. The park also has four available lots for sale ranging from 5 to 10 acres.

ECONOMIC FACT SHEET

Gardner city, MA

Find an Economic Fact Sheet for a specific industry.

Selected Statistics from the 2007 Economic Census
2007 Economic Sectors

2007 NAICS code and description	Number of establishments	Sales, shipments, receipts (\$1,000)	Annual payroll (\$1,000)	Number of employees
31				
- Manufacturing	47	263,413	60,400	1,548more »
33				
44				
- Retail trade	83	283,241	31,640	1,236more »
45				
51Information	7	N	6,313	239more »
53Real estate and rental and leasing	13	10,561	1,361	52more »
54Professional, scientific, and technical services	34	18,519	6,812	256more »
Administrative and Support				
56and Waste Mang and Remediation Srvs	13	12,735	3,963	113more »
61Educational services	1	D	D	amore »
62Health care and social assistance	78	195,615	81,196	2,281more »
71Arts, entertainment, and recreation	8	2,181	649	51more »
72Accommodation and food services	48	28,831	7,895	685more »
81Other services (except public administration)	40	12,738	3,366	159more »

Source: U.S. Census Bureau, 2007 Economic Census

D: Withheld to avoid disclosing data for individual companies; data are included in higher level totals.

N: Not available or not comparable.

S: Withheld because estimate did not meet publication standards.

X: Not applicable

Additional symbols

Note: Economic Census data are released on a flow basis. Data may not yet have been released for some industries and geographies. See the 2007 Economic Census Release Schedule for more information. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see Survey Methodology

The letters PDF or symbol  indicate a document is in the Portable Document Format (PDF). To view the file you will need the Adobe® Acrobat® Reader, which is available for free from the Adobe web site.

III. **Mill Street Corridor**

- 1.) Description of surrounding area
- 2.) Zoning regulations / policy including maps
- 3.) Property tax map
- 4.) Site plans and pictures
- 5.) 43D Priority Development District Map

The Mill Street Corridor

The City of Gardner is comprised of 22 square miles, and within this area the City has a relatively large number of industrial sites. Many of these sites are located in residential neighborhoods because of the city's industrial heritage, and because Gardner was the last city in Massachusetts to adopt a zoning ordinance in 1971. The majority of these former industrial sites are related to the City's furniture manufacturing history dating back to 1805. Chairs were first manufactured in Gardner in 1825. Gardner was home to twelve manufacturing companies in the mid 1800s producing over 1.2 million chairs annually. By 1910 Gardner had 20 major chair manufacturers which produced over 4 million chairs a year. In fact, during this time, the City received international recognition and was known as the "chair city of the world."

The Mill Street Corridor (MSC), located in Gardner, Massachusetts the manufacturing employment center of South Gardner. South Gardner has a population of 3,882 and is identical to census tract 7071. The MSC is made up of 14 parcels of land totaling 55.34 acres. All of the parcels have frontage on Mill Street or Timpany Boulevard. The MSC is bounded on the west by Timpany Boulevard, on east by Winter Street (a residential neighborhood) and Bent Pond, on the north by Timpany Plaza (the largest commercial plaza in Gardner), and on the south by Ramsdell Pond. The corridor contains 38.6 acres zoned industrial and 18.7 acres zoned commercial. There are three residential properties, all are vacant. The residential uses are grandfathered under zoning but occupancy is doubtful given the location, poor condition of the buildings and brownfield issues. All 14 parcels meet the EPA brownfields definition: the expansion, redevelopment or reuse of the property may be complicated by the presence or potential presence of hazardous substance, pollutant, or contaminant.

Historically, the largest employer was S. Bent Bros. Inc, which began producing furniture in the corridor in 1867. Employment peaked at over 300 in the 1970's. Operations at S. Bent Bros. Inc. ended in 2001 and the mill complex was taken in tax title by the City in 2004. Today, the only remaining manufacturer in the corridor is Superior Kitchen Designs which employs approximately 20 people.

Considerable investment for assessment, cleanup and demolition of blighted buildings has already been made in the MSC using both public and private funds. Much more remains to be done. The owner of the Garbose property spent over \$200,000 since 2003 on environmental investigations, assessments, and related reporting to DEP. In 2009, EPA funded approximately \$125,000 for additional assessment work on the Garbose property. Cleanup of the Garbose site is estimated between \$800,000 and \$1,400,000. The City is in the process of assuming ownership of this property, and should do so in January of 2011. A portion of the recently awarded EPA RFL grant will be utilized for the cleanup.

The City recently completed demolition of about one third of the S. Bent mill complex including mitigation of asbestos at a cost of \$419,314, made up of CDBG funds in the amount of \$363,290 plus \$40,850 from EPA for asbestos abatement and \$15,174 from the City. The City also used a \$30,000 deferred payment loan from MassDevelopment to prepare a hazardous materials report that is a prerequisite to demolition of an industrial building. Since taking ownership of the S. Bent mill complex in 2004, the City combined a grant from EPA in the

amount of \$200,000 with a grant from MA DEP of \$46,786 and a deferred payment loan from MassDevelopment in the amount of \$54,477 to complete environmental remediation of soil contamination and to fund a portion of the asbestos remediation related to demolition. In total the City has spent over \$810,000 at S.Bent since 2006. Completing demolition of the derelict mill complex and additional assessment and cleanup work at the site is estimated to cost between \$1,000,000 and \$1,600,000.

In March 2009, the GRA paid \$50,646 to the Boston & Maine Corporation for the rail spur connecting the MSC to the main trunk line of the Providence and Worcester Railroad. Associated surveying and legal costs amounted to an additional \$11,840. The spur has not been used since S. Bent ended operations in 2001. A preliminary assessment of the spur's condition indicates mandatory upgrades to meet current railroad standards will cost approximately \$250,000. A source of funding to pay for upgrading the spur has not yet been identified, but these upgrades are essential to insure that freight rail services are available to support redevelopment within the corridor.

Superior Kitchen Design has approached the City seeking to purchase one or two acres of land abutting their existing facilities formerly part of the S. Bent mill complex. Providing land to accommodate the expansion of the corridor's only remaining business will require assessment and cleanup funds, and a place in the redevelopment plans for the corridor. Other needed improvements to the MSC infrastructure include: 1) extending the UNITIL gas main approximately 750 linear feet from West Broadway into the MSC; 2) repaving Mill Street and reconfiguring the Mill/Winter Streets intersection; 3) installing traffic control signals at the intersection of Mill Street and Timpany Boulevard; 4) upgrading storm water management within the corridor to improve water quality in both Bent Pond and Ramsdell Pond; and 5) dredging Bent Pond and/or Ramsdell Pond to restore wildlife habitat, create passive recreational opportunities and recreate adequate storage capacity to allow for the development of a small hydro-electric power facility.

Information from the 2000 U.S. Census illustrates the difficult social, health and welfare issues confronting households in South Gardner. Fully 41% of the housing in South Gardner was constructed before 1939, compared with 14.6% nationally and 36.7% statewide. When including homes built before 1959, South Gardner jumps to 61.4%, while the nation is at 32.2% and the state is at 54.1%. In South Gardner, the poverty rate for families with children under 5 living below the poverty line is 37.1% compared to a statewide rate of 11.4%. Educational attainment in South Gardner remains lower than state and national figures. In South Gardner, 19.6% of residents never completed high school compared to 15.9% nationally and 12% in Massachusetts.

The lack of educational attainment and employment opportunities is reflected in the income levels of South Gardner residents. According to information provided by the Massachusetts Department of Employment and Training and the U.S. Department of Labor, there is evidence of economic and social distress in Gardner and more specifically in South Gardner. Based on the 2000 Census, South Gardner's per capita income was \$20,022 compared to the statewide per capita income of \$30,686 and the national per capita income of \$25,267. South Gardner's median family income was \$46,000 compared to the statewide median family income of \$61,664

and the national median family income of \$50,046. Overall, the data paints a picture of a census tract that is poorer, more poorly educated, living in older housing, in need of major reinvestment and good paying jobs.

Applicable Zoning

SECTION 3 USE DISTRICTS

310 TYPES OF DISTRICTS

For the purpose of this Ordinance, the City of Gardner is hereby divided into the following types of districts:

<u>Full Title</u>	<u>Abbreviation</u>
Single Family Residential 1	SFR1
Rural Residential 2	RR2
General Residential 3	GR3
Commercial 1	COM1
Commercial 2	COM2
Industrial 1	IND1
Industrial 2	IND2
Flood Plain Districts	FPD
Water Supply Protection District	WSPD
Development Overlay District 1	DOD1

320 LOCATION OF DISTRICTS

Said Districts are located and bounded as shown on a map entitled **'ZONING MAP OF GARDNER, MASSACHUSETTS, Scale 1" = 1,000 feet, updated August 1, 1988'**, as updated and on file in the Office of the City Clerk, City Engineer's Office and Department of Community Development and Planning, as amended. The Zoning Map with all explanatory matters thereon is hereby made a part of this Ordinance.

1. Where a boundary is shown as following a street, railroad, or utility, the boundary shall be the centerline thereon unless otherwise indicated.
2. Where a boundary is shown outside a street, railroad, or utility, and approximately parallel to the nearest line thereof, and the figure placed on the Zoning Map between the boundary and such line shall be the distance in feet between them, as measured at a right angle from such line unless otherwise indicated.
3. Where a boundary is shown as following a water course, the boundary shall coincide with the centerline thereof as said line existed at the date of the Zoning Map.
4. Where the location of a boundary line is otherwise uncertain, the Building Commissioner shall determine its position in accordance with the distance in feet from other lines as given or as measured from the scale of the map.
5. Where a district boundary line divides a lot, the regulations applying to the portion of such lot in the less restricted district may be considered as extending not more than 50 feet into the more restricted portion, but only if the lot has frontage on a street in the less restricted district.

SECTION 4 USE REGULATIONS

410 PERMITTED USES IN RESIDENTIAL, COMMERCIAL AND INDUSTRIAL DISTRICTS

In Residential, Commercial and Industrial Districts, no building or structure shall be erected or used and no premises shall be used except as set forth in the table of use regulations herein and in accordance with the following notations:

- P - Permitted Use**
- SP - Use allowed under Special Permit**
- NP - Not Permitted/Prohibited Use**

Permitted uses and uses allowed by Special Permit from either the Zoning Board of Appeals, Planning Board or the City Council shall be in conformity with the provisions of Section 1180 Special Permits and shall not be detrimental or offensive or tend to reduce property values in the same or adjoining districts by reason of dirt, dust, glare, odor, fumes, smoke, gas, sewage, refuse, noise, vibration or danger of explosion or fire.

See Section 1010 Site Plan Review for applicability of site plan review.

415 TABLE OF USES

Description of Use	Single Family RES. 1	Rural RES. 2	General RES. 3	COMM. 1	COMM. 2	IND. 1	IND. 2
<u>Residential Uses</u>							
1. Single Family detached dwelling	P	P	P	P	NP	NP	NP
2. Single Family detached dwelling for personnel required for safe operation of a permitted use	NP	NP	NP	NP	NP	P	P
3. Two family dwelling	P	SP	SP	NP	NP	NP	NP
4. Three or four family dwellings	NP	SP	SP	SP	NP	NP	NP
5. Multifamily dwelling	NP	NP	SP	SP	NP	NP	NP
6. Hotel/Motel	NP	SP	NP	P	P	SP	SP
7. Rooming house	NP	SP	SP	SP	NP	NP	NP
8. Bed and Breakfast	SP	SP	SP	SP	NP	NP	NP
9. Assisted living facility	NP	SP	SP	SP	SP	SP	SP
10. Open Space Residential Development	NP	SP	NP	NP	NP	NP	NP
<u>General and Institutional Uses</u>							
11. Agricultural use – non-exempt	SP	P	SP	SP	SP	SP	SP
12. Agricultural use – exempt	P	P	P	P	P	P	P
13. Commercial greenhouses-any greenhouse operation where there is more than 200 square feet of gross floor area	SP	SP	SP	SP	SP	SP	SP
14. Farmstand, non-exempt	NP	SP	NP	P	NP	NP	NP
15. Use of land or structures for religious purposes	P	P	P	P	P	P	P
16. Schools--public, religious, sectarian or private	P	P	P	P	P	P	P
17. Colleges and dormitories accessory thereto	P	P	P	P	P	P	P
18. Child care facility	P	P	P	P	P	P	P
19. Adult social day care facility	SP	SP	SP	SP	SP	SP	SP
20. Hospital, sanitarium, nursing, rest or convalescent home	SP	SP	SP	SP	SP	SP	SP
21. Human service program operated out of a residential structure	P	P	P	P	P	P	P
22. Library, museum, art gallery	SP	P	P	P	P	NP	NP
23. Civic center	NP	SP	NP	SP	SP	NP	NP
24. Municipal use	P	P	P	P	P	P	P
25. Essential services	NP	SP	SP	P	P	P	P

<i>Description of Use</i>	Single Family RES. 1	Rural RES. 2	General RES. 3	COMM. 1	COMM. 2	IND. 1	IND. 2
26. Country or tennis club, lodge building or other non-profit social, civic, conservation, or recreational use	NP	P	P	P	P	NP	NP
27. Cemetery	NP	SP	NP	NP	NP	NP	NP
28. Earth moving and alteration							
	See Section 1060						
<u>Business Uses</u>							
29. Mixed use	SP	NP	SP	P	NP	NP	NP
30. Professional office	NP	NP	NP	P	P	NP	NP
31. Professional office or studio within the principal building of a residence	NP	NP	SP	P	P	NP	NP
32. Office building	NP	NP	NP	P	P	P	P
33. Home occupation	P	P	P	P	NP	NP	NP
34. Convenience retail	SP	NP	SP	P	P	SP	SP
35. Retail Store up to 15,000 s.f.	NP	NP	NP	P	P	NP	NP
36. Retail Store over 15,000 s.f.	NP	NP	NP	SP	SP	SP	NP
37. Bank or other financial institution	NP	NP	NP	P	P	P	NP
38. Craft, consumer, personal service establishment dealing directly with the general public	NP	NP	NP	P	P	P	NP
39. Undertaking establishment or funeral home	NP	SP	SP	P	P	NP	NP
40. Motor vehicle light service	NP	NP	NP	SP	SP	SP	NP
41. Salesroom for motor vehicles, trailers, boats, farm implements, or machinery with repair services and storage permitted	NP	NP	NP	NP	P	P	NP
42. Motor vehicle general repairs	NP	NP	NP	NP	SP	P	NP
43. Motor vehicle body repair, soldering or welding shop	NP	NP	NP	NP	SP	P	SP
44. Restaurant	NP	SP	NP	P	P	P	NP
45. Restaurant, fast food including appurtenant structures to provide drive-thru or drive-in services.	NP	NP	NP	NP	SP	NP	NP
46. Restaurant serving food or beverages with live or mechanical entertainment	NP	SP	NP	SP	P	NP	NP
47. Wholesale office or showroom, with storage limited to floor samples only	NP	NP	NP	P	P	P	P
48. Wholesale office or showroom with storage permitted on property	NP	NP	NP	SP	P	P	P
49. Indoor amusement or recreational place or place of assembly provided that the building is so insulated and maintained as to confine noise to the premises and is located not less than one hundred feet from a residential district	NP	NP	NP	P	P	NP	NP
50. Commercial clubs and/or recreational establishments such as swimming pools, tennis courts, ski clubs, camping areas, skating rinks or other commercial facilities offering outdoor recreation	NP	SP	NP	P	P	NP	NP

<i>Description of Use</i>	Single Family RES. 1	Rural RES. 2	General RES. 3	COMM. 1	COMM. 2	IND. 1	IND. 2
51. Public or commercial outdoor amusement or recreation use but not including outdoor movie theater	NP	NP	NP	NP	P	P	NP
52. Bus station or terminal or railroad station for passengers	NP	NP	NP	P	P	P	NP
53. Transport terminal	NP	NP	NP	NP	NP	P	P
54. Contracting business and contractor's yard including storage in the open. ¹	NP	NP	NP	NP	SP	P	NP
55. Drive-thru or drive-in business and appurtenant structures for any use permitted use excluding fast food restaurants and convenience retail.	NP	NP	NP	SP	SP	SP	NP
56. Animal clinic or veterinary hospital	NP	SP	NP	NP	P	P	NP
57. Commercial kennel	NP	SP	NP	NP	NP	NP	NP
58. Printing or publishing establishment	NP	NP	NP	P	P	P	P
59. Adult uses	NP	NP	NP	NP	NP	NP	SP
<u>Industrial Uses</u>							
60. Light manufacturing using electric power only and causing no external disturbances to abutters	NP	NP	NP	SP	SP	P	P
61. Telegraph, telephone and express offices, radio, television and film broadcasting studios	NP	NP	NP	P	P	P	P
62. Warehouse and storage facilities including storage in the open. ²	NP	NP	NP	NP	NP	P	P
63. Converting, fabricating, manufacturing, altering, finishing and/or assembling	NP	NP	NP	NP	NP	P	P
64. Scientific or research laboratory	NP	NP	NP	NP	SP	P	P
65. Distributorships dealing with commercial and industrial supplies	NP	NP	NP	NP	SP	P	P
66. All other industrial uses not expressly referred to above or not expressly prohibited	NP	NP	NP	NP	NP	SP	SP
<u>Accessory Uses</u>							
67. In-Law apartment within a single-family dwelling	P	P	P	P	NP	NP	NP
68. In-Law apartment in a detached structure	SP	SP	SP	SP	NP	NP	NP
69. Family Day Care Home, Small	SP	P	P	P	SP	SP	SP
70. Family Day Care Home, Large	SP	SP	SP	SP	SP	SP	SP
71. Customary home occupation	P	P	P	P	NP	NP	NP

¹ Storage in the open shall be screened from public view. The preferred method of such screening shall be a landscaped arrangement of plantings; if this is not feasible, opaque fencing shall be used

² Storage in the open shall be screened from public view. The preferred method of such screening shall be a landscaped arrangement of plantings; if this is not feasible, opaque fencing shall be used

<i>Description of Use</i>	Single Family RES. 1	Rural RES. 2	General RES. 3	COMM. 1	COMM. 2	IND. 1	IND. 2
72. Free-standing aerial antenna towers and Wind Energy Conversion Systems.	NP	NP	NP	NP	NP	SP	SP
73. Land uses accessory to scientific development or production	NP	SP	NP	SP	SP	SP	SP

Prohibited industrial uses.

74. Acetylene gas, cyanide compound or oxygen manufacture.
75. Asphalt manufacture or refining.
76. Chlorine or bleaching powder manufacture.
77. Creosote manufacture.
78. Distillation of coal or wood.
79. Drop forge shop.
80. Explosives, fireworks, or ammunition manufacture.
81. Gypsum, cement, plaster, or plaster of paris manufacture.
82. Incineration, reduction or dumping of offal, garbage or refuse on a commercial basis (except where controlled by the City)
83. Junk yard, junk storage, scrapping of autos and parts and the salvage thereof.
84. Linoleum manufacture.
85. Match manufacture. Fertilizer manufacture.
86. Fumigation plants.
87. Glue or size manufacture from fish or animal offal.
88. Storage, collection, treatment, burial, incineration or disposal of radioactive wastes, including but not limited to low level waste.

530 DEVELOPMENT OVERLAY DISTRICT 1

531 Purpose

To increase redevelopment options consistent with city-wide growth and development policies within economically stressed areas Zoned Industrial 1 and/or Commercial 1 by providing for additional uses as a matter of right or **Special Permit** and altering dimensional requirements.

532 Scope of Authority

1. The Development Overlay District 1 may be applied over some or all existing parcels that are zoned Industrial 1 and Commercial 1, it may not be applied over any other zoning district.

2. Any **use** permitted by right or **Special Permit** in the underlying districts, as provided for by this Ordinance, shall continue to be permitted in addition to all other uses permitted by the Development Overlay District 1.

533 Designation of Development Overlay District 1

City Council retains sole authority to designate an area as Development Overlay District 1. Such designation is limited to areas zoned Industrial 1 and Commercial 1 that clearly exhibit the impacts of economic stress. Criteria for measuring economic stress include vacancy rates, incidences of arson, declining property values, **building** code violations, property tax delinquencies and inclusion in ongoing revitalization efforts.

The Planning Board may request designation of a Development Overlay District 1 only after consultations with relevant agencies and a public hearing. The request for designation shall contain a report of finding.

534 Additional Uses

1. Properties zoned Industrial 1 and designated a Development Overlay District 1 shall be permitted the following uses as a matter of right:
 - a. Library, museums, art gallery or civic center.
 - b. Country or tennis club, lodge **building** or other non-profit social, civic, conservation or recreational **use**.
 - c. Professional Office and Retail Store, regardless of area.
 - d. Indoor amusement or recreation place of assembly provided that the **building** is so insulated and maintained as to confine noise to the premises.
 - e. Commercial clubs and/or recreational establishments such as swimming pools, tennis courts, ski clubs, camping areas, skating rinks or other commercial facilities offering outdoor recreation.
2. Properties zoned Industrial 1 and designated a Development Overlay District 1 shall be permitted the following uses under a **Special Permit** by the City Council as provided in Section 1180 Special Permits:
 - a. Three or four **family dwelling, multifamily dwelling** and **mixed use**.
 - b. **Restaurant** serving food or beverages only to persons inside a **building**.
 - c. **Restaurant** serving food or beverages with live or mechanical entertainment.

535 Dimensional Requirements

1. Any new **structure** substantial improvement or alternative to an existing **structure** involving more than 50 percent of that **structure**'s gross floor area shall be subject to the following:
 - a. Minimum **lot size**: 5,000 square feet
 - b. Minimum **frontage**: none
 - c. **Front yard setback**: none
 - d. **Side yard setback**: 10 feet; or none if abuts commercial or industrial **use**
 - e. **Rear yard setback**: 20 feet
 - f. Maximum **building height**: 5 stories or 60 feet
 - g. Maximum **building coverage** including **accessory buildings** 65%

2. Improvements or **alterations** to an existing **structure** involving less than 50 percent of that **structure's** gross floor area shall not be subject to dimensional requirements, except that the minimum **lot** size shall not be less than 5,000 square feet and the **structure** shall not expand in terms of percentage of **lot** coverage.

536 Parking Requirements

Off-street parking shall be provided according to the schedule of parking uses, Section 750, except as follows:

Parking Requirements: Development Overlay District 1	
1. Retail Store	One space per 250 sq. ft. gross floor area
2. Business or Professional office	One space per 300 sq. ft. gross floor area
3. Restaurants ; Lodge or Clubs; or other place of Assembly	One space per four seats
4. Library, museums, art gallery or civic center	Two spaces per 1,000 sq. ft. gross floor area
5. Mixed Use	Sum of various uses computed separately

537 Site Plan Review

The Site Plan review and approval provisions of Section 1010 Site Plan Review, shall apply to the following types of **structures** and uses in a Development Overlay District 1:

1. Any new **structure** or group of new **structures** under the same ownership on the same or contiguous **lots** that consists of 2,500 square feet or more of gross floor area.
2. Any improvement, **alteration**, or change in **use**, which results in an increase of 2,500 square feet or more of gross floor area.

540 SMART GROWTH PLANNED UNIT DEVELOPMENT (SGPUD)

541 Purpose

By **Special Permit**, the Planning Board seeks to facilitate an alternative pattern of land development which promotes compact, **mixed use** development that is convenient to a variety of transportation options, to preserve **common open space**, and to promote the creation of new housing units that are contained in a variety of **building** types and laid out in a manner to promote the establishment of a pedestrian-oriented neighborhood(s). This type of development may be determined to be sufficiently advantageous to render it appropriate to grant special permission to depart from the normal requirements of the district to the extent authorized by the Ordinance.

SGPUD is allowed in the RR2, COM2, IND1 and IND2 zones. Proposed SGPUD development shall be located on a **lot** or contiguous **lots** of not less than 60,000 s.f. in the RR2 zone, and shall employ public water and sewage. In the COM2 and IND2 zones, the tract shall contain no less than 60,000 s.f. In the IND1 zone, the tract shall contain no less than 50,000 s.f. A development plan shall be presented for the entire tract.

The development shall be subject to all zoning regulations, except those which through the grant of a **Special Permit**, the Planning Board has permitted increased density, parking requirements less than those ordinarily required, and additional uses.

542 Allowed Uses

In addition to the uses allowed in the underlying district, the following uses are eligible for consideration:

- a. **Mixed use**;

- b. Single, two, three, and four family **dwelling**s;
- c. **Multifamily dwelling**s;
- d. **Assisted living facilities**;
- e. **Convenience retail**;
- f. **Business or professional office**;
- g. **Restaurant**;
- h. **Office building**.

543 Density and Dimensional Requirements

- 1. The minimum **common open space** requirement of the overall tract in the RR2 shall be 30% exclusive of areas located in flood plains and wetlands. In the COM2, IND1 and IND2 the minimum **common open space** requirement of the overall tract is 20% exclusive of areas located in flood plains and wetlands.
- 2. **Multifamily** residential **structures** shall contain no more than 8 units per **building** and shall be clustered to foster neighborhood connections. Residential density shall not exceed 20 units per acre to be calculated exclusive of areas located in flood zones, and wetlands.
- 3. The area developed for residential **use** shall not exceed 50% of the overall tract exclusive of areas located in flood plains and wetlands.
- 4. **Setbacks** – industrial uses shall be set back a minimum of 20 feet from commercial uses, and 50 feet from residential uses. The Planning Board retains the authority to increase minimum **setbacks** at its discretion in the interest of safety, circulation, or other factors.
- 5. Maximum building height shall be 65’.

544 Parking and Other Requirements

- 1. Parking shall be in accordance with those requirements set forth in Section 750 Schedule of Parking Uses-General Requirements. The Planning Board may allow for shared **use** parking if the applicant can prove the specified parking demand will occur at different and complementary times of day. The **use** of **structure** parking is encouraged to reduce impervious surfaces and enhance overall design of the development.
- 2. Proposed developments which include over 12 residential units shall require 20% of the overall number of units to be affordable to persons and families earning 80% or less of the area’s median income, and these units shall remain affordable for a minimum period of 30 years.

545 Site Plan Review

All developments proposed for SGPUD shall undergo site plan review. For the convenience of the applicant, site plan review and request for a **Special Permit** pursuant to this section may be held concurrently to the degree feasible. The applicant will be responsible for submitting a request and meeting all submission requirements concurrently in order to streamline notice and hearing requirements.

550 INDUSTRIAL & COMMERCIAL HERITAGE PLANNED UNIT DEVELOPMENT (ICHPUD)

551 Purpose

By **Special Permit**, the Planning Board seeks to facilitate an alternative pattern of land development which promotes adaptive re-**use** of its older, formerly industrial mill and commercial **buildings** and sites. In so doing, it

also seeks to promote a mix of uses, opportunities for flexible “live-work” spaces, and favor pedestrian-scaled developments that maintain the historic fabric of the **structures** and surroundings, and minimize the impacts of motor vehicles. This type of development may be determined to be sufficiently advantageous to render it appropriate to grant special permission to depart from the normal requirements of the district to the extent authorized by the Ordinance.

ICHPUD is allowed in the IND1, IND 2, and COM1 zones. Proposed ICHPUD development shall be located on a **lot** or contiguous **lots** of not less than 60,000 s.f. which are occupied by historic commercial and/or industrial **structures** whose preservation and reuse is in the community’s interest. New **structures** may be part of the overall development, but must complement existing **buildings**. A development plan shall be presented for the entire tract.

The development shall be subject to all zoning regulations, except those which through the grant of a **Special Permit**, the Planning Board has permitted increased density, parking requirements less than those ordinarily required, and additional uses.

552 Allowed Uses

In addition to the uses allowed in the underlying district, the following uses are eligible for consideration:

- a. **Mixed use**
- b. **Multifamily dwellings**
- c. **Live-work units**
- d. **Convenience retail**
- e. **Retail**
- f. **Business or professional office**
- g. **Restaurant**

553 Density and Dimensional Requirements

1. Residential density shall not exceed 40/units per acre to be calculated exclusive of flood zones and wetlands.
2. The area developed for residential **use** shall not exceed 50% of the overall tract.

554 Historic Preservation and Parking Requirements

1. Historic **structures** are to be preserved and reused. For the purpose of this section, historic shall mean those **buildings** which are determined to be on or eligible for listing on the National Register of Historic Places. Eligibility is determined by the Gardner Historical Commission. If an historic **structure** is proposed for demolition, the Gardner Historical Commission must first determine that the **structure** is not preferably preserved prior to consideration of the ICHPUD **Special Permit**.
2. Parking shall be in accordance with those requirements set forth in Section 750 Schedule of Parking Uses-General Requirements. The Planning Board may allow for shared **use** parking if the applicant can prove the specified parking demand will occur at different and complementary times of day. The **use** of a **parking structure** is encouraged to reduce impervious surfaces and enhance overall design of the development.

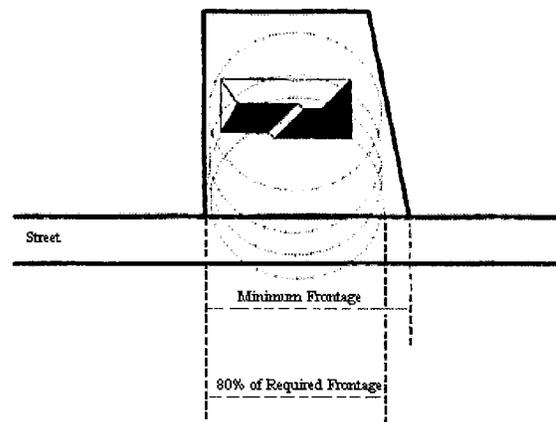
555 Site Plan Review

All developments proposed for ICHPUD shall undergo site plan review. For the convenience of the applicant, site plan review and request for a **Special Permit** pursuant to this section may be held concurrently to the degree feasible. The applicant will be responsible for submitting a request and meeting all submission requirements concurrently in order to streamline notice and hearing requirements.

SECTION 6 DENSITY AND DIMENSIONAL REGULATIONS

610 GENERAL REQUIREMENTS

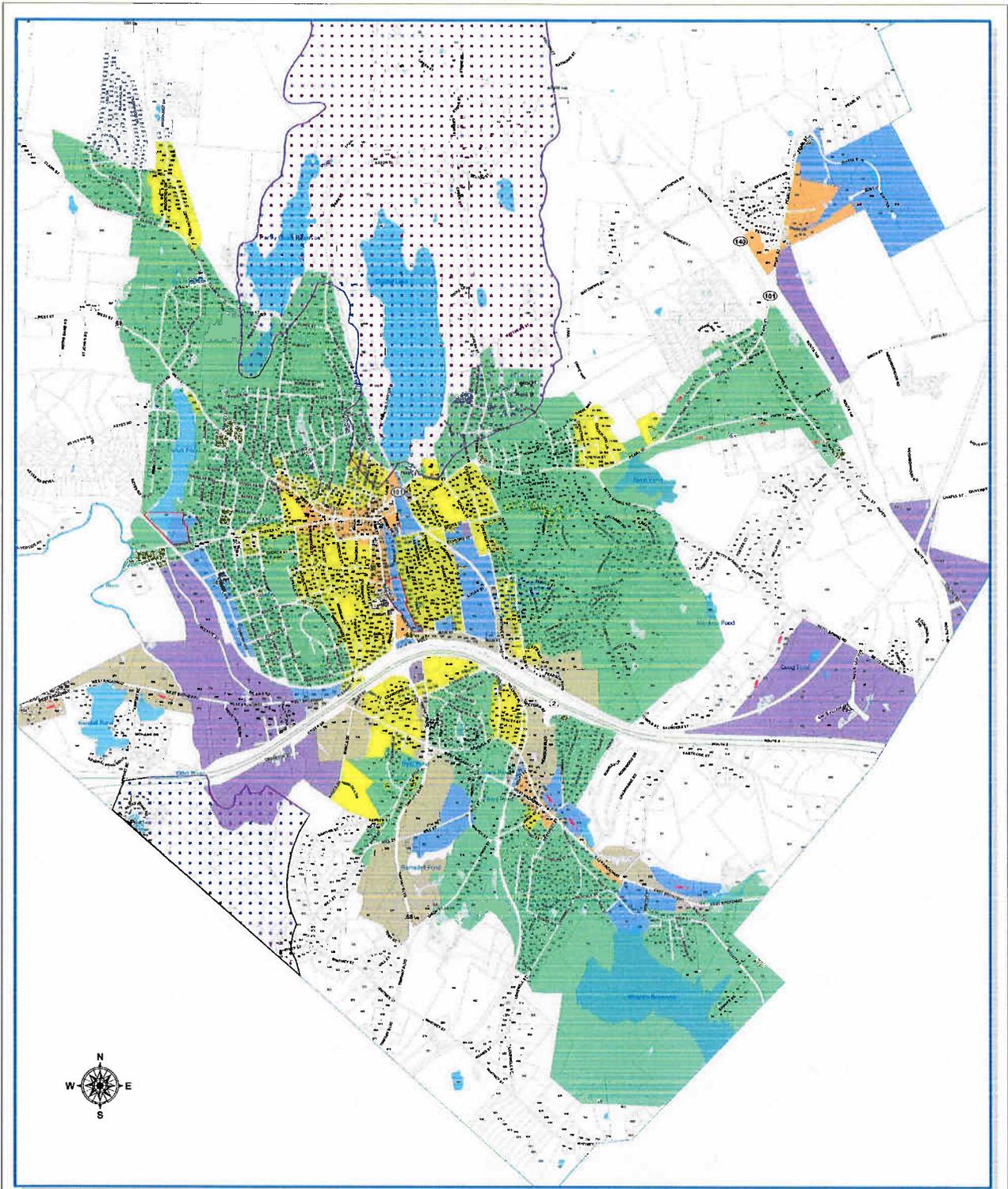
1. A **dwelling, building** or any **structure** hereafter erected in any district shall not be located on a **lot** having less than the minimum requirements and no more than one **dwelling** shall be built upon any single **lot**, except as hereinafter provided.
2. A **lot** or parcel of land having an area or a frontage of lesser amounts than required in the following schedule may be considered as coming within the area and frontage requirements of this section, provided that at the time of **building**, such **lot** has an area of more than five thousand square feet, has a frontage of fifty feet or more and is in a district zoned for residential **use** and provided further that such **lot** or parcel of land was shown on a parcel or described in a deed duly recorded or registered at the time of the adoption of this Ordinance and did not at the time of such adoption adjoin other land of the same owner available for **use** in connection with such **lot** or parcel.
3. All minimum **yard** dimensions required in the following schedule are to be measured from the relevant **lot line**.
4. The limitation of height of **buildings** and **structures** in the following schedule shall not apply in any district to chimneys, ventilators, towers, spires, or other ornamental features of **buildings** which features are in no way used for living purposes.
5. All **lots** shall have a **lot width** such that the center of a circle having a minimum diameter of at least 80% of the required **frontage** of the **lot** can be passed along a continuous line from the **lot line** along which the **frontage** is measured to any and all points of the principal **structure** or proposed principal **structure** without the circumference intersecting any side **lot line**.



620 TABLE OF LOT, AREA, FRONTAGE, YARD, AND HEIGHT REQUIREMENTS¹

	MINIMUM LOT DIMENSIONS			MINIMUM YARD DIMENSIONS IN FEET ²			MAXIMUM HEIGHT OF BUILDING		MAXIMUM % BLDG. COVERAGE INCLUDING ACCESSORY BUILDING	% OPEN SPACE REQUIRED
	AREA SQUARE FEET	FRONTAGE IN FEET	FRONT	SIDE	REAR	STORIES	FEET			
SINGLE FAMILY RESIDENTIAL 1	12,500	100	30	15	20	3	36	30%		
RURAL RESIDENTIAL 2	60,000	150	30	20	40	3	36	25%		
GENERAL RESIDENTIAL 3	8,000	75	20	10	20	3	36	65%		
Multifamily Use	3,500/unit	75	30	20	20	3	36	30%	40%	
COMMERCIAL 1	10,000	80	10	10	20	5	60	30%		
Multifamily Use	2,500/unit	80	30	20	20	3	36	30%	40%	
COMMERCIAL 2	30,000	100	30	20	30	4	48	50%		
INDUSTRIAL 1	10,000	80	10	10	20	7	84	65%		
INDUSTRIAL 2	30,000	150	40	20	30	7	84	50%		

1. See Infill Development (Section 630), Overlay Districts and Planned Unit Developments (Section 5) Special Residential (Section 8) and Supplemental (Section 10) regulations for applicable dimensional requirements pursuant to special conditions.
2. No accessory building or structure shall be located within the required front yard area. No accessory building shall be located in any side yard area nearer to the side lot line than five feet, or in a rear yard area nearer to the rear lot line than five feet, or nearer to another principal or accessory building than five feet.
3. Where the rear lot line in such zones abuts a rail track, the REAR SETBACK shall be reduced to five (5) feet. (8/6/2007)



- Emerging County District
- Water Supply Protection
- ZONING 2008**
- SINGLE-FAMILY RESIDENTIAL 1
- TRADITIONAL RESIDENTIAL 2
- SEASONAL RESIDENCE 3
- COMMERCIAL 1
- COMMERCIAL 2
- INDUSTRIAL 1
- INDUSTRIAL 2
- OTHER



CITY OF GARDNER ZONING MAP

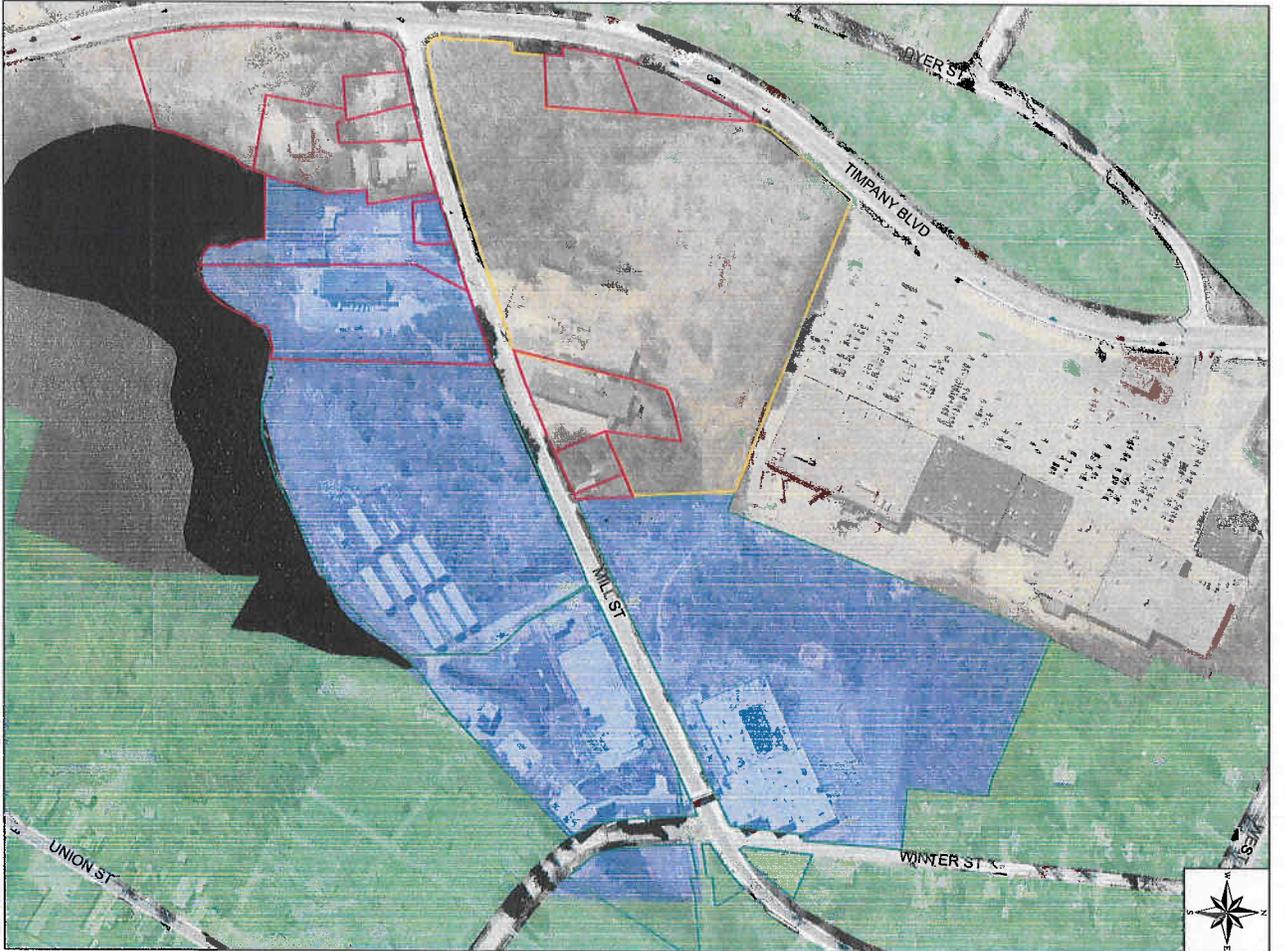
REVISED BY ZONING BOARD MAY 16, 2005

ALL CONSIDERATION OF THIS MAP IS SUBJECT TO CERTIFICATION WITH THE ASSOCIATION'S OFFICE. VIEW CURRENT ONLINE MAPS FOR COMPREHENSIVE ZONING INFORMATION.
 http://www.cityofgardner.com/eng/eng.asp

Information displayed on this map is for informational purposes only. It is not intended to be used for legal or financial purposes. The information is provided as a service to the public and is not intended to be used as a basis for any legal or financial decision. The City of Gardner is not responsible for any errors or omissions in this map. The City of Gardner is not responsible for any damages or losses resulting from the use of this map. The City of Gardner is not responsible for any actions taken based on the information provided in this map. The City of Gardner is not responsible for any actions taken based on the information provided in this map.

City of Gardner
Engineering Department
V3.0
PRINTED 3/30/2010





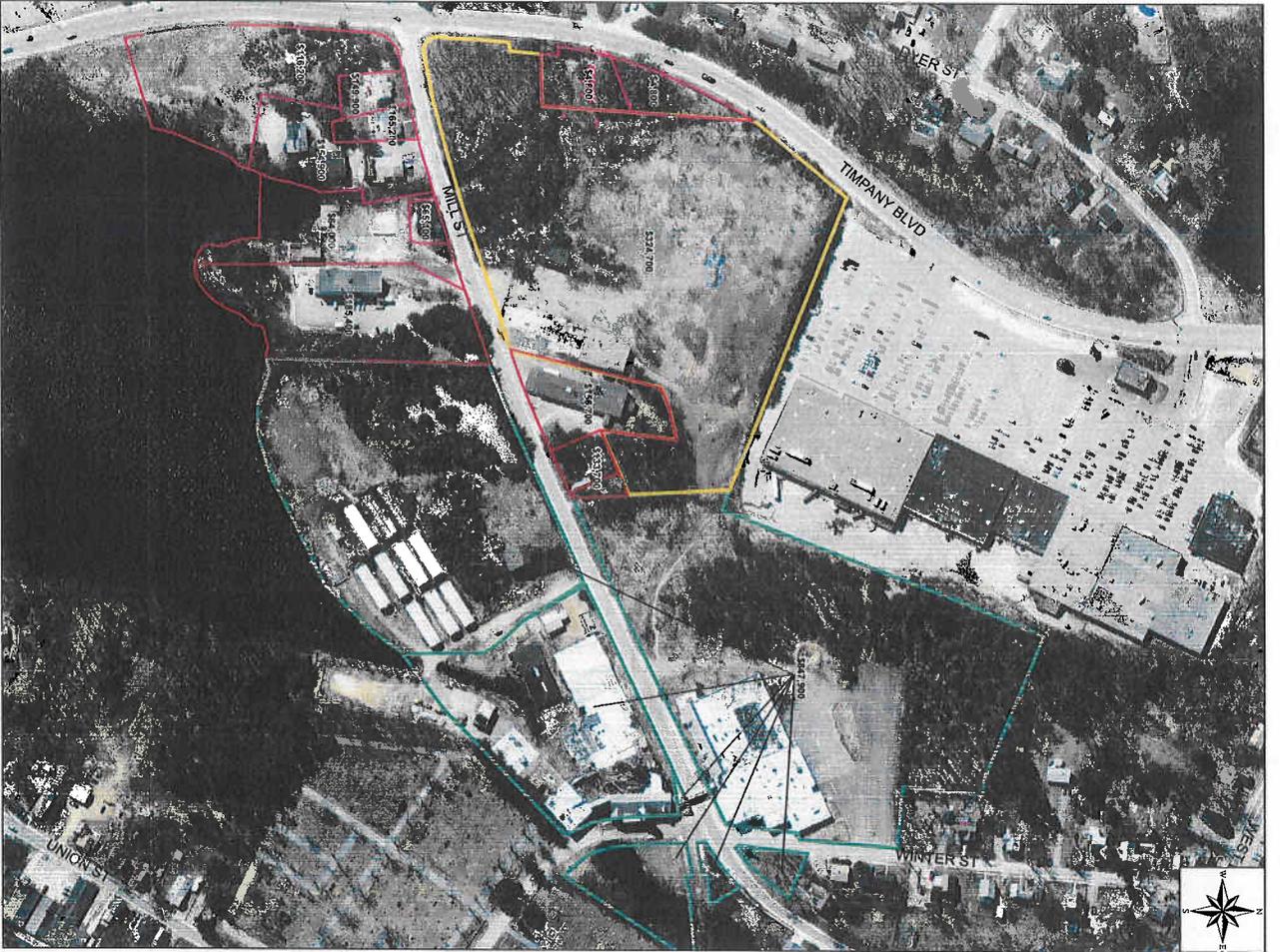
Zoning
Mill Street Corridor
Gardner, Massachusetts

Legend

- S. Bart Property
- Gardner Property
- Private Ownership
- Zoning
- Single Family Residential
- Commercial 2
- Industrial 1

NOTES:
 1. This map is a representation of the zoning information provided by the City of Gardner, Massachusetts. It is not intended to be used for any other purpose.
 2. The map is based on the zoning information provided by the City of Gardner, Massachusetts. It is not intended to be used for any other purpose.
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NOTE: The Office of Geographic Information Systems (GIS) has provided this information for informational purposes only. It is not intended to be used as a legal document. The information is provided as a service to the public and is not intended to be used as a legal document. The information is provided as a service to the public and is not intended to be used as a legal document.

**Mill Street Corridor
Property Tax Map
Gardner, Massachusetts**

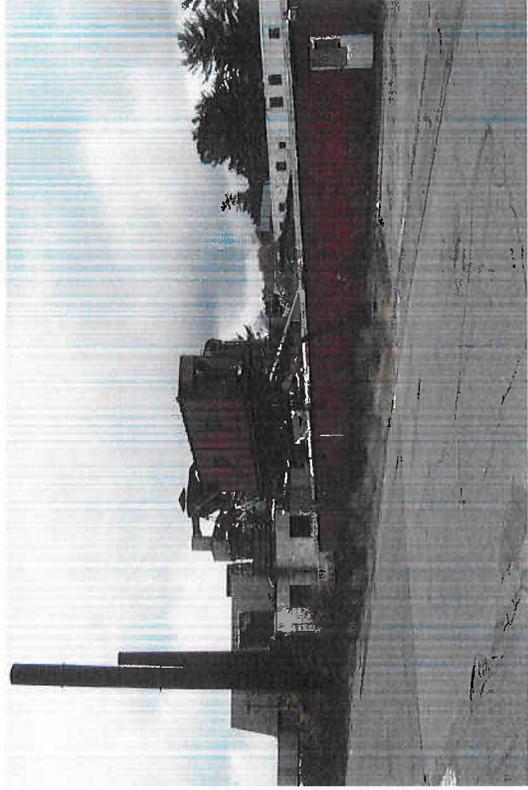
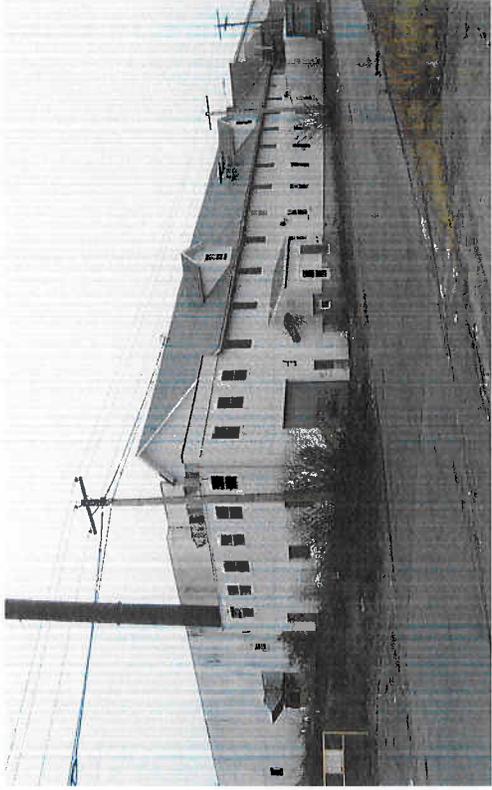
0 100 200 400 600 Feet

Legend

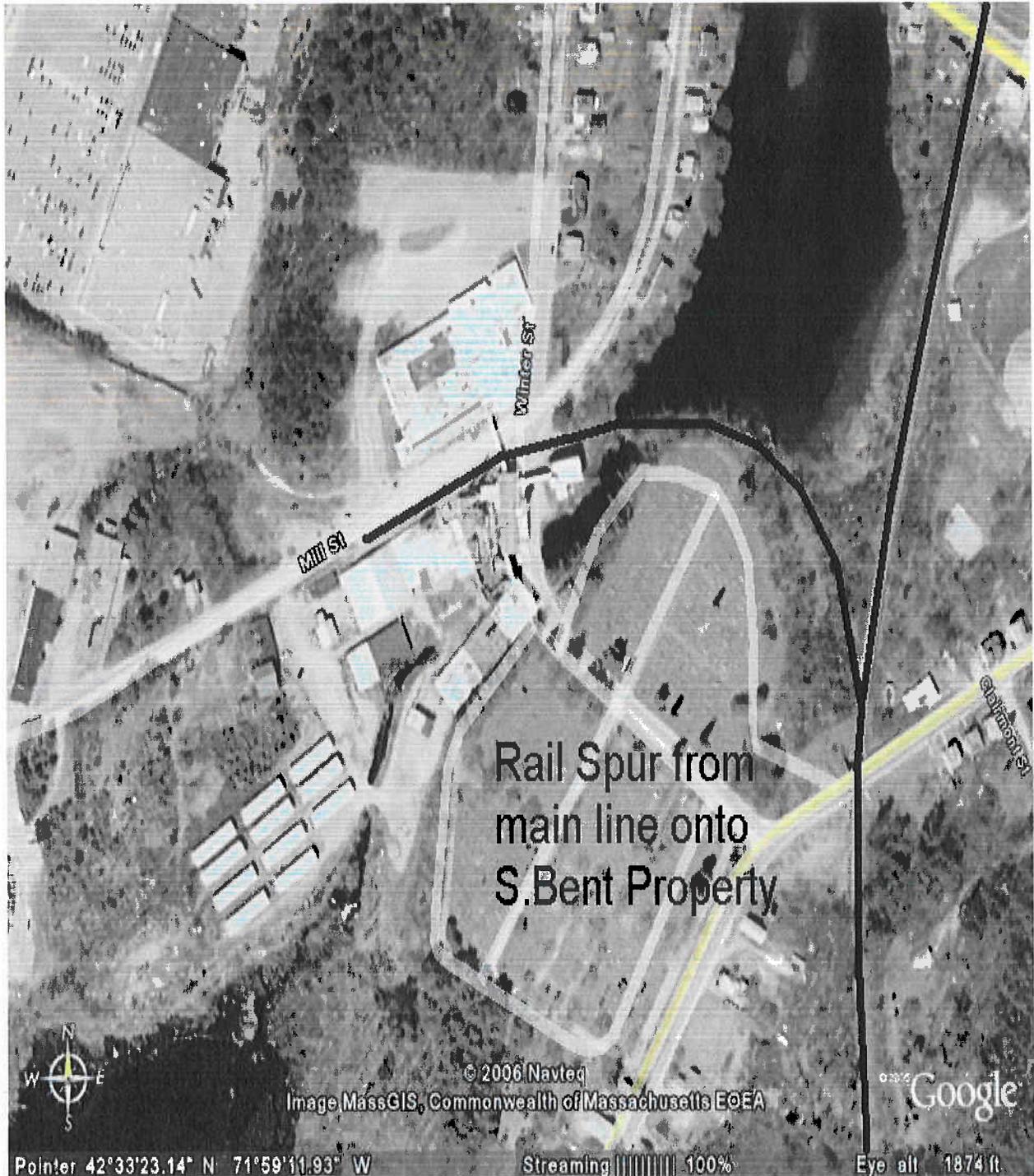
- S. Mill Property
- Common Property
- Private Ownership

As of 12/31/2020
Assessed Value as of 12/31/2020
Created by the Assessment of Revenue

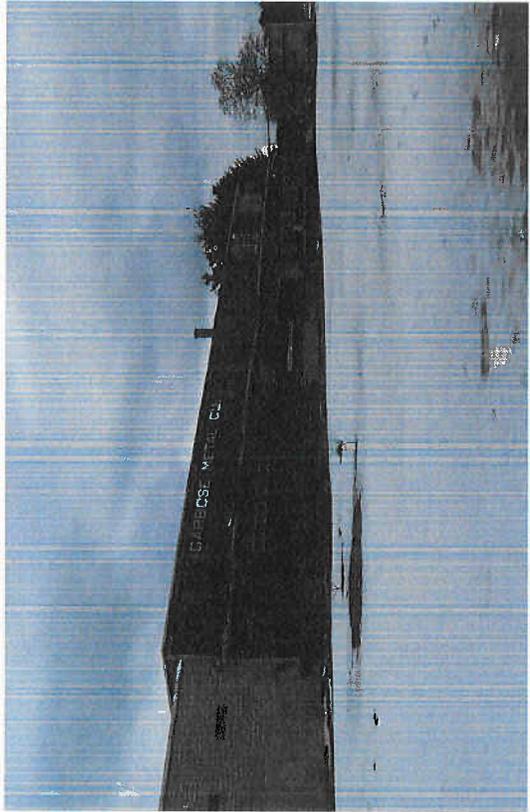
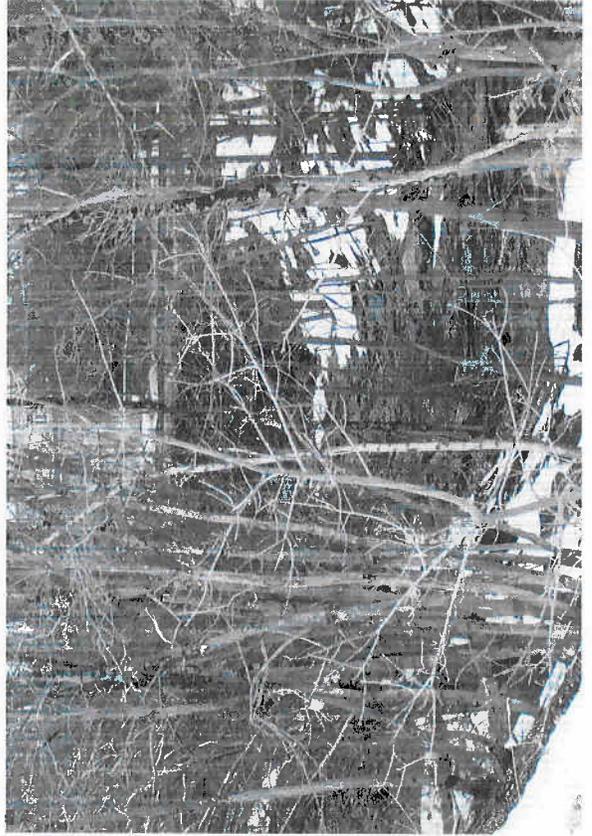
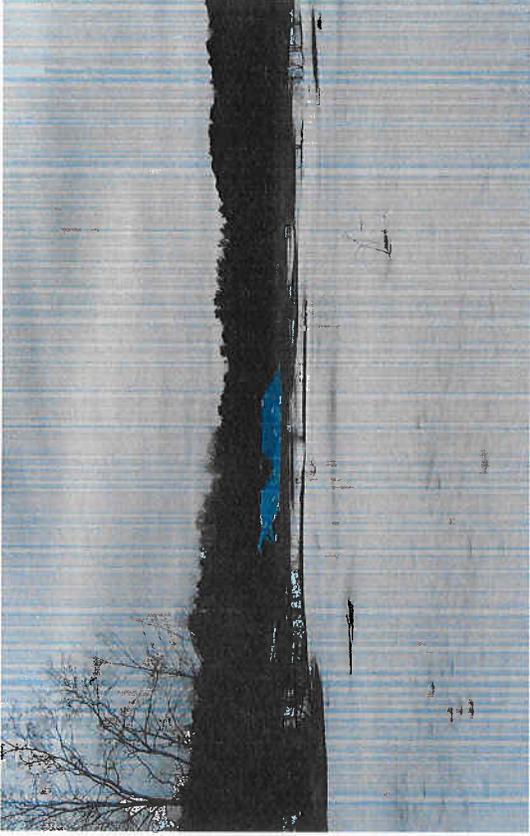
S. Bent Property



Gardner Redevelopment Authority Rail Spur



Former Garbose Property



MILL STREET CORRIDOR 43D EXPEDITED PERMITTING DISTRICT

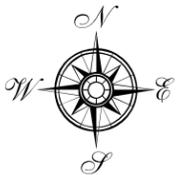
CITY OF GARDNER



* Guarantees local permitting within 180 days following submission of all required application documents.

Legend

- Perennial Stream
- Mill Street Corridor *43D Priority Development District (38.9 acres)
- Pond, Lake or Reservoir
- Parcels



DATA SOURCE:
Office of Geographic and Environmental Information (MassGIS), Commonwealth of Massachusetts
Executive Office of Environmental Affairs & City of Gardner Engineering
PREPARED BY:
City of Gardner Engineering
PRINTED: 1/20/2011

Information displayed must not be used for authoritative boundary determinations or for authoritatively locating physical objects; the authoritative determination of boundary or other physical locations remains the purview of the professional land surveyor and, in the case of property boundaries, the professional title attorney. Note that legal parcel boundaries may or may not be coincident with visible features, and that some features (e.g. the coastline, river banks, and pond/lake edges) can move over time. Therefore, assumptions about coincidence with visible features must be carefully reviewed, case-by-case.

