CommunityScale

DRAFT

Greenfield

Housing plan

2024

A Housing Plan for Greenfield

The City of Greenfield, like most communities throughout the Commonwealth, is facing a housing crisis, with housing stock that is insufficient to meet both the varied needs of our existing community and the increasing need we will face as our city continues to grow. The City has dedicated grant funds to housing rehabilitation programs and supported developers looking to retrofit existing buildings or construct new housing. Even so, housing production has not kept pace with demand, and both new and existing housing projects alike fail to serve the full diversity of Greenfield's population. Given the significant need for housing of all types here in Greenfield, as well as the multitude of challenges that impact the feasibility of housing development, purposeful planning is needed in order for the city to realize meaningful increases in housing availability.

In the spring of 2024, with funding provided by a Commonwealth of Massachusetts OneStop Community Planning Grant, the City of Greenfield engaged CommunityScale to develop a Greenfield Housing Plan. Over the past six months, CommunityScale has partnered with the Community & Economic Development Department to produce this report, giving Greenfield an opportunity to more accurately quantify our existing housing stock and ever-changing housing needs, and tools to more effectively address those needs.

This data-driven plan will allow us to identify and prioritize policies and programs that the City can use to increase housing production, while providing the quantitative information necessary to support those efforts. Strategies identified by this report aim to address gaps in housing options by diversifying the city's housing stock and working to create housing options attainable to individuals at all income levels.

We are grateful to the team at CommunityScale, and the multitude of stakeholders and community members who have taken the time to share their expertise and their lived experience. These conversations, together with the data analysis conducted by CommunityScale, have shaped the priorities identified in this report, and will continue to inform the city's actions going forward.

Sincerely,

Amy Cahillane, Director
Community & Economic Development Department

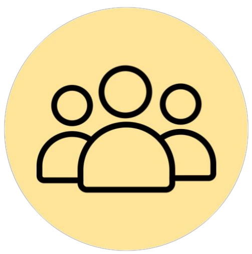
Introduction

Overview

This report profiles the local community's people and housing stock, establishes an approach to meeting projected demand, and recommends the new housing mix best suited to meet local and expected need through 2034.

The study consists of the following sections:

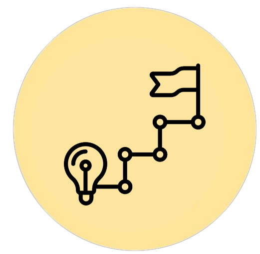
Overview, introducing the purpose of this report and key findings from the analysis.



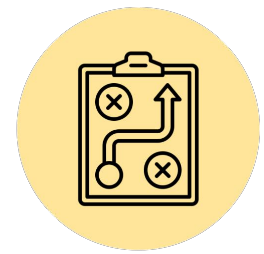
People, profiling characteristics such as income, employment, household structure, and cost burden.

Place, detailing characteristics such as job locations and existing housing.

Demand, including how many units are needed in total and what is the optimal mix of unit types and prices.



Results, summarizing the housing production volume and mix needed to capture growth and close attainability gaps.



Strategies, highlighting the Plan's policy recommendations to achieve Greenfield's housing goals and production opportunities

This housing needs assessment combines extensive quantitative data analysis with consideration of the community's goals for its future to produce a 10-year housing production plan.

Overview

Community Goals. Priorities and initiatives included in City plans over the past 10 years that remain relevant today and inform this plan.

Key findings. A summary of the plan's core observations and recommendations, including current demand for housing across income levels; the housing production opportunity over the next decade; and suggested policy tools and strategies to promote increased housing production in the future.

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Overview

What is “attainable housing?”

A primary focus of this - and any - housing plan is the degree to which the community has adequate access to “attainable housing” options. In other words, can local residents attain housing within their community that meets their needs at price points they can reasonably afford given their incomes? In this way, “attainable housing” and “affordable housing” are synonymous.

The following concepts are involved in this determination:

- **Household income** combines wages and other earnings across all members of the household, including income from employment as well as pensions, social security, disability benefits, etc. (about 69% of Greenfield residents report employment earnings). Income can also be interest and earnings from wealth that is reinvested.
- **Affordable** is defined as housing which costs no more than 30% of a household’s income.
- **Housing costs** include primary expenses such as rent and mortgage payments as well as other fundamental expenses including property tax, insurance, and utilities.

Households in a community are typically grouped by income level and benchmarked against the “Area Median Income” which is set for a community by US Housing and Urban Development (HUD).

While the incomes for each group vary by community, the general range of income levels by AMI include:

- **Low-income** households earn below 80% AMI.
- **Middle-income** households earn between 80-120% AMI.
- **Higher-income** households earn above 120% AMI.
- $93,100 is the benchmark 100% AMI for Franklin County (median income within the City is about $58,464).

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Overview

What is “attainable housing?”

Attainable housing takes different forms depending on the income level:

- **Subsidized housing** most commonly serves low-income households and requires public funding to develop and operate at prices these households can afford. These units are often “income-restricted” to households with incomes that do not exceed stated thresholds. These units are generally securely affordable for certain income levels, until any income restrictions expire. Many subsidized units created in the 1980’s and before are reaching the end of their restriction periods, and are referred to as “expiring use” housing.
- **Naturally Occurring Affordable Housing** (NOAH) refers to units that are not subsidized or income-restricted but remain affordable to low- and middle-income households due to their age, condition, location, and/or other structural market forces that restrain their cost, at least for the present. These units are always at risk of becoming more expensive if the market or nature of the unit changes.
- **Market rate housing** is also not subsidized or income-restricted but, unlike NOAH, the term typically connotes units closer to the “top of the market,” commanding higher prices that may only be affordable to middle- and higher-income households.

Income and affordability context for Greenfield

AMI level	Income range	Attainable rent	Attainable purchase	Greenfield households
<30%	<$27,930	$670	$70,000	2,025
30-60%	$27,930-$55,860	$1,345	$155,000	1,921
60-80%	$55,860-$74,480	$1,775	$210,000	1,139
80-100%	$74,480-$93,100	$2,255	$271,000	689
100-120%	$93,100-$111,720	$2,690	$326,000	565
>120%	>$111,720	>$2,690	>$326,000	1,849

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Overview

The City's role in housing production

This plan provides a detailed picture of housing needs and opportunities in Greenfield followed by recommendations and an action plan to guide the City's housing policy and investment strategies over the next 10 years. The following provides context for how the City fits into the housing production process and what it can and cannot do to promote development.

The City's role and responsibilities related to housing production:

- **Regulation:** Shaping, administering, and enforcing regulations like zoning and building codes.
- **Permitting:** Reviewing and approving new development proposals and construction.
- **Long-range planning:** Setting goals and land use plans to guide future development.
- **Grant administration:** Applying for grant funding and managing state and federal grant allocations within funding guidelines.
- **Economic development:** Promoting Greenfield's assets and opportunities to potential investors like employers and developers.

What the City can do to promote new housing:

- Convene community conversation about housing goals and priorities.
- Modify regulations to encourage more housing (ex. zoning).
- Leverage select local funding streams toward housing development (ex. CPA).
- Create incentives and public-private partnerships to catalyze development (ex. TIF).
- Apply for grant funding to support housing production
- Dedicate surplus City-owned property for housing development.
- Use Home Rule authority to create regulations, laws and programs to encourage housing production, provided they are not inconsistent with state laws.

What the City can't do:

- Build housing on its own.
- Change regulations without support from Council and the community.
- Influence fundamental market factors like interest rates and construction costs.
- Create new funding streams other than those generally authorized by state government (ex. housing vacancy tax).

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Community goals

Greenfield housing principles and goals

Compiled below are housing-related goals and initiatives cited by plans completed by the City over the past 10 years which remain relevant today based on this plan's analysis and input from stakeholders and the community.

Sustainable Master Plan Housing Element (2014)

- Increase housing choices and access.
- Reflect changing population and preferences.
- Enhance energy efficiency.
- Provide options for diverse populations, including those experiencing homelessness or in transition.
- Revise zoning to accommodate new options by-right (in ways compatible with existing neighborhood character).

Downtown Revitalization Plan (2023)

- Support both market rate and affordable housing development.
- Address barriers to housing stock improvement.
- Redevelop vacant and underutilized buildings.
- Repurpose large homes into multifamily.
- Accommodate alternative housing options (congregate elderly, cohousing, accessory dwelling, tiny homes, live/work, etc.).

Community Preservation Plan (2023)

- Create greater housing choice and foster a diversity of housing options throughout the city.
- Promote affordable, safe, and energy efficient rental options.
- Increase options for first-time homebuyers.
- Support ADA upgrades to existing affordable housing stock.
- Improve access to open space and recreational facilities from residential areas.

Greenfield Housing Study (2014)

- Revise zoning, including to allow ADUs, increase residential density, allow co-housing, and add inclusionary zoning with density bonuses.
- Expand housing options, including more rental units, co-housing, upper story downtown units, and open space/cluster development.
- Preserve affordable housing stock, including tracking deed restriction expirations, replacing aging affordable housing stock, and implementing CPA.

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Key findings

Demand summary

Greenfield's housing need over the next 10 years is driven by 5 areas of demand:

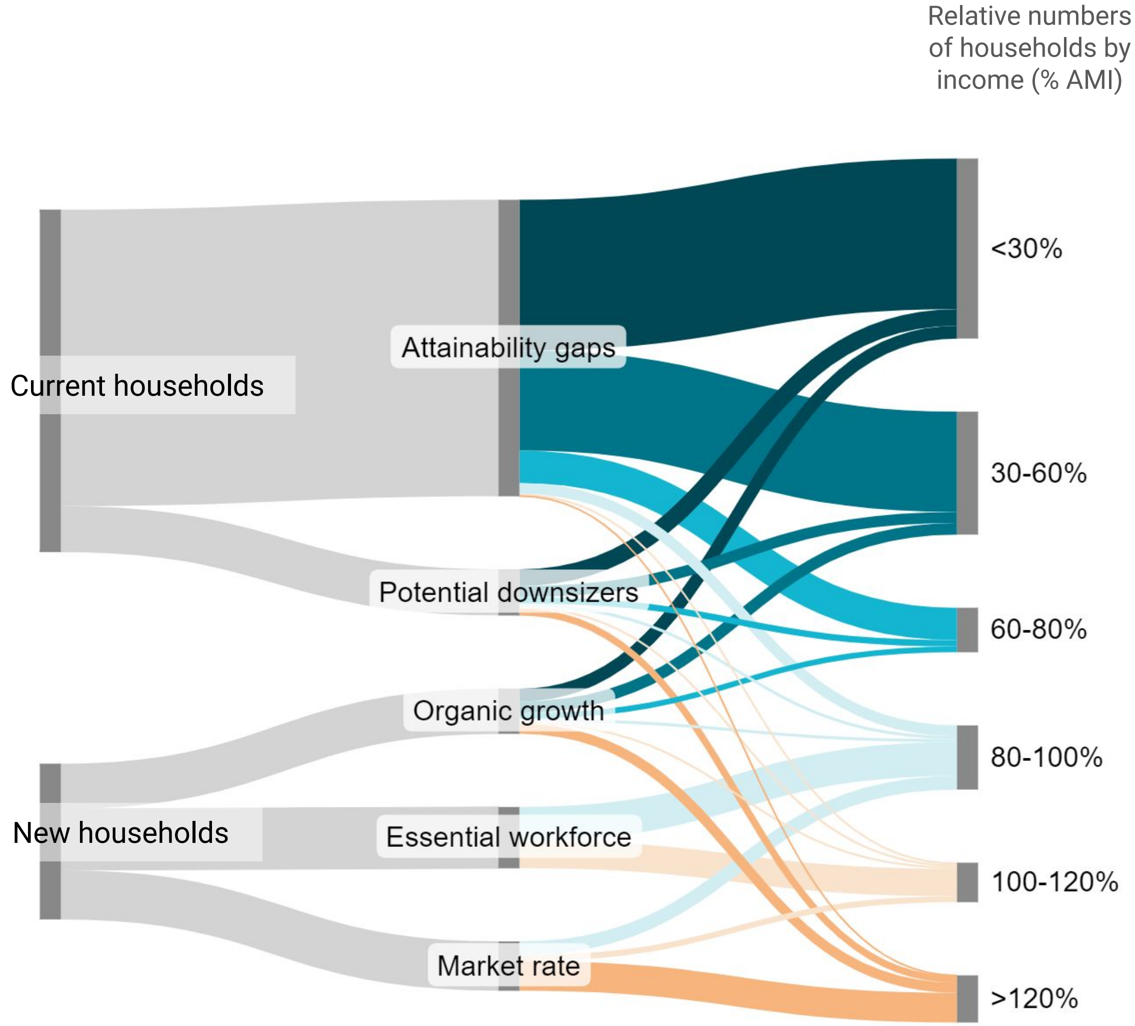
- **Attainability gaps:** The households that are currently paying more than 30% of their income for housing.
- **Potential downsizers:** Households age 65+ who would prefer a smaller, more accessible unit without leaving town.
- **Organic growth:** The households expected to move to Greenfield based on recent growth trends.
- **Essential/Middle-income workforce:** Middle-income employees who work in Greenfield but can't find adequate or attainable housing to live in town too.
- **Market-rate housing:** Higher-income households who would support new, largely unsubsidized development.

65+ population is expected to increase by 30%.

Need 460 units to keep up with projected growth.

Middle-income workforce cannot find local housing.

There is demand for over 50 market rate units per year.



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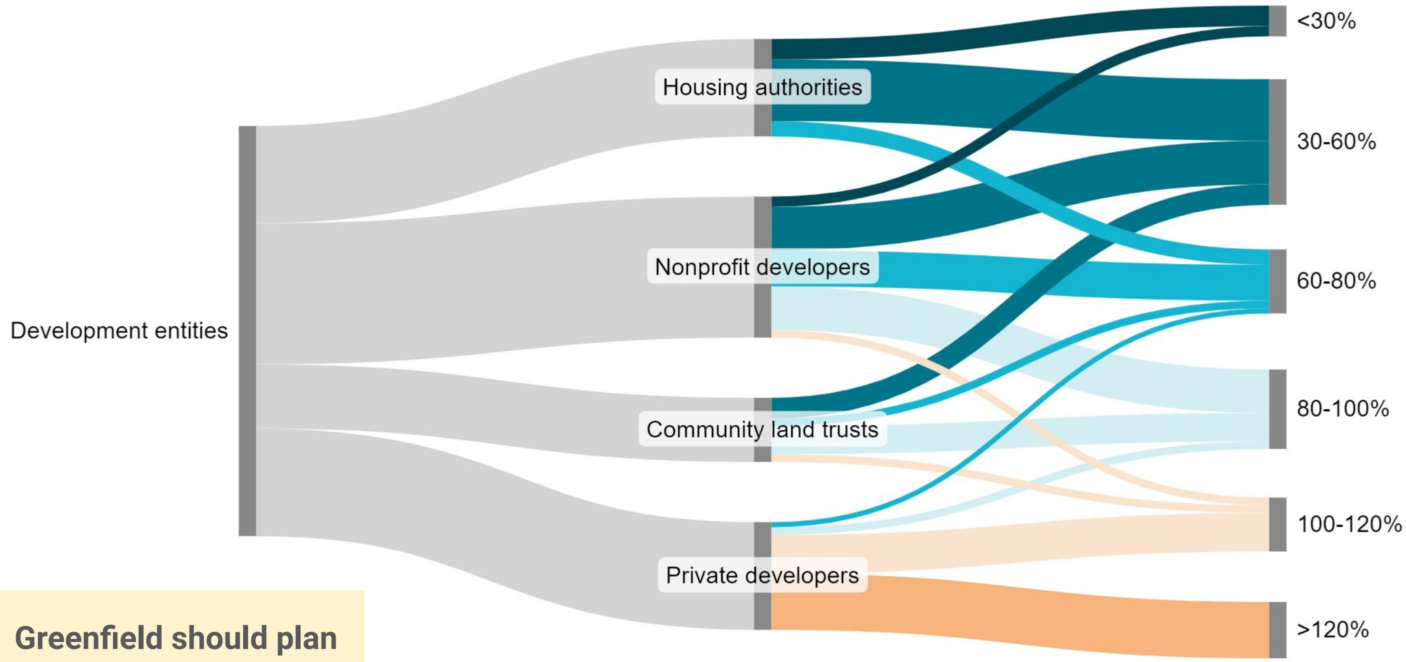
Key findings

Housing production opportunities

Based on the housing needs assessment analysis and the community's stated housing policy goals and priorities, **these charts summarize the housing production opportunity the community should plan for over the next 10 years**.

The production opportunity is presented as a range, from a lower, more achievable number to a higher, more aspirational goal. This provides flexibility to set baseline expectations at a realistic level but also support a more aggressive vision that may be possible with strong proactive action and successful collaboration with stakeholders and partners.



Greenfield should plan for 475 to 800 new units over the next 10 years (675-1,000 including current pipeline development).

DEVELOPMENT ENTITIES

	Housing authorities	Private developers	Nonprofit developers	Community land trusts	Total new units
<30%	40 - 50	0	0 - 20	0	**50 - 60**
30-60%	120	0	60 - 85	10 - 40	**190 - 245**
60-80%	30	5 - 10	25 - 70	15 - 15	**75 - 125**
80-100%	0	15 - 15	30 - 85	15 - 55	**60 - 155**
100-120%	0	35 - 75	15 - 15	0 - 15	**50 - 105**
>120%	0	50 - 110	0	0	**50 - 110**
Total	**200 - 190**	**105 - 210**	**130 - 275**	**40 - 125**	**475 - 800**
				Including pipeline development:	*675 - 1000*

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Key findings

Recommendations summary

There are many strategies and resources available to catalyze housing development and encourage more attainable housing production. The Housing Plan offers recommendations across three categories:

City actions: Approaches the City can take to foster development that meets current and projected housing need and demand.

Other funding sources: Key state and federal resources that can undergird affordable and mixed-income development pro formas, often in combination with other strategies.

Development entities: Other organizations and entities that can contribute to housing development.

City actions

Inclusionary zoning

City affordable housing trust fund

Community Preservation Act funds

CDBG / HOME funds

Zoning amendments

Tax Increment Financing - Urban Centers Housing

Use of public land for development

Public private partnerships

Interdepartmental permitting coordination

Achieving the housing production opportunity requires policy action by the City plus coordination and collaboration with stakeholders and developers.

Other funding sources

Low Income Housing Tax Credits

Historic Tax Credits

State sources

Development entities

Housing authority production

Private developers

Nonprofit affordable housing developers

Community land trusts

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Key findings

Implementation action plan

The strategies and actions below represent immediate next steps the City should consider taking to build momentum toward meeting or exceeding the housing production opportunities and achieving other local housing goals as described in this and other City plans.

Strategy	Action
Revise zoning to promote more housing production	Update the zoning ordinance to enable more housing throughout the city, addressing dimensional requirements, allowable uses, parking provisions, and other regulating factors.
Update ADU ordinance	Remove provisions that limit or slow ADU production and comply with new state legislation as applicable
Introduce inclusionary zoning and density bonuses to zoning code	Add an inclusionary zoning provision that provides incentives for developers to include affordable units in market rate projects. Consider density bonuses that are significant to truly unlock development opportunities in suitable locations such as in and around downtown.
Position the Hope Street lot for housing development	Perform or commission a feasibility study to inform next steps including readying the site, preparing development scenario, crafting incentives as needed, and seeking a development partner.
Establish a housing trust fund	Create a housing trust fund and capitalize it with CPA funds.
Explore use of Public Land for Development	Study the City's current property portfolio for underutilized sites that could offer housing development opportunities. Also consider publicly owned land such as Commonwealth property.
Market Greenfield to the regional and national development community	Begin outreach to regional and national developers, promoting Greenfield as a promising place to invest and discussing incentives and partnerships that might catalyze new development in line with City goals.

The following section profiles the people of Greenfield, detailing characteristics such as income, employment, household structure, and cost burden. These indicators combine to describe the local population's housing needs and preferences which inform this report's recommended strategies for new housing production to meet demand and fill gaps in affordability and attainability.

People

Demographic profile. Understanding the demographic composition of a community and changes over time sheds light on likely housing needs today and into the future. Key demographic indicators include racial makeup, household types, and population age trends.

Socioeconomic profile. Analyzing a community's demographic and housing characteristics by income level provides insight into the range of housing types and costs that might best meet local needs and ability to pay. Key household socioeconomic indicators include incomes, cost burden by tenure (rent/own), household size, number of bedrooms, age, number of children, number of earners, and housing structure type - all broken down by income level for comparison between higher- and lower-income households.

Employment patterns. Evaluating the local jobs mix and changes over time suggest what income levels and housing values employers within the area are able to support. Key indicators include employment change over time by sector and the geographic distribution of jobs by sector in and around the area.

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Demographic profile

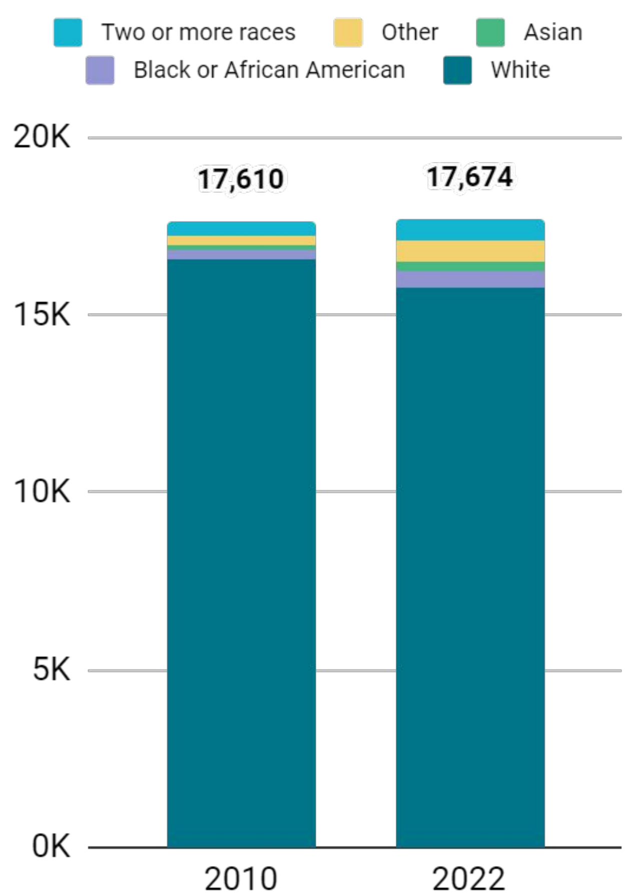
Race and ethnicity

Source: ACS 5-Year, 2010 and 2022

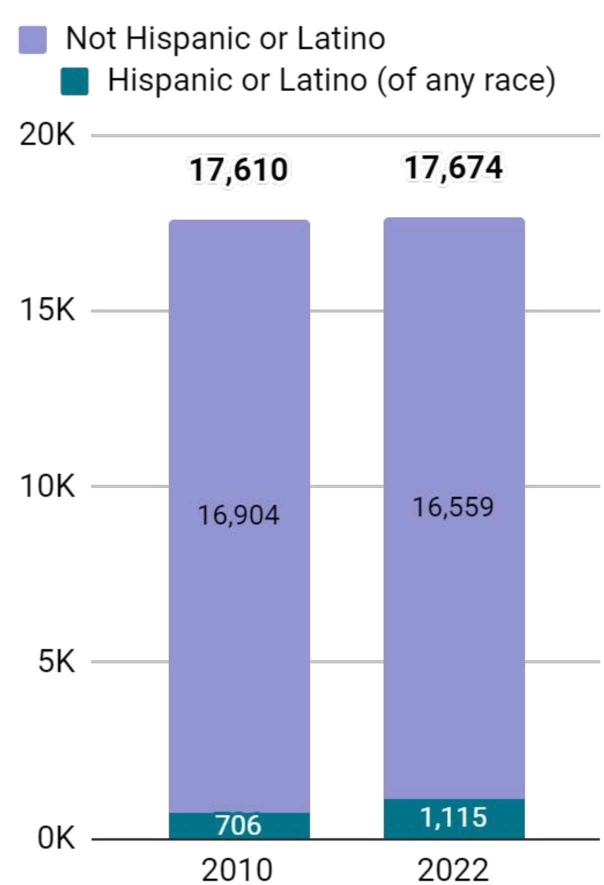
These demographic trends provide insights into how Greenfield is or is not changing over time and what that means for current and future housing demand:

A community's racial and ethnic composition may be correlated to need regarding affordability and access to capital needed for homeownership. Also, more diverse communities may need more housing options to reflect more diverse preferences.

Population by race



Population, Hispanic/Latino



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Demographic profile

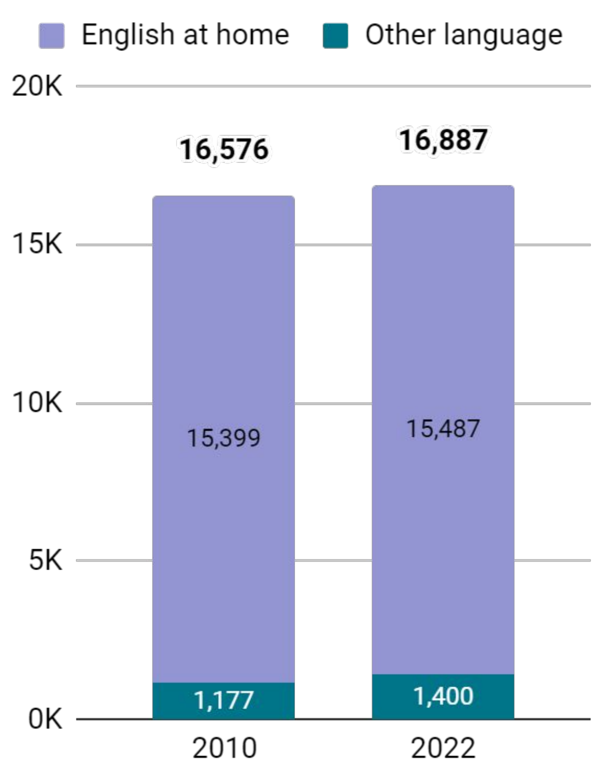
Language spoken at home

Source: ACS 5-Year, 2010 and 2022

These demographic trends provide insights into how Greenfield is or is not changing over time and what that means for current and future housing demand:

One measure of cultural diversity is the proportion of households speaking a language other than English at home. Greenfield has seen this population rise since 2010 but the large majority of households are English speakers.

Population older than 5, by primary language spoken at home



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Demographic profile

Family and non-family households

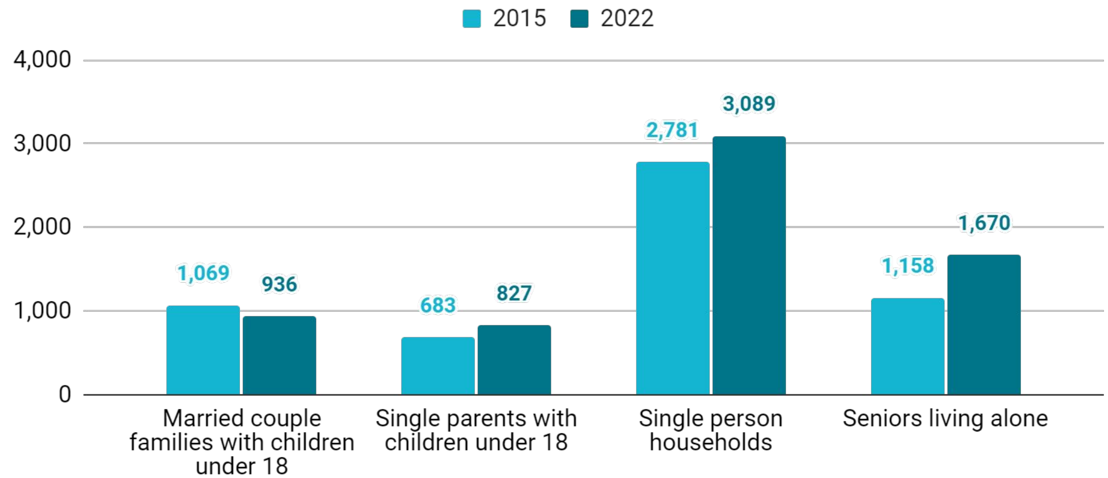
Source: ACS 5-Year, 2015 and 2022

These demographic trends provide insights into how Greenfield is or is not changing over time and what that means for current and future housing demand:

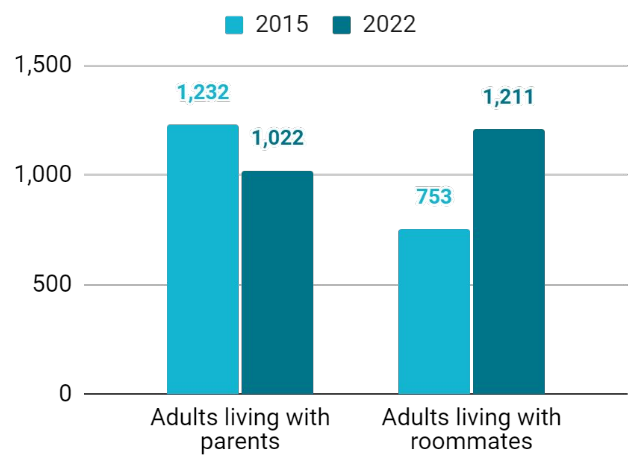
Different family types have different housing needs, such as married couples with children needing extra bedrooms, single parents needing lower costs, and single people needing less space or an option to downsize.

Non-family households provide additional signals about the housing supply, from adult children living with their parents for lack of attainable local alternatives and roommates sharing larger units in ways that might differ from a conventional parents and their children (for example, preferring more bathrooms).

Households by selected family type



Population by selected non-family type



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Demographic profile

Population age trend and projection

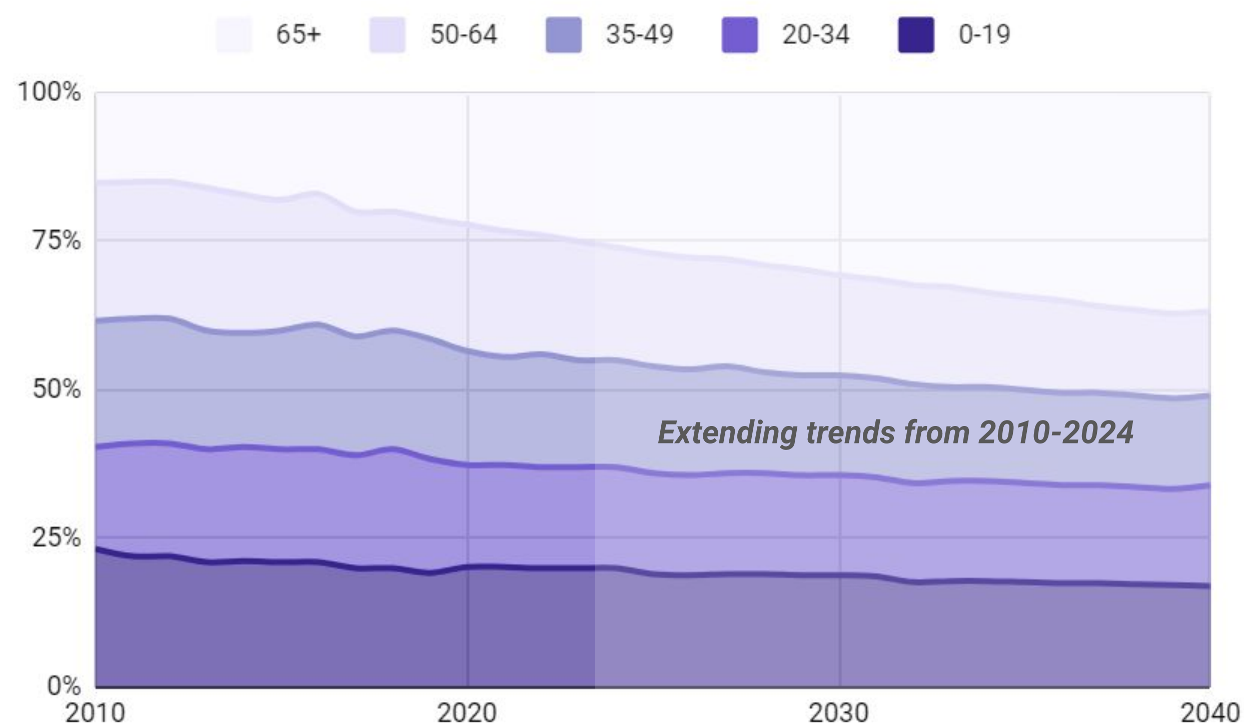
Source: ACS 5-Year, CommunityScale

Greenfield's population has been rapidly aging over the past decade, with the 65+ age group growing while other age groups shrink. If these trends continue through the next decade, about a third of the population will be over 65+ with fewer adults at ages associated with starting and raising families.

In general, younger households are more likely to prefer family-oriented housing and neighborhoods whereas older households may have a broader range of preferences and priorities, including senior options.

Greenfield's median age:
2022: 44.1 years old
2010: 41.9 years old

Population by age cohort



This chart illustrates trends in population by age cohort, both historic and projected. The projection is based on recent trends extended. Depending on economic, policy, and other conditions, the actual future age distribution may vary over time.

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Demographic profile

Population age trend and projection

Source: ACS 5-Year, PUMS 1-year

Greenfield's population includes a much higher proportion of seniors than the state overall.

More specifically, Greenfield has much higher rates of 1-person senior households, including nearly 4 times the rate of renters. Many households in this group might be interested in alternative housing options more tailored to a single seniors' needs, incomes, and lifestyle preferences.

The broader Greenfield region has substantially more small senior households living in larger units than the state average. Many households in this group might be interested in downsizing to smaller units in more walkable locations near amenities, services, and transit.

Senior population

Age group	Greenfield		Massachusetts	
	Count	Portion of total	Count	Portion of total
65+	2,932	36.0%	667,038	25.0%
Other	5,214	64.0%	1,999,642	75.0%
Total	8,146	100.0%	2,666,680	100.0%

Single seniors population

Age group	Greenfield		Massachusetts	
	Count	Portion of total	Count	Portion of total
65+ 1-person households	1,670	20.5%	262,169	9.8%
65+ 1-person owners	*904*	*11.1%*	*191,412*	*7.2%*
65+ 1-person renters	*766*	*9.4%*	*70,757*	*2.7%*
Other	6,476	79.5%	2,404,511	90.2%
Total	8,146	100.0%	2,666,680	100.0%

Potential downsizing seniors

Group	Franklin County + Rural Hampshire	Massachusetts
1-2 person households 65+ in 3+ bed units	26.0%	18.6%
All other households	74.0%	81.4%
Total households	100.0%	100.0%

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Demographic profile

Household profiles by income group

Source: ACS 5-Year, CommunityScale

The following analysis examines household characteristics and housing need in terms of household incomes relative to the local Area Median Income (AMI). For example, households within the "60-80%" group earn between 60% and 80% of the HUD-established AMI for the metro area. Each household AMI group has a different need for monthly housing costs.

Greenfield has a conspicuously low middle-income population (80-120% AMI). These households typically represent a community's middle-income workforce, including public safety officers, skilled nurses, educators, and municipal employees. Greenfield's low proportion of 80-120% AMI households is likely a result of limited available housing options at price points this group can afford, requiring they live elsewhere.

Household financial characteristics by income

AMI level	Total households	Household income range	Monthly attainable housing costs
<30%	2,025	<$27,930	<$700
30-60%	1,921	$27,930-$55,860	$700-$1,400
60-80%	1,139	$55,860-$74,480	$1,400-$1,850
80-100%	689	$74,480-$93,100	$1,850-$2,350
100-120%	565	$93,100-$111,720	$2,350-$2,800
>120%	1,849	>$111,720	>$2,800

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Socioeconomic profile

Households by AMI group

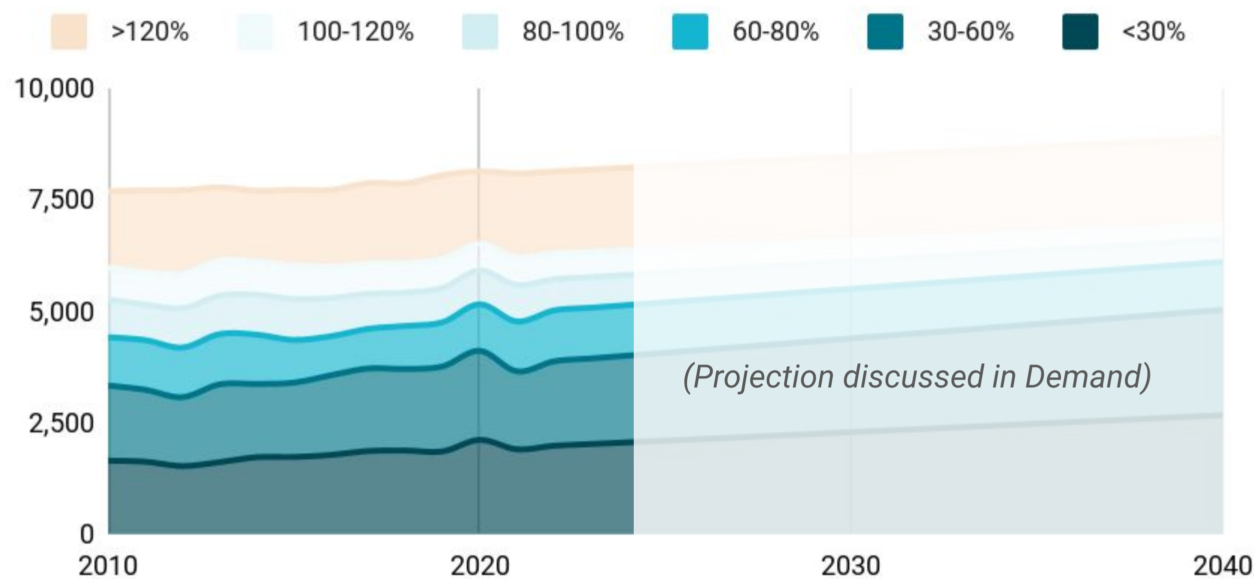
Source: ACS 5-Year, CommunityScale

Greenfield's household population has grown slowly since 2010. In terms of relative income levels, most of the growth has been concentrated among lower-income households. The >120% AMI group has also grown while middle-income groups have shrunk.

In the Demand section of this report, these recent growth trends will be compared with future projections to estimate household populations and income distributions to 2034.

Greenfield's median income:
2022: $53,149
2010: $45,261 ($60,745 in 2022 dollars)

Household change by AMI group



AMI group	2010	2022	2034
<30%	1,651	1,987	2,444
30-60%	1,687	1,895	2,210
60-80%	1,086	1,143	1,099
80-100%	849	700	569
100-120%	709	579	403
>120%	1,719	1,842	1,922

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Socioeconomic profile

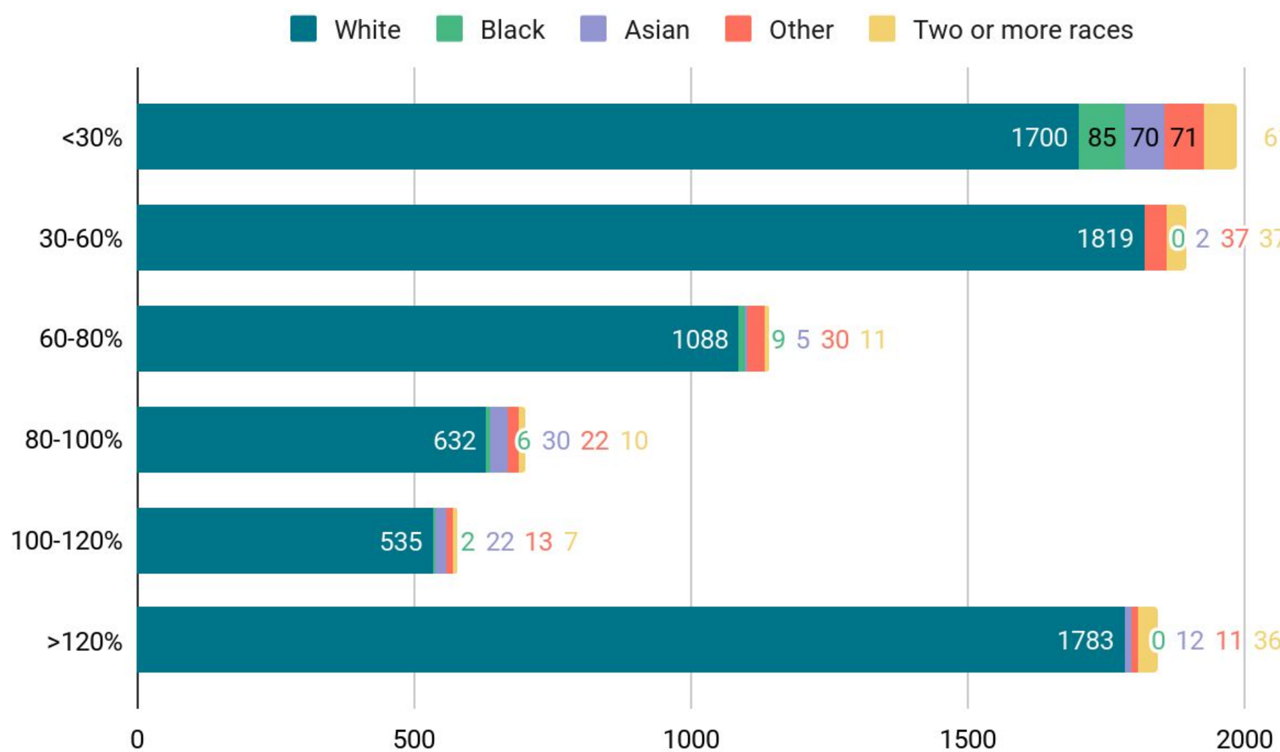
AMI groups, by race of householder

Source: ACS 5-Year, HUD, CPI

These slides break down socioeconomic and demographic indicators by income in terms of AMI level.

Greenfield's lowest income groups are its most racially diverse, especially the <30% AMI group. Other income levels are relatively consistent in their ratios of white and non-white households.

Number of households in each AMI group, by race



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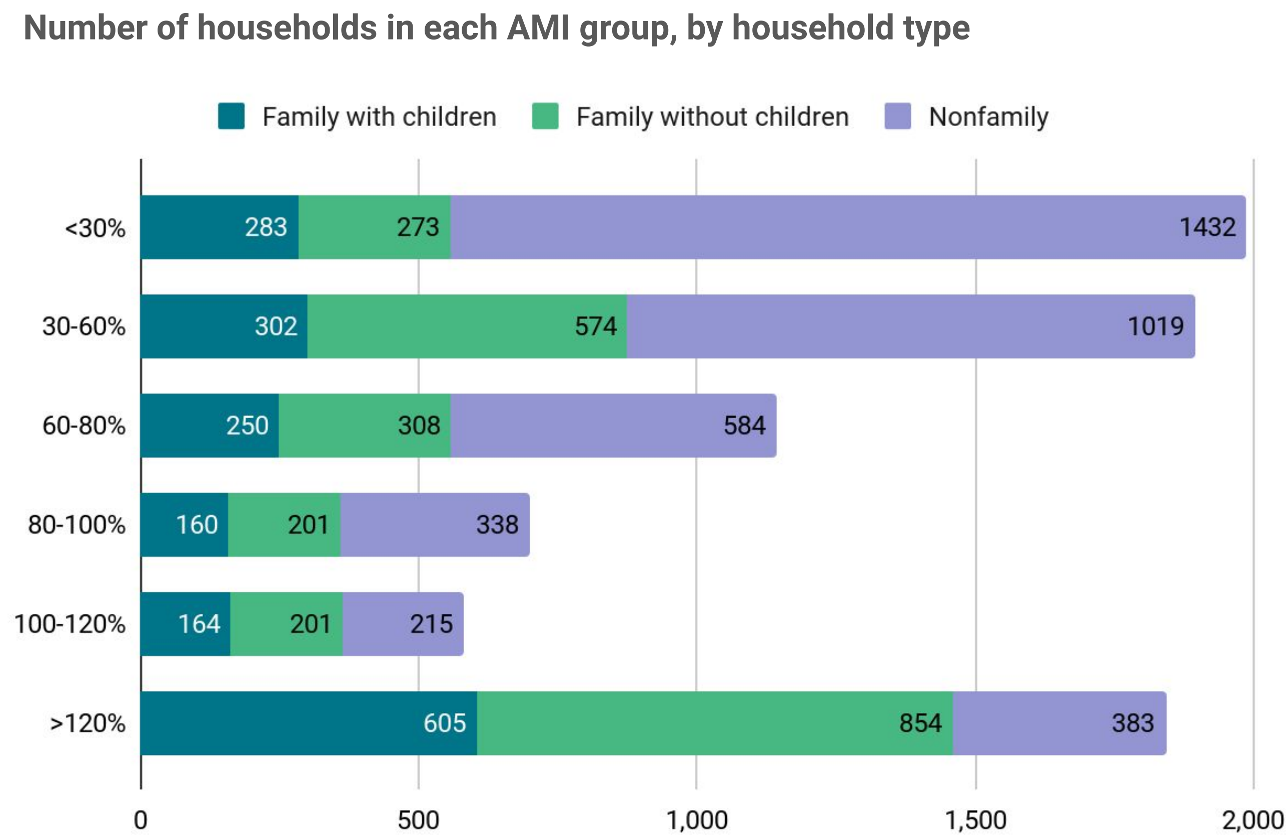
Socioeconomic profile

AMI groups, by household type

Source: ACS 5-Year, HUD, CPI

These slides break down socioeconomic and demographic indicators by income in terms of AMI level.

Families with children are concentrated in the >120% and <80% AMI groups. Nonfamily households are predominantly low-income (this group includes one-person households). Families without children (such as couples) are most common at the >120% AMI level.



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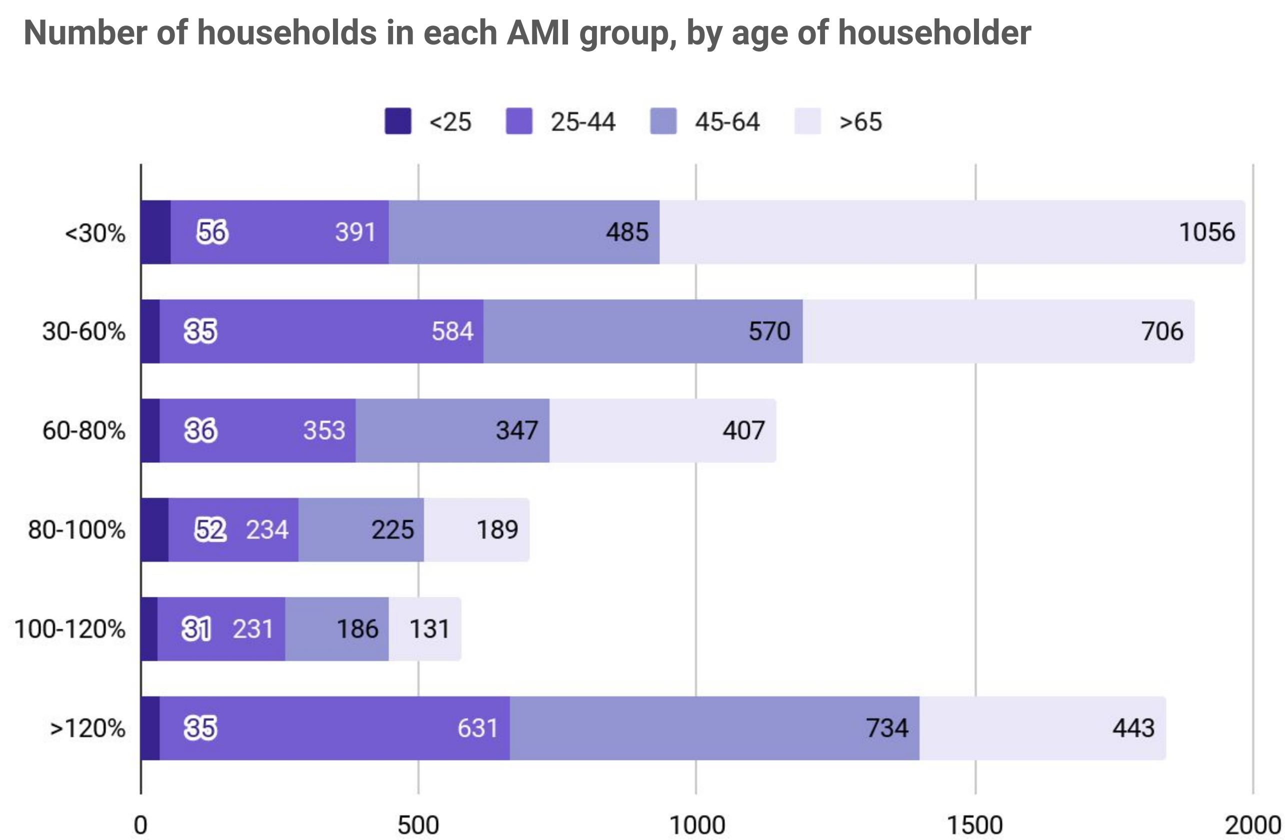
Socioeconomic profile

AMI groups, by age of householder

Source: ACS 5-Year, HUD, CPI

These slides break down socioeconomic and demographic indicators by income in terms of AMI level.

Most households in the >65 age group have incomes below 60% AMI. Households between 25-64 are most prevalent in the >120% AMI but also particularly numerous in the 30-60% and <30% AMI groups. The small group of youngest households (<25 years) are relatively evenly distributed across all AMI levels.



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Socioeconomic profile

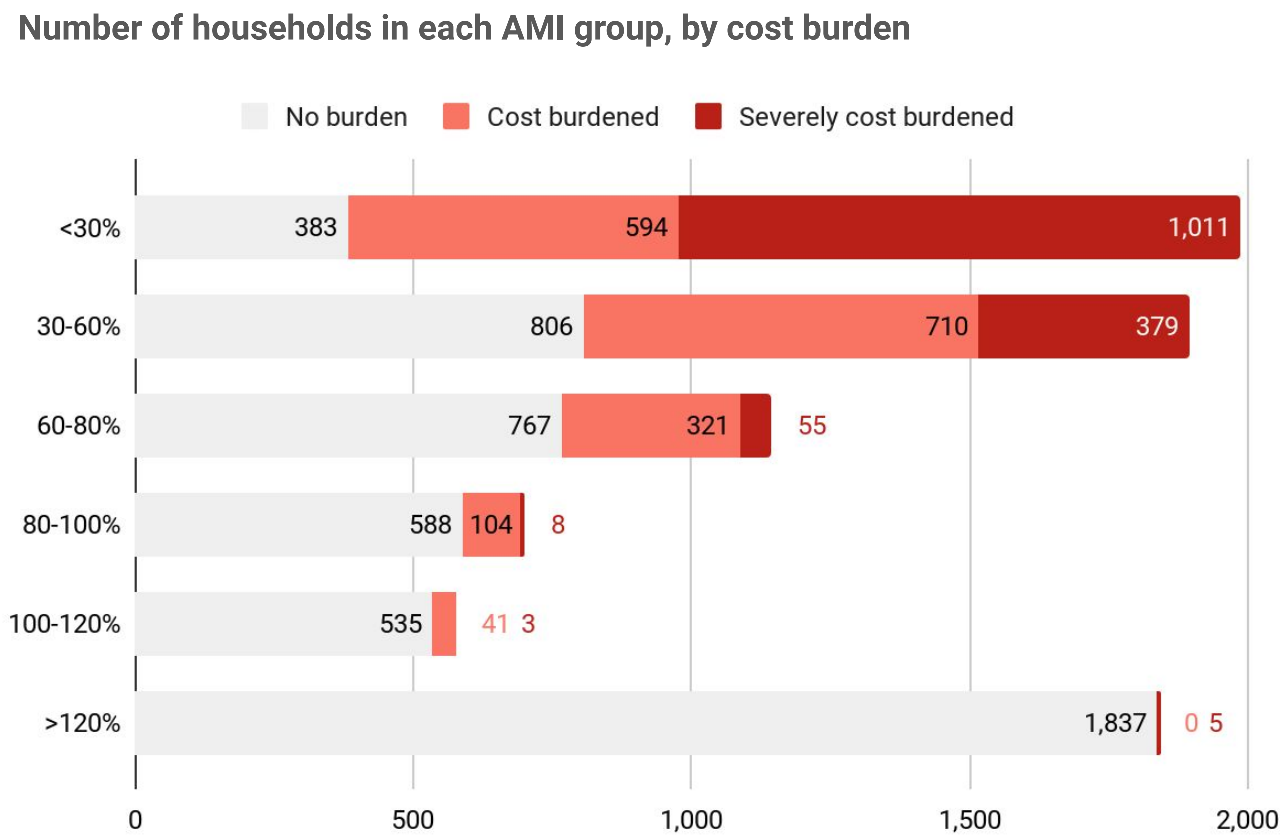
AMI groups, by cost burden

Source: ACS 5-Year, HUD, CPI

These slides break down socioeconomic and demographic indicators by income in terms of AMI level.

In Greenfield, most low-income households are cost burdened. Most households earning >80% AMI are not cost burdened.

Households are cost burdened when paying more than 30% of their income on housing costs. They are considered severely cost burdened when these costs exceed 50% of their income. For renters, this includes lease rent and utilities. For homeowners, this includes mortgage costs, property taxes, insurance, utilities, and any condo fees.



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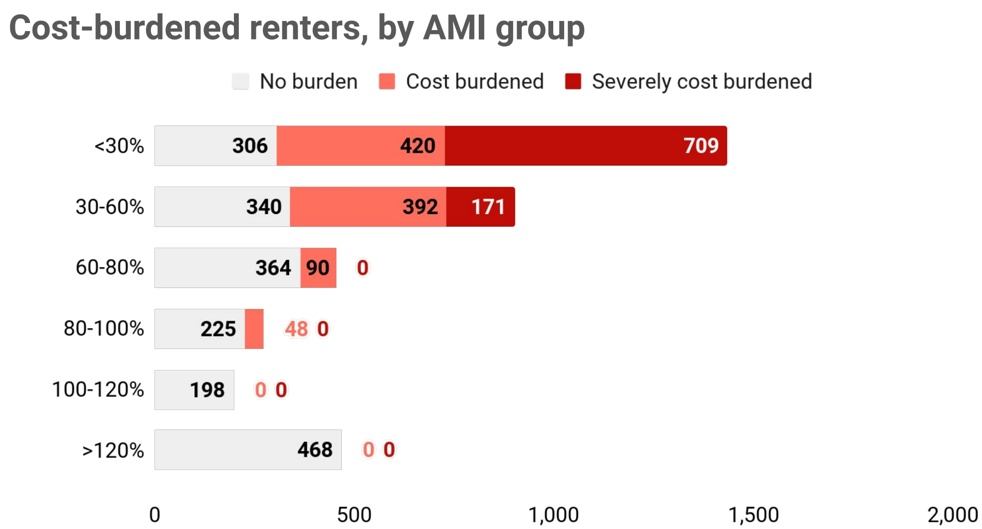
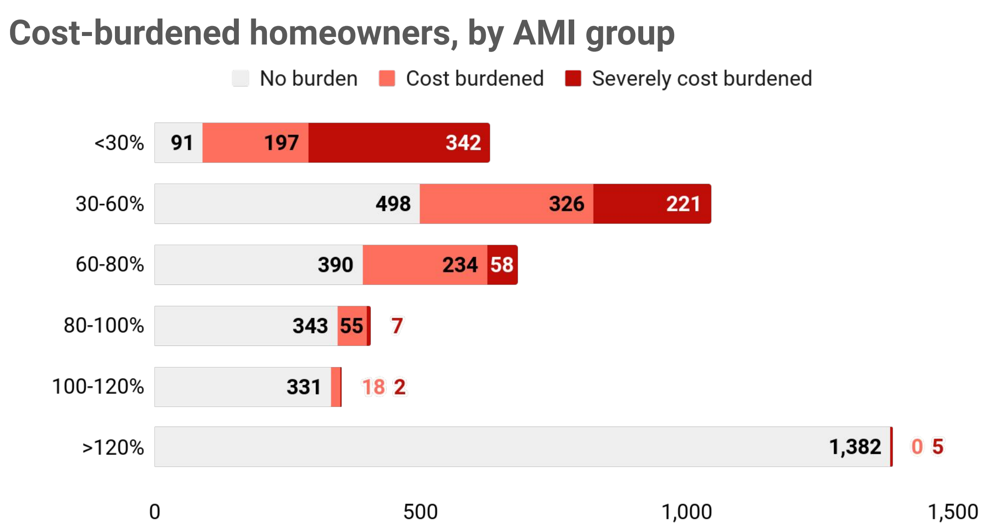
People: Socioeconomic

Cost burdened households by tenure and AMI group

Source: ACS 5-Year, tables B25074, B25095, 2022

Many of Greenfield's residents are experiencing cost burden, especially lower-income households. More than half of both renters and homeowners with incomes up to 60% AMI spend over 30% of their income on housing costs. For reference, 55% of Greenfield's units are owner-occupied and 45% are renter-occupied (ACS 2022 5-year).





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Socioeconomic profile

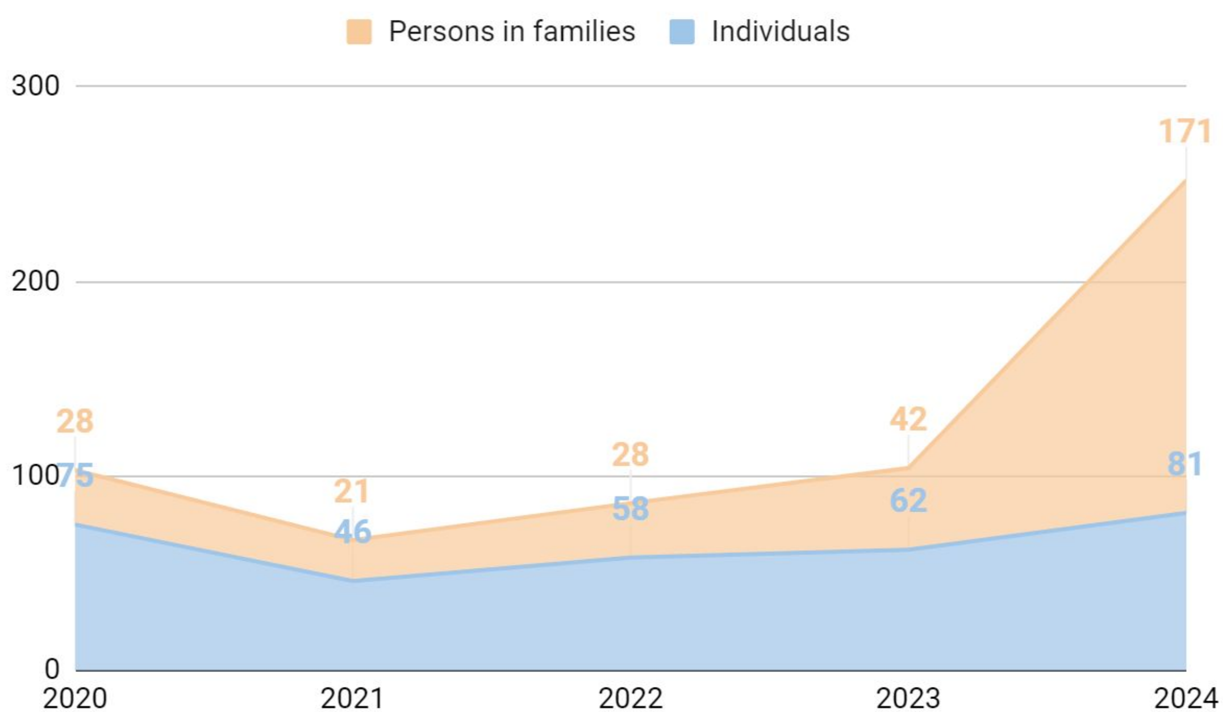
People experiencing homelessness

Source: ACS 5-Year, CommunityScale

The annual Point-in-Time (PIT) count provides a periodic snapshot of the local population experiencing homelessness. The table at right summarizes PIT counts in Greenfield over the past 5 years, including the most recent count in 2024 which shows a significant increase in both total people experiencing homelessness and the rate at which these people are in families compared to individuals.

The elevated 2024 count is at least partially attributable to an improved counting process and also the displaced families currently being housed at Days Inn by the State.

Annual Point-in-Time counts of people experiencing homelessness in Greenfield



Socioeconomic profile

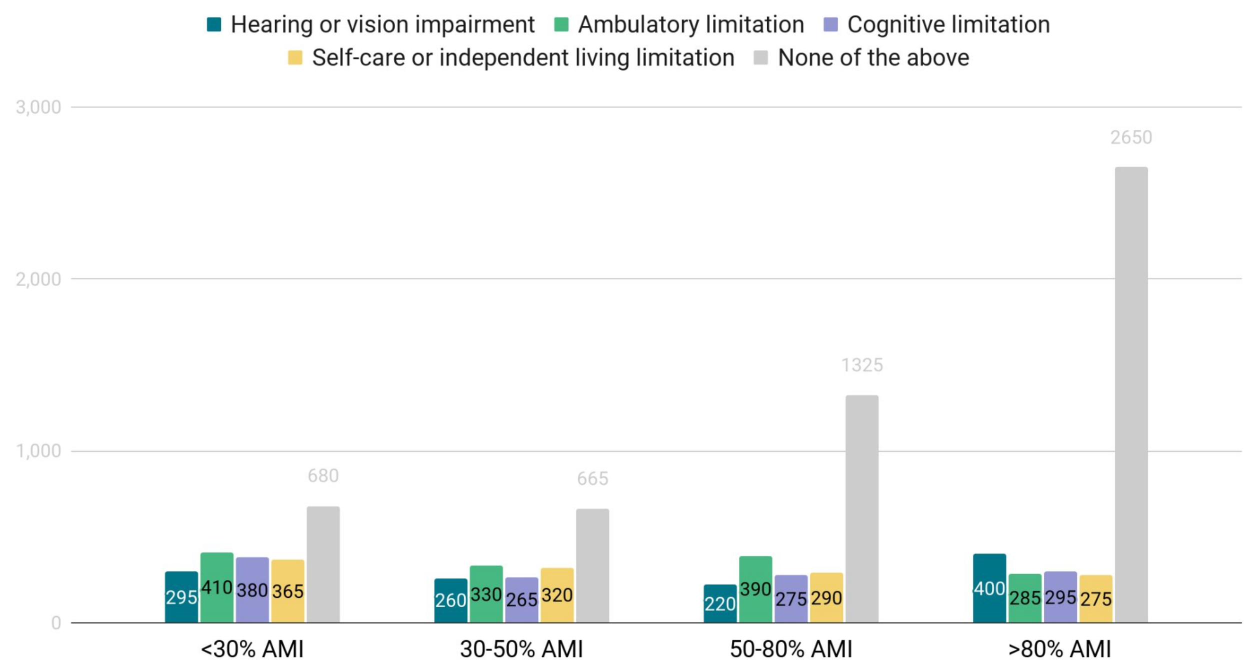
People with disabilities

Source: HUD CHAS, 2016-2020

Greenfield's resident population includes many people with disabilities that may restrict their housing choices. Lower-income households are more likely to include people with one or more of these disabilities but there are significant numbers across the income spectrum.

The chart at right summarizes people with disabilities by income level. People with multiple disabilities are counted multiple times in this dataset.

Population with selected disabilities, by AMI group



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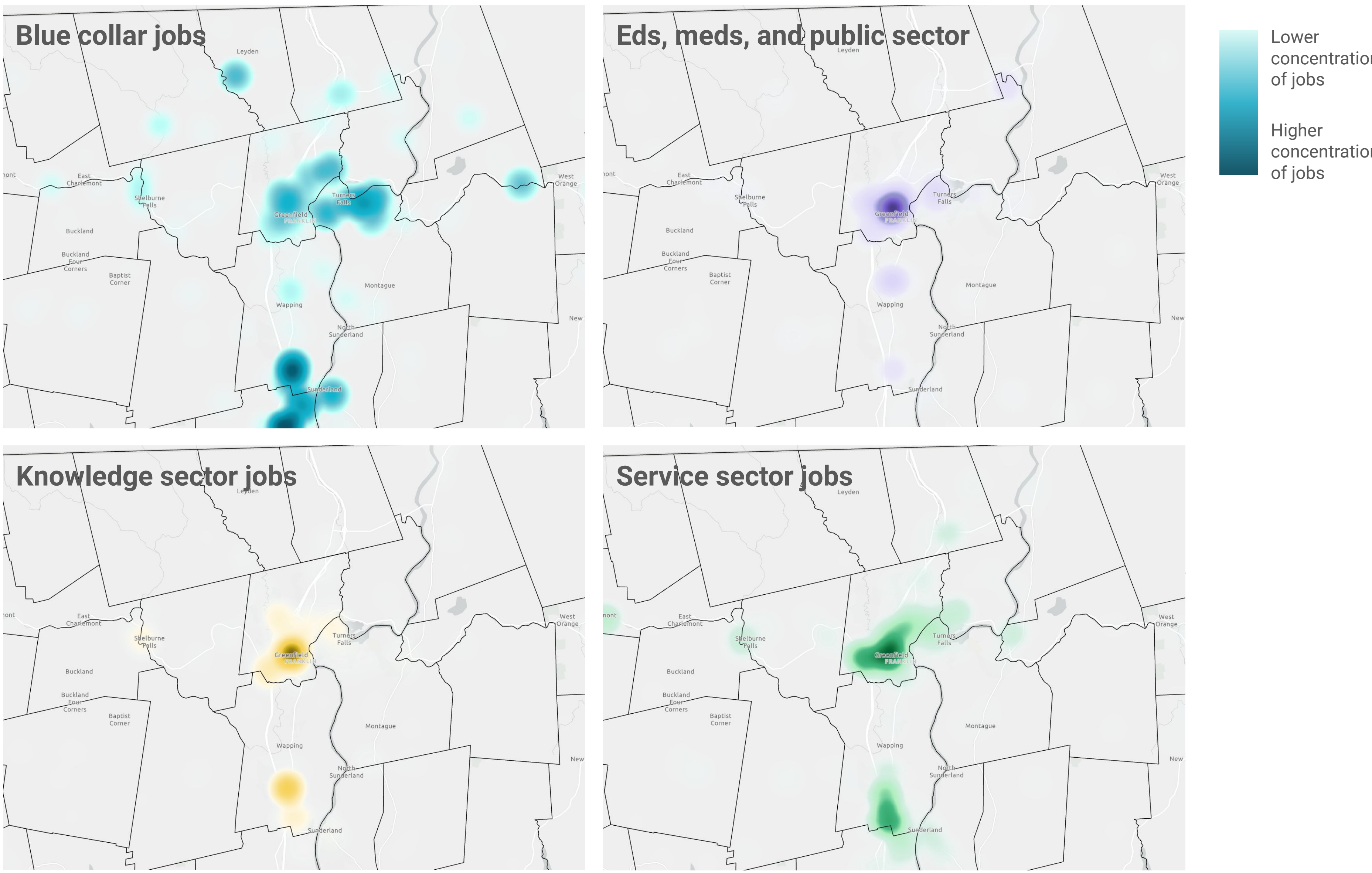
Employment patterns

Job clusters in and around Greenfield, by sector

Source: US Census, Longitudinal Employer-Household Dynamics dataset, 2021



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Employment patterns

Jobs located in the City compared to jobs held by residents, by sector

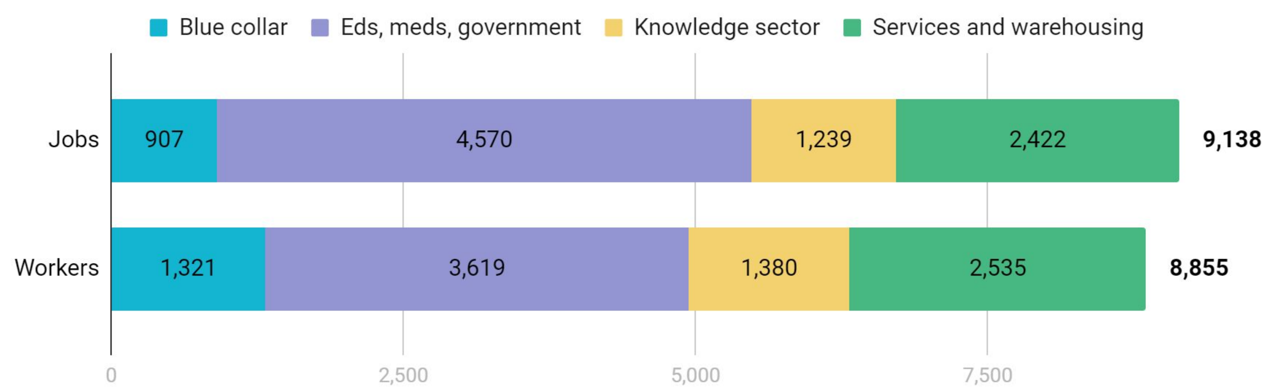
Source: US Census, Longitudinal Employer-Household Dynamics dataset, 2021

Greenfield contains more jobs than workers across all major employment sectors.

Employees of different sectors can represent different housing preferences, attainability thresholds, and job access considerations. “Jobs in the community” refers to the places of work located within its boundaries. “Jobs held by community residents” refers to the jobs local residents hold regardless of their place of work jurisdiction.

As of 2021, 2,175 residents - roughly 24% of the Greenfield workforce - live and work in Greenfield.

Jobs in Greenfield and jobs held by Greenfield residents, 2021



Examples of jobs by sector:

- Blue collar: Jobs in construction, manufacturing, and natural resources
- Eds, meds, and government: Teachers, nurses, police officers
- Knowledge sector: Software engineer, financial manager
- Services and warehousing: Warehouse workers, retail salespeople

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Employment patterns

Median wages and housing affordability by occupation

Source: US Census

Employment and wages are a direct determinant of a household's ability to pay for housing. The table at right summarizes median wages (annual and hourly) for typical occupations in Franklin County. These earnings are translated into AMI and the amount this income can afford in rent or to purchase a home without cost burden.

Given these are median wages, it should be assumed there are subsets of people earning more and less than these figures.

43% of households in Greenfield include multiple earners such that their household income reflects combinations of these wages. For example, a household with a median-wage manager and a median-wage firefighter would earn 136% AMI.

Median wages by occupation and ability to pay for housing
(Reflects individuals' wages - many households are multiple earners combining wages)

Occupation	Median wage	Hourly equivalent	AMI equivalent	Attainable rent	Attainable home
Management	$71,376	$34.32	77%	$1,642	$212,494
Business and financial operations	$52,351	$25.17	56%	$1,204	$140,931
Computer and mathematical	$58,548	$28.15	63%	$1,347	$164,241
Architecture and engineering	$84,513	$40.63	91%	$1,944	$261,908
Life, physical, and social science	$64,430	$30.98	69%	$1,482	$186,366
Community and social service	$58,281	$28.02	63%	$1,340	$163,237
Legal	$132,064	$63.49	142%	$3,037	$440,771
Educational instruction, and library	$36,320	$17.46	39%	$835	$80,631
Arts, design, entertainment, sports, and media	$29,947	$14.40	32%	$689	$56,659
Health diagnosing and treating practitioners	$66,875	$32.15	72%	$1,538	$195,563
Health technologists and	$45,118	$21.69	48%	$1,038	$113,725
Healthcare support	$37,094	$17.83	40%	$853	$83,542
Firefighting and prevention	$54,655	$26.28	59%	$1,257	$149,598
Law enforcement	$53,667	$25.80	58%	$1,234	$145,882
Food preparation and serving related	$23,203	$11.16	25%	$534	$31,292
Building and grounds maintenance	$37,477	$18.02	40%	$862	$84,983
Personal care and service	$21,979	$10.57	24%	$506	$26,688
Sales and related	$44,284	$21.29	48%	$1,019	$110,587
Office and administrative support	$37,631	$18.09	40%	$866	$85,562
Farming, fishing, and forestry	$20,209	$9.72	22%	$465	$20,030
Construction and extraction	$60,605	$29.14	65%	$1,394	$171,979
Installation, maintenance, and repair	$46,496	$22.35	50%	$1,069	$118,908
Production	$53,176	$25.57	57%	$1,223	$144,035
Transportation	$50,023	$24.05	54%	$1,151	$132,175
Material moving	$37,389	$17.98	40%	$860	$84,652

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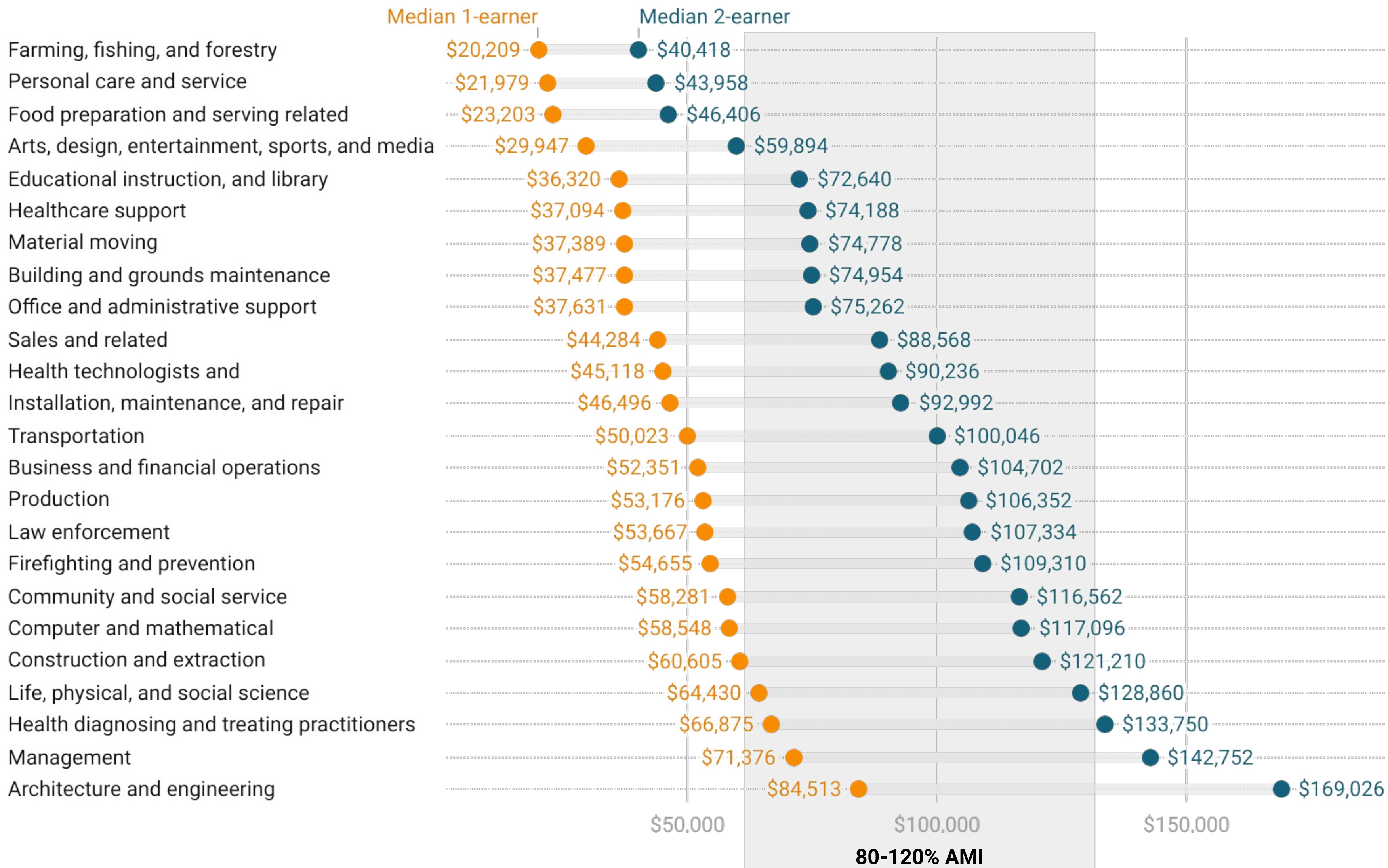
Employment patterns

Wages and housing affordability by occupation in Franklin County

Source: US Census



The following section profiles Greenfield's housing stock and affordability, detailing characteristics such as structure type, bedroom count, and development timeframe as well as household costs and market pricing for local rental and ownership units.

Place

Current housing mix. A community's housing stock varies in terms of several variables that are important to gauging how well local residents' needs are being met, including the unit's structure type and number of bedrooms. Organizing units by year of construction helps identify the relative pace of development over the years. Tabulating subsidized units within the community indicates how many of the lowest income households are likely to find units they can afford.

People in place. Mapping key socioeconomic characteristics can reveal potential geographic disparities within the community, such as neighborhoods with particularly high concentrations of cost burden.

Cost of housing. Housing prices can change much more rapidly than housing stock or the resident population. Tracking prices over time can indicate trends of higher or lower overall housing affordability and, as an extension, the degree of economic vulnerability households at lower income levels are likely to experience.

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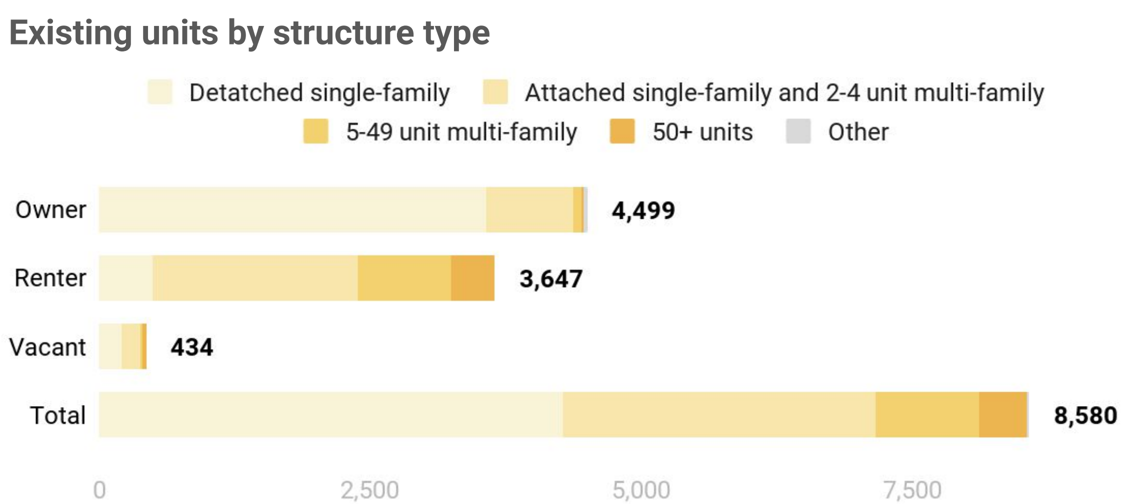
Current housing mix

Existing units by structure type

Source: ACS 5-Year, 2022

This graph inventories the local housing stock in terms of each unit's structure type, a characteristic defined as the number of units in the building that contains a given unit.

Households may have different structure type preferences depending on characteristics such as household size, income, employment, presence of children, age of individuals, and lifestyle choices. Understanding the housing stock in corresponding terms helps assess how well existing units align with existing households' ideals.



In most places, ownership units are predominantly single family detached. Rental units are typically more diverse, including small- and large-scale multifamily developments. While these trends might reflect market preferences to some degree, other non-market factors also influence what types of units are actually built, such as zoning ordinances, regulatory constraints, and community choices.

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Current housing mix

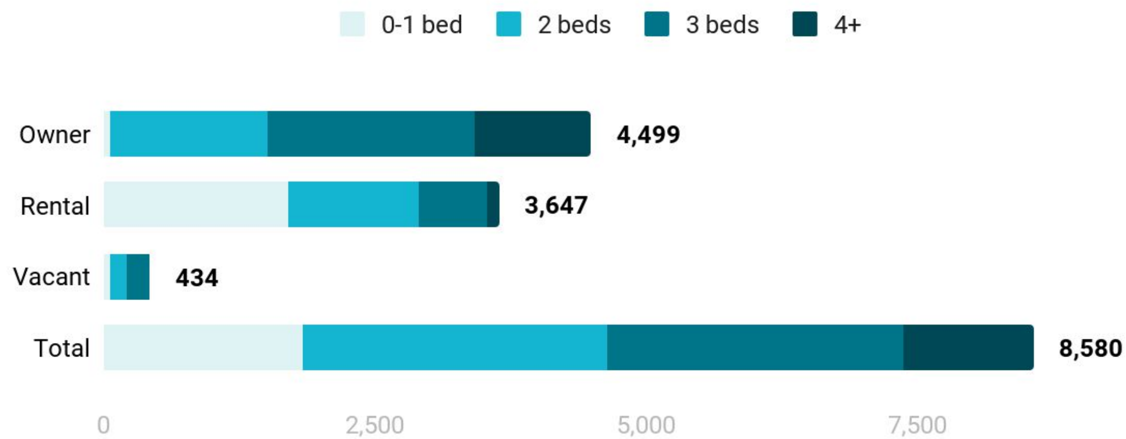
Existing units by bedroom count

Source: ACS 5-Year, 2022

This graph inventories the local housing stock in terms of bedroom count by unit by tenure. The majority of Greenfield's housing units are two bedroom or larger, especially among ownership units.

Household size and the presence of children are primary drivers for bedroom count with, as expected, larger families desiring more bedrooms than smaller households. However, other factors such as income and the incremental cost of extra bedrooms also influence these preferences. In most places, ownership units generally offer more bedrooms than rental units. As above with structure type, this is not exclusively a result of the market reflecting household preferences.

Existing units by number of bedrooms



Few single family houses contain less than three bedrooms so, if they dominate the local ownership supply, there will not many small ownership units available. Conversely, most rental units contain fewer than three bedrooms so households interested in renting a larger unit may have limited options to choose from. This misalignment is at least somewhat driven by the fact that it is less capital efficient to build small houses and large apartments even if there may be some demand for them.

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Current housing mix

Age of existing housing

Source: Census ACS 2022 1-Year; Census Building Permit Survey 2020-23

The figure at right tabulates the age of local housing units in terms of when they were built. Nearly three quarters of Greenfield's housing production took place before 1970 with very little new construction in recent years.

This table chronicles the community's development history, indicating decades with relatively more or less construction activity. 2020 or later is approximate as new housing units are completed.

Age of existing units

Year built	Units	Share	Cumulative share
2020 or later	35	0.4%	0.4%
2010 to 2019	363	4%	5%
2000 to 2009	329	4%	8%
1990 to 1999	162	2%	10%
1980 to 1989	657	8%	18%
1970 to 1979	750	9%	27%
1960 to 1969	542	6%	33%
1950 to 1959	1,118	13%	46%
1940 to 1949	695	8%	54%
1939 or earlier	3,964	46%	100%

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Current housing mix

Committed affordable housing units

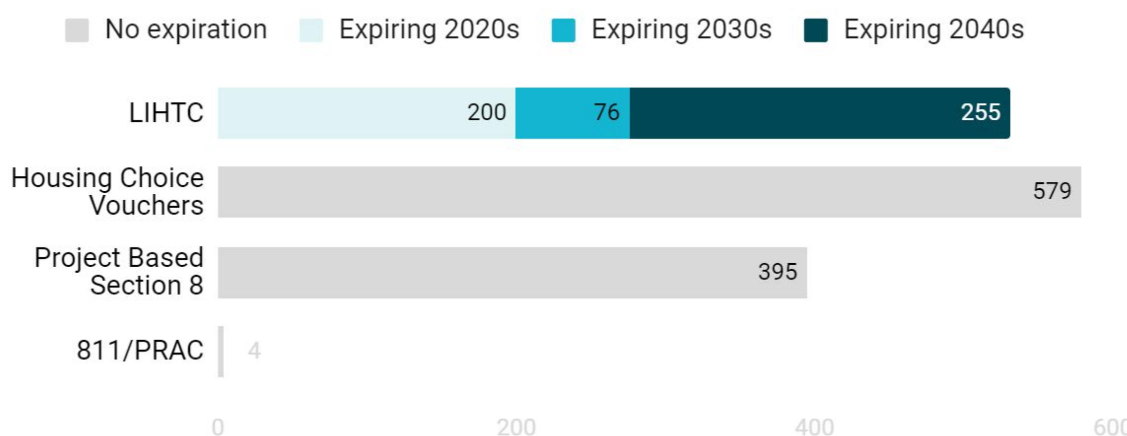
Source: HUD, Greenfield Housing Authority

The local housing stock includes a mix of committed affordable housing supported by federal programs such as Low Income Housing Tax Credits (LIHTC) and Housing Choice Vouchers. For households with particularly low incomes, these units can represent one of the only housing options available to them.

While most of these programs are funded indefinitely, LIHTC units are only required to remain cost-restricted for up to 30 years. After that "expiration" date, the units may convert to market-rate costs, effectively ending their affordability for these low income households.

15% of Greenfield's total housing stock is committed affordable.

HUD-subsidized affordable units by program and expiration date



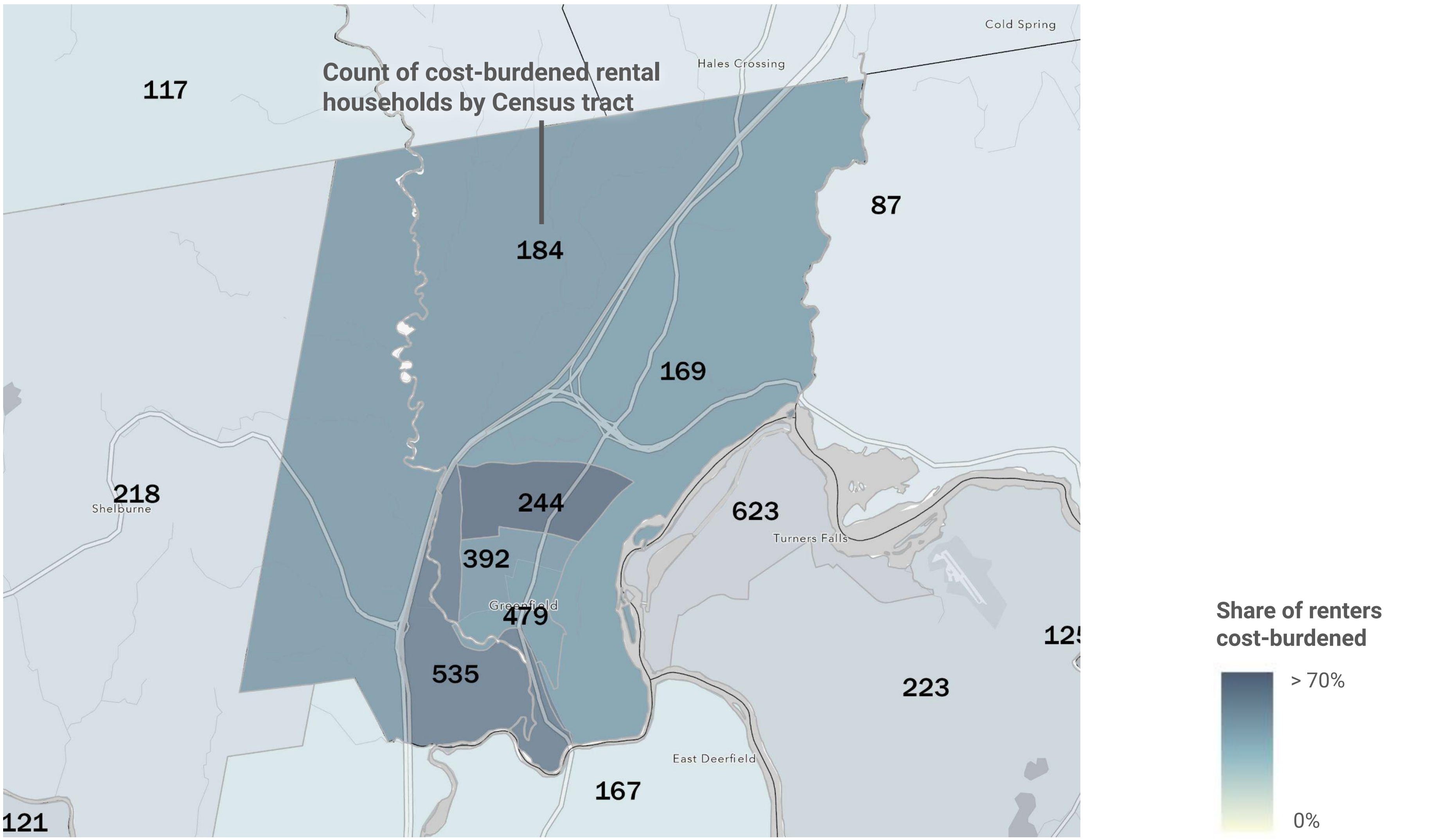
Greenfield Housing Authority public housing portfolio (potential overlap with HUD above)

Property	Total units	Bedroom counts: Studio	1 bed	2 beds	3 beds	4 beds	5 beds
Oak Courts	74	0	0	42	32	0	0
One Elm Terrace	108	0	108	0	0	0	0
491 Main Street	19	19	0	0	0	0	0
WInslow Building	55	55	0	0	0	0	0
Distributed sites	40	0	0	11	21	4	4
Total	**296**	**74**	**108**	**53**	**53**	**4**	**4**

People in place

Cost-burdened renters, by Census tract

Source: ACS 5-Year, 2022



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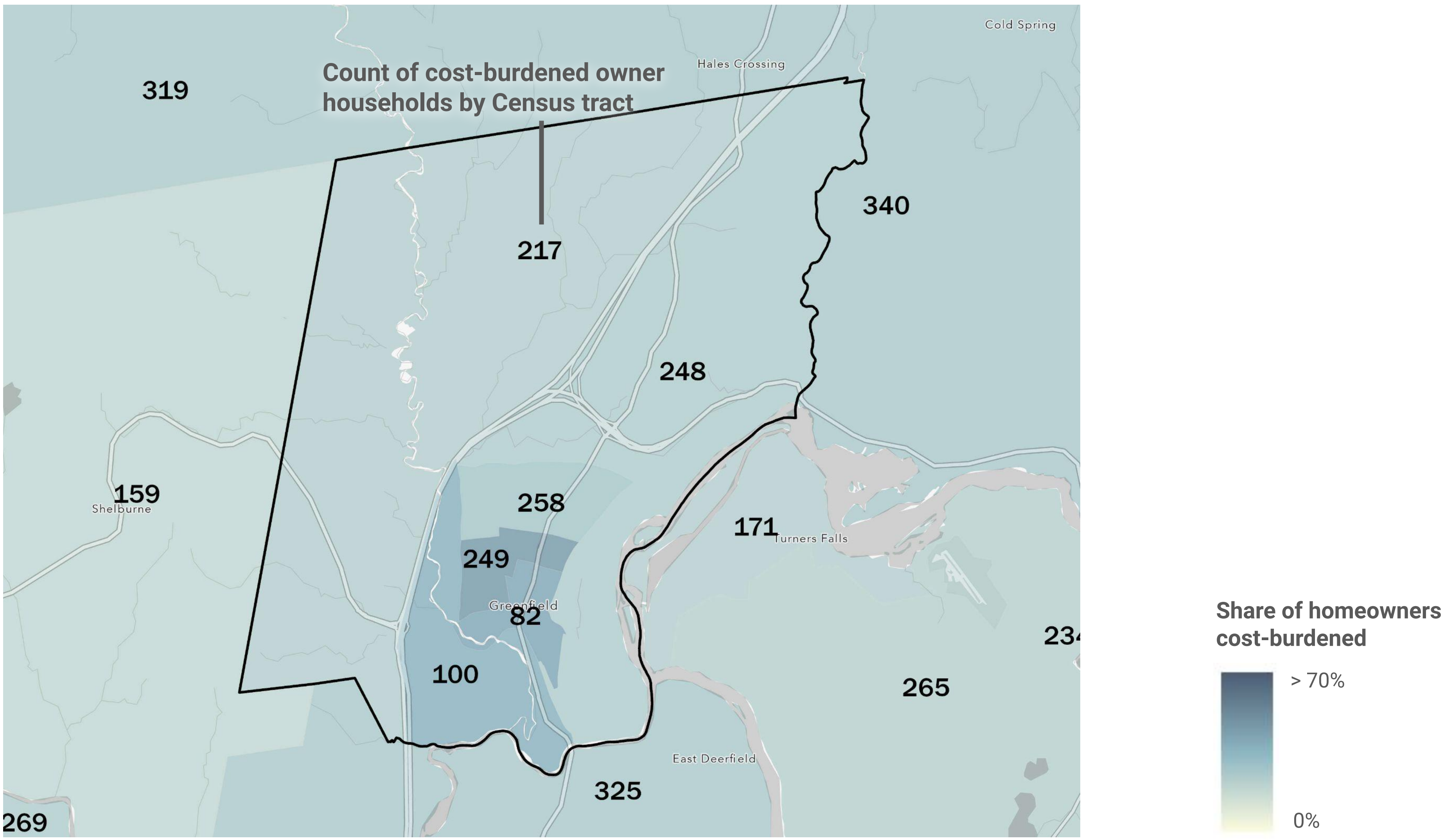
People in place

Cost-burdened homeowners, by Census tract

Source: ACS 5-Year, 2022



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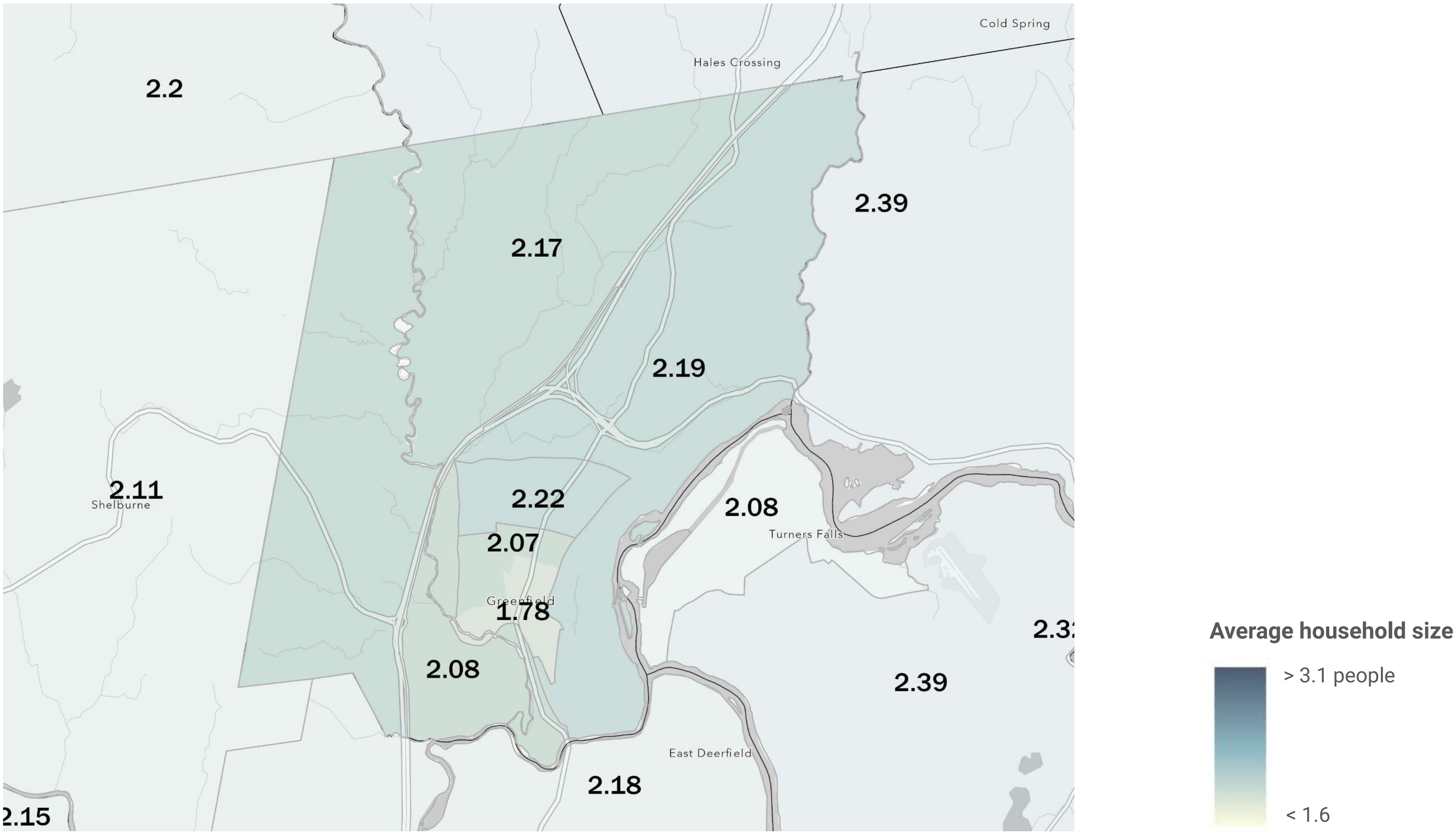
People in place

Household size, by Census tract

Source: ACS 5-Year, 2022



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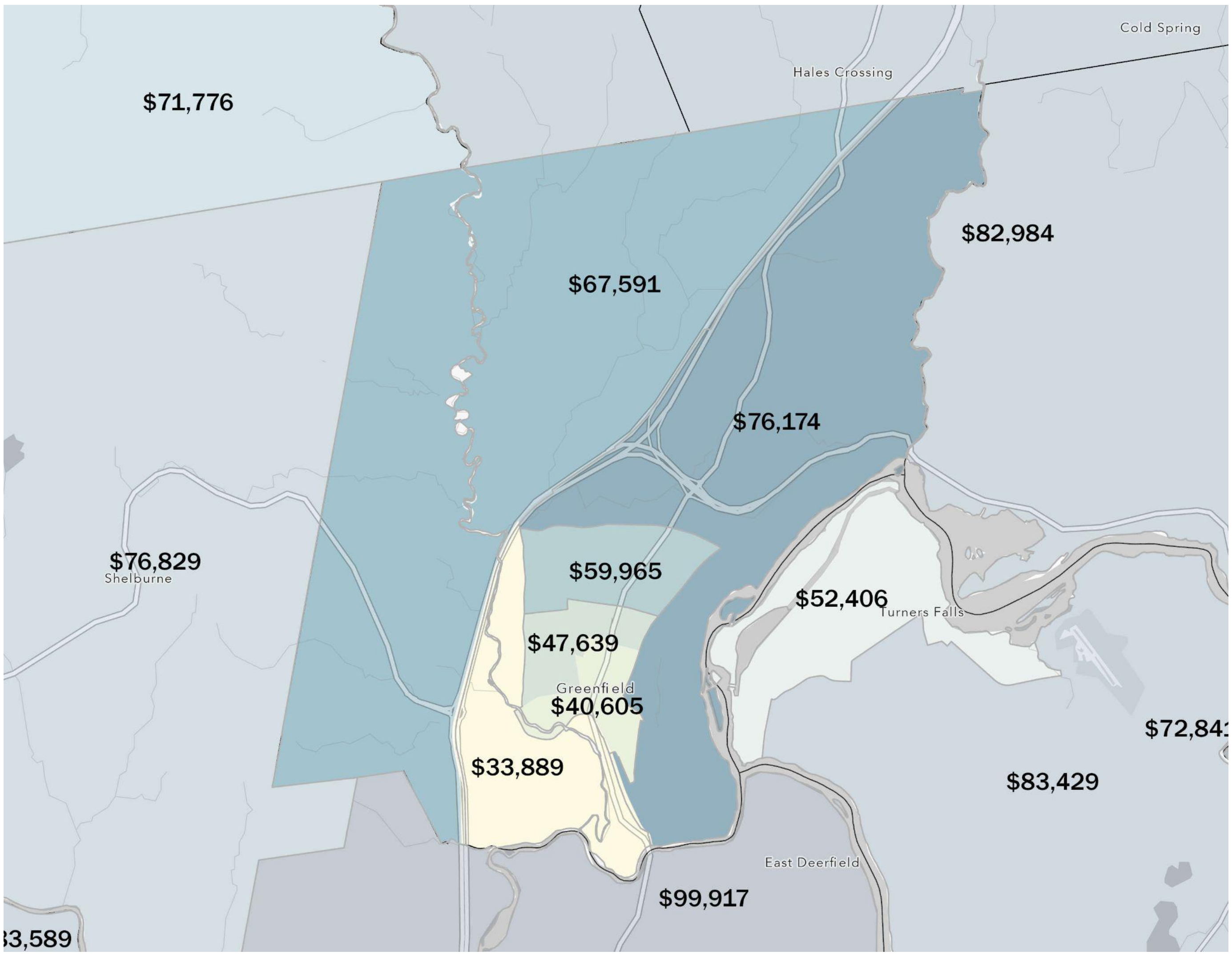
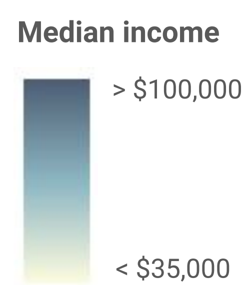
People in place

Median household income, by Census tract

Source: ACS 5-Year, 2022





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Socioeconomic profile

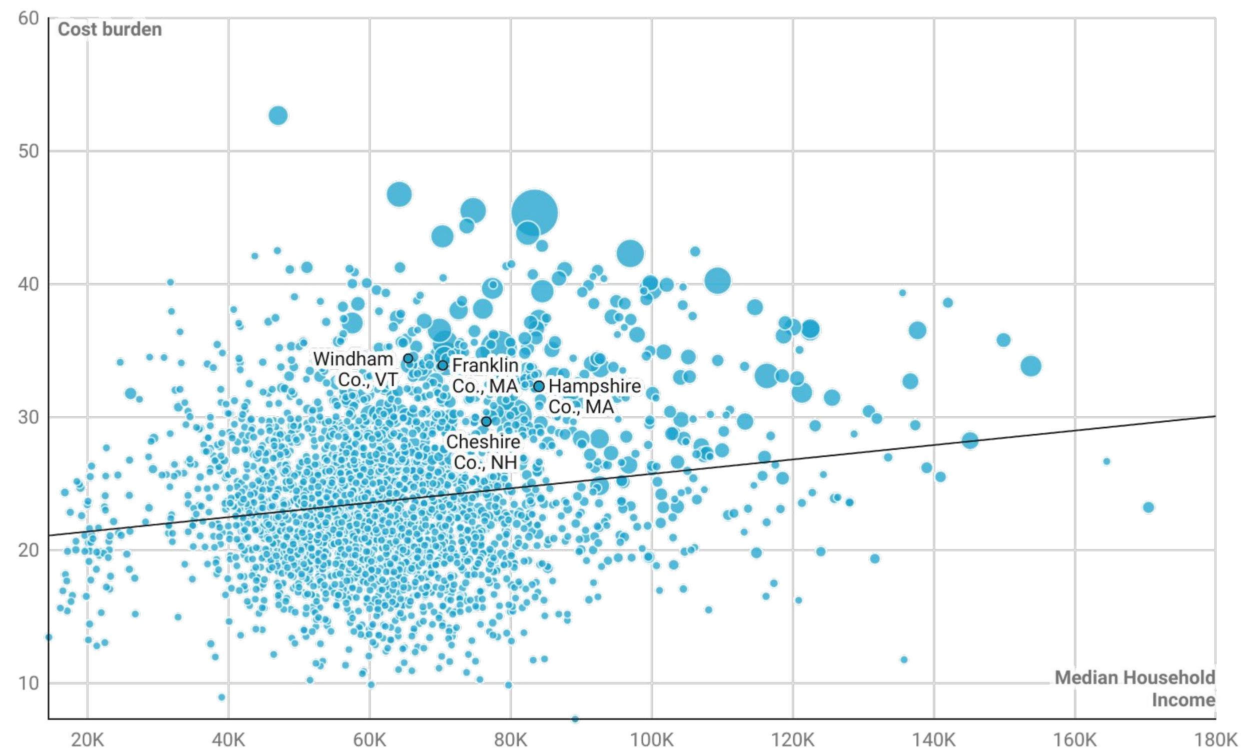
Cost burden in national context

Source: ACS 5-Year, 2022; CommunityScale

The chart at right compares average level of cost burden in US cities and counties scales with household income. The higher the median income, the higher the prevalence of cost burdened households. Dot sizes indicate relative population size.

However, even for a place with relatively moderate household income, Greenfield's level of cost burden is higher than average. Comparison counties Hampshire, Cheshire (NH), and Windham (VT) also exhibit higher levels of cost burden relative to median household income compared to national averages overall. This indicates Greenfield's corner of western New England experiences higher than normal costs of living driven in large part by particularly expensive housing costs.

Relationship between median income and cost burden nationally, by county



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Housing costs and attainability (Ownership)

The following pages examine housing costs, prices, and other measures of affordability. Combined with the indicators described in the report's People section, this data directly relates to the scope and scale of attainability problems such as cost burden and other misalignments between demand and supply.

How to estimate what's attainable? Variables and assumptions informing the affordability metrics featured on the following pages include:

30-year loan term	90% of mortgages in the US are 30 year term loans.
Mortgage rates:	Mortgage interest rates are a primary driver of affordability: lower rates amplify a household's buying power while higher rates can dramatically reduce it. In July 2024 the typical rate was 6.85%.
Down payment:	While a 20% down payment is often considered standard, most households pay less. In Massachusetts, the average down payment is 19.% of the purchase price.
PMI:	Private mortgage insurance (PMI) is required by virtually all lenders when the down payment is less than 20% of the purchase price. Rates range widely due to a variety of factors but 0.5% approximates a typical rate.
Property tax:	Property tax obligations reduce the amount of household income available for mortgage payments.
Homeowners insurance:	Banks require homeowner insurance as part of the financing process.
Utilities:	Homeowner costs include the basic utilities required to keep the property heated and operational.
Condo fees:	Homeowners in condominium communities typically contribute a monthly fee plus periodic assessments to support the maintenance and management of common areas and the overall premises outside their unit.

Translating sale price to monthly cost. Even setting aside factors such as interest rates and down payments, changes in home sales prices - especially dramatic increases - can significantly limit households' ability to access the housing options they may need or prefer. First-time homebuyers are especially impacted by rising prices because they lack access to equity in the form of a prior home that they might otherwise be able to sell into the same market and derive extra value from. Here is how example sale prices translate into typical monthly costs based on current mortgage rates, down payments, property taxes, utility costs, and related factors:

$200,000 home costs $1,750/month.

$400,000 home costs $3,350/month.

$600,000 home costs $4,950/month.

$800,000 home costs $6,600/month.

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Cost of housing

Homeownership costs

Source: Zillow ZHVI 2024, Census ACS 2022 5-Year

The top chart tracks the typical market value for single family homes and condos over the past several years in Greenfield.

The adjacent table translates these values into monthly costs (mortgage + tax and other costs).

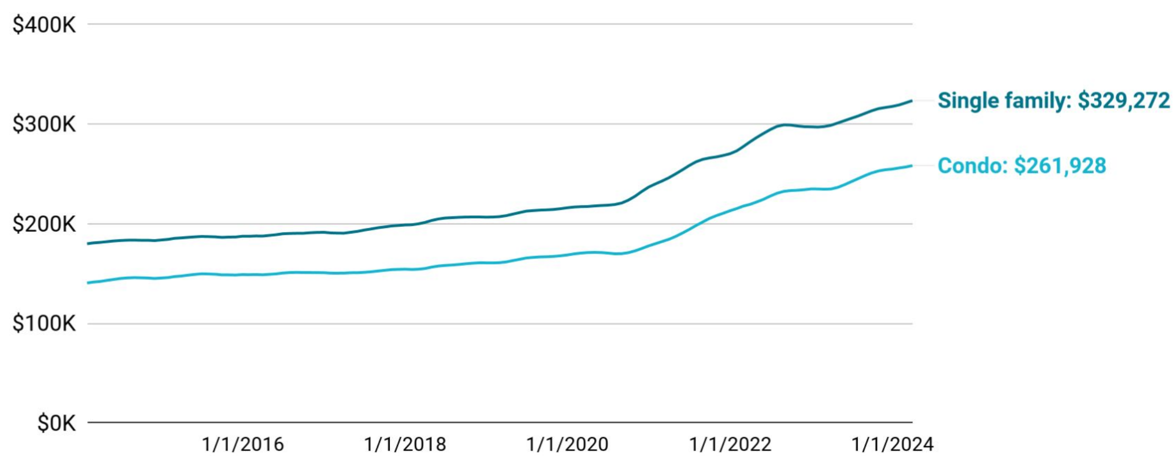
The bottom chart summarizes the distribution of costs across all ownership units in the area, most of which last transacted years ago.

These charts reveal the significant difference between how much most homeowners currently pay per month (bottom) and it would cost per month to own a home purchased on today's market (top).

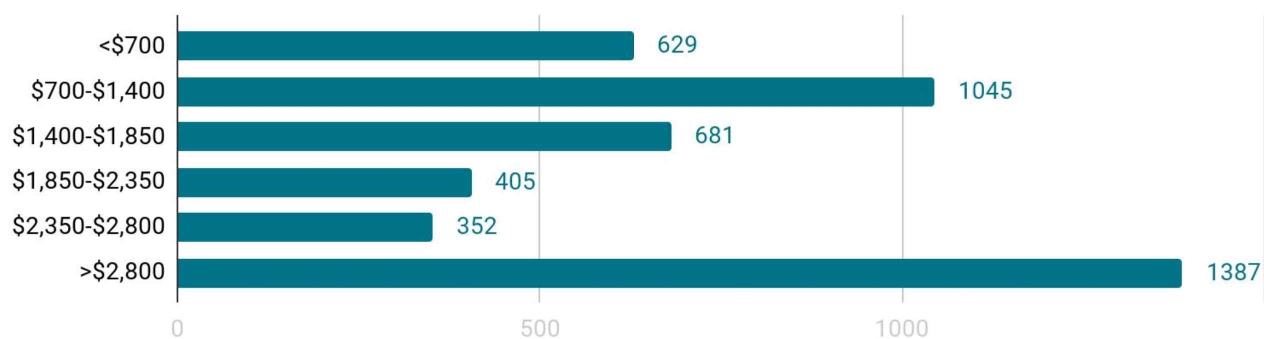
About 45% of Greenfield homeowners pay below $1,850/mo compared to the $2,213 and $2,763 required on today's market.

Home type	Home price	Monthly cost
Single family	$329,272	$2,787
Condo	$261,928	$2,242

Typical market value



Owner households by current monthly housing costs



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Cost of housing

Can a household with a median income afford a median home price?

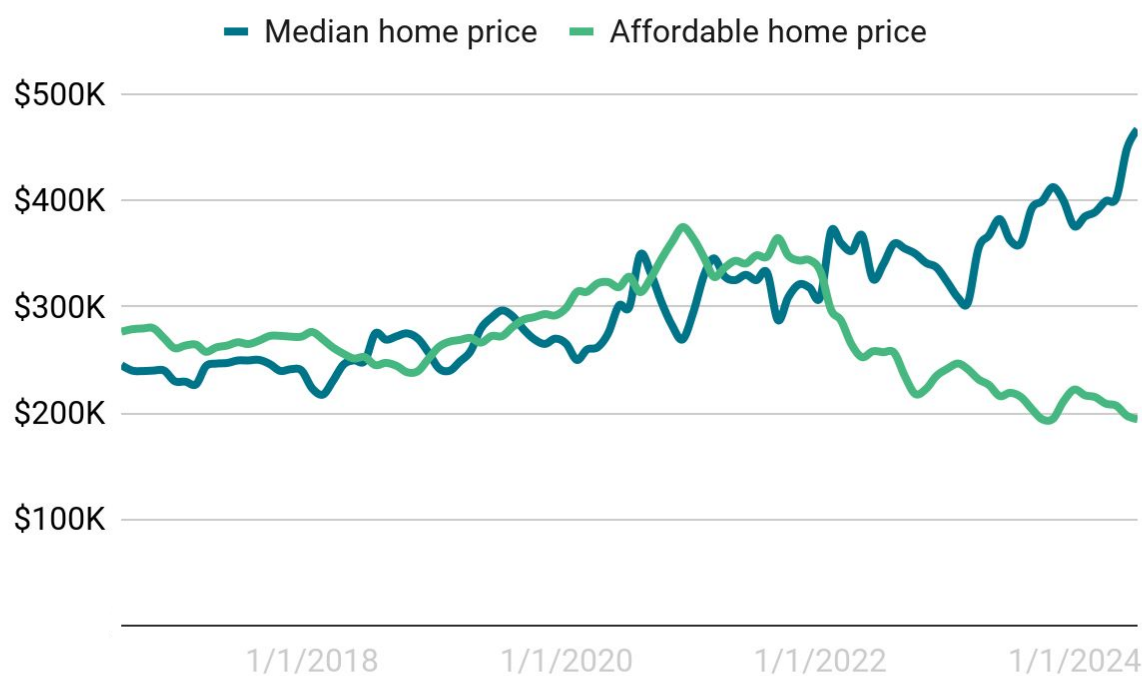
Sources: FRED Federal Bank of St. Louis; City of Greenfield; CommunityScale

This chart compares the median listing price in Franklin County with the home value attainable to a household earning the median household income. A wider gap means higher barrier to entry for first-time homebuyers and increased risk that an existing resident might be priced out of the community if they choose or need to move to a different house.

The calculations behind this chart include consideration of mortgage interest rates, typical down payments, and added monthly costs such as private mortgage insurance, property tax, home insurance, and utilities.

Median home price and mortgage value attainable to a household with median income

Affordability is based on the county's estimated median income. Actual affordability levels for specific properties vary based on variation in the above variables as well as possible additional costs for some units such as condominium fees.



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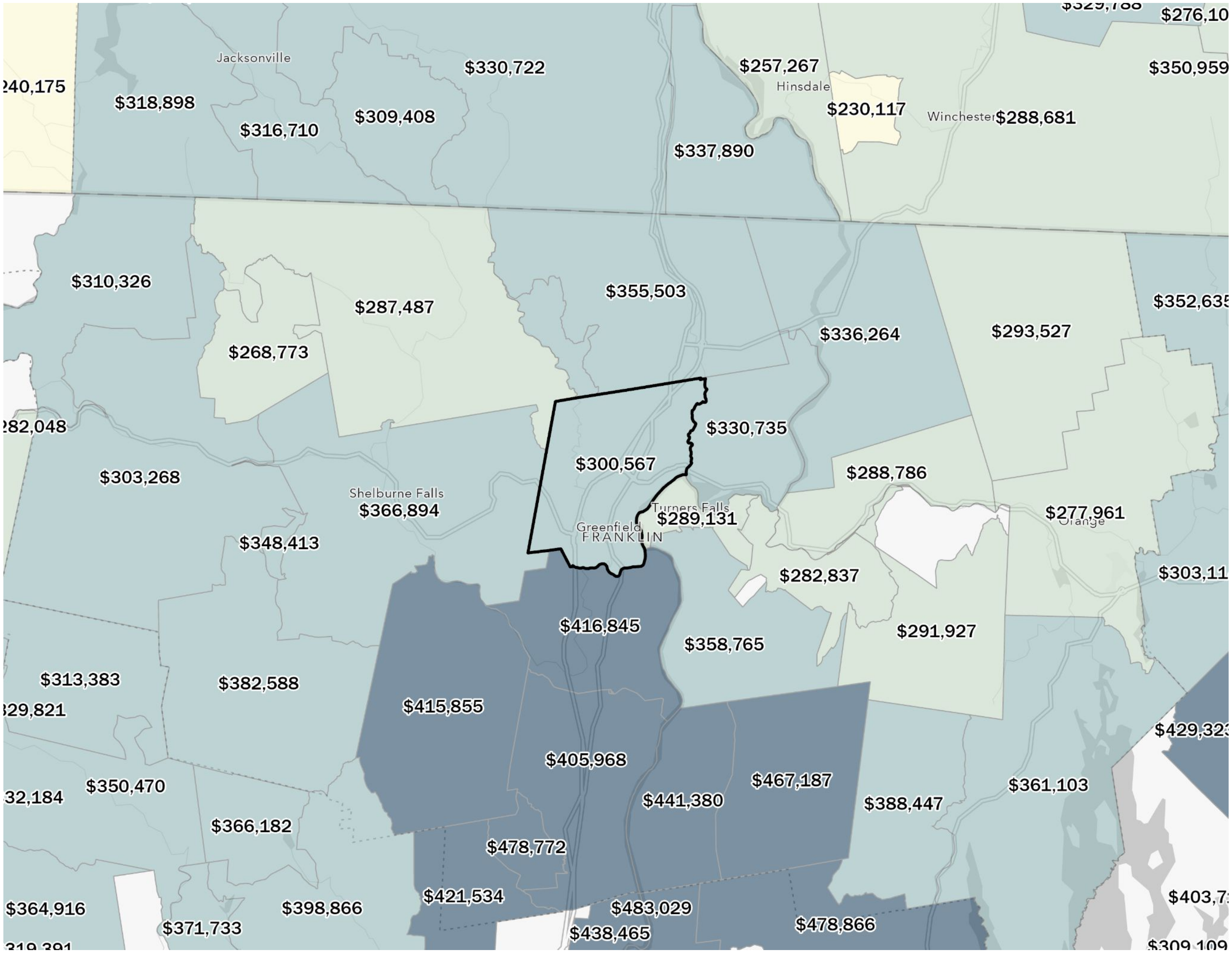
Cost of housing

Typical home prices by zip code

Source: Zillow ZHVI 2024



Typical home price, Jan. 2024

> $500,000

< $250,000

This map illustrates typical home prices in January 2024 across the region. “Typical home price” is defined by Zillow as “the typical value for homes in the 35th to 65th percentile range.”

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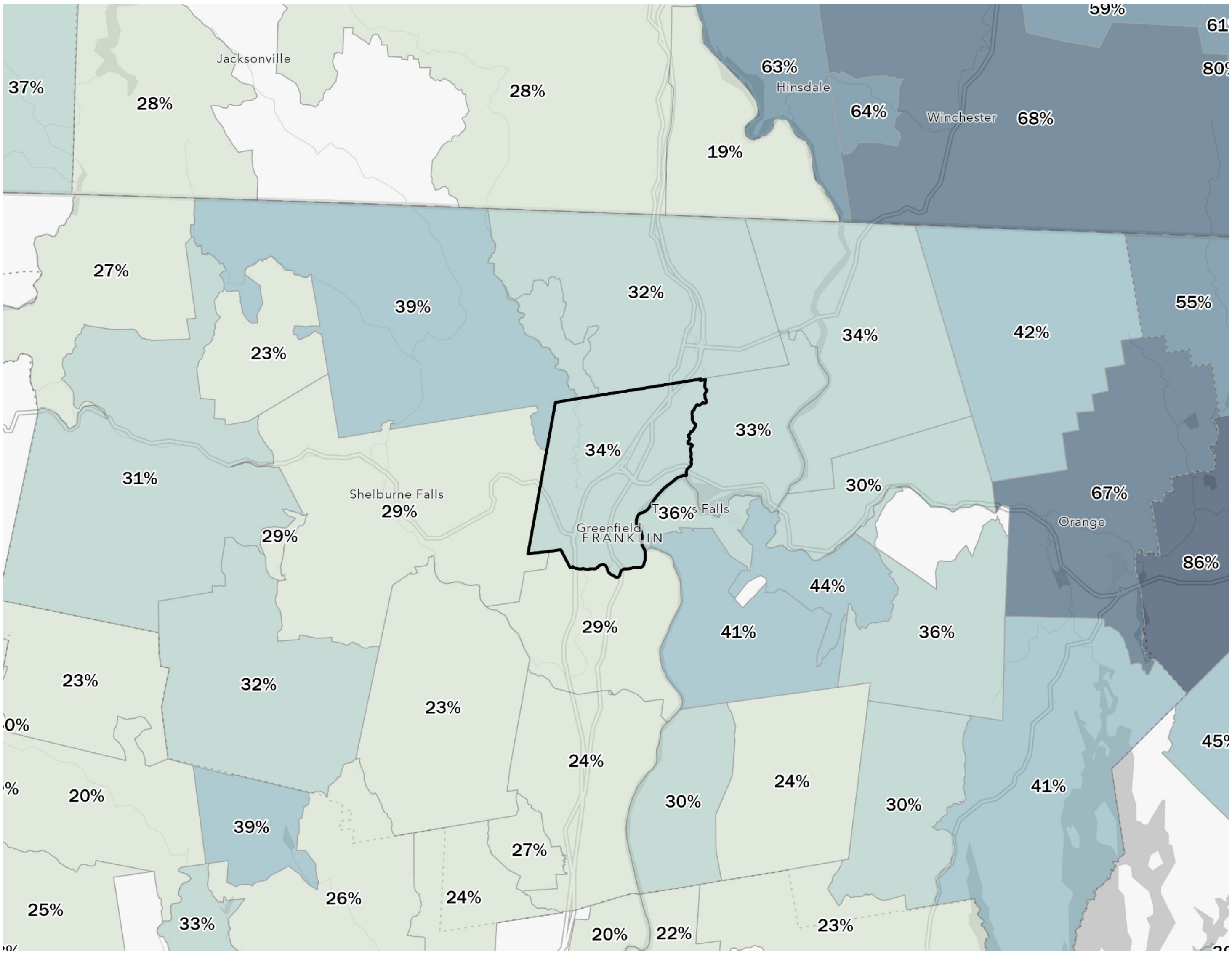
Cost of housing

Typical home prices by zip code - Change since 2014 (inflation adjusted)

Source: Zillow ZHVI 2024



Change in typical home price, 2014-2024

> 50%

This map illustrates change in typical home prices between 2014 and 2024. "Typical home price" is defined by Zillow as "the typical value for homes in the 35th to 65th percentile range."

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Cost of housing

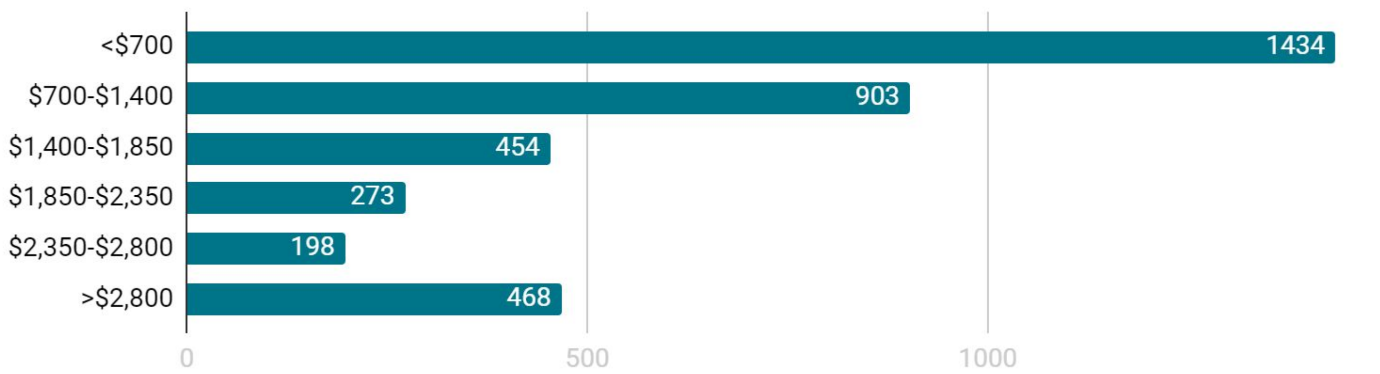
Renter costs

Source: Zillow ZHVI 2024, Census ACS 2022 5-Year; Craigslist, Rent.com, Realtor.com, Apartments.com, Costar

Recent rents in Greenfield exceed many local renter's ability to pay. For example, about 31% of renters pay less than $1,400 for their current units (top chart) which is less than a typical 1 bedroom on the market today (bottom table).

The bottom table compares recently observed rents in Greenfield with rents at recently built market rate rental housing within an hour drive from Greenfield. The gap between these helps explain why developers seem to be passing over Greenfield for the time being (namely, they can't get the rents they need to justify new construction). However, based on the market rate demand analysis in the next section, Greenfield might support rents high enough to justify new construction based on current incomes and regional migration trends.

Renter households by current monthly housing costs



Recent asking rents in Greenfield

Unit size	Greenfield asking rents		Recent development asking rents across Western Mass	
	Avg rent/unit	Avg rent/sf	Avg rent/unit	Avg rent/sf
Studio	$856	$3.17	$1,919	$4.55
1 bed	$1,406	$1.88	$1,804	$2.69
2 beds	$1,764	$1.81	$2,188	$2.31
3 bed	$2,179	$1.33		

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Cost of housing

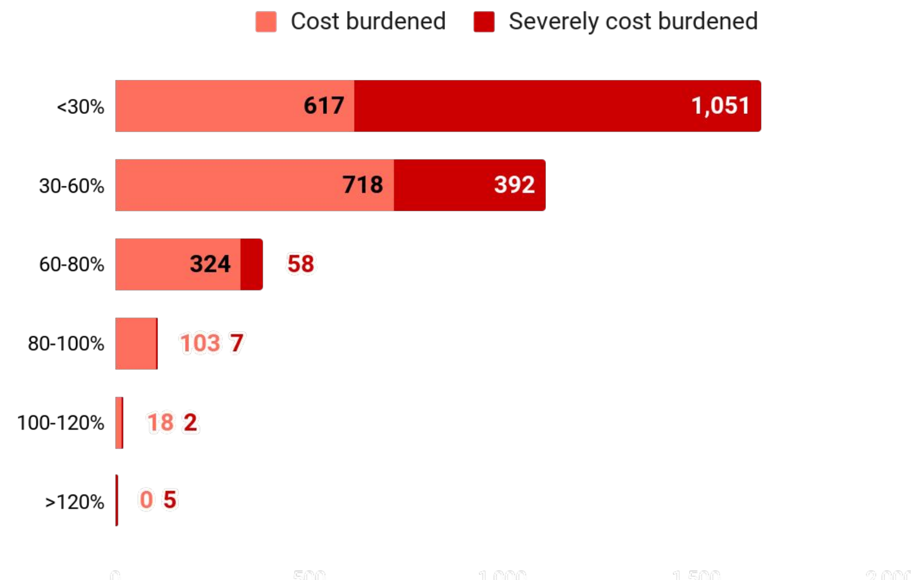
Gap analysis

Source: US Census ACS 5-year 2022, CommunityScale

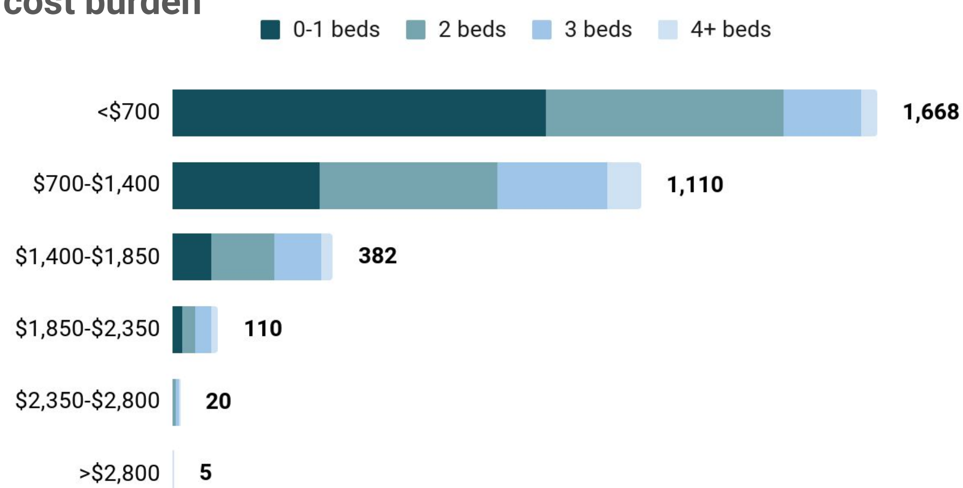
By definition, the housing needs of cost burdened households are not being met affordably by the current supply because they must pay more than 30% of their income to afford to live where they do. This can be referred to as the local housing "gap" or "shortage:" the units needed to counteract cost burden by providing a mix of units that matches the households ability to pay.

The top chart at right recalls Greenfield's total cost burdened households by income level in terms of AMI. The bottom chart indicates the mix of units that would meet this group's bedroom count preferences and ability to pay. These units would, in other words, be "attainable" housing options for these presently cost burdened households.

Current cost burdened residents by income



Housing mix needed to counteract current levels of cost burden



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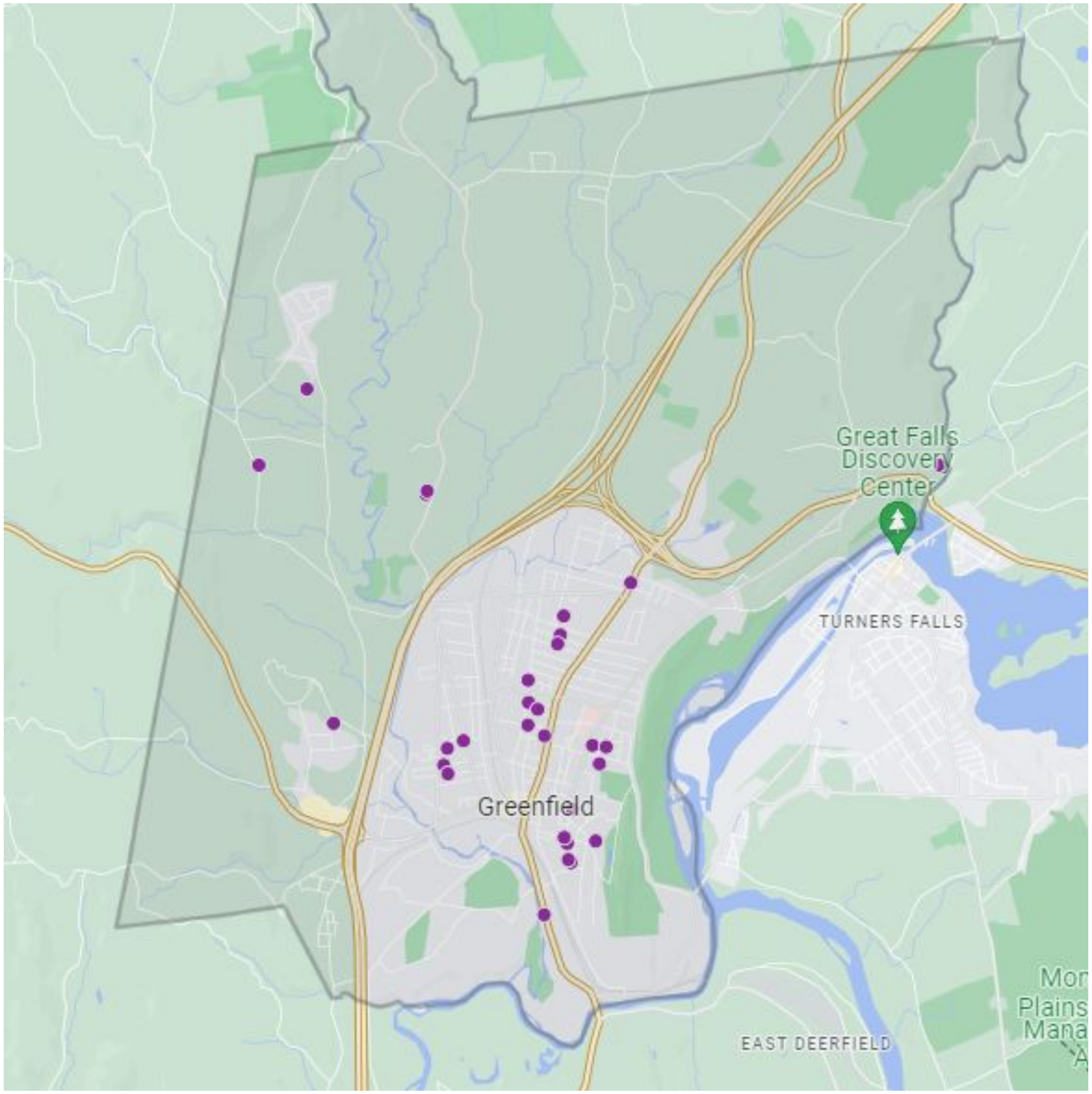
Cost of housing

Short-term rentals

Source: airdna.com

According to airdna.co, a short term rental data aggregator, Greenfield contained 15 active short term rental listings (Airbnb and/or Vrbo) as of June 3, 2024. Most of these listings included the entire house or unit. The average daily rate was $117 with a 55% occupancy rate overall. The average unit earned $18,500 per year in rental revenue.

The map at right indicates the location of recent short-term rentals in Greenfield, including both currently active and less active properties.



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Cost of housing

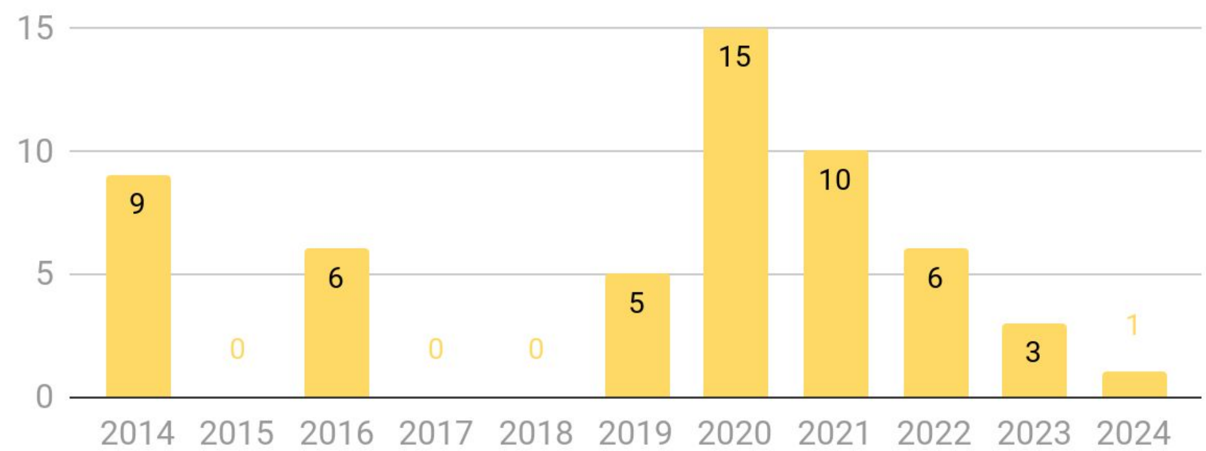
Development trajectory

Source: City of Greenfield

Building permitting history is a proxy for construction activity over time. Greenfield has seen very few new permits during the past decade. While there are some proposed developments on the horizon, none have reached the building permit stage yet.

The chart at right illustrates all construction permits issued since 2014. The following slide compiles the proposed housing developments currently in the planning stages in Greenfield. Assuming the projects are built as planned, this new development pipeline represents a major acceleration in construction activity compared to the past decade.

New construction housing building permits issued by year



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Cost of housing

Development pipeline

Source: City of Greenfield

Development	Units	Developer	City funding	Other support
Wilson's redevelopment	61 apartments	Community Builders	ARPA and HoDAG	Mass Development
60 Wells Street shelter	36 apartments + 30 shelter beds	CSO	CDGB and CPA	EOHLC funding
156-176 Main Street	20-70 apartments (TBD)	Tim Grader, Rural Development Inc.	CPA	Mass Housing Partnership funding
Hope Street lot	TBD	TBD	TBD	TBD
184 Petty Plain Rd	1 single family	Habitat for Humanity	CPA	N/A
187 Hope St	2-3 duplex/triplex	Oxbow Design	CPA	N/A
71 Montague City Road (Fmr Center School)	13 apartments	Olive Street Development	N/A	N/A
107 Fairview Street	6 duplexes	N/A	N/A	N/A
277 Silver Street	2 triplexes	R.G. Penfield & Sons	N/A	N/A
TOTAL	**Approximately 200 or more**			

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In order to calibrate future housing production to best meet the community's needs, two factors must be established: how many units are needed in total and what is the right mix of unit types and prices. The following section addresses each of these factors to inform recommendations that effectively meet local need and reflect the community's values and priorities.

Demand

How many units are needed? The magnitude of housing production to plan for is informed by a combination of factors, including projected household growth, existing vacancy rates, and the condition of existing housing stock. While the future might transpire differently than we expect today for reasons that cannot be anticipated now, estimating change based on these growth and market trends is an industry-standard approach to inform short- and long-term planning with reasonable confidence in the meantime.

What types of units are needed? Different segments of the market have different housing preferences which should be reflected in the future development unit mix. Parameters include unit type, size, design, amenities, and location.

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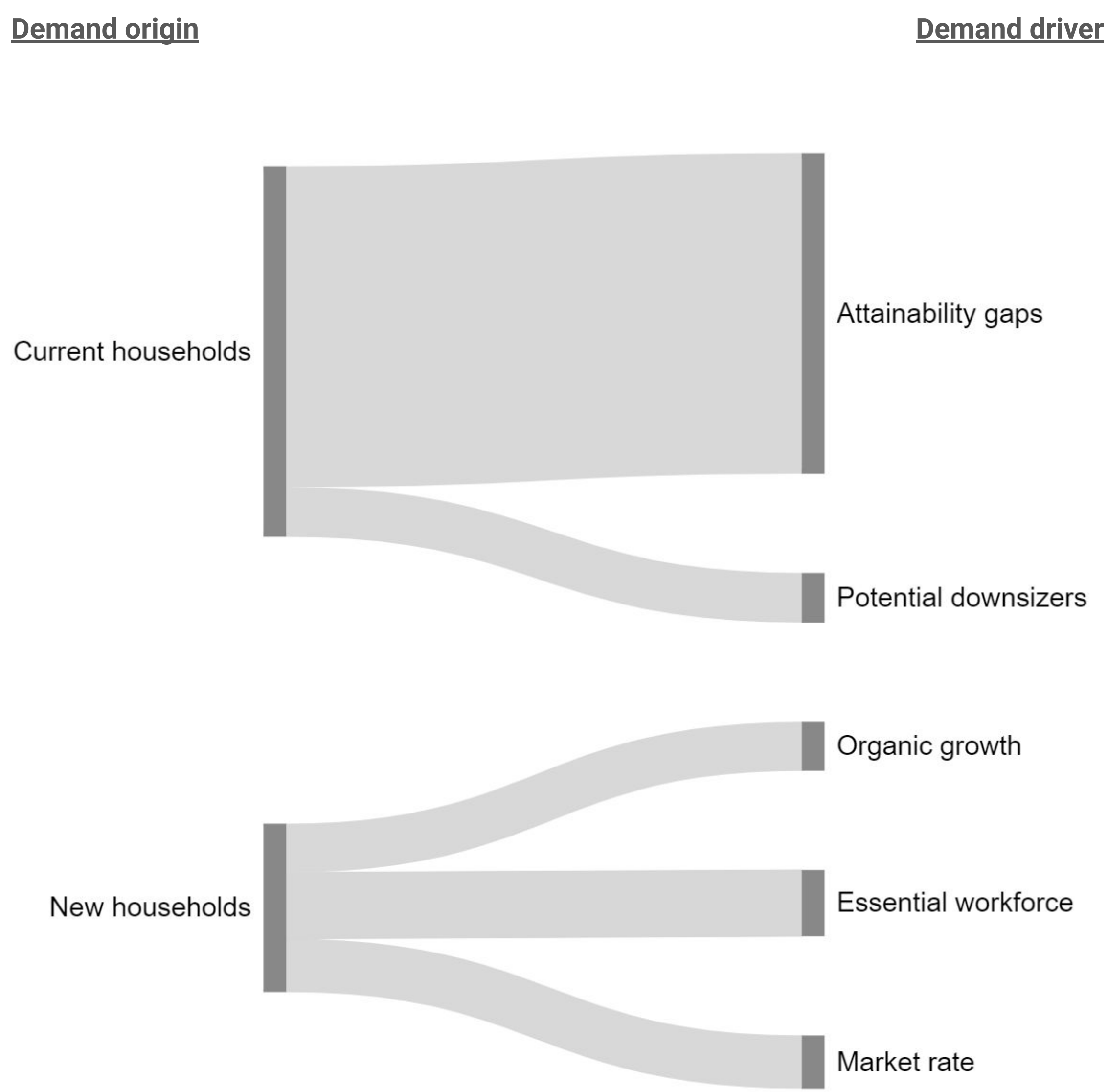
How many units are needed?

Sources of demand

Source: CommunityScale

Based on the analyses contained within the People and Place sections of this report, Greenfield's housing demand is driven by a number of factors that include both unmet demand among existing residents and new growth among projected and potential future residents.

The following slides describe each demand driver in more detail.



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How many units are needed?

Attainability gaps

Source: Census ACS, CommunityScale

The gap analysis considers the housing mix needed to counteract Greenfield's current levels of cost burden.

Adding units at these price points and bedroom counts would help take pressure off existing 3,295 households currently experiencing cost burden.

Housing mix needed to counteract current levels of cost burden

	0-1 beds	2 beds	3 beds	4+ beds	Total
<$700	885	561	185	37	1,668
$700-$1,400	352	417	263	78	1,110
$1,400-$1,850	94	151	108	30	382
$1,850-$2,350	24	32	39	16	110
$2,350-$2,800	4	6	7	3	20
>$2,800	0	1	2	1	5
Total	1,358	1,169	603	165	**3,295**

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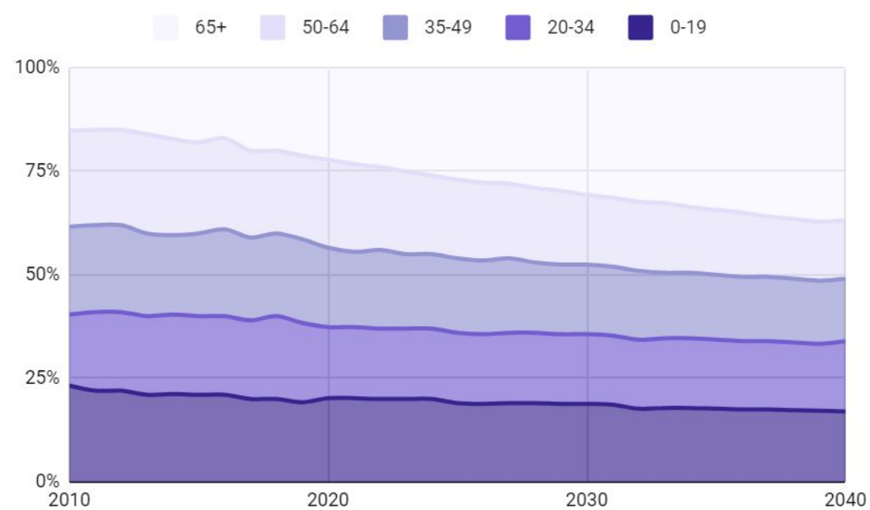
How many units are needed?

Downsizing seniors

Source: Census ACS, CommunityScale

Greenfield's seniors currently comprise a large portion of the total population and this share is expected to grow considerably over the next 10 years. By 2034, the City will be home to about 6,000 households aged 65+.

About 26% of Greenfield's senior households contain 1-2 people and live in a 3+ bedroom home. Given changing housing preferences and needs as people age, it is likely a portion of these senior households will explore downsizing options such as a smaller, accessible unit with fewer bedrooms located in a walkable location. If 3% of these households sought new units to downsize into each year, the city would need to add 468 units appropriate for seniors over the next 10 years.



65+ population (2034 projection)	**6,000**
65+ households of 1-2 people in 3+ bedroom units	26%
Potential downsizers	**1,560**
Annual downsizing rate	3%
10 year downsizers (and units needed to accommodate them)	**468**

DRAFT

How many units are needed?

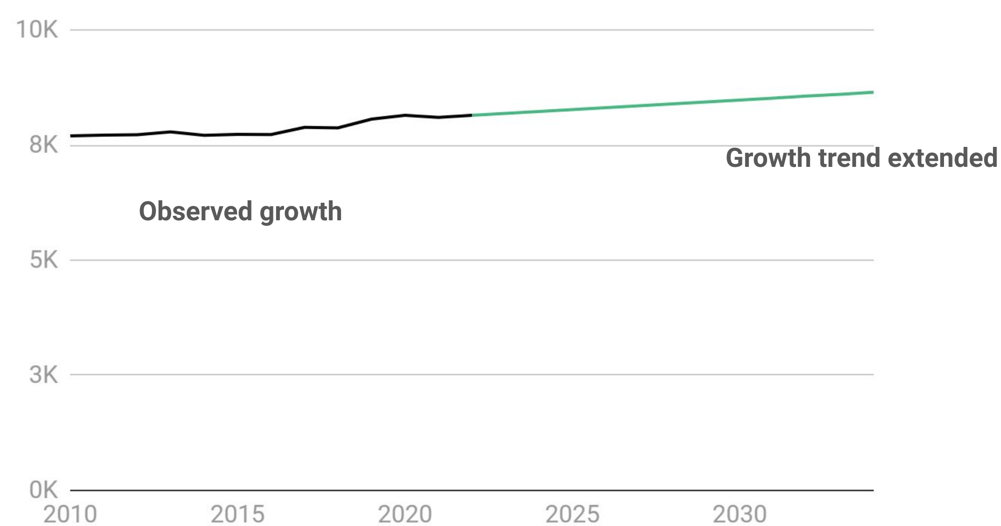
Organic growth: 10-year projection

Source: Census ACS, CommunityScale

Recent trends suggest Greenfield should expect to grow by 417 new households over the next 10 years.

Some studies suggest Greenfield is likely to shrink over the coming years. For example, the UMass Donahue Institute growth projection indicates a flagging population from 2010 onward. However, the UMass projection counts people, not households. Across much of the country, household counts are increasing even where populations drop due to shrinking household sizes. Though there are fewer people, there are more, smaller households that drive increased demand for more units. Additionally, Greenfield has experienced positive growth since 2010, suggesting the UMass projection should be updated.

Household growth projection to 2034



Year	Households	Net new since 2024
2010	7,701	-
2015	7,731	-
2020	8,146	-
2024	8,230	-
2029	8,438	208
2034	8,647	417

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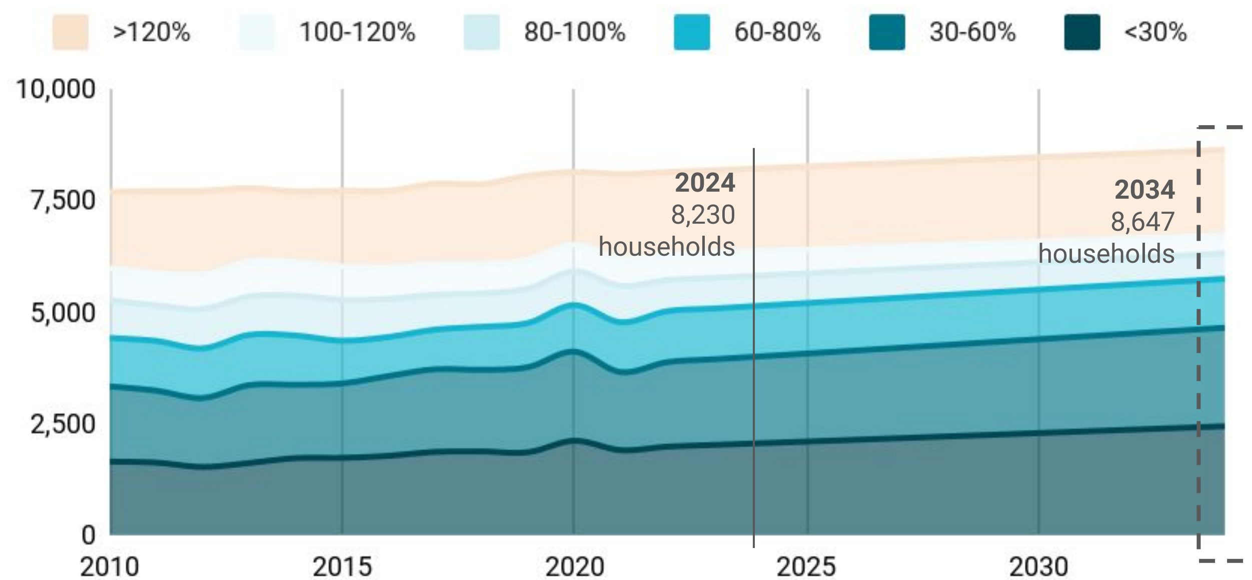
How many units are needed?

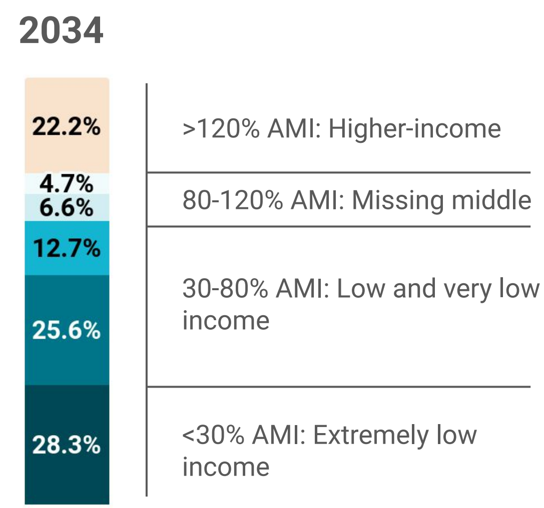
Organic growth: Projected household income distribution

Source: CommunityScale



Income (AMI)	2024 households		2034 households	
<30%	2,063	25.1%	2,444	28.3%
30-60%	1,948	23.7%	2,210	25.6%
60-80%	1,135	13.8%	1,099	12.7%
80-100%	678	8.2%	569	6.6%
100-120%	550	6.7%	403	4.7%
>120%	1,856	22.6%	1,922	22.2%
Total	*8,230*		*8,647*	

Projected household growth income mix



The distribution above summarizes the income mix expected from new household growth over the next decade based on recent trends. However, available housing supply and subsidy programs may not ultimately accommodate all need at all income levels.

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How many units are needed?

Organic growth: Translating households into units

Source: ACS 5-Year, 2022; CommunityScale

To meet the trends extended growth projection, Greenfield would need to add 460 housing units over the next decade. This production total combines demand driven by net household growth as well as other factors detailed at right which also contribute to maintaining a suitable housing supply over time.

The Greenfield community could also choose to exceed this production total and add more units than its recent growth trends suggest are required. For example, supplemental units could be targeted to specific underserved income segments whose needs might not be fully met by the target described here.

Household growth: 417	Forecasted from 2024 to 2034
Overcrowding adjustment: 0	Local rate of 1.3% is below than the national average of 3.4%
Replacement housing: 43	0.05% of the housing stock is replaced annually
Vacancy adjustment: 0	Local rate of 5.3% is above the healthy market minimum of 5%
Substandard adjustment: 0	Local rate of 0.1% is below the national average of 0.4%
Total units needed: 460	**To keep up with growth and maintain a healthy housing stock**

Regardless of growth prospects, every local market should maintain sustainable vacancy rates and offer hospitable housing stock to best serve community residents. Some supplementary housing production is often necessary to keep each of these indicators in a healthy range:

Organic household growth: Overall forecast over future planning horizon.

Overcrowding adjustment: Overcrowding is measured by >1 occupant/room. Often related to vacancy rate, the degree to which supply limitations drive households to occupy under-sized units.

Replacement housing: 0.05% of the housing stock is replaced annually, which includes uninhabitable or obsolete units requiring replacement.

Vacancy adjustment: Vacancy is the “slack” in the housing market (too low and prices can spike, too high and neighborhoods can suffer blight)

Substandard adjustment: Substandard housing is measured by incomplete plumbing or kitchen. It is the portion of units that are functionally inadequate.

DRAFT

How many units are needed?

Middle-income ("workforce") housing

Sources: Census PUMS 2022 5-Year; CommunityScale

As a regional employment hub, Greenfield contains more jobs than housing units. However, only about 24% of the people working in Greenfield live in the city as well. While many of the workers who commute into the city simply choose to live somewhere else, a portion of these workers may prefer to live in the city if the right housing options were available.

Households earning between 80-120% AMI are particularly under-represented in Greenfield despite the fact that most local jobs pay wages within or slightly below this range. New housing intended for the local middle-income workforce should target this AMI range.

Middle-income workforce housing target

Work in Greenfield, live elsewhere	6,963
Live in Greenfield, work elsewhere	6,680
Live and work in Greenfield	2,175
Portion of local workforce that also lives in Greenfield	24%

Current and projected household distributions by income

Income (AMI)	2024 households		2034 households	
<30%	2,063	25.1%	2,444	28.3%
30-60%	1,948	23.7%	2,210	25.6%
60-80%	1,135	13.8%	1,099	12.7%
80-100%	678	8.2%	569	6.6%
100-120%	550	6.7%	403	4.7%
>120%	1,856	22.6%	1,922	22.2%
Total	*8,230*		*8,647*	

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How many units are needed?

Market rate housing

Sources: Census PUMS 2022 5-Year; CommunityScale

Greenfield could also consider positioning to attract a larger share of the Western Mass market rate housing demand. These units could be added on top of those intended to address local housing needs.

The table at right estimates the number of households seeking different sized and priced rental units annually in the region. Highlights indicate units priced high enough to potentially support market-rate development without significant subsidy.

Greenfield does not currently attract many residents paying these market rate rents or developers charging them, but there is potential to increase its share of this market opportunity. The table at right suggest how many units Greenfield could absorb annually.

Annual demand for rental housing (Western Mass region)

Rent	Studio	1 bed	2 beds	3 beds
Below $1,000	624	2183	657	506
$1,000-$1,499	343	2955	2290	643
$1,500-$1,999	100	670	2644	729
$2,000-$2,499	150	180	1028	502
$2,500-$2,999	0	136	327	520
$3,000-$3,499	44	0	96	283
$3,500-$3,999	0	0	0	7
$4,000-$4,499	0	0	0	54
$4,500 and above	0	6	0	70

For the purposes of this study, the “Western Mass region” includes Franklin, Hampshire, Hamden, Berkshire and western Worcester Counties as well as Windham County, VT and Cheshire County, NH.

Greenfield’s potential capture of regional market rate housing demand

Region size:	152,894	renter households
Greenfield size:	4,499	renter households
Greenfield share of market:	2.9%	of the region
Regional market rate unit potential:	1,873	units/year
Greenfield's potential share:	55	units/year

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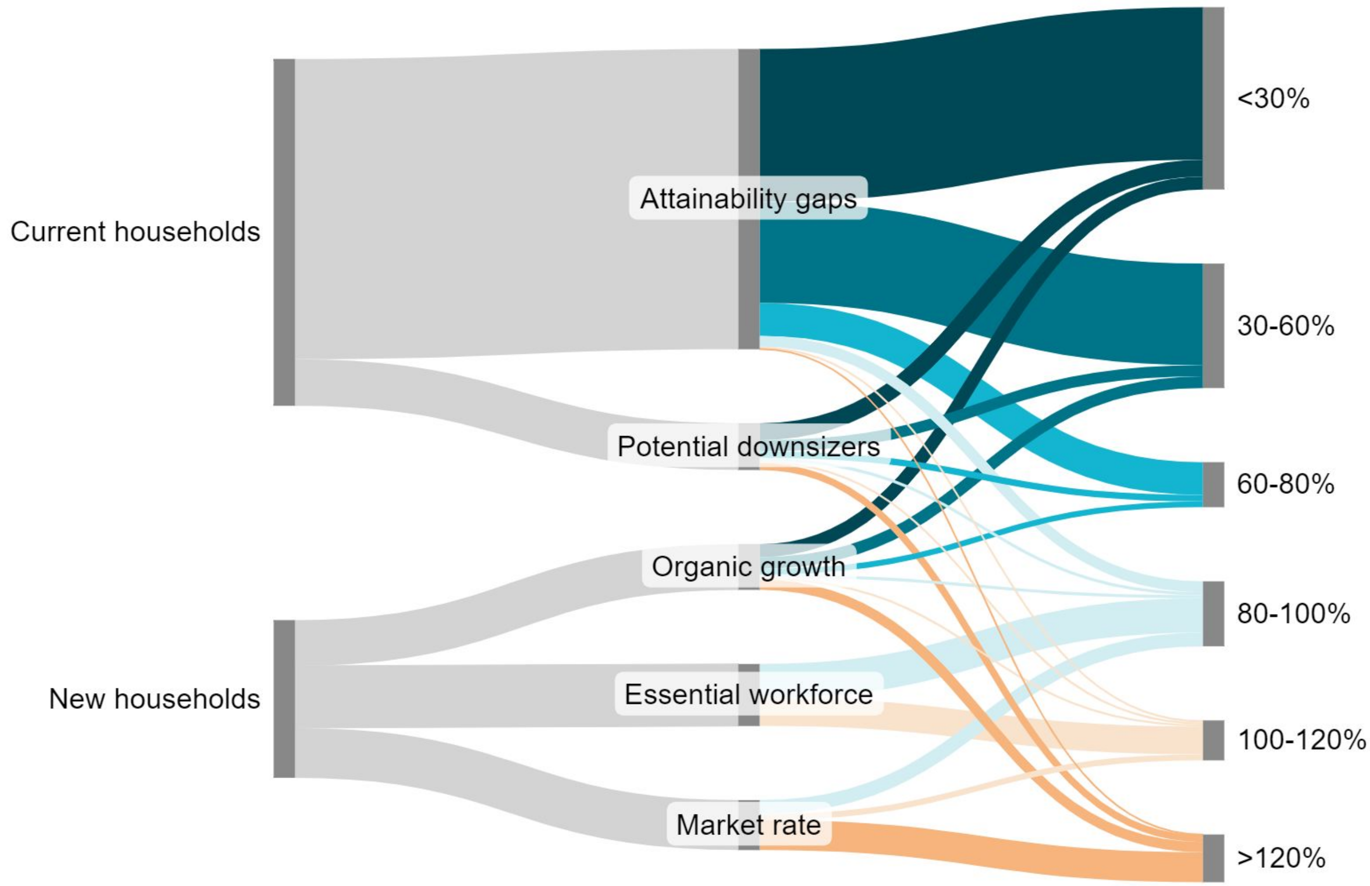
How many units are needed?

Total demand by income

Sources: Census PUMS 2022 5-Year; CommunityScale

The chart at right illustrates how Greenfield's 10-year housing demand translate into income levels.

While this distribution reflects expected demand over the next 10 years, it does not necessarily coincide with the housing production opportunity in the following Results section. Housing for each income level requires a different set of policies, programs, and subsidies to build. In many cases, there simply is not enough capacity to meet the full demand right away.



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What types of units are needed?

Meeting demand: Today's general housing preferences

Sources: Census PUMS 2022 5-Year; CommunityScale

This and the following slides summarize current trends and housing preferences that should be considered when programming and designing housing to best meet demand.

Household structures have changed significantly since much of Greenfield's housing supply was built. Today, households are smaller, less likely to have one or more children, and more likely to include non-family or multi generational cohabitants. Future development should be designed to reflect the current diversity of household structures and wider range of housing needs and preferences.

Smaller units: Fewer bedrooms for smaller households.

Parking optional: Enabling a car-free or car lite lifestyle.

Roommate-ready: Accommodating non-family households.

Green building: Efficient, low-impact design and equipment.

Multigenerational: Space for adult children or elderly parents.

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What types of units are needed?

Meeting demand: Workforce housing

Sources: Census PUMS 2022 5-Year; CommunityScale

"Workforce housing" is typically oriented to middle-income households that often consist of singles, couples, or young families. Jobs typically attributed to this group include public safety officers, educators, municipal employees, skilled nurses, and other occupations that often require some level of higher education and pay wages equating to 80-120% AMI.

Moderate cost for families: Workforce families can afford units that cost $1,800 - 2,800 per month.

Low cost for singles: One-person workforce households cannot afford as much as dual-earner families.

Not too many bedrooms: Workforce-oriented housing should include mostly 0-2 bedroom units.

Well-maintained: Workforce can afford rent/mortgage but large capital costs can be destabilizing.

Near job centers: Households can save money by living close to work and commuting without a car.

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What types of units are needed?

Meeting demand: Senior housing

Sources: Census PUMS 2022 5-Year; CommunityScale

Many people 65 and older explore transitions to housing units that allow them to age-in-place, offering accessible design, enabling lower-cost living, and supporting an active, community-oriented lifestyle.

While some seniors are attracted to purpose-built, age-restricted housing developments, others prefer housing in more conventional settings that is designed or retrofit to accommodate aging people.

Universal design: Accommodating to people with limited mobility.

Low maintenance: Less space and less work to keep up.

Energy efficiency: Lower utility costs affordable on fixed income.

Accessible: Single-level with ADA-compliant doors, baths, etc.

Social: Designed and located to promote an active community life

DRAFT

What types of units are needed?

Meeting demand: Downtown living

Sources: Census PUMS 2022 5-Year; CommunityScale

Recent years have seen growing demand for housing in walkable, downtown or compact neighborhood environments. This can include both dense urban places as well as small town downtowns. Increasingly, the most desirable and competitive housing markets are those with access to the qualities and amenities of a downtown environment within walking distance.

Walkability: More daily needs and wants accessible on foot.

Transit: Close to bus lines and train connections.

Amenities: Near restaurants, shops, and cultural destinations.

Services: Access to health and community services without a car.

Activity: Located in a lively and vibrant neighborhood.

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What types of units are needed?

Meeting demand: Housing tenure and structure type

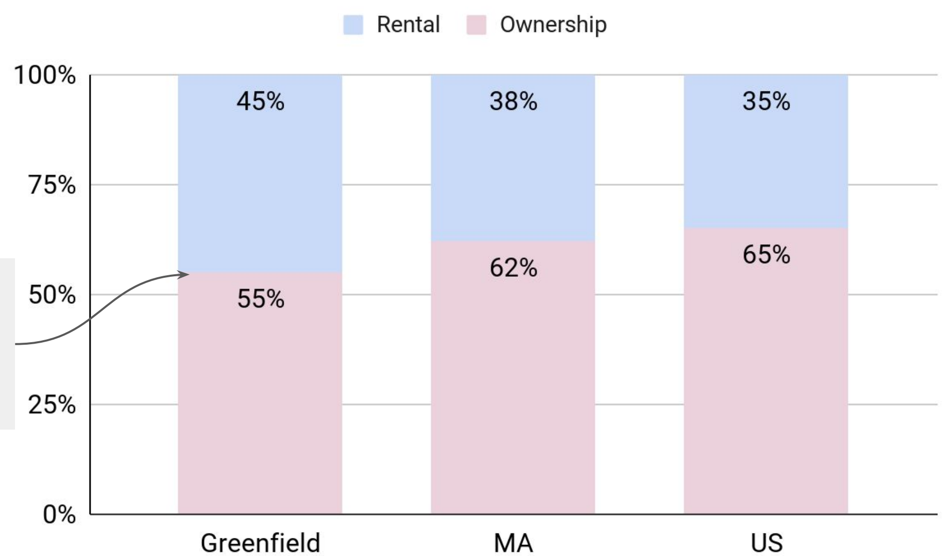
Sources: Census PUMS 2022 5-Year; CommunityScale

A new development's housing tenure (rent/own) and structure type is influenced by a number of factors including shifting market preferences, the development financing climate, construction costs, and developers' preferred model. Due to the contingencies involved, this study does not attempt to pin down precise tenure and structure recommendations.

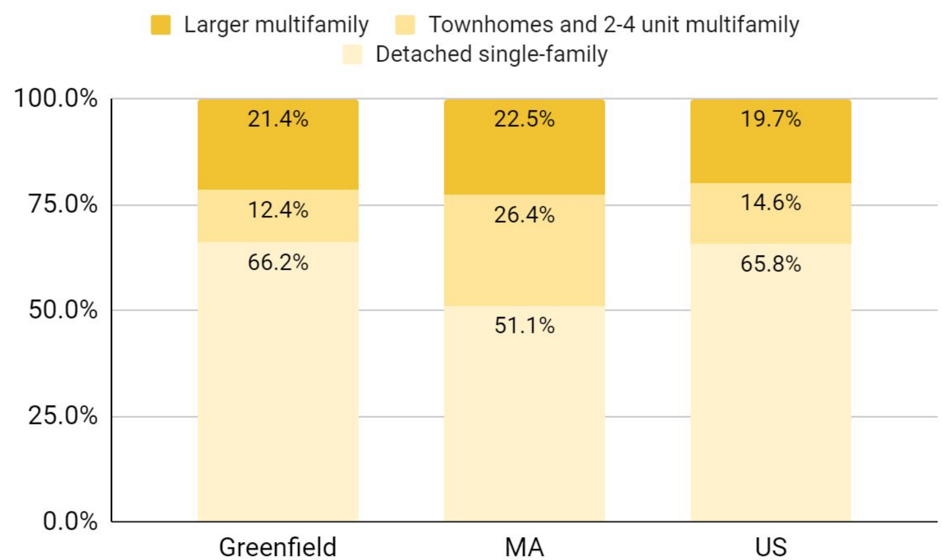
State and national benchmarks are reasonables reflections of long-term tenure and structure preferences with the exception that today's market trends somewhat more toward townhomes and multifamily. Greenfield currently has a lower ownership rate and higher prevalence of single family homes than these benchmarks so could consider calibrating new development to state averages.

Housing co-ops and land trust properties could represent a "third option" for Greenfield households.

Existing housing stock tenure comparison



Existing structure type comparison



This section translates the People, Place, and Demand sections into a recommended housing production mix optimized to respond to local need and meet projected new demand in line with the community's values and priorities for the future.

Results

Housing production opportunities. Based on the housing needs assessment analysis and the community's stated housing policy goals and priorities, the housing production opportunities tables summarize the new housing units the community should plan for over the next 10 years, organized by cost, bedroom count, and tenure (rent/own).

Production opportunities are presented in two formats, by funding source and by development entity. The total unit count is the same, but each format illustrates different ways of thinking about implementation pathways and development leadership.

The unit count opportunity is presented as a range, from a lower, more achievable number to a higher, more aspirational goal. This provides flexibility to set baseline expectations at a realistic level but also support a more aggressive vision that may be possible with strong proactive action and successful collaboration with stakeholders and partners.

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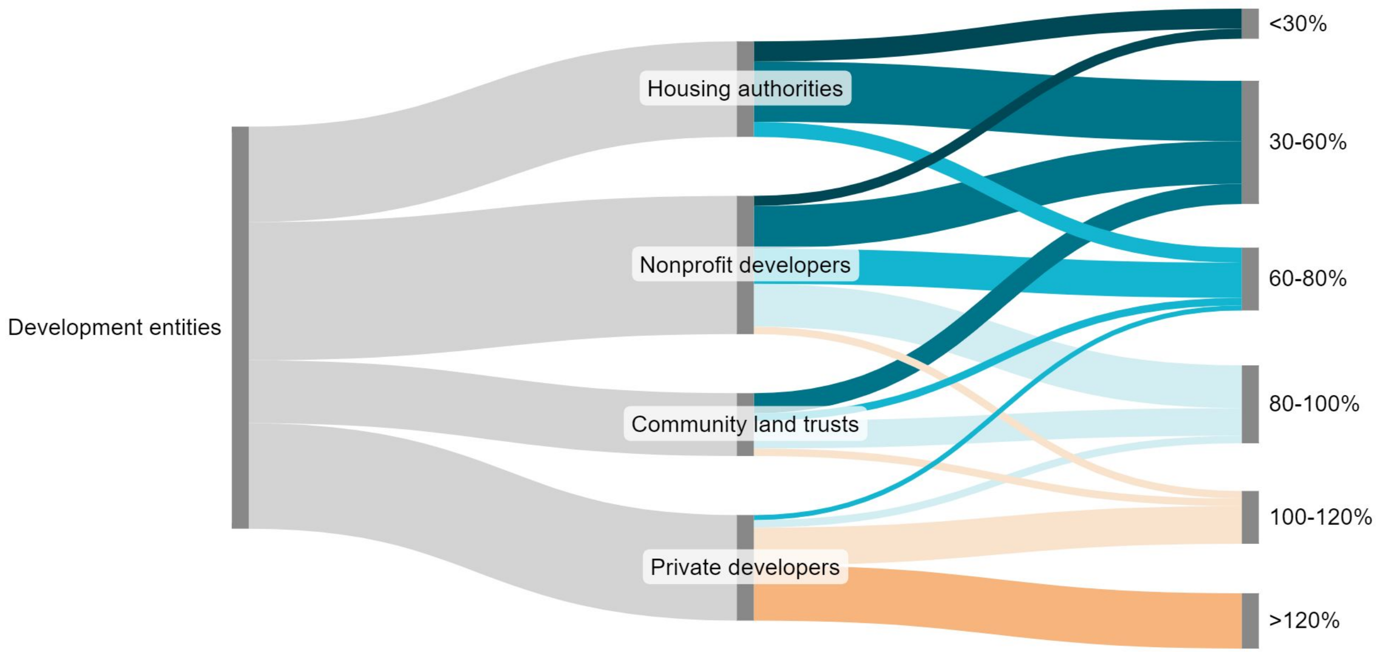
Results

Housing production opportunities by development entity

Source: CommunityScale

Greenfield should plan for between 475 and 800 new units over the next 10 years (675-1,000 units including pipeline development). Distinct from demand, the production opportunity represents the number of units that realistically could be developed over the next 10 years based on this plan's analysis, stakeholder interviews, and recommendations.

This perspective organizes the housing production opportunity by development entity to illustrate the affordability levels each delivers and in what quantity relative to others.



AMI	Attainable rent	Attainable purchase
<30%	$670	$70,000
30-60%	$1,345	$155,000
60-80%	$1,775	$210,000
80-100%	$2,255	$271,000
100-120%	$2,690	$326,000

Unit count ranges portray two scenarios: lower numbers represent a more status quo approach to housing policy and development; higher numbers could be achieved through a more comprehensive and proactive program of policy and partnership interventions such as described in the Strategies section of this report.

DEVELOPMENT ENTITIES

	Housing authorities	Private developers	Nonprofit developers	Community land trusts	Total new units
<30%	40 - 50	0	0 - 20	0	**50 - 60**
30-60%	120	0	60 - 85	10 - 40	**190 - 245**
60-80%	30	5 - 10	25 - 70	15 - 15	**75 - 125**
80-100%	0	15 - 15	30 - 85	15 - 55	**60 - 155**
100-120%	0	35 - 75	15 - 15	0 - 15	**50 - 105**
>120%	0	50 - 110	0	0	**50 - 110**
Total	**200 - 190**	**105 - 210**	**130 - 275**	**40 - 125**	**475 - 800**
				Including pipeline development:	*675 - 1000*

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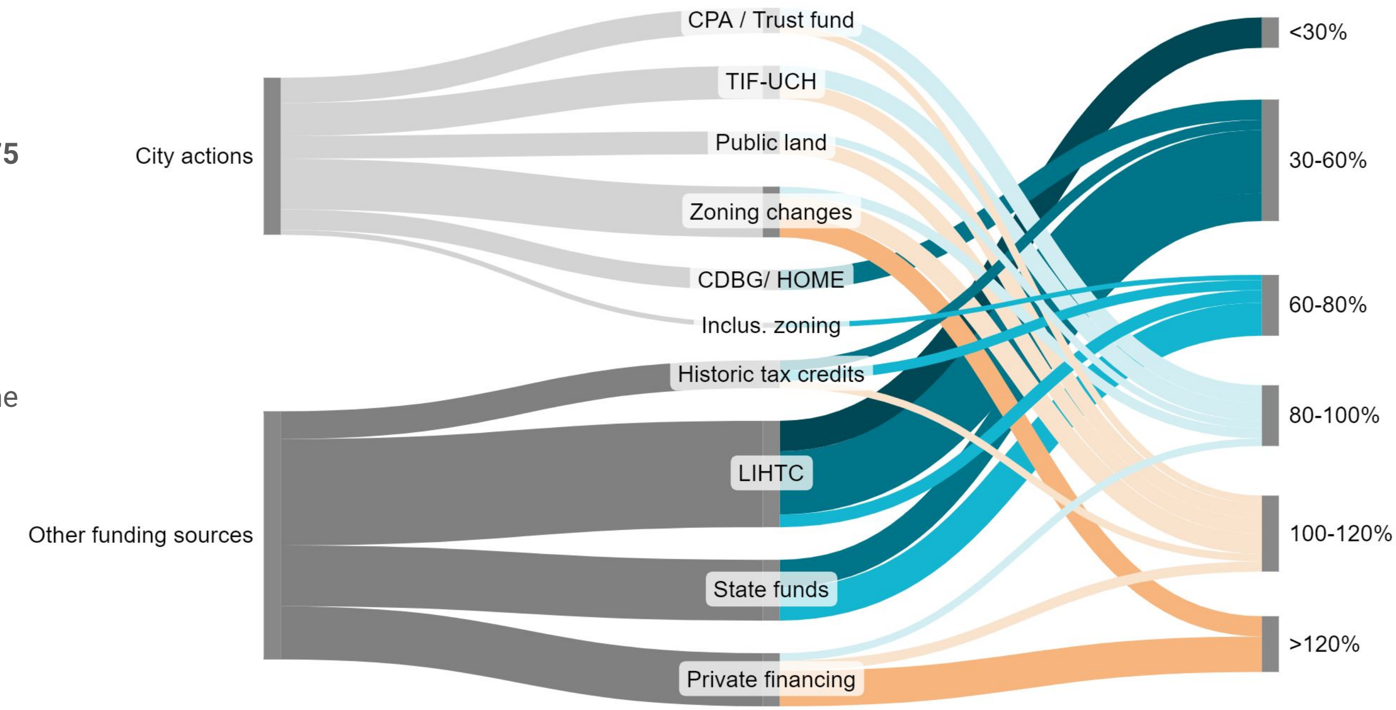
Results

Housing production opportunities by available funding source

Source: CommunityScale

Greenfield should plan for between 475 and 800 new units over the next 10 years (675-1,000 units including pipeline development). Distinct from demand, the production opportunity represents the number of units that realistically could be developed over the next 10 years based on this plan's analysis, stakeholder interviews, and recommendations.

This perspective organizes the same housing production opportunity by funding program to illustrate which programs and resources are involved in housing finance and the affordability level each supports.



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100-120%	$2,690	$326,000

	CITY ACTIONS						OTHER FUNDING SOURCES				
	Inclus. zoning	CPA / Trust fund	CDBG/ HOME	Zoning changes	TIF-UCH	Public land	LIHTC	Historic tax credits	State funds	Private financing	Total new units
<30%	0	0	0	0	0	0	50 - 60	0	0	0	**50 - 60**
30-60%	0	0	30 - 40	0	0	0	110 - 125	20 - 20	30 - 55	0	**190 - 240**
60-80%	5 - 10	0	0	0	0	0	20 - 25	15 - 20	35 - 65	0	**75 - 120**
80-100%	0	30 - 35	0	0 - 20	15 - 35	5 - 15	0	0	0	0 - 15	**50 - 120**
100-120%	0	0 - 15	0	10 - 40	10 - 30	10 - 30	0	0 - 15	0	30 - 20	**60 - 150**
>120%	0	0	0	10 - 40	0	0	0	0	0	40 - 70	**50 - 110**
Total	**5 - 10**	**30 - 50**	**30 - 40**	**20 - 100**	**25 - 65**	**15 - 45**	**180 - 210**	**35 - 55**	**65 - 120**	**70 - 105**	**475 - 800**

Including pipeline development: 675 - 1000

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Results

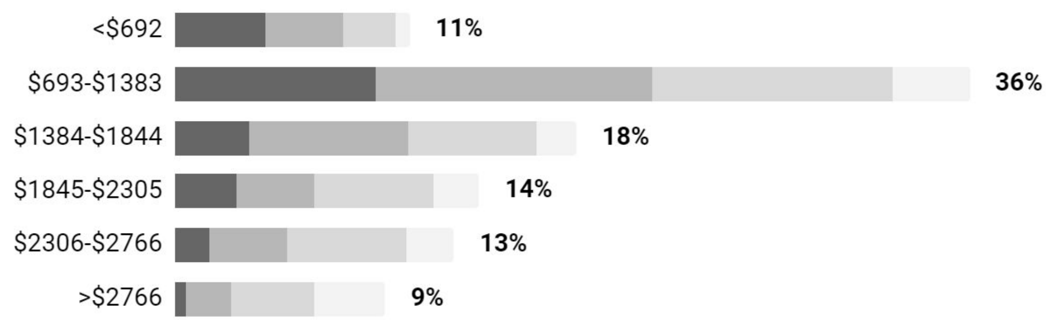
Housing production opportunity by bedroom count

Source: CommunityScale

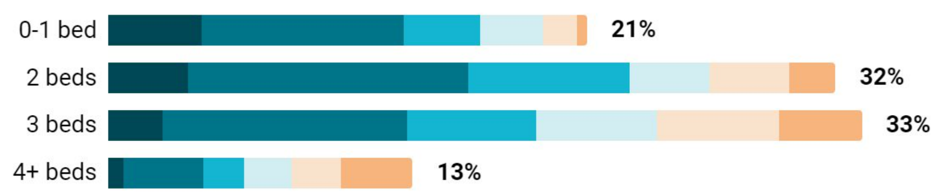
Greenfield should plan for between 475 and 800 new units over the next 10 years (675-1,000 units including pipeline development). Distinct from demand, the production opportunity represents the number of units that realistically could be developed over the next 10 years based on this plan's analysis, stakeholder interviews, and recommendations.

These tabulations summarize the production opportunity by bedroom count.

Production opportunity by monthly cost and bedroom count



Production opportunity by bedroom count and monthly cost



Max rent	Max price	0-1 bed	2 beds	3 beds	4+ beds
$670	$70,000	26 - 33	22 - 28	14 - 19	4 - 5
$1,345	$155,000	53 - 72	72 - 99	64 - 87	20 - 28
$1,775	$210,000	14 - 27	31 - 57	26 - 46	8 - 15
$2,255	$271,000	9 - 22	12 - 28	18 - 42	7 - 17
$2,690	$326,000	5 - 12	11 - 28	17 - 43	7 - 17
> $2,690	> $326,000	2 - 4	8 - 17	13 - 30	12 - 26
		108 - 169	**156 - 257**	**153 - 266**	**58 - 108**
				Total units	**475 - 800**

AMI	Attainable rent	Attainable purchase
<30%	$670	$70,000
30-60%	$1,345	$155,000
60-80%	$1,775	$210,000
80-100%	$2,255	$271,000
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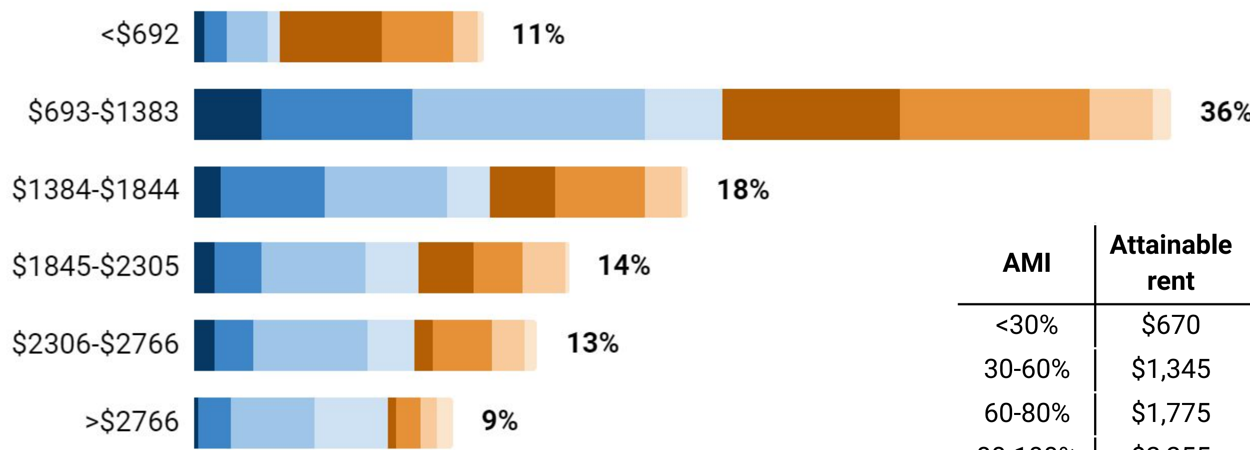
Results

Housing production opportunity by bedroom count

Source: CommunityScale

Greenfield should plan for between 475 and 800 new units over the next 10 years (675-1,000 units including pipeline development). Distinct from demand, the production opportunity represents the number of units that realistically could be developed over the next 10 years based on this plan's analysis, stakeholder interviews, and recommendations.

These tabulations summarize the production opportunity by bedroom count and tenure (rent/own).



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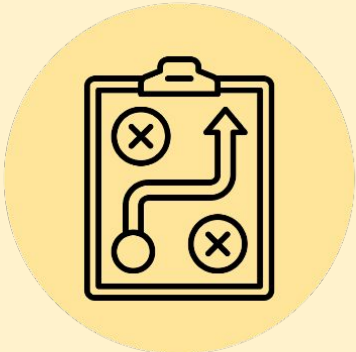
60-80%	$1,775	$210,000
80-100%	$2,255	$271,000
100-120%	$2,690	$326,000

Monthly cost	Own 0-1	Own 2	Own 3	Own 4	Rent 0-1	Rent 2	Rent 3	Rent 4+	Total units
<$692	2 - 3	5 - 7	9 - 12	3 - 4	23 - 30	16 - 21	5 - 7	1 - 2	66 - 84
$693-$1383	14 - 20	32 - 44	50 - 68	16 - 22	38 - 52	40 - 55	14 - 19	4 - 5	209 - 286
$1384-$1844	4 - 8	17 - 31	20 - 35	7 - 13	11 - 19	14 - 26	6 - 10	1 - 2	80 - 144
$1845-$2305	2 - 6	6 - 14	13 - 30	7 - 16	7 - 16	6 - 14	5 - 12	0 - 1	46 - 109
$2306-$2766	3 - 6	4 - 11	14 - 33	6 - 14	2 - 6	7 - 17	4 - 10	1 - 3	41 - 100
>$2766	1 - 1	4 - 10	11 - 25	10 - 21	1 - 2	3 - 7	2 - 5	2 - 4	34 - 76
	26 - 44	70 - 117	116 - 203	48 - 90	82 - 125	86 - 140	37 - 64	10 - 18	
			Total own	**260 - 453**			**Total rent**	**215 - 347**	**475 - 800**



Increasing housing production and promoting attainable housing development requires proactive policy and strategic action on the part of the City and key community stakeholders. This section summarizes the Plan's policy recommendations to achieve Greenfield's housing goals and production opportunity.

Strategies

What policies and strategies will promote more housing production? There are many strategies and resources available to catalyze housing development and encourage more attainable housing production. This section summarizes the Housing Plan's recommendation across three categories:

City actions: Approaches the City can take to foster development that meets current and projected housing need and demand.

Other funding sources: Key state and federal resources that can undergird affordable and mixed-income development pro formas, often in combination with other strategies.

Development entities: Other organizations and entities that can contribute to housing development, often from specialized perspectives.

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Strategies

Recommendation categories

City actions

Based on the expected needs over the past 10 years, as well as the specific context and size of Greenfield, we recommend the following public actions be considered. These actions, taken as a set, are the best approach to meeting expected housing demand in the City.

Inclusionary zoning

City affordable housing trust fund

Community Preservation Act funds

CDBG / HOME funds

Zoning amendments

Tax Increment Financing - Urban Centers Housing

Use of public land for development

Public private partnerships

Interdepartmental permitting coordination

Set metrics and track progress toward housing goals

Other funding sources

These sources of funding can be combined with other strategies to help unlock development opportunities and bridge financing gaps. In many cases, affordable housing production is not possible - or at least very difficult - without support from these programs.

Low Income Housing Tax Credits

Historic Tax Credits

State sources

Development entities

Tools are one thing, but it will take developers who can utilize these tools to produce the actual housing. In this section, we describe who will take these tools and utilize them to product housing, with expected funding sources listed.

Housing authority production

Private developers

Nonprofit affordable housing developers

Community land trusts

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City actions

Inclusionary Zoning

In order to ensure that some of the housing production by private developers meets needs at a variety of income levels, **the City should *consider passing an inclusionary zoning ordinance***. Inclusionary zoning is a regulatory tool that is based on the finding that producing market rate housing creates pressure on the below-market housing market. For this reason, inclusionary zoning ordinances require that a certain percentage of new housing developments be attainable to low-income or median-income residents. For example, a typical inclusionary zoning ordinance might require that ten percent of the units in all new developments of ten units or more be attainable to households making 80% or less of area median income. These below-market units are funded through an internal subsidy from the market-rate units. For this reason, it is important that the details of an inclusionary zoning ordinance be carefully developed to ensure that the requirements don't make new housing development infeasible. At the same time, the requirements must be consistent with the actual needs of the community.

As a mid-level market, an ordinance in Greenfield should find a balance between meeting local needs and allowing developments to remain viable. One option that is a common starting point for communities adopting a new Inclusionary Zoning Ordinance requires that ten percent of units in developments of ten units or more be attainable at 80% of AMI or below. Developers would have the option of paying a fee-in-lieu to a City Affordable Housing Trust Fund (see below) as an alternative. The amount of that fee-in-lieu should be high enough to provide a reasonable alternative to the production of the units. Often communities set that fee at around $150,000 or $200,000.

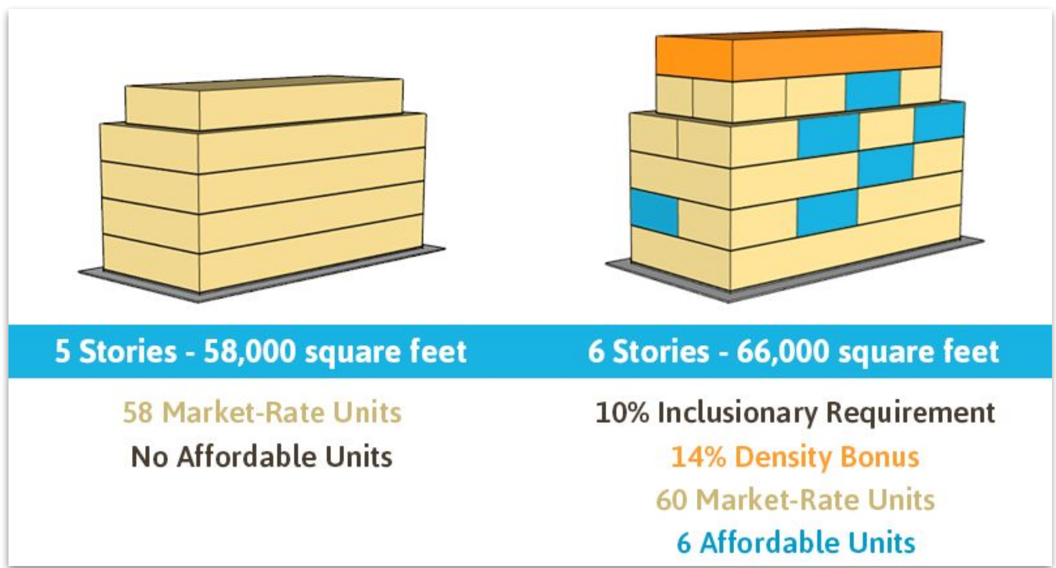

Image source: https://groundedsolutions.org/inclusionary-housing/

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City actions

City Affordable Housing Trust Fund

Greenfield should establish an Affordable Housing Trust Fund (AHTF) as a dedicated account to fund development of below-market housing. Many communities in Massachusetts and across the country have an AHTF and find the flexibility of a local fund helps leverage the specific housing needs of the community.

An AHTF is a dedicated account that exists beyond a specific fiscal year and is designed to provide local funding for housing development. Essentially, an AHTF serves as a holding account that allows a city to leverage other resources and guide housing development. AHTF's can be funded by a variety of sources: impact fees on development; unencumbered fund balance at the end of the fiscal year; grants and donations; and, most often, from fees in lieu of providing below-market units as part of an inclusionary zoning ordinance. Often there is an advisory board that recommends how the funds should be expended, with the final decision left to the City Council. Trust expenditures can consist of gap financing for tax credit projects; soft second loans for developers as part of a capital stack; pre-development expenses to identify housing sites; and other housing-related expenses. Trust Funds are not generally used to fund staff, although each community can determine the best use of its own Fund.

In Massachusetts, the creation of an AHTF is authorized by, and governed by, the Municipal Affordable Housing Trust Fund Law (MGL c.44 s.55C). This law simplified the process of creating an AHTF and provided a framework under which they operate.

An AHTF can be created with no funds in it. Funds that could be placed in it can come from sources such as fees-in-lieu from Inclusionary Zoning, sale of City property, appropriation, bonding, and other one-time sources of revenue. Some communities also put a portion of their end-of-fiscal-year Free Cash in their AHTF. It's possible to put Community Preservation Act funds in an AHTF as well, though that may limit how the funds can be spent.

AHTF funds are flexible and can be targeted towards types of housing that are needed locally but for which there are no other sources of funds. They can also be used to close gaps in financing for locally desired projects. Generally funds are used to directly support housing production.

Given Greenfield's emphasis on meeting demand for workforce housing, AHTF funds could be targeted toward housing attainable to households earning 80-120% AMI (with emphasis on the 100-120% AMI group given CPA's cap at 100% AMI).

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City actions

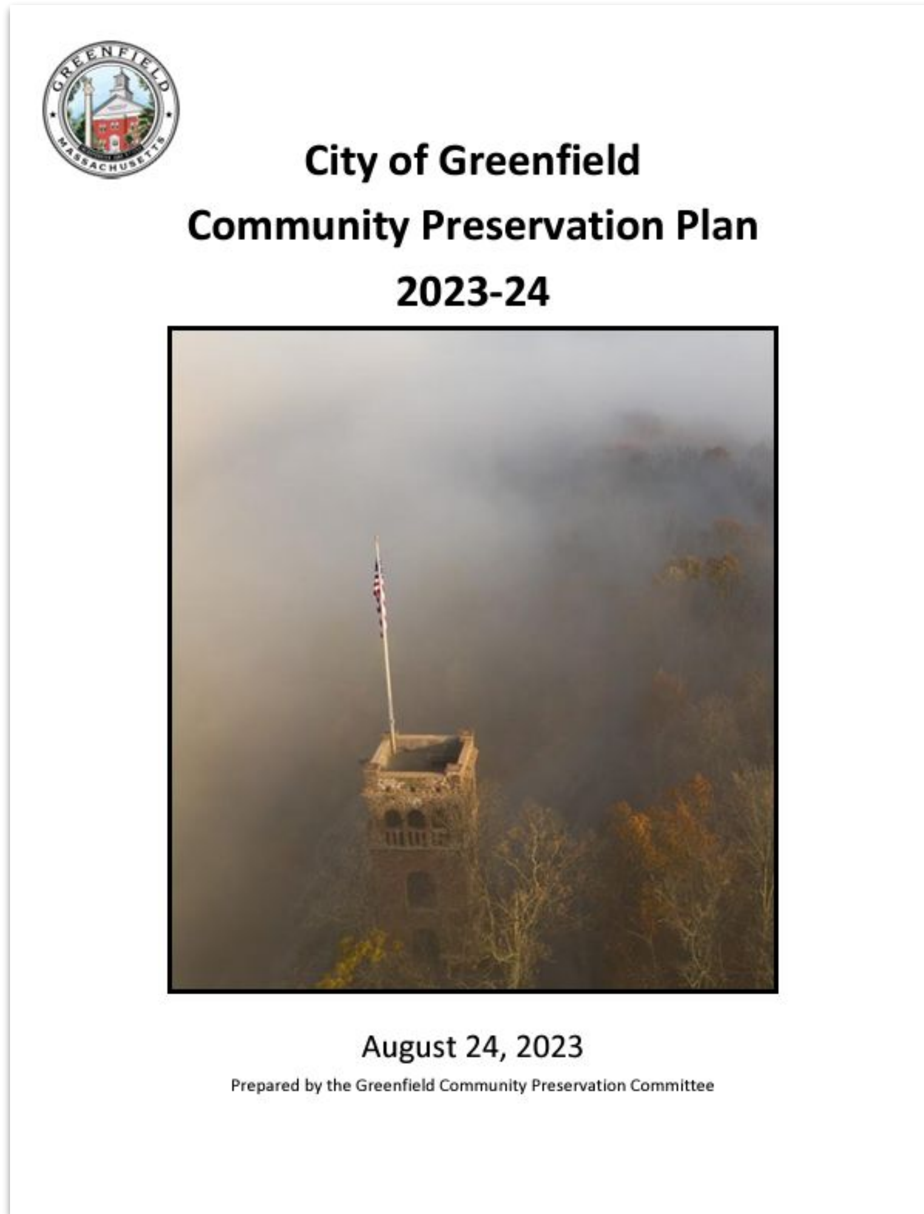
Community Preservation Act Funds

Greenfield should continue to use Community Preservation Act (CPA) funds for housing and consider increasing the annual amount dedicated for that use.

Greenfield adopted the CPA in 2020, with the first round of funding going out in 2022. The local surcharge is 1 percent, with exemptions on the first $100,000 in valuation and for low-income households and qualifying seniors. Current policy is for 30% of CPA funds to be put aside for low- and moderate-income housing (up to 80% and 100% of AMI respectively), or a minimum of around $90,000 a year.

There are limited funding sources for housing at this price point, so these funds are welcome. However, $90,000 is insufficient to meet housing production needs. Ideally this annual allocation would be closer to $200,000. The City could accomplish this by increasing the percentage of CPA funds used for housing and/or increasing the surcharge from 1% to 2-3%.

To address the shortage of middle-income housing, CPA funding could be particularly focused on housing for households earning between 80-100% AMI.



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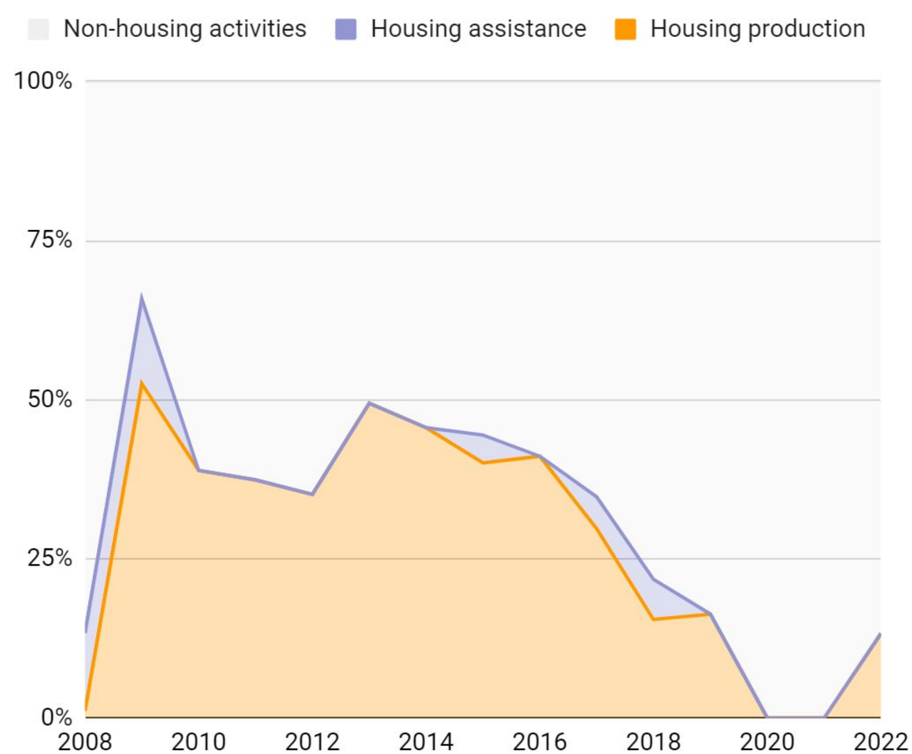
City actions

CDBG/HOME Funds

***Greenfield should focus Community Development Block Grant (CDBG) funds towards housing needs*.** Greenfield is a “mini-entitlement” recipient of CDBG funds passed through the Commonwealth. Generally the annual allocation is around $825,000. In the past, Greenfield has used CDBG funds to acquire property to sell for housing, rehab existing housing units, address infrastructure needs, and support shelter bed facilities. CDBG funds can be used for various housing-related efforts but it cannot be used for new construction of housing. In its next plans for use of CDBG funds, the city should continue to focus on attainable housing production and preservation by increasing CDBG funds allocations for site preparation, infrastructure needs, site cleanup and other eligible activities.

Similarly, ***Greenfield should look towards the HOME Investments Partnership (HOME) program for housing financing***. HOME is a federal program designed to specifically fund housing affordable for households at or below 60% of Area Median Income. While Greenfield does not receive HOME funds, it and developers interested in working in Greenfield are eligible to apply for funds for projects in the city. We would recommend that this option be pursued for potential projects.

Greenfield CDBG spending by activity



Source: [City of Greenfield]

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City actions

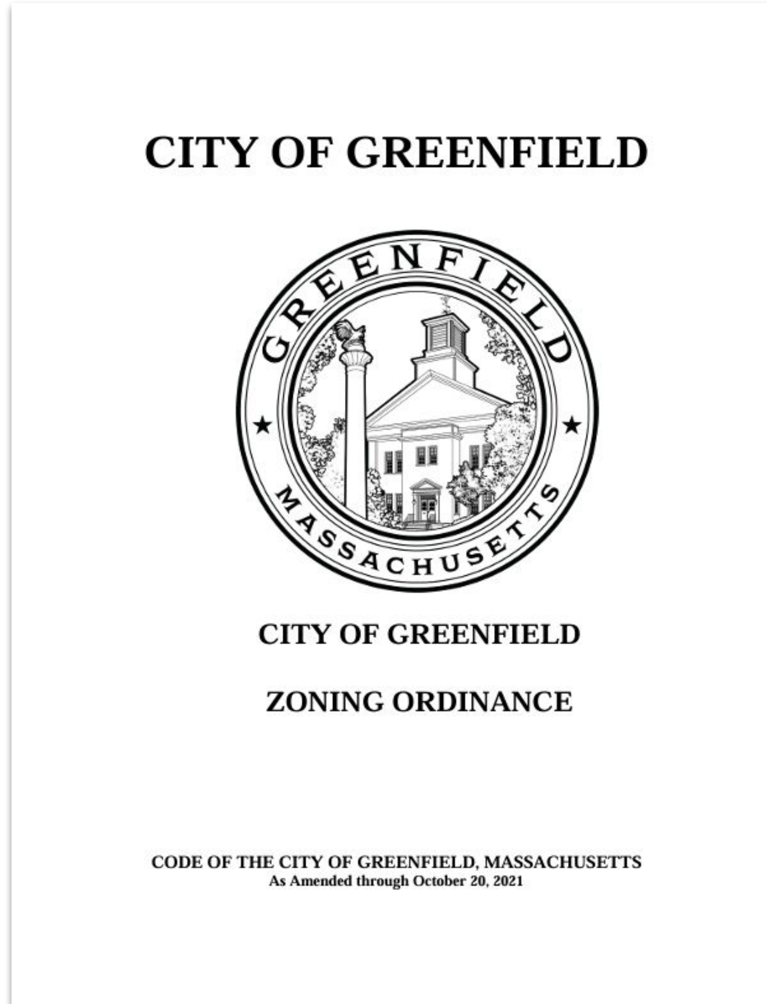
Zoning Amendments

There are a number of ways that Greenfield could consider modifying its zoning ordinance to allow for more housing production. Some examples include (detailed in subsequent slides):

- Allowing Accessory Dwelling Units By-Right
- Reducing Setback, Lot Size, and Parking Requirements
- Allowing Multifamily Housing in More Areas
- Density bonuses
- Special permits

Zoning amendments, while sometimes controversial, are one of the most cost-effective ways to support housing production. It costs virtually nothing to change zoning to allow for more housing, yet those changes can unlock public and private investment.

Furthermore, zoning is the most powerful tool available to catalyze more middle-income and market rate housing.


CITY OF GREENFIELD

GREENFIELD MASSACHUSETTS

CITY OF GREENFIELD

ZONING ORDINANCE

CODE OF THE CITY OF GREENFIELD, MASSACHUSETTS
As Amended through October 20, 2021

City actions

Zoning Amendments: ADUs

Allowing Accessory Dwelling Units By-Right: Accessory Dwelling Units (ADU's) are additional housing units that are generally smaller and less visible. Often built on the side or back of a house, or located in the basement or attic, they are also sometimes built in a garage or other small second building. While many communities allow for ADU's – sometimes called "in-law apartments" or "granny flats" because traditionally they were built for relatives – there are often a number of limitations that make that allowance hard to utilize. For example, many communities require that those who live in the unit are related to the property owner. Often, the property owner is required to live in the house. There are also often maximum unit sizes for an ADU, and limits on where they can be located. There can be an extensive public review process that discourages some property owners from pursuing development of an ADU. Finally, some communities cap the income levels of those who can live in an ADU. While any allowance for ADU's is welcome from a housing production perspective, the highest impact appears to be when there are fewer restrictions on their development. In particular, the best practice appears to be to not put residency or income restrictions on the unit or the main house; to not require additional off-street parking; and to allow for a streamlined review process.

Greenfield's ADU ordinance currently includes the following provisions which could add friction to their development:

- Special permit for detached ADUs
- Owner-occupancy requirement
- Off-street parking requirement

The Commonwealth has recently passed legislation that may override some of these provisions. Greenfield should proactively update its ADU ordinance in response to the new law.

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City actions

Zoning Amendments: Setbacks, lot sizes, and parking requirements

Reducing Setback, Lot Size, and Parking Requirements: Many communities have requirements for new homes that are far more stringent than those in the existing built pattern. Over the late 20th century and into the 21st century, residents often pushed for these changes in their neighborhoods as a way to slow or stop new housing from being developed nearby. In reality, such requirements have negative impacts on both housing production and affordability, as they increase the development costs and limit the sites on which new homes can be built. They also can result in less certainty, not more, because landowners may petition a municipality for a contract zone or other change that allows them to develop despite these restrictions. Best practices for these zoning requirements are to allow them to match existing built form.

Specific to parking, the following strategies could help free lot area for housing rather than cars:

- Allow tandem parking to fit more cars in less off-street space.
- Reduce or removing off-street parking requirements where on-street and other public parking is available.
- Leverage existing and planned parking and transportation assets to reduce the need for parking downtown, such as the garage, transit, and bike lanes.

City actions

Zoning Amendments: Multifamily housing

Allowing Multifamily Housing in More Areas: There is often a great deal of unwarranted concern about multifamily housing. Residents fear it will change the character of their neighborhood. City leaders worry about increased costs for schools and public services. In reality, well-designed multi-family housing often results in reduced public service costs, by placing new development where services and infrastructure already exists. In addition, there is no reason a two-unit building has to be any less consistent with neighborhood character than a single-family building. Best practices suggest that communities should look closely at where they allow multi-family housing and allow that option in as many places as possible. Tying a design review process or a clear form-based code to this change will help ensure that the character of an area is respected.

Greenfield should consider the following to promote more multifamily development:

- Designate multifamily as by right in more zoning districts (currently only in Central Commercial).
- Allow larger buildings with more units per building and per building entrance (currently max 24 units per building with 6 units per entrance).

- Remove the 40’ required separation between buildings requirement and let building code govern spacing.
- Eliminate the minimum lot area per unit requirement and let height and bulk parameters govern massing.
- Allow multifamily to comprise 100% of units in a mixed-use cluster development (currently up to 30%).
- Remove or reduce the minimum lot frontage requirement for multifamily housing to enable more infill development opportunities.
- Allow taller buildings where contextually appropriate, such as up to 6 stories downtown.

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City actions

Zoning Amendments: Density bonuses

Density Bonuses: Similar to broader changes to land use codes described above, some communities have opted to provide for additional development rights for projects that meet certain below-market affordability requirements. Generally, it takes a higher number of units on the same lot to make the finances of a below-market attainable housing project viable. Developers of such projects often achieve that higher density by asking for an amendment to the zoning for such a parcel, after they achieve site control. Such a request creates a great deal of risk and uncertainty for the developer, who is faced with the need to offer the highest price for a parcel before knowing if it will be useful for their plans. By allowing a higher density and other relief for such projects up front, the developer of such a project is able to compete with commercial and market-rate developers with the confidence that they can move forward with a project without regulatory risk.

Density bonuses should be calibrated to match development feasibility thresholds. If the bonus is too slight, the benefits of will not outweigh the added costs of providing below-market units. It might be necessary to offer a bonus of 50% or more additional density to provide developers enough market rate revenue to justify adding below-market units. Portland, Maine provides an up to 250% density bonus to help developers achieve financial feasibility for mixed-income projects.

Too often communities establish a small density bonus that doesn't fundamentally change the economics of housing production. They are then disappointed to see limited results from the change. Communities need to consult with real estate experts to understand what level of density bonus would truly be useful for increasing housing production, and be prepared to make changes that allow for those bonuses.

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City actions

Zoning Amendments: Special permits

Special permits: Zoning should be refined to make desirable development by right wherever possible. However, in some cases, the by right requirements do not fully accommodate a development that meets the spirit of the regulations but not every letter. Special permits provide specific "exceptions to the rule" whereby a development can deviate in certain ways from by right requirements if done so per the special permit stipulations in the zoning ordinance and to the satisfaction of the special permit granting authority (SPGA).

While the special permit system has reportedly worked well in Greenfield, the City should consider enhancements that add more flexibility where it is warranted and also introduce more specific and objective criteria to streamline the evaluation and approval process. As one example, proximity to on-street parking within a defined radius should be considered as grounds for a special permit reduction in off-street spaces.

Additionally, the City should consider a tier of approvals that provides specified exceptions from by right zoning without requiring the full special permit process (such as months of review and required public hearings). For example, approval of reduced dimensional requirements (V.200-5.3.E) could be granted based on staff and/or SPGA review and discretion.

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City actions

Tax Increment Financing - Urban Centers Housing

Greenfield should consider utilizing the Urban Center Housing Tax Increment Financing (UCH-TIF) Program for downtown housing needs. UCH-TIF is a statutory program authorizing cities and towns to promote housing and commercial development. The UCH-TIF Program provides real estate exemptions on all or part of the increased value (the "Increment") of properties to fund development that may not take place without that funding. Tax increment financing may be combined with grants and loans from local, state and federal development programs. The Executive Office of Housing and Livable Communities' Division of Community Services is responsible for the operation and administration of the UCH-TIF Program.

UCH-TIF does not take funds from the existing tax base of an area. It simply captures any growth in those tax revenues to help fund downtown developments. In order to participate, a community must create and adopt a plan for a designated commercial area, that outlines the proposed uses of the increment. The UCH-TIF will also outline what attainable housing will be created with the funds. The UCH-TIF can last for up to 20 years.

The basic idea is that, if not for creating of the UCH-TIF, that housing or other development would not take place. So while it seems that a community is giving up taxes, the taxes they are foregoing would theoretically not have existed were it not for the creation of the district.

In Greenfield's case, it seems that a UCH-TIF would be particularly useful in providing funds for code improvements needed to produce housing on upper stories of downtown buildings, through funding elevators, sprinklers, and other needs that we have been told limit the feasibility of housing in these locations. That housing would also provide customers for downtown businesses, potentially offering additional commercial vitality and a stronger commercial tax base.

The UCH-TIF program can apply to units up to 110% AMI and only 25% of the units need to be restricted as such. If Greenfield focused on the top end of this range, the program could help increase the number of units attainable to workforce households in particular.

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City actions

Use of Public Land for Development

Greenfield should survey public land available to see if any is appropriate to offer for housing production. Municipalities and other public agencies that have surplus land or buildings sometimes offer it for use for below-market housing development. The land can be offered at a discount or, often, for free or a token price. This strategy requires confidence that the property in question is truly not needed any longer, and also that the reduced price will make a project financially feasible. Often additional subsidies are also needed. Greenfield should survey any surplus publicly owned land for potential offering for development as housing. Some land many not be suitable for housing, or only a portion of a lot may be suitable. In those cases, the City could limit housing development to the portion where housing is appropriate and restrict uses on the rest of the land.

Offering public land at a discount can help finance housing needs that might not otherwise be feasible. Given Greenfield's emphasis on meeting demand for workforce housing, these sites could be targeted toward housing attainable to households earning 80-120% AMI.

[*Interactive version this map*]

(turn on "City-owned parcels" layer, turn off other layers)

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City actions

Public private partnerships

Greenfield should explore opportunities for public private partnerships that unlock housing development. In addition to offering underutilized public land for development, the City should explore other ways to catalyze housing production through means such as proactive investments and strategic collaboration with private developers and other development entities.

There are many ways to craft public private partnership (P3) concepts and numerous examples from across the country to draw ideas from. Based on Greenfield's housing goals, available resources, and network of stakeholders, the following P3 approaches could be worth exploring:

- Support conversion of unused upper floors into housing in downtown commercial buildings with investments in code compliance measures such as sprinklers, elevators, and ADA accessibility.
- Work with owners of underutilized property such as surface parking lots, unimproved lots, and underdeveloped lots to establish residential development sites. For parking lots specifically, support finding alternative parking solutions to help free up the lots for development.
- Extend or upgrade infrastructure to sites and in neighborhoods that could otherwise support new development to help create more shovel-ready construction opportunities.
- Meet with banks and other sources of housing finance to encourage them to provide capital for housing investments in Greenfield, via their Community Reinvestment Act requirements or simply though more lending to developers
- Meet with developers with the capacity and range to construct housing in Greenfield to encourage them to take a look at sites in the city.

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City actions

Interdepartmental permitting coordination

Greenfield should build on its collaborative culture and formalize interdepartmental meetings with developers as part of the planning and approvals process. Most development projects require oversight and approvals by multiple City departments at different times during the design, permitting, and construction process. While there are many cases of departments proactively engaging one another to coordinate and collaborate around such projects, there have been other cases where better and more timely communication could have saved developers time and money, which in housing terms can translate to lower prices for future home buyers and renters.

One step other cities have taken to improve approvals efficiency internally is to offer a series of interdepartmental meetings that combine applicable department and developer representatives to talk through project parameters and permitting requirements holistically. The process often starts with a pre-permitting meeting to compare notes on project design and review submission requirements so all parties are informed and prepared for the process from the beginning.

These meetings have the added benefit of allowing department representatives to interact with each other regarding aspects of the proposed development that might fall under multiple jurisdictions. This helps departments share different perspectives and reach consensus on a path forward where solutions might not otherwise be clear.

Depending on the characteristics of the development, participating departments could include some or all of the following:

- Planning department
- Community and Economic Development
- Building inspector
- Fire department
- Department of Public Works
- Health Board
- Licensing Commission

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City actions

Set metrics and track progress toward housing goals

Housing production goals such as those proposed for Greenfield are a good way to track success in planning efforts.

For example, the City of Portland, Maine, set a housing production target in its 2017 Comprehensive Plan of 2,557 units in ten years. California sets housing production goals for municipalities. Both places use online housing dashboards to track progress.

Portland's Housing Dashboard

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Other funding sources

Low Income Housing Tax Credits

Greenfield should work with local developers, especially experienced non-profits, to encourage Low Income Housing Tax Credit (LIHTC) projects in the city. The LIHTC program provides each state with an allocation of tax credits that fund below-market attainable housing. Each state issues a Qualified Allocation Plan that sets forth how developers can apply for credits through a process of allocating points for various factors. Factors include the per-unit cost of the development and whether the project is receiving local support.

These tax credits are sold by the developer to corporations or other taxpayers who are seeking to reduce their federal tax bills. Each $1 of credit generally sells for less than $1, saving that taxpayer money. The revenue from sale of the tax credits helps fund the development.

There are actually two kinds of tax credits. The so-called "9 percent" credits are more limited but provide more funding for a development. The so-called "4 percent" credits are easier to receive but provide less funding. In addition, the funding from a 4 percent tax credit may be limited to certain kinds of projects.

Created in 1986, LITHC is a complex program, but it has been politically durable. As a result, many developers count on LIHTC as a source of funding. They also count on local governments to help their efforts to receive tax credits by taking actions such as providing a Affordable Housing Tax Increment Finance district, or approving a project in a timely fashion.

The City may also be able to take actions to make applications more competitive for funding under the state's QAP.

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Other funding sources

Historic tax credits

Similarly, ***Greenfield should encourage local developers to utilize Massachusetts Historic Rehabilitation Tax Credits and the federal Historic Preservation Tax Incentives program for housing financing***. Historic Tax Credits can be used to help pay for restoration and preservation of buildings on the National Register of Historic Places. They are often used for development of housing in such buildings. While preserving historic character can cost more money up front, the tax credits generally more than make up for the additional costs, and can make a project feasible, especially when layered with other sources. A developer must retain a building for five years in order to properly utilize the credits, so it is generally best suited for properties that will be rented for some period of time.

Historic tax credits are one of the many funding sources for the redevelopment of the former Wilson's department store into affordable housing. In exchange for the credits, the proposed design restores the building's original facade and also preserves certain historically meaningful interior features.

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Other funding sources

State sources

Greenfield should maximize use of other state funding sources, including ongoing state programs and one-time state bonding or other funds. There are several other state source of funding that can be sought by developers of affordable housing. In most cases, developers can simply submit the Commonwealth's "One Stop" application to be considered for funding.

One example of a state source of funding is the Housing Innovations Fund. This program is available for non-profit developers to create and preserve affordable rental housing for special needs populations. Target populations include veterans, seniors, survivors of domestic violence, and others. This funding can be used for single-room occupancy housing, limited equity cooperatives, and other types of affordable housing. At least 50% of the occupancy in the housing must be at or below 80% of Area Median Income, and 25% of occupants must be at or below 30% of Area Median Income. Up to $1 million is available per project, in the form of a 30-year deferred payment loan at 0% interest, with extensions possible.

COMMUNITY ONE STOP for GROWTH

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Development entities

Housing Authority Production

While there are no federal public housing units in Greenfield, the state public housing units represent an important element of the housing supply. The Greenfield Housing Authority (GHA) owns 114 family sized housing units, primarily at Oak Courts, where residents pay 27% of their household income on rent. The GHA also owns Elm Terrace, with 108 one-bedroom units for elderly residents who pay 30% of their income on rent. The GHA also works with the United Arc to operate eight units for residents with special needs.

The GHA also manages 113 Massachusetts Rental Voucher Program vouchers and serves 526 households with federal rental subsidies.

At the same time, the Franklin County Regional Housing & Redevelopment Authority has created two affordable housing developments in Greenfield. These developments consist of 18 ownership units and two community-based units. They also have a partner housing development organization called Rural Development Incorporated that has been actively working on Low Income Housing Tax Credit projects in the region, including in Greenfield.

These two housing authorities could produce additional units at the lower income levels, primarily in the <30% AMI and 30-60% AMI categories. It's possible they could house additional households in the 60-80% AMI categories through tools such as income averaging.

Potential Funding Sources: Low Income Housing Tax Credits; HOME/CDBG; Zoning Amendments

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Development entities

Private developers

Local private developers continue to play an important role in housing production in Greenfield. Rents in the area have increased, though they still lag below other communities in the Pioneer Valley. That can be a challenge because the construction costs are comparable, meaning that investors seeking maximum return are more likely to look at communities such as Northampton or Amherst. However, other factors point in Greenfield's favor, including available land and a welcoming city government. Most of the developers in Greenfield right now are focused on developments with fewer than ten units. However, it's possible that larger scale developers could be attracted to the market through proactive marketing of opportunities in the city, as well as some limited public incentives to fund needed improvements such as site preparation, elevators for upper stories, and density bonuses for certain types of housing.

Potential Funding Sources: Low Income Housing Tax Credits; HOME/CDBG; TIF-Urban Centers Housing; CPA funds; zoning amendments

Repurposing an existing building downtown, Olive Street Lofts (top) represents one of the few market rate apartment developments delivered in Greenfield recently. Kendrick Place (above) in Amherst is an example of recent new construction in the region.

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Development entities

Non-Profit Affordable Housing Developers

There are many non-profit developers of affordable housing that do work in Greenfield and nearby communities. As one example, The Community Builders (TCB) is working on redevelopment of the Wilson's building. TCB has the capacity to plan for a larger, complex project such as this one due to their broad experience in housing development. There are other non-profit developers who do work in Massachusetts and might be interested in working in Greenfield if the right opportunity were to arise.

Potential Funding Sources: Low Income Housing Tax Credits; AHTF; Community Preservation Act; HOME/CDBG; TIF-Urban Centers Housing; CPA funds; zoning amendments

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Development entities

Community land trusts

A Land Trust is a not-for-profit owner of land that generally holds it in order to develop below-market housing. The Trust will enter into a partnership to develop housing on the land – or renovate existing housing on the land. Through owning the underlying land, the Trust is able to require that the housing be attainable at certain income levels. Land Trust ownership of land is an alternative to recording a deed restriction on the property, which is sometimes vulnerable to being ignored or eliminated by another party with interest in the property. A Land Trust is not to be confused with an Affordable Housing Trust Fund.

Potential Funding Sources: Low Income Housing Tax Credits; AHTF; Community Preservation Act; HOME/CDBG; TIF-Urban Centers Housing; CPA funds; zoning amendments

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Implementation

Greenfield's housing production priority action plan

The strategies and actions below represent immediate next steps the City should consider taking to build momentum toward meeting or exceeding the housing production opportunities and achieving other local housing goals as described in this and other City plans.

Strategy	Action
Revise zoning to promote more housing production	Update the zoning ordinance to enable more housing throughout the city, addressing dimensional requirements, allowable uses, parking provisions, and other regulating factors.
Update ADU ordinance	Remove provisions that limit or slow ADU production and comply with new state legislation as applicable.
Introduce inclusionary zoning and density bonuses to zoning code	Add an inclusionary zoning provision that provides incentives for developers to include affordable units in market rate projects. Consider density bonuses that are significant to truly unlock development opportunities in suitable locations such as in and around downtown.
Position the Hope Street lot for housing development	Perform or commission a feasibility study to inform next steps including readying the site, preparing development scenario, crafting incentives as needed, and seeking a development partner.
Establish a housing trust fund	Create a housing trust fund and capitalize it with CPA funds.
Explore use of Public Land for Development	Study the City's current property portfolio for underutilized sites that could offer housing development opportunities. Also consider publicly owned land such as Commonwealth property.
Market Greenfield to the regional and national development community	Begin outreach to regional and national developers, promoting Greenfield as a promising place to invest and discussing incentives and partnerships that might catalyze new development in line with City goals.