MEMORANDUM

TO: OFFICE OF PLANNING AND DEVELOPMENT, CITY OF HOLYOKE

FROM: JESSICA ALLAN & DANIELLE MCKAHN, PIONEER VALLEY PLANNING COMMISSION

SUBJECT: STEPS TO CREATING A TRANSFER ORIENTED DEVELOPMENT DISTRICT

DATE: DECEMBER 2010

This memo represents a summary of research and considerations and that can be taken to establish a Transit Oriented Development (TOD) district within the City of Holyoke. This request for information was made by the Office of Planning and Development in 2010 under a state District Local Technical Assistance grant provided by the Department of Housing and Community Development.

Some of the steps identified are already underway in the city and the region. The steps do build on one another, but can also be attacked piecemeal as funding is available. An obvious challenge to TOD in our region is that we do not have the concentration of people nor the mass transit traditionally associated with TOD. However, this does not mean that TOD cannot work in our region. We are eager to continue to work with the city to assist as possible to implement this process.

WHAT IS TRANSIT ORIENTED DEVELOPMENT?

Transit Oriented Development districts are intended to create the conditions necessary to allow residents and workers to take some of their daily trips by public transit rather than by automobile. To accomplish this, Transit Oriented Development districts support a mix of land uses, including housing, work places, retail, schools and restaurants, and they are designed to allow for people with a wide range of incomes to live and work in proximity to public transit.

In general, Transit Oriented Developments are characterized by:

- a mix of land uses;
- dense development patterns;
- a pedestrian oriented environment;
- multiple transportation networks (e.g. sidewalks, bike lanes, bus service, train service);
- reduced parking; and
- high quality design.

Although many TOD districts are built around a train station, not every district requires train service. What is required are *multiple transportation options*, including public transit that is frequent, fast, reliable, easy and comfortable to understand, access and use.

In addition, transit is not the only key to a successful TOD district. Factors such as walkability, desirable destinations, and quality of life are important. TOD districts encourage public facilities, recreational uses, parks, and pedestrian-friendly design, while discouraging land uses and site designs that are highly dependent on automobiles for accessibility. Since parking is a dominating feature that takes up large amounts of space, constrains development possibilities and reinforces auto-oriented development patterns, management of parking supply and demand is a key to a successful TOD district. PVPC has supplied the city a

matrix of Smart Parking techniques in October 2010 as part of this grant request, and this information should be used in developing a strategy for future downtown investment and TOD.

SUCCESSFUL TRANSIT ORIENTED DEVELOPMENT DISTRICTS

In places that have implemented successful TOD districts, zoning ordinances have often been revamped to allow for different kinds of building types, including taller and mixed-use buildings, as well as fewer parking requirements. In some center cities, parking ratios were dropped below one parking space per unit, and in some cases, developers have experimented with selling housing units separately from parking stalls.

A successful TOD District, however, requires much more than amended zoning. In successful TOD districts, regulatory changes responded to strong markets driven by demographic forces – young households and empty nesters moving back to center cities, as well as immigrant families moving into cities and older suburbs. In general, regions where TOD has been successful had strong economic indicators and housing demand. With multiple development projects such as the Holyoke Transportation Center, proposed high-speed rail station, the High Performance Computing Center, and the Canal Walk either already built or in the process of development, Holyoke is now in a prime spot for future economic growth in the downtown area. While the demand for housing is not yet peaked in Holyoke, we expect these major regional development projects will have a significant impact on housing and retail demand in the city in the future.

Our research has also shown that successful TOD can escalate rental housing prices, making it difficult for existing residents to stay in the neighborhood. Since the proposed locations for new transit stops in Holyoke are located near neighborhoods with traditionally low income populations, it is important for the city to consider how TOD development in these locations might impact existing established neighborhoods. The city should note that low and moderate income residents help support the TOD district by using transit at more reliable rates than higher income residents, and thus supporting the transit system. TOD efforts in other cities that were successful in maintaining mixed-income housing included partnerships with proactive housing agencies, integration of land entitlements, and developer agreements. For more information on strategies on how to create mixed-income transit oriented development, visit the Mixed Income Transit Oriented Development online toolkit at www.mitod.org.

STEPS TO CREATING A TRANSIT ORIENTED DEVELOPMENT DISTRICT

Transit Oriented Development usually requires planning for an entire district, rather than a particular parcel or project, in order to optimize the development benefits offered by access to transit. Establishing a successful TOD District in Holyoke will require a significant, integrated effort by the city. It will require a clear understanding of the characteristics and assets of the target areas, the potential market for TOD through the Pioneer Valley Region and the entire Transit Corridor, and acknowledging the potential barriers to TOD and how those barriers may be overcome. It may also require infrastructure improvements, such as sidewalks, existing bus service and bicycle infrastructure, as well as public investments in trees, sidewalks, and lighting to attract private development. We have identified six steps the city would need to take to implement a successful TOD district.

Step 1: Identify Locations for Transit Oriented Development (TOD) Districts

The City of Holyoke has already identified three potential locations for Transit Oriented Development. One location centers around the Holyoke Transportation Center on 206 Maple Street. This site opened in September 2010 and provides bus service through PVTA and Peter Pan. The second and third locations are at a proposed high speed train station located south of the canals, the Existing Train Station site and the Dwight Street site. The city is currently working with PVPC and a private consulting team on feasibility studies for each of the proposed locations, and a decision on a final site is likely in January 2011.

Based on our research, TOD is classified into six different types, as summarized below. If the city decides to establish two different TOD zones – one for the Holyoke Transportation Center and one for the proposed train station, the city might consider different classifications for the two sites. We see the proposed train station designated as an "Urban Center" and the Transportation Center possibly as a "Transit Town Center", based on the existing conditions of land uses and density. However, the city should also consider how these identified locations will be defined within the greater regional Transit Corridor – whether that means the high-speed rail line from New York to Vermont, or within the PVTA and Peter Pan service area. The six TOD typologies[1] are summarized as:

Regional Center: The primary center of economic and cultural activity in the region with a regional serving destination-retail opportunity. It accommodates all modes of transit, and contains a high-density mix of residential, commercial, employment, and civic / cultural uses. Development challenges are integrating a dense mix of housing and employment into a built-out context.

Urban Center: These districts are significant centers of economic and cultural activity with regional-scale destinations and easy access to Regional Centers. Urban Centers accommodate all modes of transit and provide moderate to high density mix of residential, commercial, employment, and civic uses. Development challenges are integrating high-density housing into existing mix of housing and employment to support local-serving retail.

Suburban Center: These centers contain a mix of residential, employment, retail and entertainment uses and accommodate all modes of transit. Density and retail characteristics are similar to the Urban Center, but the development challenge in this location might be introducing housing into a predominantly commercial area, and improving access to transit.

Transit Town Center**:** These districts are the local center of economic and community activity and provide a moderate density mix of residential, commercial, employment, and civic/cultural uses. Retail is mostly serving the local community, with some destination-retail opportunity. Development challenges in this location are increasing the densities while retaining the scale and improving transit access.

Urban Neighborhood: These are primarily residential areas that are well-connected to regional and urban centers, usually by a secondary transit network. Commercial uses are limited to local serving retail, small businesses and some industry, and residential densities are moderate to high. Transit is often less a focal point for activity than in "center" type places, and stations may be located at the edge of two distinct neighborhoods.

Transit Neighborhood: These are primarily residential districts organized around a transit location. They host low to moderate density residential development and support employment and local retail uses. Development challenges include integrating moderate density housing into existing neighborhoods, as well as supporting local retail.

In addition, TOD zones are generally divided into two sub-districts – TOD Core and TOD Periphery. All areas within a ¼ mile of the transit station are classified as Core, and distances between ¼ mile and ½ mile are classified as Periphery. The TOD zoning ordinance could outline different requirements for each of these areas. While mixed-use development is a must for TOD, the Core generally has a higher concentration of retail and commercial uses than the Periphery, which tends to have a higher concentration of residential uses. The Core also is designed primarily for pedestrian and bicycle activity, while the Periphery is designed to accommodate vehicle traffic. If the city were to establish only one TOD district around the high-speed rail station, the Holyoke Transportation Center would be located within the Periphery ½ mile radius (see map).

[1] *Adapted from "Station Area Planning: How to Make Great Transit-Oriented Places", Reconnecting America and Center for Transit-Oriented Development, February 2008; and from "Reforming Parking Policies to Support Smart Growth", San Francisco Bay Area Metropolitan Transportation Commission, June 2007*

Using an assumption that the City will identify only one TOD district which incorporates both the proposed train station and the Transportation Center, the existing land uses as of the year 2005 within the assumed TOD Core include a significant area of high density multi-family residential, located primarily within the Downtown Residential zoning district. This district permits a maximum density of 60 units / acre, which is more than appropriate for an Urban Center TOD typology (Table 1). Within the assumed TOD Core, there are some commercial land uses, but probably not enough to create a successful TOD district. In addition, currently the largest land use within the assumed TOD boundary, including the Core and Periphery, is industrial, and the majority of the area is zoned General Industry. Currently, this zoning district does not permit any residential uses except multi-family dwelling, as permitted by the City Council. Also, while retail establishments are permitted in the General Industry zone, many of the uses currently permitted are auto-centric in nature, such as motor vehicle repair garage and drive-thru restaurants. The city will need to determine if a new zoning TOD overlay district is needed, or amendments to the current zoning ordinance.

Table 1: Development Targets based on District Types

TOD DISTRICT TYPE	DESCRIPTION	RESIDENTIAL DENSITIES	LAND USES
Regional Center	Primary center of economic and cultural activity	25^{+} du / acre	High density mix of commercial, employment, civic/cultural and residential uses. Regional-serving destination retail, as well as local retail.
Urban Center	Center of economic and cultural activity with regional-scale destinations or residential district with good access to Regional Centers	15 – 25 du / acre	Commercial, employment and civic/cultural uses. Moderate to high residential densities. Regional destination retail, as well as community-serving and local retail.
Suburban Center	Center of economic, community an dcultural activity with regional-scale destinations	12 – 25 du / acre	Commercial, employment and civic/cultural uses. Moderate to high residential densities. Regional, community-serving and local retail.
Transit Neighborhood	Predominantly residential district organized around a transit station	8 – 12 du / acre	Low to moderate density residential uses with supporting commercial and employment uses. Primarily local retail.
Small Town	Local center of economic and community activity	5 – 12 du / acre	Commercial, employment and civic uses. Low to moderate density residential uses. Community-serving and local retail.

Adapted from "Reforming Parking Policies to Support Smart Growth", San Francisco Bay Area Metropolitan Transportation Commission, June 2007

Next Steps for Holyoke: Determine if there will be two TOD districts, one for the Transportation Center and one for the High Speed Rail Station, or one district that incorporates both transit areas. Based on this decision, determine the most appropriate typology based on the chart above. Also, begin preliminary review of existing land uses and current zoning based on the defined boundary, and determine what the opportunities and challenges might be for creating this district based on this information (such as current industrial land use and zoning).

Step 2: Conduct an inventory and assessment of existing conditions for TOD District

Once locations for possible TOD districts are finalized, the city should work with consultants to conduct an assessment of existing conditions to define opportunities and constraints for TOD, as well as help delineate specific district boundaries that best take advantage of existing and proposed transit locations. This work could be completed as part of the Station Area Plan in Step 5.

The inventory and assessment should include:

- demographics, population growth, and socio-economic conditions;
- inventory commercial, retail and office uses, including major regional employers;
- location of existing civic functions, as well as parks and open spaces;
- inventory of existing public infrastructure (water, sewer);
- current pedestrian and cyclist network, including street/sidewalk conditions;
- ridership levels of existing public transit, and projections with proposed route changes;
- current street design and the public realm;
- real estate market characteristics, such as property values and vacancy rates;
- vacant and "underutilized" sites with potential for infill development; and
- location, availability, and cost of public and private parking.

This step may require analysis of U.S. Census and other available data, interviews with local developers and stakeholders, and collaboration with the Pioneer Valley Regional Transit Authority (PVTA), as well as the Pioneer Valley Planning Commission's Regional Information and Policy Center and Transportation Section.

Next Steps for Holyoke: Request funding under FY11 District Local Technical Assistance funding to have PVPC complete this inventory and assessment for the City of Holyoke.

Step 3: Conduct an Economic Analysis and Market Study at the Regional / Transit Corridor Scale

Ideally, a Regional / Transit Corridor Market Study should be conducted to identify, leverage and maximize the opportunities associated with new transit investments, such as the new high speed passenger rail linking the Pioneer Valley to New York City. Happily, such a study is planned as part of the federal sustainability grant funding recently awarded to the Pioneer Valley Planning Commission and the Capitol Region Council of Governments by the US DOT and the US HUD. This study will be undertaken not by the city alone, but in conjunction with other municipalities within the Transit Corridor as well as the two Regional Planning Agencies and should be started in Fall of 2011. This study will estimate regional demand for development near existing and planned transit services, and should identify the potential share of the regional market for transit oriented residential, commercial and retail development for all proposed TOD locations within the Transit Corridor. For each of the proposed TOD locations, the study should identify the economic assets and advantages, and define the niche for each TOD including specific residential, commercial, retail and employment markets that can be captured at each location. The TOD Corridor plan should also provide an understanding of the potential market reaction to new transit, such as increased land values and housing prices.

Next Steps for Holyoke: The City is already involved with the federal sustainability grant both through the "catalytic project" identified and funded in Holyoke and through the Valley Development Council. Due to the roles of city planning staff with both of these elements, the city will be a member of the Knowledge Corridor Consortium, and will play a significant role on the Transit Corridor study.

Step 4: Determine Barriers to Transit Oriented Development

Based on above studies, the City will need to expand on and supplement the identified potential barriers to TOD development in Holyoke's possible locations, and determine strategies to overcome these barriers. Items for consideration include:

- Is the existing sewer, water and other existing infrastructure adequate to support the desired development densities and types of development?

- If infrastructure upgrades are necessary, how will these upgrades be funded and how long will they take?
- Does the target area have (or will have) reliable and frequent transit service? Is the service frequent enough to support targeted residential densities? (see Table 2)
- Does the City have adequate public and private parking facilities in place to accommodate new growth, and if not, where will new parking be provided? Will it be provided by private or public entities?
- Do existing streets need bike lanes, sidewalk improvements, landscaping or other measures to encourage or increase the safety of walking or bicycling to transit stops; how likely is it that the city will be able to secure funding for such improvements and how long will it take to put them in place??
- Will streetscape improvements, including new trees, benches and landscaping be required to attract private investment? Will the city or private developers be responsible for streetscape improvements and bicycle parking?
- Do the target areas have sufficient parks and open spaces to attract and serve new residents, and to serve district workers and visitors as well?
- Do existing streets require traffic calming to reduce automobile traffic speeds, and if so, can the city fund such improvements and how long will it take to get them in place?

Table 2: Residential Density Recommendations for Varying Levels of Service

Service	Frequency	Coverage	Units Per Acre
Commuter Rail	5 Minute Peak Headways[2]	100 – 150 mile corridor	12
Light Rail	5 Minute Peak Headways	20 – 100 mile corridor	9
Bus – Frequent Service	**120 Buses per Day**	**½ mile between routes**	**15**
Bus – Intermediate Service	40 Buses per Day	½ mile between routes	7
Bus – Minimum Service	20 Buses Per Day	½ mile between routes	4

Source: Pushkarev, B.S., Zupan, J.M. and R.S. Cumella. Urban Retail in America – An Exploration of Criteria for Fixed-Guideway Transit. Bloomington: Indiana University Press. 1982.

Next Steps for Holyoke: These questions could be considered by the city during the development of the Station Area Plan (Step 5).

Step 5: Develop a Station Area Plan (SAP)

Essentially, a Station Area Plan is a Master Plan for the designated TOD district and is usually developed by the municipality, not a private developer. Each TOD district should ideally have a Station Area Plan (SAP) that provides a development vision and plan tailored to the unique characteristics of individual transit stations. An SAP should be developed through an educational and participatory planning process and contain a market study, land use plan, urban design standards, redevelopment strategies, zoning recommendations, a physical plan for infrastructure and utility needs, and an implementation strategy to realize the vision. The plan should be oriented toward the future but based in reality and be financially feasible, responsive to city-wide goals and market forces, while reflective of TOD principals.

Station Area Plans help communities identify the appropriate scale and type of development that can support both local visions and a regional transit network. Future development projects within each TOD should be compatible with the SAP. Even though development and/or redevelopment may occur on a parcel-by-parcel basis, there should be a plan in place to serve as a guide and provide an understanding of what developers should work towards in a particular TOD district.

[2] *"Peak Headway" is the peak service frequency, or the smallest time interval between the passing of successive trains moving along the track in the same direction.*

The following nine principals[3] should be considered in the development of a Station Area Plan.

Principle #1: Maximize Ridership Through Appropriate Development

This principal is needed to help communities identify the size and scale of the development that is appropriate for the station area in order to provide more riders for transit.

- **Develop clear land use alternatives:** Developing options for different development scenarios should occur early in the planning process to allow for public discussion and input by community members, property owners, and other key stakeholders.
- **Understand Market Demand**: Plans should understand the market demands for higher density housing and employment. Where plans include a retail or mixed-use component, including local-serving stores, the feasibility of these uses should be analyzed.
- **Forecast ridership using TOD modeling tools**: TOD modeling tools should be used where feasible to estimate the change in ridership from the different development alternatives (parking provision, development levels, transit access, etc.)
- **Minimize Land Use Conflicts:** Potential land use conflicts such as adjacent industrial and residential uses should be minimized. The plan should be an opportunity to decide which current industrial uses should be preserved for jobs or goods movement purposes, and which should be allowed to redevelop.
- **Analyze impact of other requirements on potential densities:** Zoning provisions such as lot coverage, setbacks, and height limits may make it difficult to achieve the densities envisioned in the plan.
- **Set minimum allowable density standards:** Setting minimum densities can help define what qualifies as TOD and provide flexibility to accommodate market demand.
- **Locate key services near stations:** Key social services like childcare centers, health clinics and other important destinations should be located close to heavily use transit stations and hubs to accommodate the transit dependant.

Principle #2: Generate Meaningful Community Involvement

Community involvement is essential for creating station plans that communities believe reflect their needs and values. Engaging in an open and honest discussion and focusing on outcomes that incorporate community needs and values is critical.

Principle #3: Design Streets for All Users

The streets surrounding transit stations need to support multiple transportation modes and provide for the safety of all users.

- **Consider TOD-specific street design standards:** Narrower travels lanes and slower design speeds are often appropriate in transit-oriented neighborhoods.
- **Consider multimodal performance standards:** consider adopting performance standards such as level of service for all modes, including bikes and pedestrians, and other TOD appropriate standards that do not prioritize access by automobile at the expense of other modes.
- **Incorporate bike and pedestrian access:** All streets in the station area should accommodate bicyclists and pedestrians. Convenient and fully accessible paths for travel for wheelchair users and mobility-impaired should be prioritized.
- **Priority safety and security:** Address the safety and security of users with design responses including lighting and providing visibility for users.

Principle #4: Create Opportunities for Affordable and Accessible Living

Building housing near stations can enhance affordability since households living near transit can save 16 percent of household income on transportation expenses.

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[3] *Adapted from "Station Area Planning: How to Make Great Transit-Oriented Places", Reconnecting America and the Center for Transit-Oriented Development, February 2008.*

- **Minimize the displacement of current residents:** Policies to minimize the displacement of lower-income residents living in station areas should be considered and adopted where appropriate and feasible.
- **Provide a range of housing options:** Ideally a range of housing choices should be made available within station areas, including housing for family and seniors.
- **Target affordable housing resources to station areas:** More affordable housing will promote both transit ridership and social equity.
- **Ensure accessibility:** Accessibility policies should go beyond the scope of ADA requirements and ensure some portion of development is accessible for those with disabilities.

Principle #5: Make Great Public Spaces

The public space around stations should be pedestrian-friendly and welcoming to transit riders, TOD residents, and other visitors.

- **Consider parks and open space:** Plazas or parks should be an integral consideration in alternative land use scenarios.
- **Involve the community in programming:** Station areas are more likely to be well-used if community members help determine the development program.
- **Provide visual tools:** Photosimulations of open space and other public space are a useful tool for engaging the public and help secure support for higher densities and open space.
- **Include public art that adds value:** Involve local artists and reflect local history, cultural and aesthetics.
- **Develop design standards:** Include detailed design standards for facades, signage, etc.

Principle #6: Manage Parking Effectively

The goal of TOD districts is to minimize parking to the extent possible and maximize access for pedestrians, bicyclists, and others who arrive by bus or shuttle. If parking is poorly managed it can create a barrier to success by increasing development costs and making station area unfriendly to those who arrive on foot or bike. There are a variety of Smart Parking policies and goals the city could consider. People who live near transit own fewer cars and drive them less than other residents in the region – this fact should guide all parking policy.

- **Analyze parking supply and demand.** Plan should quantify the existing supply and use of parking, and estimate future use considering the planned development under different zoning and parking management options.
- **Consider innovative parking management policies:** Consider policies such as reduced parking or maximum parking requirements, shared parking, car-sharing, parking assessment and revenue districts, and parking financing strategies. (See matrix of Smart Parking techniques developed by PVPC and provided to the city of Holyoke under this grant in October 2010).
- **Consider whether to provide parking:** Plans should consider the appropriate size, location, and cost of parking facilities and analyze the costs and land requirements of generating ridership through other modes.
- **Provide bicycle parking facilities:** Bicycle access should be analyzed and sufficient bike parking should be provided.
- **Locate parking to maximize placemaking:** Parking does not always have to adjacent to the station. Often, local retail can be strengthened if transit riders have to walk along a shopping street to get to and from the station.

Principle #7: Capture the Value of Transit

Value capture strategies can include fiscal policies, including property and sales tax, real-estate lease and sales revenue, farebox revenue, and fees from parking to business licenses. Value capture strategies can also include non-fiscal strategies, such as inclusionary zoning and public amenities such as parks and plazas.

- **Consider financing mechanisms for public infrastructure:** Plans should consider how to fund transit, station access, and other infrastructure needs that have been identified. Financing mechanisms may include developer fees, value capture strategies such as tax increment financing.

- **Consider financing mechanisms for housing:** There are a range of housing strategies that could be considered to maintain existing low-income housing stock within the district.

Principle #8: Maximize Neighborhood and Station Connectivity

Studies show that the walkability of the streets within a TOD district has significant impact on people's choice to walk to them. This applies beyond the immediate station area and into the surrounding neighborhoods. In particular, the shorter more connected blocks give pedestrians and cars more options and shorter distances to travel.

- **Identify key pedestrian corridors:** Plans should identify a network of key pedestrian corridors and detail how to provide the necessary high-quality walking environment.
- **Create a bicycle network:** Plans should specify a network of bike lanes and paths, and detail how bicycle access could be improved.
- **Consider the design of intermodal facilities**: Plans should address the need for seamless intermodal connections and where there is heavy transit patronage.

Principle #9: Implement the Plan and Evaluate its Success

- **Develop an implementation plan and budget:** The Station Area Plan should identify critical infrastructure and services that are needed to accommodate new development and meet transportation and land use goals.
- **Monitoring program:** Plans should specify how progress toward plan goals is to be monitored.

Next Steps for Holyoke: Some states, such as California, offer state grants to communities to develop Station Area Plans that tie into metro and state-wide transportation systems. Massachusetts does not offer planning grants for SAPs at this time, but the city could consider requesting District Local Technical Assistance funding to supplement a portion of the project cost. Most likely the city will need to fund the plan through grant money or municipal funds. The city could also consider working with students from the University of Massachusetts Department of Landscape Architecture and Regional Planning to assist in the development of the plan. Cost to develop the plan will vary depending on the complexity of the proposed TOD boundary and the level of civic engagement. Cost of the plan could range from $75,000-$100,000 or more depending on the above mentioned factors.

Step 6: Zoning Amendments to establish Transit Oriented Development

Zoning changes are fundamental to encouraging TOD in station areas. These may take the form of changes to the underlying zoning, interim zoning while plans are prepared for the station areas, or zoning overlay districts. Components of the zoning often include providing for mixed uses, density bonuses, parking restrictions, reduced setbacks, and pedestrian amenities. Based on the above mentioned studies, Holyoke will need to determine the best course of action on how to amend the zoning to meet the goals and strategies identified in the Station Area Plan – whether through a newly adopted Overlay Zone, or amend current district boundaries regulations.

The zoning should be tailored to respect the unique setting of individual stations and could provide two sets of standards – one for the TOD Core, and another for the TOD Periphery. The goal of the zoning amendments is to encourage pedestrian oriented uses and discourage auto-dependant or auto oriented uses. In addition, TODs should encourage uses that can served easily by transit, have high levels of visitor activity, and have high employment to floor area ratios. Therefore, office, retail, and entertainment establishments are encouraged, which industrial and warehouses uses are prohibited.

As stated earlier, one of the main requirements for TOD is that the districts are mixed-use and permit mixed-use buildings. The TOD Core generally has a higher percentage of commercial and civic uses, while the TOD Periphery contains a higher concentration of housing. Some suggested percentages for use categories are:

Use	TOD Core	TOD Periphery
Public	10% minimum	10% minimum
Commercial Core	10-30%	10-15%
Housing	20-60%	40-80%
Office	20-60%	0-40%

Research has shown that housing densities of at least 7 - 10 units per acre are required to support transit. Densities will vary depending on the location of housing in relation to the station. Housing closer to the station would have higher density standards than housing located a half-mile or more from the station.

At a minimum, zoning for TOD should address the following elements:

- Procedural requirements – specifies uses which are permitted by-right, by special permit
- Allowed Uses – uses allowed by-right in the district, including mixed-use buildings
- Prohibited Uses – often uses that are auto-centric (gas stations), industrial or manufacturing, low density, or developments that require significant parking infrastructure.
- Uses allowed by Special Permit -- uses allowed by special permit
- Parking Requirements – consider smart parking techniques
- Dimensional Requirements – setbacks, bulk and lot coverage, height requirements, driveways, sidewalks.
- Design Standards – Design standards should be consistent and distinctive for each district. Components should foster a pedestrian friendly environment and a sense of natural and cultural awareness by linking design elements to the unique character of the community, and improving the sense of place.

Next Steps for Holyoke: Within the assumed TOD Core and Periphery based on the midpoint between the two proposed locations for the High Speed Rail Station, there are a total of six zoning districts: Downtown Residential, Central Business, General Business, Highway Business, Limited Neighborhood Business, and General Industry. As mentioned previously, the largest district within the area is General Industrial. While this district provides the greatest potential for redevelopment, especially along the canals within existing mill buildings, the uses that are currently permitted in this zoning district are industrial as well as commercial and retail uses. While many of the commercial and retail uses that are currently permitted in the IG zone are instrumental to TOD districts, such as restaurants, professional offices, and medical facilities, there are many commercial uses currently allowed that are auto-centric in nature, such as drive-thru businesses. In addition, the city will need to determine how to address existing industrial land uses in this area, and how to rezone these lands to remove this type of use from the TOD area, especially in the TOD Core. The assumed TOD Periphery also contains a large amount of industrial land, but also a greater concentration of commercial land uses and "urban public / institution" – two very important land uses to a TOD district. Also, high-density residential lands already exist with the TOD Core and Periphery through the Downtown Residential zoning district, to continuing this type of residential density should pose to be a problem in future zoning configurations in this area. The greatest challenge for the city is to determine how to address the high percentage of industrial lands and the industrial zone that are located within the assumed Core and Periphery.

Step 7: Implementation

There are two processes that need to happen in TOD implementation – the Transit Implementation Process and the Real Estate Development process. The Transit Implementation process includes Route Alignment with the transit agencies, as well as state, MPO, FTA, and other entities. With the high-speed rail corridor, this process is already underway. After the route is decided, stations locations are determine, land is acquired for the stations, and station platforms are developed. Holyoke is currently in the process of determining the

station location and will eventually proceed with station development. Ideally, these station locations and TOD focus would be based on a Transit Corridor market study.

Finally, as mentioned earlier, once the station has been identified, Station Area Plans are developed and focus on a myriad of issues such as market conditions, transit connections, land use, public realm, and smart parking. It is presumed that Holyoke will take this step once a Corridor market study is completed. All three of these steps are generally funded through grants, as well as through regional and local funds.

The Real Estate Development process also has three steps: land assemblage, infrastructure development, and vertical development. Land assemblage will use the Station Area Plan as a guide to land acquisition, creating joint development agreements between public and private entities, or working with housing or redevelopment agencies land acquisition projects. Land is generally purchased where the municipality is willing to rezone for higher density. Infrastructure development includes improvements to sidewalks, roadways, bike lanes, bus stops, parking, open space, trails, etc. These are generally funded by the municipality through public infrastructure bonds, with secondary financing assistance from developers, transit authorities, regional and local entities. Finally, vertical development is the construction of buildings, parking, etc.

Holyoke should understand that Transit planning and the Real Estate planning are not two separate phases to the development of the TOD, but should be considered one contiguous process. Decisions in Transit planning should be made based on real estate market conditions, and vice versa. Station areas should also be considered at the corridor scale, and with the timing of the federal sustainability grants for the Knowledge Corridor Consortium, the city has the opportunity to know how the proposed station at Holyoke fits into a bigger transit picture.

A successful TOD should also meet the goals of "livability", such as sustainability, housing affordability, social equity, habitat, local preferences, and global warming. Also, any thriving TOD will engage the public, involve as many stakeholders as possible from the beginning of the process to ensure success.

Next Steps for Holyoke: Ultimately, successful TOD requires good economic markets, good station areas, and excellent coordination between the numerous parties all dedicated to its success. The City of Holyoke should identify key stakeholders and forge partnerships with those who are invested in the success of Holyoke.

FINANCING AND INCENTIVES FOR TRANSIT ORIENTED DEVELOPMENT

Transit Oriented Development often combines public and private financing. A number of public incentives exist for encouraging private development and redevelopment near transit. These include sharing infrastructure development costs, providing for brownfield remediation, streamlining the development process, and adopting District Improvement Financing (DIF) and Tax Incentive Financing (TIF) districts. The public sector can also market tools such as location efficient mortgages, available through Fannie Mae, for people buying homes near transit.

Federal Financing Tools include:

- Transportation Enhancements Program (FHWA)
- Congestion Mitigation and Air Quality Program (FHWA)
- Transportation & Community & System Preservation Pilot Program (FTA)
- Transportation Infrastructure Finance and Innovation Act of 1998
- Location Efficient Mortgages (Fannie Mae)
- Brownfields Program (US EPA)
- Community Development Block Grant Program (HUD)

State Financing Tools include:

- Commercial Area Transit Node Program (DHCD)
- TOD Bond Program (OCD)
- Off Street Parking Program (ANF)
- Public Works Economic Development Program (EOT)
- Community Development Action Grants (and MassWorks Infrastructure Program) (EHED)
- Urban Brownfields Site Assessment (EOEA) and other brownfields tools
- Priority Development Fund (Planning Assistance Grants)
- Siting of Government Facilities
- State Transportation Improvement Program, or STIP (MassDOT)

Local Incentives include:

- Transit Overlay Districts with density bonuses
- Tax incentives, including abatements and credits
- Streamlined permitting process
- Flexible parking requirements
- Sale of public land
- Air rights development
- Transit-supportive design guidelines
- Capital Improvement Plans
- Station area plans
- Site assemblage
- Sale/lease of development rights
- Provision of infrastructure
- Tax increment financing
- District increment financing
- Siting of government facilities

Selected state and local tools are briefly described below.

Commercial Area Transit Node Program

CATNHP is a state funded bond program available to municipalities, non-profit and for-profit sponsors to support rental housing production or rehabilitation. DHCD offers assistance through an initial demonstration of CATNHP funding to housing projects, of 24 units or less, within neighborhood commercial areas and in proximity to public transit nodes. Not less than 51% of the units assisted by the program must benefit persons earning not more than 80% of the area median income. The total amount of CATNHP funds requested per eligible project may not exceed $750,000 or $50,000 per unit. For more information, visit: http://www.mass.gov/eohed

TOD Bond Program

The Transit-Oriented Development (TOD) Bond Program is intended to increase compact, mixed-use, walkable development close to transit stations. The program provides financing for pedestrian improvements, bicycle facilities, housing projects, and parking facilities within .25 (1/4) miles of a commuter rail station, subway station, bus station, bus rapid transit station, or ferry terminal. For more information, visit: http://www.eot.state.ma.us/todbond/

Off Street Parking Program

This state program helps municipalities to fund the construction of off-street parking facilities in commercial area revitalization districts. For more information, visit http://www.mass.gov/bb/regs/801026.html#26-07 and contact the Massachusetts Office of Administration and Finance.

Public Works Economic Development Program (PWED)

This program is designed to assist municipalities in funding transportation infrastructure for the purpose of stimulating economic development. The PWED program is administrated by the Massachusetts Department of Transportation (MassDOT). Projects are evaluated based on economic development benefits, project readiness, transportation factors, community need and adherence to the Patrick Administration's Sustainable Development Principles. Priority is given to those projects that provide the greatest economic development benefits and demonstrate immediate project readiness. For more information, visit: http://www.eot.state.ma.us/

Community Development Action Grants (and MassWorks Infrastructure Program)

Community Development Action Grants have recently been consolidated into the MassWorks Infrastructure Program, which will provide a one-stop shop for municipalities and other eligible applicants seeking public infrastructure funding to support economic development. The Program represents an administrative consolidation of six grant programs:

- Public Works Economic Development (PWED) Grants
- Community Development Action Grant (CDAG)
- Growth District Initiative (GDI) Grants
- Massachusetts Opportunity Relocation and Expansion Program (MORE)
- Small Town Rural Assistance Program (STRAP)
- Transit Oriented Development (TOD) Grant Program

The MassWorks Infrastructure Program provides grant funding for publicly owned infrastructure including, but not limited to sewers, utility extensions, streets, roads, curb-cuts, parking facilities, site preparation, demolition, pedestrian walkways, streetscape, and water treatment systems. For more information, visit: http://www.mass.gov/eohed

Urban Brownfields Site Assessment and Other Brownfields Tools

MassDevelopment administers a Brownfields Redevelopment Fund that provides: Site assessment funding up to $100,000; remediation funding up to $500,000; and remediation and site assessment funding up to $2 million for projects designated as "Priority Projects". To qualify for this program, the project has to be located in an Economically Distressed Area (EDA).

MassBusiness administers a remediation loan program to assist in the cleanup of brownfields properties. These loans of $500,000 to $2 million can be used to finance cleanup costs, regulatory compliance costs, site preparation and entitlement, demolition, construction, mortgage financing and various soft costs.

MassDEP provides limited brownfield assessment and cleanup funding through the Clean Water State Revolving Fund (SRF) (a loan program) and the Assessment/Cleanup Grants of Service (to provide site assessments and cleanups on behalf of municipal and non-profit entities).

The Massachusetts Division of Housing and Community Development (DHCD) can provide brownfields funding to municipalities with populations under 50,000 through the U.S. Department of Housing and Urban Development (HUD) State Community Development Block Grant (CDBG) Program, and serves cities and towns with populations under 50,000. It funds activities that will benefit low and moderate income persons, prevent slum and blight or respond to urgent/critical community needs. There are three components that can be used for brownfields projects. Other programs administered by DHCD include the Community Development Fund (provides grants to municipalities for planning, pre-development studies, property acquisition, site assessment, cleanup, demolition and other activities), the Mini-Entitlement Program (Provides grants to municipalities designated as "Mini-Entitlements" for activities including planning, pre-development studies, property acquisition, site assessment, cleanup and demolition), and the Economic Development Fund (provides grants to municipalities to support job creation, including activities such as planning, pre-development studies, property acquisition, site assessment, cleanup and demolition).

Additional brownfields grants include an Underground Storage Tank Program, the Massachusetts Opportunity Relocation and Expansion Program (MORE) and the Self Help/Urban Self Help Program, among others. For more information, visit: http://www.mass.gov/dep/cleanup/bffund.htm

Priority Development Fund

These Planning Assistance Grants are available to assist communities in the early stages of housing development, in order to increase the supply of housing in the Commonwealth by encouraging community-based planning that will lead directly to housing production. Communities may apply for assistance of up to $50,000. For more information, visit: http://www.mass.gov/eohed

State Transportation Improvement Program (STIP)

The Commonwealth of Massachusetts State Transportation Improvement Program (STIP) provides funding for a wide range of transportation improvement projects, including roadway, bridge, transit, and intermodal projects. To begin the process of getting a project on the STIP list, contact the Pioneer Valley Metropolitan Planning Organization, the Transportation Section of the Pioneer Valley Planning Commission, at: (413) 781-6045.

Tax Increment Financing

In a Tax Increment Financing District, landowners may be granted property tax exemptions of up to 100% of the tax increment. A municipality may enter into a TIF Agreement with a landowner for a maximum term of 20 years. A city or town must initiate a TIF by a vote of its governing body approving a TIF Plan. A TIF Zone must be in an area approved by the EACC as an Economic Opportunity Area (EOA) or found to be an area "presenting exceptional opportunities for economic development" by the Director of Economic Development. Certification of the TIF Plan is issued by the Economic Assistance Coordinating Council (EACC) after the plan is accepted by municipal vote. For more information, visit: http://www.mass.gov/envir/smart_growth_toolkit/pages/mod-diftif.html

District Increment Financing

In a District Increment Financing District, a municipality may pledge or a portion of tax increments in a given area to fund district improvements over time. Once a district and program have been certified, the municipality has the ability to use various tools to implement the program. These include acquiring land, constructing or reconstructing improvements (such as buildings, roads, schools and parks), incurring indebtedness and pledging tax increments and other project revenues for repayment of these debts. Initial funding for these activities is usually accessed through the posting of a bond by the city or town. DIF also allows for public/private development partnerships. For more information, visit: http://www.mass.gov/envir/smart_growth_toolkit/pages/mod-diftif.html

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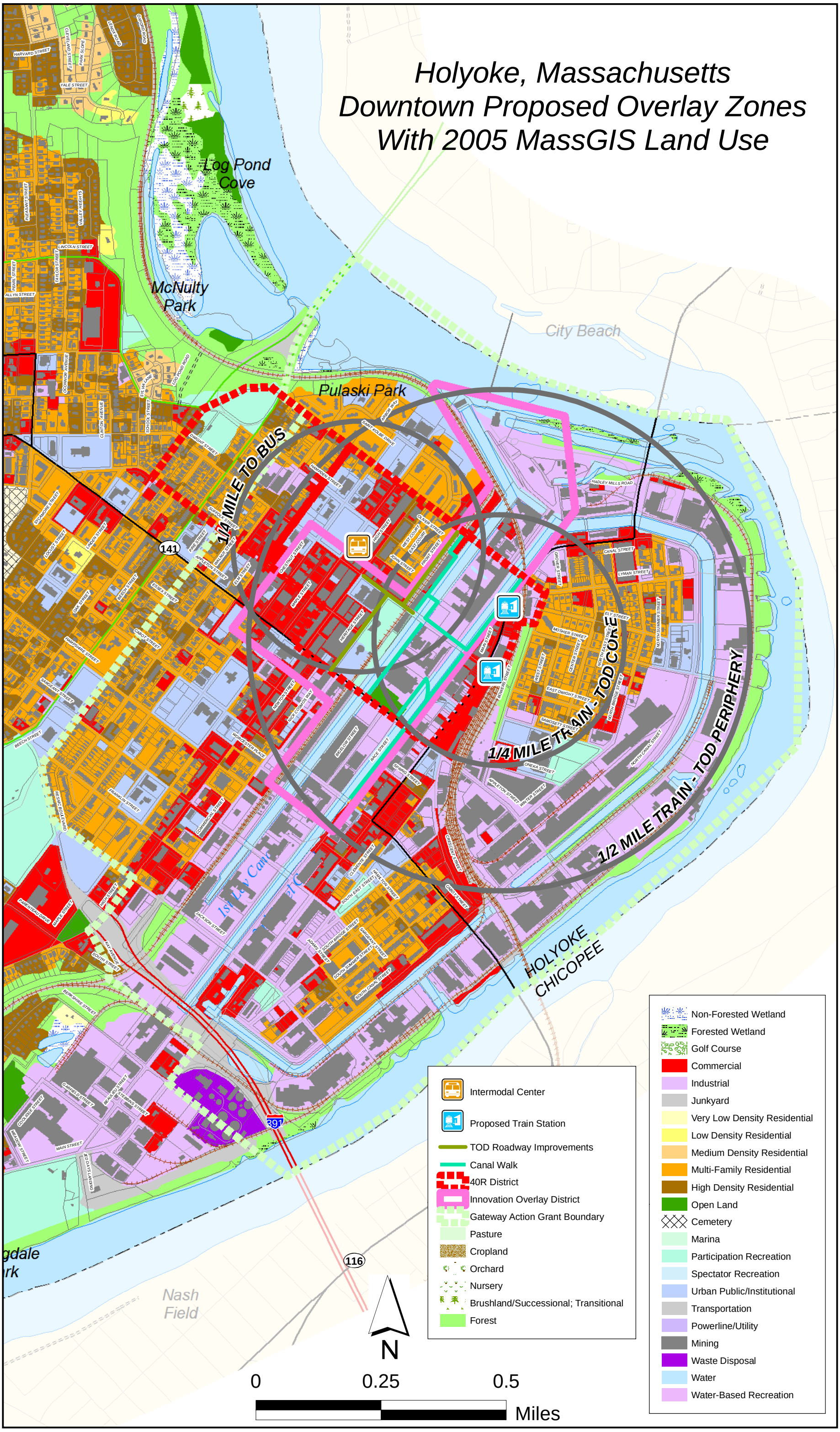
Holyoke, Massachusetts
Downtown Proposed Overlay Zones
With 2005 MassGIS Land Use



Holyoke, Massachusetts
Downtown Proposed Overlay Zones
With Municipal Zoning